

# MULTI-FAMILY LAND USE POLICY AND ZONING STUDY

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# SECTION I - EXECUTIVE SUMMARY

The objective of this study is to implement Marin County Housing Element Goal 1 (Use Land Efficiently) and the Housing Element Program 1.b (Evaluate Multi-Family Land Use Designations), which states:

“Conduct a comprehensive analysis of multi-family land use to evaluate whether multi-family zoning is appropriately located.”

It also implements, the County’s Voluntary Compliance Agreement with the Federal Department of Housing and Urban Development (HUD) which calls for the County to:

“Evaluate existing multi-family Land Use Designations within the unincorporated county to determine whether zoning is appropriate to allow additional affordable housing development beyond existing areas of racial or ethnic concentration.”

## STUDY METHODOLOGY

In order to evaluate whether multi-family housing is appropriately located, the study assesses existing zoning and policy conditions that affect where the “multi-family dwelling” is currently an allowed use and further evaluates impediments to its development. In addition, this study assesses the impediments of zoning to fair housing choice and whether it is overrepresented in areas of minority concentration. As such, the study:

1. Provides an overview of the County’s historic and current policy and regulatory framework for real estate development and evaluates why and how these factors affect existing zoning patterns (*Section III – General Planning Framework*);
2. Provides an overview of the County’s existing zoning and identifies zoning districts that allow multi-family housing and where they are located (*Section IV -Current Land Use Designations & Zoning and Section VI – Zoning Analysis by Planning Area*);
3. Identifies areas of minority concentration and their zoning make-up (*Section VII – Impediments to Fair Housing Choice*); and
4. Identifies constraints from physical conditions and natural hazards that affect the suitability of multi-family zoning locations (*Section VI – Zoning Analysis by Planning Area and Section VIII – Environmental Hazards*).

This study does not assess other economic or policy factors that may also influence overall housing outcomes. These factors may include financial mechanisms such as exclusionary or predatory home loans programs or the effectiveness of policies intended to increase affordable housing stock, such as Marin County’s Inclusionary Housing policy. Though these factors are important and add nuance to a complex housing crisis, they are further explored in other Marin Housing initiatives such as the 2020 Marin County Analysis of Impediments to Fair Housing Choice, the Marin County Housing Element and the Countywide Plan. Instead, this study focuses on the mechanism of zoning and how it affects where multi-family zoning is located, which is one factor out of many affecting housing outcomes in Marin County.

Two appendices are attached, including a benchmark study of other Bay Area County approaches

to housing development (Appendix B), and a set of maps used to analyze the effects of the existing policy framework on single-family verses multi-family districts and their related allowable densities for the seven Planning Areas identified in the Countywide Plan (Appendix A).

The analysis is based on a thorough review of policy and regulatory documents, geo-spatial data contained in the County’s geographic information system (GIS), and demographic census data. The patterns of zoning are evaluated in relation to a number of Countywide Plan policies some, of which encourage multi-family housing while others reduce density for market rate housing.

Overall, the GIS analysis reflects the historical patterns of development, the early zoning framework, and the naturally occurring physical constraints of Marin’s diverse landscape. A significant number of properties across all seven Countywide Plan Planning Areas are designated within a zoning district intended for low density, single-family uses. This is due in part to the early applications of low-density zoning, the development of historic built-out subdivisions, and the constrained physical conditions that present a fundamental impediment to increased subdivision potential or density. Additionally, as noted in the 2020 Marin County Analysis of Impediments to Fair Housing Choice, these zoning practices have also determined the type of housing within communities and who it is available to, where “exclusionary zoning practices, including those that limit where, how, or if affordable housing can be developed, can result in creating and maintaining segregated communities”.

Despite these allowances, the number of properties zoned to allow duplex (two-family), multi-family, or mixed business/institutional land uses are significantly less than the number of properties that allow for single-family use. The predominance of single-family zoned lots is primarily due to the historic development patterns in the unincorporated county, which accelerated after construction of the Golden Gate Bridge opened Marin as a suburban bedroom community.

The County’s zoning ordinance has also been permissive to this development pattern by allowing single-family housing in all zoning districts that allow residential use. In contrast, multi-family housing is not permitted in single family zoning districts. The deference given to single-family development has in some cases resulted in areas zoned primarily for multi-family housing to be developed with single-family homes, thereby reducing the County’s potential housing stock due to the greater land area devoted to larger dwellings and outdoor yard areas

## Key Findings

The analysis results in six key findings regarding multi-family housing development, as further discussed below.

1. A large proportion of the County’s residentially zoned areas allow only single-family development (and associated Accessory Dwelling Units). Only eleven percent of the parcels in the County are zoned with a zoning district intended for multi-family housing, a pattern that prevents the wide-scale availability of multi-family rental housing. However, the Marin County Code implements a mixed-housing strategy that allows for multi-family housing in most business/institutional type of zoning districts. This zoning type accounts for three percent of parcels in the unincorporated county.
2. The County’s zoning definition for “Single Family Dwellings” may not clearly reflect recent State law allowances for Accessory Dwelling Units (ADUs) in all residentially zoned districts. The ADU statutes essentially allow a second detached or attached residence of up to 1,200 square feet on single-family zoned lots, thereby creating what amounts to duplex zoning. In contrast, the County currently defines “Single Family Dwellings” as *one building designed for and/or occupied by a single family*. Design guidelines and regulations can be used to address

issues related to the building scale and physical design of local communities.

3. The predominant land use patterns in the unincorporated county characterized by protected agricultural and park lands and historic single-family neighborhoods consisting mainly of small and mostly developed lots currently limit the parcels available for multifamily housing. Due to these constraints, the County has over time adopted a variety of policy and zoning measures to increase the supply of housing, and primarily multi-family housing, on commercial and other non-residential zoned sites, including a Housing Overlay Designation, mixed-use development regulations and a broad allowance for affordable housing in all zoning districts that allow residential development. However, these strategies have fallen well short for their intended outcomes as evidenced by the dearth of new multi-family housing development in the unincorporated county since the housing incentive policies were put in place.
4. The CWP treats market rate and affordable housing in distinctly different ways. Four specific CWP policies reduce the allowable density for market rate housing to the lowest end of the density range identified in the CWP Land Use designation for the area, even when the underlying zoning would otherwise allow a higher density. In combination, these policies cover all, or almost all properties in the County, substantially reducing the potential increase of market rate housing supply while allowing for affordable housing at the upper end of established density ranges.
5. The population of Marin County is mostly white, non-Hispanic and incomes tend to skew towards the affluent. Census data also demonstrates that multi-family housing is more likely to be rental housing than single-family housing and rental housing is more likely to be occupied by people of color. In 2019, the County completed an Analysis of Impediments to Fair Housing Choice (AI) that reviewed and analyzed a full range of public policies, practices, and procedures affecting housing choice. According to census data within the unincorporated areas of Marin, the community of Marin City is identified as the only area of minority concentration in terms of the disproportional concentration of African American households, and according to zoning data in Marin City, 64 percent of properties are zoned for multi-family housing. This is in contrast with adjacent areas such as the Lower Ross Valley Countywide Plan Planning Area which has the highest proportion of non-Hispanic White residents (86.7 percent) and a similarly high proportion of low density, single-family zoned parcels. Though conclusive evidence may be difficult to demonstrate, the correlation between the percentage of multi-family zoned properties in an area, the percentage of housing units that are renter-occupied, and the racial diversity of that area suggests there may be opportunities worth exploring in increasing the diversity of housing opportunities in areas currently dominated by detached single-family residences.
6. While increasing density may be appropriate in some areas, other areas face potential environmental hazards, such as wildfire or sea level rise. Neighborhoods with substandard road networks that are in the urban wildland interface area are particularly at risk. Increases in density are inappropriate where roadways provide inadequate emergency access and evacuation routes, unless they are coupled with roadway improvements.

These findings reflect broad patterns in planning of the unincorporated areas of Marin. However, there are likely numerous instances where the particular circumstances of a site or project would deviate from these patterns.

## OUTCOMES OF HOUSING ELEMENT PROGRAM 1.B

As set forth in Marin County Housing Element Program 1.b (Evaluate Multi-Family Land Use Designations) there were three potential outcomes contemplated for this study. Each of those outcomes is briefly discussed below.

*A. Adjust zoning maps as appropriate and redistribute multi-family zoning to locations suitable for multi-family development.*

Despite being located a bridge away from a major city, the majority of Marin County is preserved and protected as agricultural lands and open space. The CWP implements several policies in the unincorporated area designed to reduce density in areas constrained by poor traffic conditions, the lack of sanitary or water facilities, and environmentally sensitive resources. The Countywide Plan envisions the City-Centered Corridor as being generally more appropriate for housing development than other portions of the County.

Since Housing Element program 1.b was adopted in 2007, the State has passed legislation promoting housing development, including Accessory Dwelling Units and housing development projects that involve more than four units, and requiring that more housing be developed countywide. However, residents have become ever more aware of various hazards, especially wildfire and sea level rise, and the challenges of protecting both residents and property from the risks natural disasters pose to communities in Marin. Balancing competing interests while meeting State housing mandates calls for an evaluation of where best to allow multi-family housing and changes to the County's policy and regulatory framework that are best addressed during updates to the Countywide Plan Housing Element.

*B. Avoid the designation or rezoning of multi-family residential land for other uses or to lower densities without rezoning equivalent land for higher density multi-family development.*

Reducing the amount of area in the unincorporated County that is zoned for multi-family development is unnecessary and inappropriate. In areas that are highly constrained, the best way to deal with negative impacts is through the application of design criteria rather than by rezoning multi-family districts for single-family uses.

*C. Identifying sites for multi-family, mixed-use, affordable workforce, and special needs housing, when undertaking community planning and zoning processes.*

Identifying specific sites for housing development of various types will be addressed in updates to the Housing Element and other related elements of the Countywide Plan. This study provides background analysis to inform the preparation of the Housing Element and other Countywide Plan updates but does not provide recommendations regarding particular housing sites.

## SECTION II - INTRODUCTION

The lack of sufficient housing continues to necessitate local and State action. With ongoing changes to state requirements, it can be challenging for local jurisdictions to maintain pace with demand for a variety of housing types by updating their policies to address the housing crisis. However, jurisdictions throughout California and even across the country continue to explore innovative solutions and initiate cross-jurisdictional collaboration to achieve an adequate housing supply for all levels of need.

The objective of this study is to implement Marin County Housing Element Goal 1 (Use Land Efficiently) and the Housing Element Program 1.b (Evaluate Multi-Family Land Use Designations), which states:

“Conduct a comprehensive analysis of multi-family land use to evaluate whether multi-family zoning is appropriately located. Possible outcomes of this analysis could include:

- A. Adjust zoning maps as appropriate and redistribute multi-family zoning to locations suitable for multi-family development.
- B. Avoid the designation or rezoning multi-family residential land for other uses or to lower densities without rezoning equivalent land for higher density multi-family development.
- C. Identifying sites for multi-family, mixed-use, affordable workforce, and special needs housing, when undertaking community planning and zoning processes.”

In addition, the requirement to comply with fair housing laws underscores the need for increased housing availability for all segments of our society. In 2009, as a recipient of federal funding, the County of Marin was monitored by the U.S. Department of Housing and Urban Development (HUD) for compliance with its fair housing and equal opportunity regulations. Following this monitoring, the County and HUD entered into a Voluntary Compliance Agreement to assess and monitor the County’s compliance with HUD’s requirements with the ultimate goal to affirmatively further fair housing.

During the course of the compliance review, HUD had identified barriers to fair housing as described in the County’s 1994 Analysis of Impediments (AI), including the following:

“That a shortage exists of larger, multiple-bedroom rental units which are likelier to be sought by Asian and Hispanic households with more children or multiple generations living within a single household (1994 AI, pages 2, 5, and 10);

“That a shortage of rental units within the county, which drives up demand and prices, and results in competition, can lead to housing providers employing discriminatory screening methods, and which may have particular negative consequences for minorities, families with children, and persons on fixed incomes such as elderly persons and those with disabilities (page 2);”

In May of 2019, the County of Marin agreed to enter into a new Voluntary Compliance Agreement (VCA) with HUD to address their concerns with the limited supply of affordable rental housing for families with children in areas outside of census tracts with a concentration of minorities or poverty. A program to study the zoning patterns in Marin was included and this report implements this provision of the VCA, which is copied below:

“Evaluate existing multi-family Land Use Designations within the unincorporated county to determine whether zoning is appropriate to allow additional affordable housing development beyond existing areas of racial or ethnic concentration.”

This study does not perform a parcel by parcel build-out analysis. Rather, the CWP policies that reduce density are evaluated on a broad basis across the seven Planning Areas established by the

Countywide Plan. As such, this study also does not perform an analysis of the underutilization of multi-family zoned properties which would require a parcel by parcel analysis.

Instead, this report performs an analysis of the historical development context and regulatory conditions that may have had or continue to have effects on where multi-family development is located in the unincorporated areas of the County today. This report covers the existing policy and regulatory framework, impediments to fair housing choice, and constraints from natural hazards.

Two appendices are attached. a set of maps used to analyze the effects of the existing policy framework on single-family verses multi-family districts and their related allowable densities for the seven Planning Areas identified in the Countywide Plan (Appendix A), and a benchmark study of other Bay Area County approaches to housing development (Appendix B).

### WHAT IS MULTI-FAMILY HOUSING?

Multi-family housing can be an important tool in providing additional housing options at a range of affordability, especially in high-cost markets saturated with single-family housing. However, there can be a variety of barriers in developing multi-family housing, such as the lack of available land, lack of available urban services or infrastructure, regulatory impediments that prevent flexibility in housing types, high development costs, and lack of community support.

One objective of this study is to evaluate whether multi-family housing is suitability located. The study goes further in identifying barriers to their production. In order to provide clarity on what is meant when “multi-family housing” is discussed, this section illustrates the concepts of single-family and multi-family housing, assumptions around each housing type, and what perceptions result from these assumptions.

Housing types vary in design and appearance, such as: single-family homes with an accompanying yard, attached townhouses with shared common walls, detached cottages on a single lot, and multi-story apartment buildings. Whether or not a housing development is considered “single-family” or “multi-family” depends on various factors and how those factors are defined or addressed by any given jurisdiction. Those factors are: (1) zoning; (2) design; and (3) density.

### Zoning

Zoning is the regulatory mechanism a jurisdiction uses to classify and regulate the uses of land and structures. Zoning is one of the mechanisms local governments use to address the types of housing that are allowed at a given density and the locations considered to be suitable for them. Historically, zoning has also been used as a tool to prevent racial and ethnic minorities from moving into middle- and upper-class neighborhoods. The 2020 Marin County AI demonstrates that zoning, by controlling the type and size of housing and where high-density is allowed, may “contribute to allowing some populations to live in certain areas while keeping others out” and notes that “policies that require minimum lot sizes or communities that are primarily zoned for single-family residences can disproportionately impact people of color”. Zoning may also establish design criteria as to housing sizes, setbacks from property lines, and building height. For unincorporated land within Marin County, zoning is implemented through the Marin County Development Code (“The Development Code”). The Development Code establishes zoning districts, allowable land uses, and the definitions for those land uses, as further discussed in Section IV.

The Marin County Code establishes which zoning districts allow single-family and multi-family land uses and what their permitting requirements are under different circumstances. For example, the RMP (Residential Multiple Planned) zoning districts allows for both “single-family dwellings” and

“multi-family dwellings” as permitted land uses. In contrast, the RSP (Residential, Single-Family Planned) zoning district allows the “single-family dwellings” land use but does not allow “multi-family dwellings” as a permitted land use. In this case, zoning is a factor that determines which zoning districts multi-family housing is permitted to be located.

## Design

A typical suburban detached residence on its own lot is commonly equated with single-family zoning and an apartment building is identified with multi-family zoning because the detached residence may appear to allow for the occupation of one household, where the apartment building may appear to allow for the occupation of multiple households in multiple units within the building. In this case, how these buildings are perceived – single-family verses multi-family– is based more on design criteria – a detached building perhaps with a yard verses one building with multiple interior units – rather than the fundamental use of a property for either single-family or multi-family development.

It is challenging for a casual observer to tell whether a development is for single-family or multi-family land use without knowing whether property accommodating attached housing has been subdivided into separate lots for each residence. For example, take a row of attached townhouses that is divided by lot lines between each townhouse. Each separate townhouse is on its own legal lot of record, and can be sold separately, but they are all attached (this is often called a “zero-lot-line” design). The fact that they are not detached relates to how it is designed and does not necessarily relate to the fundamental use allowed by the zoning.

This particular type of townhouse development would exemplify a single-family land use with an attached housing design because each unit would be divided by a lot line. If all the townhouses were built on a single lot, where there is no lot line legally dividing them, then the development would constitute a multi-family land use.

Marin County has a variety of regulations and guidelines regarding design, most notably the Single-Family Residential Guidelines and the Multi-family Residential Guidelines. While it is not the purpose of this report to expand on those design criteria, it is worth noting the County has adopted tools to address housing design issues for a variety of neighborhood or community contexts and is in the process of updating its design standards to address recent state housing legislation.

## Density

Like allowable land uses, density requirements are also implemented by zoning and is another concept related to the underlying single-family or multi-family use of a property but is also distinct. Common assumptions about housing and density conflate single-family development with lower unit density and multi-family development with a higher unit density. This is sometimes the case, but not always. Density calculations relate to the number of primary residences on a single legal lot of record, normally expressed as dwelling units allowable per acre or acres required per dwelling unit.

To illustrate this concept, take for example a 10-acre property zoned residential, single-family, planned (RSP), with a maximum density allowable of one unit per acre. Per Marin County zoning regulations, this property could be subdivided and developed with 10 detached residences. This design would conform with the underlying use and density allowed by the zoning.

If this same property was zoned residential, multi-family, planned (RMP) with an identical maximum density of one unit per acre, then the development could also be either detached residences, attached townhouses, or one building with 10 apartment units. The density, or dwelling units per acre, would be the same as the previous scenario at 10 units per acre. So, the assumption that

single-family housing would result in lower density and multi-family housing would result in higher density is not necessarily always going to be true depending upon the development constraints and opportunities of the project site.

The distinction between these two scenarios is that the property would need to go through the subdivision process with a single-family zoning but would not need to be subdivided with a multi-family zoning. Either way, the resulting development could result in the same density, but the multi-family zoning removes the impediment of the subdivision process.

The built environment of a particular town or neighborhood is not determined solely by zoning, design, or allowable density. Instead, it is influenced by the relationship between these three factors. The following sections of this study will examine Marin County’s historic and existing zoning patterns and the policy framework in place that affects where multi-family zoning is located and where else it may be suitable.

# SECTION III - GENERAL PLANNING FRAMEWORK

California state law requires every city and county in the state to prepare and adopt a comprehensive long-range general plan for the physical development of the jurisdiction. The “General Plan” is required to be visionary yet provide the jurisdiction enough guidance and clear context for the subsequent planning decisions and approvals for development in a manner that is consistent with the adopted General Plan. Internal consistency is parsed as “horizontal consistency” and “vertical consistency”.

“Horizontal consistency” refers to the internal consistency between policies throughout the General Plan and requires that policies are not in conflict with one another. Government Code section 65300.5 (Internal Consistency) states:

“In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.”

“Vertical consistency” refers to the vertical alignment between the General Plan and other land use and development regulations such as Zoning and Specific Plans. Government Code section 65860(a) states:

“County or city zoning ordinances shall be consistent with the general plan of the county or city by January 1, 1974. A zoning ordinance shall be consistent with a city or county general plan only if both of the following conditions are met: (1) The city or county has officially adopted such a plan. (2) The various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in the plan.”

In addition, State law mandates that zoning districts have uniform requirements. Government Code section 65852 states:

“All such regulations shall be uniform for each class or kind of building or use of land throughout each zone, but the regulation in one type of zone may differ from those in other types of zones.”

Therefore, it is not possible to apply standards for a single parcel or subset of parcels in a zoning district that are at odds with standards applied to all other parcels within the same zone.

## MARIN COUNTYWIDE PLAN

The Marin Countywide Plan (CWP), updated in 2007, is the comprehensive long-range general plan that establishes the County’s overall policies for preservation, conservation, and development in unincorporated Marin County. The Countywide Plan was first adopted in 1973 as a visionary document created in collaboration with and for all jurisdictions, inclusive of the unincorporated areas and eleven cities and towns. This first plan identified the need to balance three planning priorities: (1) protecting the environment; (2) allowing land uses to meet the needs of present and future residents for housing, jobs, and recreation; and (3) developing transportation options that reduce automobile dependence.

Subsequently, three environmental corridors were established to distinguish specific geographical and environmental characteristics, such as the marked natural boundaries formed by north and south running ridges. The early policies provided in the 1973 plan and subsequent updates is the foundation for how the built and natural environment in Marin occurs as it is experienced today.

Please note that though the early iterations of the Countywide Plan were inclusive of Marin’s cities and towns, this study focuses only on the unincorporated areas and policies in the 2007 Countywide Plan update, which now only governs the unincorporated county. The references to earlier plans serve to provide historical context to the application of current policies.

The Countywide Plan Environmental Corridors, as shown in **Figure 3.A** are the following:

- **The Coastal Corridor** (previously the Coastal Recreation Corridor) includes areas adjacent to the Pacific Ocean and is primarily designated for Federal parklands, recreational uses, agriculture, and the preservation of existing small coastal communities. Properties located in this corridor primarily consist of larger parcels designated with open space or agricultural land use designations and zoning districts. Coastal residential areas with single-family lots include communities such as Bolinas, Dillon Beach, Inverness, Marshall, Muir Beach, Olema, Point Reyes Station, Stinson Beach and Tomales.
- **The Inland Rural Corridor** is located in the central and northwestern part of the county, and is primarily designated for agriculture and compatible uses, and for preservation of existing small, rural communities. Properties located in this corridor largely consist of larger properties designated with agricultural, mixed agricultural, and smaller lots with single-family land use designations and zoning districts. Along with the Coastal, the majority of these areas comprise portions of West Marin (see Planning Areas below) located between the Coastal Corridor and the City-Centered Corridor. These areas were intended to be preserved for agriculture, small rural villages, open space and parks.
- **The City-Centered Corridor** is located along Highway 101 in the eastern part of the county near San Francisco and San Pablo bays and is primarily designated for urban development and for the protection of environmental resources. This corridor includes the eleven incorporated cities and towns that are located along and extend from Highway 101 and entails the majority of the higher density areas of the County. As first established in the 1973 plan, future urban growth is intended to be focused within the City-Centered Corridor where urban services are available. Properties primarily consists of residential development and mixed uses, and much of the existing multi-family development is located within the City-Centered Corridor.
- **The Baylands Corridor** was created in the 2007 update to provide heightened recognition of the unique environmental characteristics of lands along the shoreline of the San Francisco, San Pablo, and Richardson bays, and to establish policies to further protect its important resources. The area generally contains marshes, tidelands, and diked lands that were once wetlands or part of the bays, and adjacent, largely undeveloped uplands. Portions of the Baylands Corridor were previously included in the City-Centered Corridor. As such, properties in this corridor have residential, mixed use, and open space land use designations and zoning districts.

In addition to the four environmental corridors, the Countywide Plan establishes seven planning areas (**Figure 3.B**). Six of the planning areas make up the City-Centered and Baylands corridors, and generally represent the watersheds that drain to the bay. The seventh planning area covers both the Coastal and Inland Rural corridors of West Marin.

The seven Countywide Plan Planning Areas are listed below:

1. Novato
2. Las Gallinas
3. San Rafael Basin
4. Upper Ross Valley
5. Lower Ross Valley
6. Richardson Bay
7. West Marin

The Marin Countywide Plan also includes adopted Community Plans that are intended to further detail policies as they pertain to each unincorporated community. These plans identify the unique environs and characteristics of the many distinct communities in Marin and address community-specific planning issues.

The Marin Countywide Plan (CWP) establishes land uses and maps the areas in which those uses are allowed. In addition to the various local community plans, the CWP provides policy guidance for land uses in the established categories. Density requirements for properties within the land use categories are established through a combination of the policies in the Countywide Plan and the Zoning regulations used to implement these policies. The CWP land use designations are provided pursuant to the CWP categories in **Table 3.A**.

**Table 3.A. Countywide Plan Land Use Designations**

<b>Agricultural Land Use Designations</b>	
AGC 1 (Agricultural and Conservation; one dwelling unit per 31 to 60 acres)	AG1 (Agriculture; one dwelling unit per 31 to 60 acres)
AGC 2 (Agricultural and Conservation; one dwelling unit per 10 to 30 acres)	AG2 (Agriculture; one dwelling unit per 10 to 30 acres)
AGC 3 (Agricultural and Conservation; one dwelling unit per 2 to 9 acres)	AG2 (Agriculture; one dwelling unit per 1 to 9 acres)
<b>Very Low Residential Land Use Designations</b>	
SF1 (Single-Family 1; 20 to 60 acres minimum lot size)	SF2 (Single-Family 2; 5 to 19 acres minimum lot size)
<b>Rural/Residential Land Use Designations</b>	
SF3 (Single-Family 3; 1 to 5 acres minimum lot size)	SF4 (Single-Family 4; 20,000 sqft to 1 acre minimum lot size; 1 to 2 dwelling units/acre)
PR (Planned Residential; 1 unit per 1 to 10 acres minimum lot size)	
<b>Low Density Residential Land Use Designations</b>	
SF5 (Single-Family 5; 10,000 to 20,000 sqft minimum lot size; 2 to 4 dwelling units per acre)	SF6 (Single-Family 6; less than 10,000 sqft minimum lot size; 4 to 7 dwelling units per acre)
MF2 (Multi-Family 2; 1 to 4 dwelling units per acre)	
<b>Low to Medium Density Residential Land Use Designations</b>	
MF3 (Multi-Family 3; 5 to 10 dwelling units per acre)	MF3.5 (Multi-Family 3.5; 5 to 16 dwelling units per acre)
<b>Medium to High Density Residential Land Use Designations</b>	
MF4 (Multi-Family 4; 11 to 30 dwelling units per acre)	MF4.5 (Multi-Family 4.5; 11 to 45 dwelling units per acre)
<b>Commercial/Mixed-Use Land Use Designations</b>	
(Floor area ratio standards are established by CWP Land Use Policy Maps)	
GC (General Commercial/Mixed-Use)	OC (Office Commercial/Mixed-Use)
NC (Neighborhood Commercial/Mixed-Use)	RC (Recreational Commercial)
IND (Industrial)	
<b>Planned Designation Land Use Designation</b>	
PD-Agricultural and Environmental Resource Area (Planned Designation-Agricultural and Environmental Resource Area)	PD-Reclamation Area (Planned Designation-Reclamation Area)
<b>Public Facility, Quasi-Public Facility, and Open Space Land Use Designations</b>	
PF (Public)	QPR (Quasi-Public Facility)
OS (Open Space)	

## THE LOCAL COASTAL PROGRAM

The entire western edge of the County is located along the coast of the Pacific Ocean. As such, these areas are subject to the California Coastal Act of 1976. The Coastal Act mandates that coastal counties manage the conservation and development of coastal resources through a comprehensive planning and regulatory program called the Local Coastal Program (LCP). The Marin LCP identifies the location, type, densities, and other ground rules for future development in the coastal zone (**Figure 3.C**). The LCP also establishes zoning districts within the Coastal Zone.

The Marin LCP is currently divided into two units: Unit I, inclusive of Muir Beach, Stinson Beach, and Bolinas, was certified in 1980; and Unit II, inclusive of Olema, Point Reyes Station, Inverness, Dillon Beach, Marshall, and Tomales, was certified in 1981. Development located within the coastal zone is regulated by the provisions of Title 20 (Subdivision) and Title 221 (Interim Zoning) of the Marin County Code.

## THE MARIN COUNTY DEVELOPMENT CODE

The Marin County Development Code (“The Development Code”) implements state laws and CWP policies by classifying and regulating land use and real estate development. The Development Code consists of Title 22 of the Marin County Code and contains the County’s zoning and subdivision regulations for the development and use of private and public land, buildings, and structures within the unincorporated County inland of the coastal zone.

Zoning is the division of a jurisdiction by legislative regulations into areas, or zones, which specify allowable uses for real property and development restrictions for buildings. Pursuant to Government Code Section 65852 (the uniformity requirement), different zoning districts may have different standards, but those standards must be consistent across the entire district.

The Marin County Development Code establishes zoning districts applied to property within the unincorporated county and the general permit requirements for development and new land uses. The zoning districts are generally established by land use types such as agricultural, residential, etc., and are contained within two overarching zoning types, “conventional” and “planned”. “Special Purpose and Combining Districts” are districts intended to identify sites suitable for types of land uses that are substantially different from, or that may not be appropriate or cannot be readily accommodated with most other land uses or can be combined with other zoning districts to highlight areas where important site, neighborhood, or area characteristics require particular attention in project planning.

“Conventional” zoning districts establish development standards related to minimum lot size, minimum setback requirements, height limit, and maximum floor area ratio that are uniformly applied across all properties within their given designation. The development standards for “Planned” zoning districts provide development flexibility as determined by site specific constraints and are implemented through discretionary review such as Master Plans or Design Reviews.

The table below (**Table 3.B**) indicates all the conventional and planned zoning districts established by the Development Code. Section IV further discusses existing zoning districts and in which districts multi-family zoning housing as a land use is allowed.

**Table 3.B. Zoning Districts**

Conventional Zoning Districts	
R1 (Residential, Single-Family, 7,500 ft <sup>2</sup> minimum lot area)	AP (Administrative and Professional, 7,500 ft <sup>2</sup> minimum lot area)
R2 (Residential, Two-Family, 7,500 ft <sup>2</sup> minimum lot area)	C-R1 (Coastal, One-Family Residence, 7,500 ft <sup>2</sup> minimum lot area)
RA (Residential, Agricultural, 7,500 ft <sup>2</sup> minimum lot area)	C-R2 (Coastal, Two-Family Residence, 7,500 ft <sup>2</sup> minimum lot area)
RR (Residential, Restricted, 7,500 ft <sup>2</sup> minimum lot area)	C-RA (Coastal, Residential, Agricultural, 7,500 ft <sup>2</sup> minimum lot area)
RE (Residential, Estate, 7,500 ft <sup>2</sup> minimum lot area)	C-VCR (Coastal Village Commercial Residential, 7,500 ft <sup>2</sup> minimum lot area)
A2 (Agriculture, Limited, 2 acres minimum lot area)	C-H-1 (Coastal, Limited Roadside Business, 7,500 ft <sup>2</sup> minimum lot area)
A (Agriculture and Conservation, 3-60 acres minimum lot area)	C-R1-BD (Coastal, Single-Family Residential, Dillon Beach, 1,750 ft <sup>2</sup> minimum lot area)
C1 (Retail Business, 7,500 ft <sup>2</sup> minimum lot area)	C-RCR (Coastal, Resort and Commercial Recreation)
H1 (Retail Business, 7,500 ft <sup>2</sup> minimum lot area)	
Planned Districts	
RSP (Residential, Single-Family)	RX (Residential Mobile Home Park)
RMP (Residential, Multiple Planned)	C-RSP (Coastal, Residential Single-Family Planned)
RMPC (Residential/Commercial Multiple Planned)	C-RMP (Coastal Residential Multiple Planned)
ARP (Agricultural, Residential Planned)	C-RSPS (Coastal, Residential, Single-Family Planned, Seadrift Subdivision District)
CP (Planned Commercial, 1 unit per 1,450 ft <sup>2</sup> of lot area)	C-RMPC (Coastal, Residential, Multiple Planned, Commercial)
OP (Planned Office)	C-CP (Coastal, Planned Commercial)
IP (Industrial Planned)	C-ARP (Coastal, Agricultural, Residential, Planned)
RCR (Resort and Commercial Recreational)	C-APZ (Coastal, Agricultural Production Zone)
RF (Floating Home Marina)	
Special Purpose and Combining Districts	
OA (Open Area)	
C-OA (Coastal, Open Area)	
PF (Public Facilities)	
B (Minimum Lot Size)	
BFC (Bayfront Conservation)	
AH (Affordable Housing)	

Figure 3.A. Marin Countywide Plan Environmental Corridors

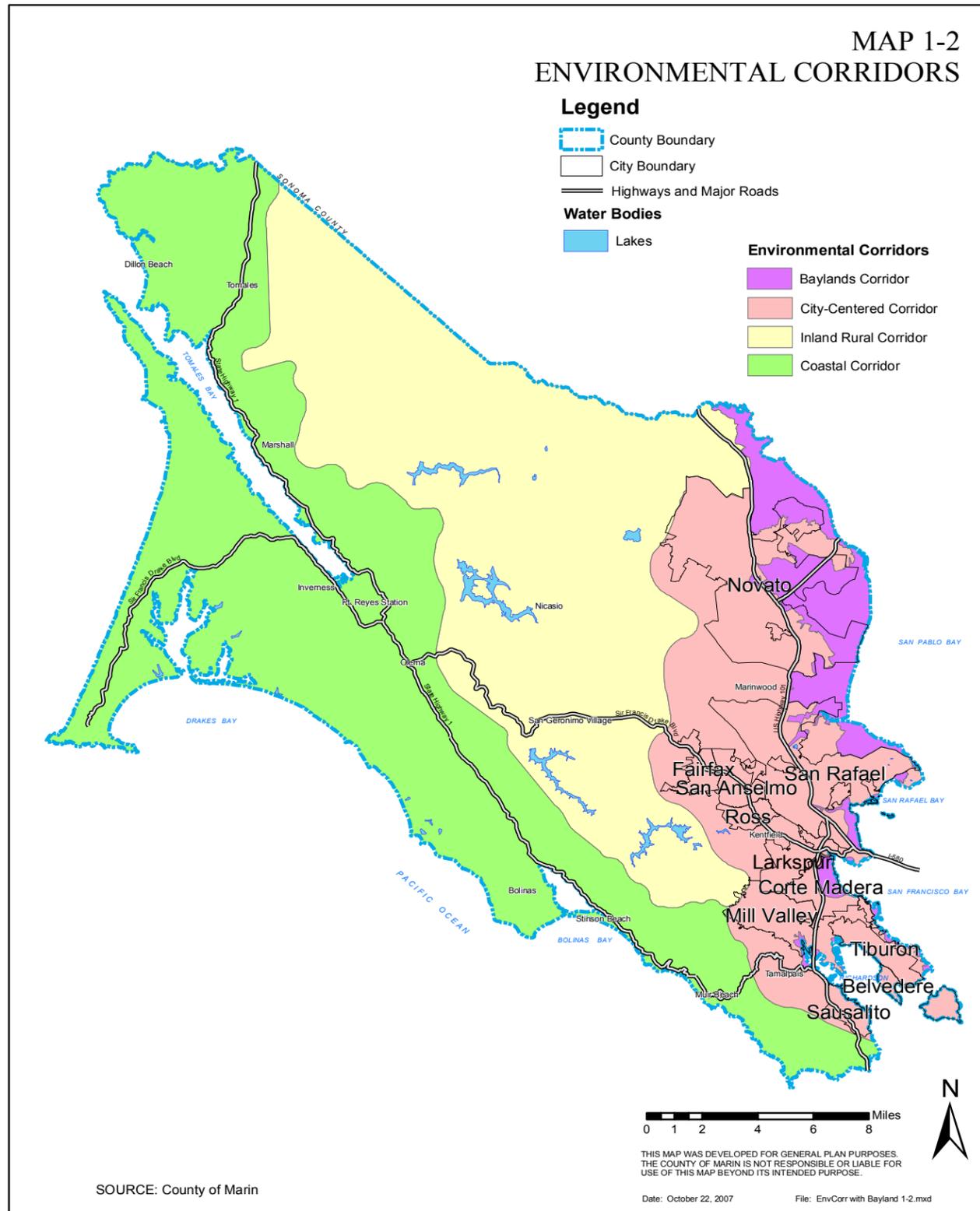


Figure 3.B. Marin Countywide Plan Planning Areas

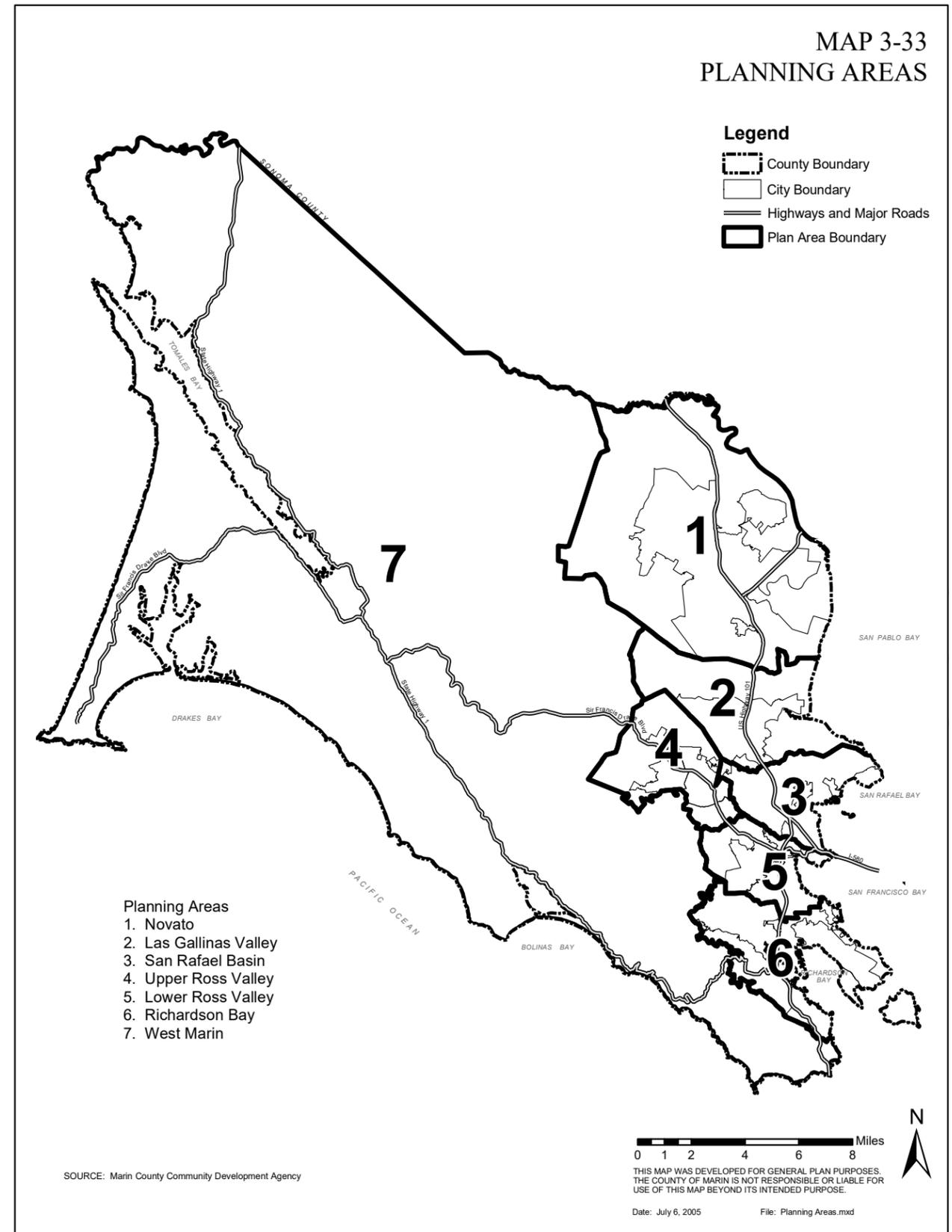
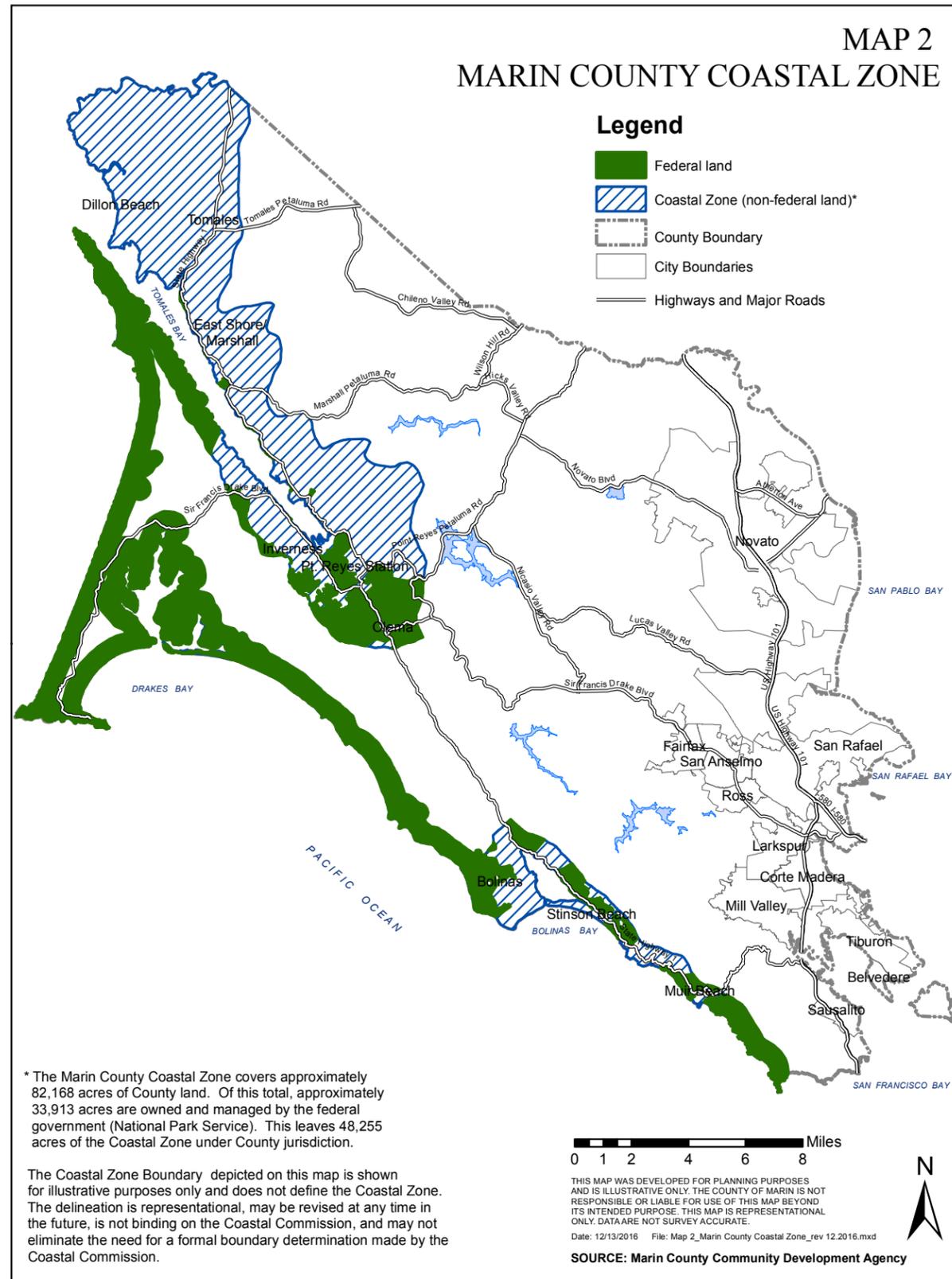


Figure 3.C. Marin County Coastal Zone



# SECTION IV - CURRENT LAND USE DESIGNATIONS AND ZONING

The current land use designations and zoning districts in place today originate from Marin’s early regulatory framework and carry forth the intent to balance the conservation of sensitive resources, preserve agriculture, and direct future growth to the City-Centered Corridor.

“Land use designations” are established by the Marin Countywide Plan and set the policies for the predominant type of land use in a given area. Land use designations establish requirements for building and land use intensity – how much of a lot can be used for buildings – expressed either as commercial floor area ratios or residential densities. Floor area ratio is the ratio of the size of the building, typically measured in square feet, in relation to the lot size. Residential density is measured as the number of dwelling units per acre or the number of acres required per dwelling unit.

“Zoning districts” are established by the Marin County Development Code (“The Development Code”) and implement the policies of the CWP by classifying and regulating the uses of land and structures within the unincorporated areas inland of the coastal zone. The zoning requirements implement the CWP’s intent to encourage the development of a high-quality built environment. As previously discussed, zoning districts established by the Development Code must maintain consistency with the corresponding CWP land use designation.

Areas designated as the Coastal Zone is regulated by the Marin County Local Coastal Program which maintains coastal zoning designations, prefaced with the prefix of “C”. For example, C-RSP (Coastal, Residential Single-Family Planned) is a coastal zoning designation.

Long before the County’s first Countywide Plan in 1973, regulations for the development and future growth of the County was implemented through the early Zoning Plan (1938) adopted by the Board of Supervisors in 1938. This Zoning Plan (1938) established the first zoning districts to regulate the orderly and beneficial development of areas for agriculture, residences, and commercial and industrial businesses. The Zoning Plan (1938) established zoning districts organized into two categories: the “Non-Urban Group” and the “Community Group”.

The “Non-Urban Group” included districts intended for open rural areas (A1), limited agriculture (A2), suburban agriculture (RA), and limited Roadside business (H1). The “Community Group” included districts for residential estates (RE), one-family residences (R1), two-family residences (R2), multiple residences (R3), and various types of business and industrial uses (C1, C2, M1, M3).

Even though new zoning districts have since been established, the existing pattern of physical development reflects this early planning framework. When the Zoning Plan (1938) was adopted, smaller single-family lots had already been established through historic, “pre-zoning” subdivisions and were generally located in what was to be established as the City-Centered Corridor. Agriculture, public parks, and smaller villages were generally located in what was to be established as the Inland-Rural and Coastal Corridors. Since the adoption of the 1938 Zoning Plan, zoning districts have been updated to what exists in the Development Code today.

## ZONING DISTRICTS THAT ALLOW “MULTI-FAMILY DWELLINGS”

In order to answer the question of whether multi-family housing is appropriately located, this study examines how residential uses are regulated in the Marin County Development Code (“The Devel-

opment Code”) and in which zoning districts are various multi-family housing types are allowed. For the purposes of this study, the definitions for these residential types established in the Development Code are used to analyze where multi-family housing is allowed.

As defined in the Development Code, “multi-family dwellings” and “two-family dwellings” are types of residential land uses that allow for multiple dwellings on the same lot. In contrast, “single-family dwellings” is a land use type that allows for a building that is designed for and/or occupied exclusively by one family.

Consistent with State law, “accessory dwelling units (ADU)” are not considered a multi-family land use that increases the calculated density on a property, though they are housing types that could allow for multiple households to occupy dwellings on the same lot. Instead, “residential accessory dwelling units” are defined as a second permanent dwelling that is accessory to a primary dwelling on the same site. While ADUs provide diversified housing types, they are not considered “multi-family” under the regulations of the Development Code.

Each of the 38 current zoning districts are examined for the types of residential land uses allowed within the zoning district. **Table 4.A** further details all residential land uses defined in the Development Code and their permitting requirements by zoning district. Residential land uses identified and defined by the Development Code include multi-family dwellings allowing more than two units, two-family dwellings, single-family dwellings, residential accessory dwelling units (ADU and Junior ADU), floating homes (FH), single room occupancy (SRO), farm worker housing (FWH), mobile homes and mobile parks, and affordable housing.

Using the definitions of the various land uses pursuant to the Marin County Code, “multi-family dwellings” are allowed in 16 of 38 current zoning districts; “two-family dwellings” are allowed in 18 of 38 current zoning districts; and Single-family dwellings are allowed in 35 of 38 current zoning districts. These housing types are further subject to specified permitting requirements per zoning district. According to the definitions of the land use types and how they are regulated by each zoning district, the single-family dwelling land use is ultimately the predominantly permitted residential land use.

**Table 4.A. Residential Land Use Types and Permitting Requirements by Zoning**

Zoning	Multi-family Dwellings	Two-family Dwellings	Single-family Dwellings	ADU/JADU	FH	SRO	FWH	Mobile Homes/Mobile Home Parks	Affordable Housing
# of districts where use is allowed	16 of 38	18 of 38	35 of 38	36 of 38	3 of 38	7 of 38	9 of 38	7 of 38	37 of 38
AP	P	P	P	P	-	P	-	-	P
C1	P	P	P	P	-	-	-	-	P
C-CP	MP	MP	MP	MP	MP	MP	MP	MP	P
C-H-1	U	U	U	U	-	-	-	-	P
CP	P	-	P	P	-	-	-	-	P
C-R2	-	P	P	P	-	-	-	-	P
C-RCR	MP	MP	MP	MP	MP	MP	MP	MP	P
C-RMP	P	P	P	P	-	-	-	-	P
C-RMPC	P (MP)	P (MP)	P (MP)	P (MP)	-	-	-	-	P
C-VCR	U	U	P	P	-	-	-	-	P
H1	P	P	P	P	-	P	-	-	P
OA	U	U	U	P	-	-	P	-	-
OP	P	P	P	P	-	P	-	-	P
PF	P	P	P	P	-	-	-	-	U
R2	-	P	P	P	-	-	-	U/-	P
RCR	U	U	U	P	-	-	-	-	P
RMP	P	P	P	P	-	P	-	U/-	P
RMPC	P	P	P	P	-	P	-	-	P
VCR	U	U	P	P	-	-	-	-	P
A	-	-	P	P	-	-	P	-	U
A2	-	-	P	P	-	-	P	-	P
ARP	-	-	P	P	-	-	P	-	P
C-APZ	-	-	P	P	-	-	U	U	P
C-ARP	-	-	P	P	-	-	U	U	P
C-OA	-	-	-	-	-	-	U	-	P
C-R1	-	-	P	P	-	-	-	-	P
C-R1-BD	-	-	P	P	-	-	-	-	P
C-RA	-	-	P	P	-	-	-	-	P
C-RSP	-	-	P	P	-	-	-	-	P
C-RSPS	-	-	P	P	-	-	-	-	P
IP	-	-	-	-	-	-	-	-	U
R1	-	-	P	P	-	-	-	-	P
RA	-	-	P	P	-	-	-	-	P
RE	-	-	P	P	-	-	-	-	P
RF	-	-	P	P	P	-	-	-	P
RR	-	-	P	P	-	-	-	-	P
RSP	-	-	P	P	-	-	-	-	P
RX	-	-	-	P	-	-	-	P/P	P

## NUMBER OF PARCELS BY CURRENT LAND USE DESIGNATIONS AND ZONING

To further assess the question of whether multi-family housing is appropriately located, this study examines the number of parcels within the unincorporated study area zoned to allow for multi-family housing. Using the Marin County Code definitions and the permitting requirements per residential land uses per zoning as detailed in **Table 4.B**, the following categories were created to aggregate the CWP Land Use Designation and Zoning Districts of each property within the unincorporated study area as follows:

**Table 4.B Land Use Designations and Zoning Districts by Aggregated Category**

Category	CWP Land Use Designations Included
Agriculture/Conservation	AG1, AG2, AG3, C-AG1, C-AG2, C-AG3, PD-Agriculture and Environmental Resource
Business/Institutional	GC, IND, NC, OC, RC, PF, QPF, C-GC, C-NC, C-PF, PD-Reclamation Area
Floating Home	FH
HOD (Housing Overlay Designation)	HOD
Open Space/Park	OS, C-OS
Multi-Family/Planned	MF2, MF3, MF3.5, MF4, MF4.5, PR, C-MF2, C-MF3, C-PR
Single Family	SF1, SF2, SF3, SF4, SF5, SF6, C-SF3, C-SF4, C-SF5, C-SF6
Category	Zoning Districts Included
Business/Institutional	AP, CP, C1, H1, IP, OP, PC, PF, C-CP, C-H1, C-RCR, RMPC, C-RMPC, VCR, C-VCR
Mixed Agriculture/Single-Family	A2, ARP, C-ARP
Multi-Family	RMP, RX, C-RMP
Open Space/Park	OA, C-OA
Primarily Agriculture	A3, A5-A60, C-APZ
Single-Family	R1, RA, RR, RE, RSP, RF, C-R1, C-RA, C-RSP
Two-Family	R2

There are 28,167 total Assessor's parcels in the unincorporated study area according to the Marin Community Development Agency Enterprise Database (as of 2019).

As shown in **Figure 4.A**, the majority, 75 percent, of parcels in the study area are designated with Single-Family Countywide Plan land use designations. In contrast, significantly fewer parcels are designated with other land uses, including eleven percent of parcels designated with multi-family land uses, seven percent of parcels designated with agriculture/conservation land uses, and three percent or less designated with business/institutional, open space/park, HOD, and floating home land uses.

As shown in **Figure 4.B**, the majority 72 percent of parcels in the unincorporated area are zoned with a primary single-family zoning type. In contrast, only 10 percent of parcels are zoned with a

primary multi-family zoning district in which the "multi-family dwellings" land use as defined by the Marin County Code is permitted and less than one percent is zoned for the "two-family dwellings" land use. As noted above, single family development is allowed in all multifamily zoning districts.

As previously discussed above, there are zoning districts that include residential uses along with their primary use intended for the district. For example, Commercial and Mixed-Use districts categorized under the "business/institutional" zoning district types also allow for residential uses, including the "multi-family dwellings" land use. So, "multi-family dwellings" are also allowed, subject to specified permitting requirements, within the three percent of parcels zoned with a "primary business/institutional" zoning district type (includes AP, CP, C1, H1, IP, OP, PC, PF, C-CP, C-H1, C-RCR, RMPC, C-RMPC, VCR, C-VCR zoning districts).

Although a majority of properties are regulated by a single-family zoning type, the majority of unincorporated land area in acres are zoned for agricultural and conservation uses (see **Figure 4.C**). The agricultural and conservation zoning district types, such as A3 through A60 require minimum lot areas of three to sixty acres. Whereas, single-family zoning districts, such as R1, require smaller minimum lot areas such as 7,500 square feet. Although only two percent of properties within the unincorporated county are zoned primarily for agriculture and conservation, these properties are much larger in size than single-family zoned lots and account for the majority of physical land area in acres.

Approximately six percent of unincorporated land area (approximately 8,846 acres) is zoned with a primarily single-family zoning type. Slightly less than half of that at three percent (approximately 3,998 acres) is zoned with a primarily multi-family zoning type, and even less than that at 1 percent, is zoned with a business/institutional type wherein "multi-family" dwellings are allowable.

## ZONING IN THE CITY-CENTERED CORRIDOR

As previously discussed, the early zoning and land use policy framework intended to focus urban development within the City-Centered Corridor. Much of incorporated areas are located within this corridor. However, there are approximately 17,481 unincorporated parcels under the County of Marin Community Development Agency's zoning jurisdiction that are located in the City-Centered Corridor.

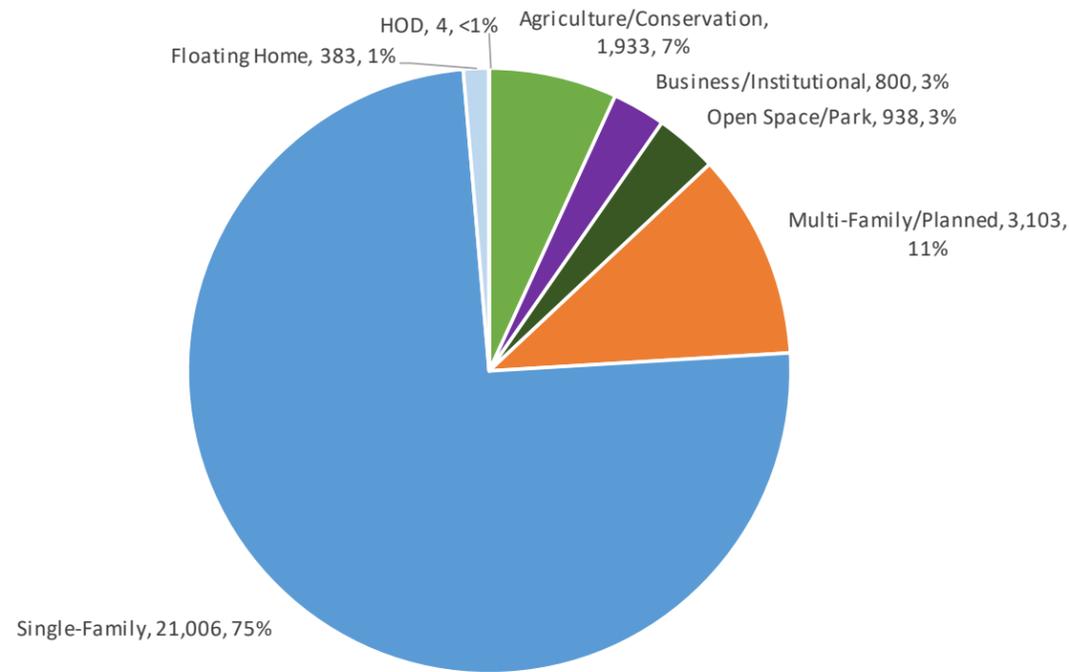
As shown in **Figure 4.D**, single-family residential zoning in the City-Centered Corridor dominates the majority of properties within the unincorporated county as 73 percent of the number of properties in the corridor are designated single-family. This is consistent with the early zoning framing work that designated areas along Highway 101 and other major thoroughfares with one-family zoning districts and the subdivisions that occurred during the early development of the County.

As established in the early iterations of the Countywide Plan, future growth was intended to be focused in the City-Centered Corridor. By the update of the CWP in 1982, the concept of urban service area was established in which certain unincorporated areas were identified as suitable to annex to surrounding cities because cities and special districts had available urban services for water, sewers, police, and fire protection. These areas were mapped and designated for urban levels of development.

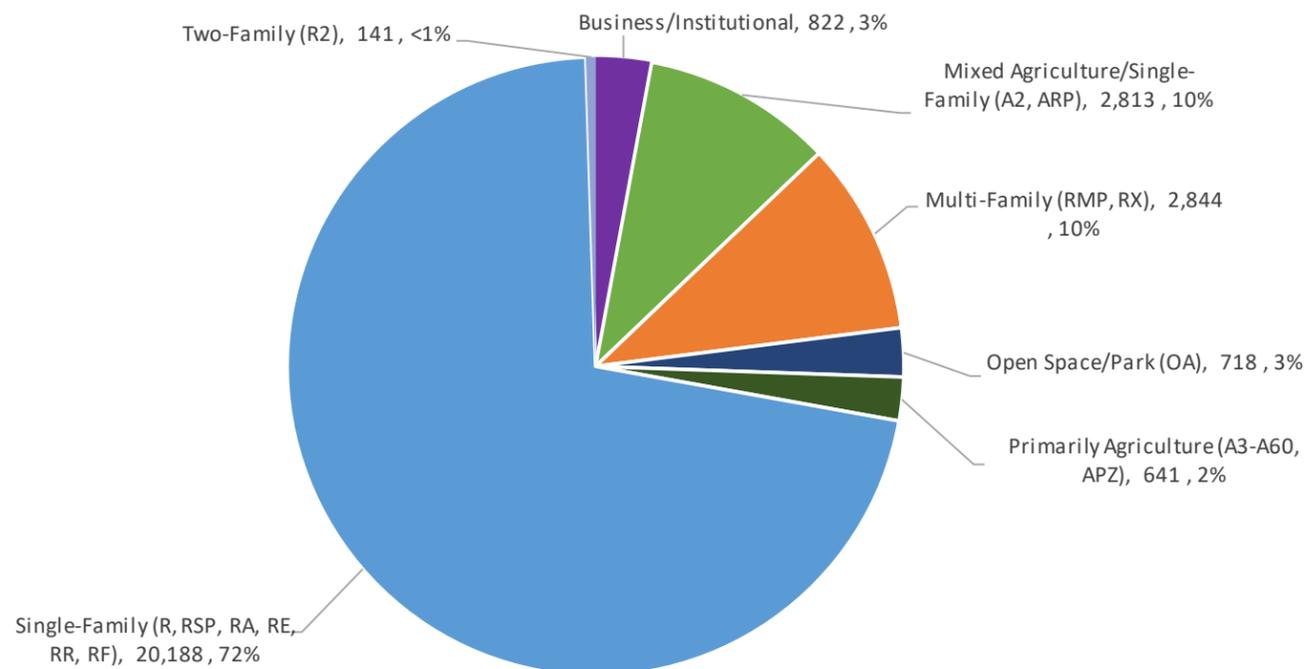
Within the current Countywide Plan and regulatory framework of the Marin County Development Code ("The Development Code"), "multi-family dwellings" as defined by code would be located within zoning districts that allow for this land use. As a result, multi-family housing development meeting the Development Code definitions and permitting requirements are limited to the 16 zoning districts

and overall 10 percent of unincorporated parcels zoned to allow for it. Even though higher density development has been intended to be located within the City-Centered Corridor as previously discussed, “multi-family dwellings” account for a much lower percentage of parcels zoned for a residential use.

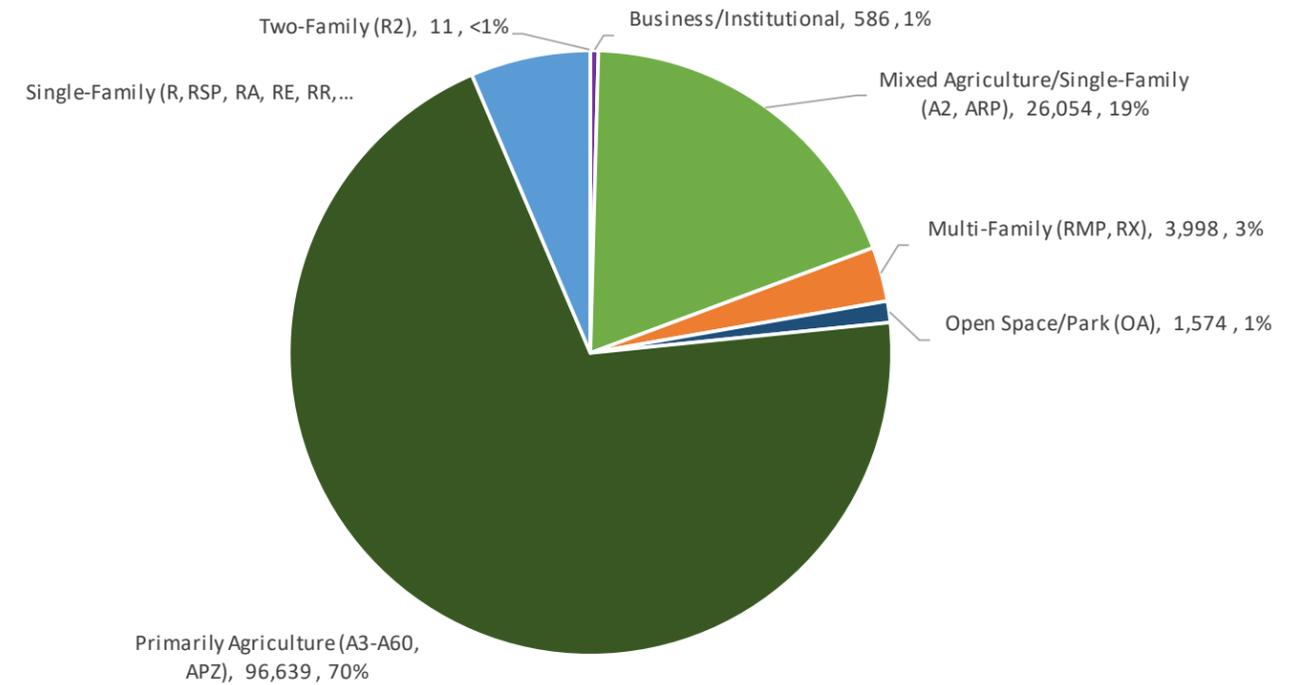
**Figure 4.A – Number of Parcels by Countywide Plan Designation Type**



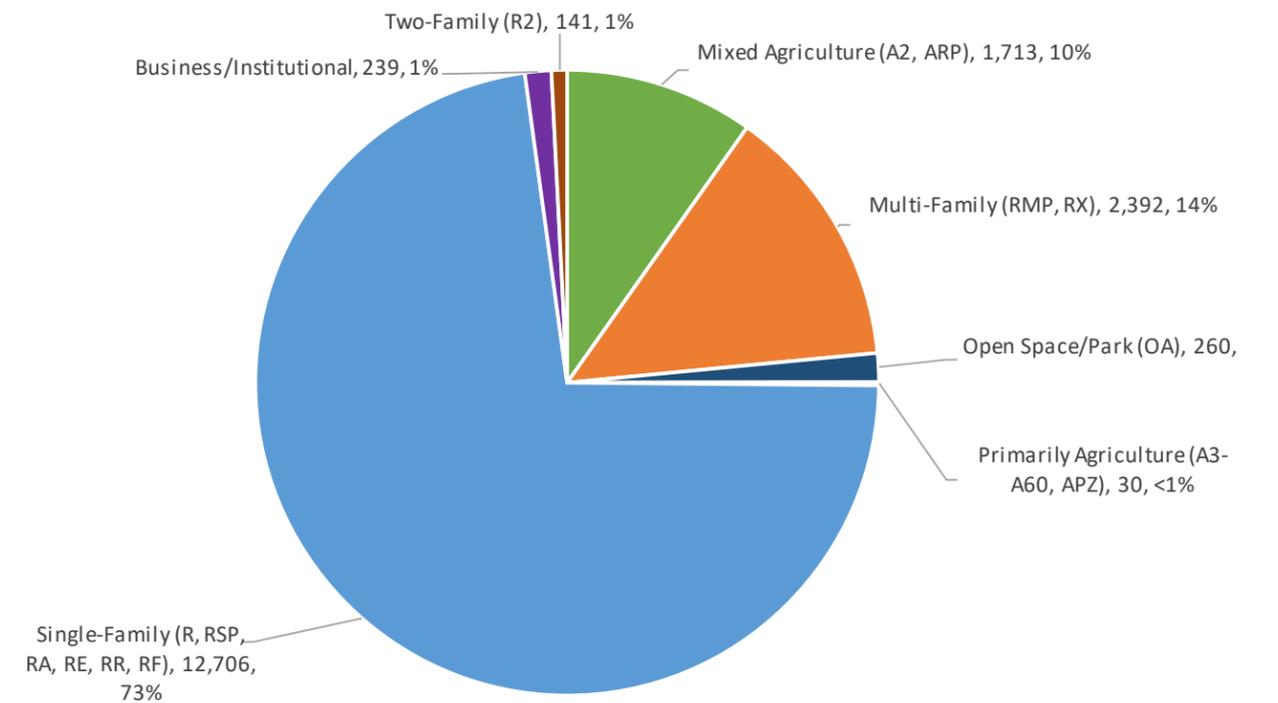
**Figure 4.B. Number of Parcels by Zoning Type**



**Figure 4.C Land area (Acres) by Zoning Type**



**Figure 4.D. Number of Parcels by Zoning Type in the City-Centered Corridor**



## **DIVERSIFYING HOUSING TYPES**

Though the Marin County Development Code (“The Development Code”) narrows the scope for the “multi-family dwellings” land use, the Development Code has been updated using strategies where-in zoning districts can permit various residential land use types that could allow for more than one dwelling unit per lot. These strategies include a diversification of housing types where the principal purpose of a zoning district may otherwise be a limiting factor.

### **Farm Worker Housing**

Farm Worker Housing is a type of housing identified as an agricultural accessory structure for properties engaged in an agricultural use and agricultural worker housing specifically providing accommodations for 12 or fewer employees is considered a principally permitted agricultural use in A2, A3 to A60, ARP, C-APZ, and C-OA zoning districts.

Farm worker housing is considered a single-family housing type under the “single-family dwellings” definition and the Development Code regulations further provide unique provisions for how density calculations are applied towards agricultural working housing (The Development Code Section 22.32.023). For purposes of determining compliance with the density requirements for farm worker housing, each farm worker housing building that provides accommodations for six or fewer employees shall be considered equivalent to one dwelling unit. An exception allows that agricultural worker housing providing accommodations for seven to 12 employees shall not be counted for purposes of computing residential density. Per the Development Code definitions, agricultural worker housing does not convert a single-family residential development into a multi-family development.

Though agricultural worker housing is limited in the potential for increased housing within the current regulations, it provides an opportunity to create additional workforce housing on agricultural properties.

### **Residential Accessory Dwelling Units and Junior Accessory Dwelling Units**

Residential Accessory Dwelling Units and Junior Accessory Dwelling Units are housing units that are considered to be second permanent dwellings accessory to a primary dwelling located on the same site. ADUs provide complete, independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, food preparation, and sanitation. Marin County Code provisions updated as recently as 2020 allow for up to one ADU and one JADU per lot. However, the units are not counted towards density and do not convert a single-family residential development into a multi-family development. Even so, ADUs and JADUs effectively create opportunities for an increased number of dwellings located on the same lot as would a duplex zoning district.

### **Residential Requirements in Commercial/Mixed Use Districts**

Community design policies in the Countywide Plan establish a policy framework that encourages more varied and affordable housing for Marin’s members of the workforce, the elderly, and special needs groups in areas located near employment, public transportation, and amenities (CWP Goal CD-2). CWP land use designations were established to permit mixed-use developments in which residential units can be incorporated into the development of commercial properties to provide on-site housing for employees and other residents. Multi-family housing is essentially permitted in all business-related zoning districts and is intended to create opportunities for increased housing when new commercial developments are proposed.

# SECTION V - POLICIES AND REGULATIONS ON RESIDENTIAL DEVELOPMENT

The potential for residential development is determined by a number of factors such as site suitability, environmental constraints, and land use policies and regulations applied on a site by site basis. The confluence of policies contained in the CWP as well as Community Plans have an effect on the range of potential residential density allowable by a land use designation and types of housing development such as affordable housing.

Further, the Marin County Development Code (“The Development Code”) implements zoning regulations intended to provide flexibility on allowable housing types such as accessory dwelling units and agriculture working housing as previously discussed in Section IV.

There are a number of regulations set forth in the Development Code to implement policies of the Countywide Plan intended to provide pathways for a variety of housing types and to provide incentives for the creation of income restricted housing units (also known as the capital “A” affordable housing). These regulations and policies are further discussed below.

## AFFORDABLE HOUSING COMBINING DISTRICT

The Development Code implements the Affordable Housing (AH) Combining District, a zoning district specifically created to allow affordable housing development at a density of 20 units per acre and to offer development incentives on sites in the City-Centered Corridor that are otherwise governed by a lower density zone. The combining district allows compact development to occur on portions of larger lots that may have environmental conservation features and encourages affordable housing over market rate housing on key sites. Key sites located within the City-Centered Corridor were identified and rezoned for their suitability in accommodating this type of compact development, including the St. Vincent’s/Silveira properties in unincorporated San Rafael and the Marin City Community Development Corporation site in Marin City and Golden Gate Seminary property in Strawberry.

## RESIDENTIAL ACCESSORY USES (ADUS, JADUS, AND ROOM RENTALS)

Beginning in January 2017, the California legislature has enacted several changes to State law streamlining the development of some Accessory Dwelling Units (ADUs) and Junior Accessory Dwelling Units (JADUs) with no discretionary review in order to encourage the development of additional accessory units allowable where residential uses are permitted. As such, the County has incorporated many elements of the State law changes in the Development Code to further encourage ADU development in unincorporated areas. The County’s regulations include allowing ADUs wherever residential uses are permitted, one additional unit per lot up to three bedrooms and 1,200 square feet in size, and the ability to develop one ADU plus one JADU per lot. Accessory Dwelling Unit regulations are particularly useful tools in creating more housing as per State law and County regulations, ADUs are not counted towards applied density standards. In some respects, these regulations transform single-family zoning into duplex zoning that provides for the potential of increasing the number of dwelling units suitable for families in residential zoning districts.

In addition to ADUs and JADUs, the Development Code further provides opportunities for additional housing “units” that are not counted toward density standards through the use of room rentals up to three bedrooms in single-family dwellings and the rental of entire homes. Although these regulations ultimately do not rezone single-family zoning districts into multi-family zoning districts as defined by the County’s Development Code, they offer important pathways for increasing housing stock and increasing a much-needed variety in housing types.

## CWP Policy CD-2.3 – Establish Housing Overlay Designation (HOD)

This Countywide Plan policy establishes a designation that is intended to encourage the construction of units to meet the need for workforce housing, especially for very low- and low-income households, and for special needs housing, in the City-Centered Corridor. The designation focuses on sites close to transit, employment, and/or public services and includes the reuse of existing shopping centers or underutilized sites. The areas for development under this designation were identified as avoiding constraints such as average slopes over 20 percent, WCAs or SCAs, parks and open space, and the 100-year flood plain. These HOD areas are mapped on CWP Maps 3-2a and 3-2b.

The policy encourages a mix of housing as each square foot of market-rate HOD housing is required to be offset by an equal reduction in the square footage of the permissible commercial development. As of the 2007 CWP update, up to 658 housing units may be approved within the HOD, subject to a discretionary approval process. This policy further attempts to promote affordable housing while simultaneously allowing market-rate housing in areas suitable for higher densities.

## COUNTYWIDE PLAN POLICIES ON DENSITY

Though County regulations continue to be updated with provisions intended to encourage a variety of housing development, the Countywide Plan contains policies that restrict density specifically for market rate developments. These policies were created prior to new State legislation intended to streamline and encourage the creation of more housing units while removing barriers to development such as subjective local requirements that may reduce allowable density.

The CWP provides several policies that specifically address and modify the allowable residential density and subdivision potential as applied per lot. In general, the purpose of these policies is two-fold: (1) account for environmental and public service constraints; and (2) provide an incentive for income restricted affordable housing over market rate housing given the need for housing opportunities for low income employees in Marin, seniors on fixed incomes, and people with disabilities.

The key CWP policies and programs related to density include the following:

1. Policy CD-1.3, which states:

**“Reduce Potential Impacts.** Calculate potential residential densities and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or Baylands Corridor, or on sites lacking public water or sewer systems. Densities higher than the lowest end of the applicable density range may be considered on a case-by-case basis for new housing units affordable to very low and low income households that are capable of providing adequate water or sewer services, as long as the development complies with the California Environmental Quality Act and all other applicable policies in the Countywide Plan including, but not limited to, those governing environmental protection.”

2. Program CD-5.e, which states:

**“Limit Density for Areas Without Water or Sewer Connections.** Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service. Densities higher than the lowest end of the applicable density range may be considered on a case-by-case basis for new housing units affordable to very low and low income households that are capable of providing adequate water or sewer services, as long as the development complies with the California Environmental Quality Act and all other applicable policies in the Countywide Plan including, but not limited to, those governing environmental protection.”

3. Program CD-6.a, which states:

**“Consider Annexation of Urbanized Areas.** Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range, thereby allowing less-intensive development than permitted by the neighboring city or town (unless limited to housing affordable to very low or low income residents, or specified in an adopted specific, community, or master plan).”

4. Program TR-1.e, which states:

**“Uphold Vehicle Level of Service Standards.** Uphold peak-hour vehicle Level of Service standard LOS D or better for urban and suburban arterials and LOS E or better for freeways and rural expressways. Only the Congestion Management Program–specified roadway and

highway segments operating at a lower LOS than the standard in 1991 are grandfathered and may continue to operate at the lower LOS standard until such time as the roads are improved or the traffic load or demand is reduced or diverted. An improvement plan should be developed for Highway 101 and the grandfathered roadway segments to address existing deficiencies. Unless determined to be infeasible, alternatives that reduce fossil fuels and single occupancy vehicle use should be considered a priority over infrastructure improvements such as road widening.

New development shall be restricted to the lowest end of the applicable residential density/commercial floor area ratio range where the LOS standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. Densities higher than the low end of the applicable residential density/commercial floor area ratio may be considered for the following:

Development that qualifies as Housing Overlay Projects in accordance with Policy CD-2.3, Establish a Housing Overlay Designation, and Program CD-2.d, Implement the Housing Overlay Designation.

- Mixed-use projects developed in accordance with Policy CD-8.7.
- Second units developed pursuant to State law.
- New housing units affordable to very low and low income households.

All projects shall be conditioned to include feasible mitigation measures for project-related traffic impacts.

The GIS analysis of the seven Countywide Plan Planning Areas indicates that, with few exceptions, at least one of these policies is applicable to every unincorporated area. These four CWP policies substantially reduce the density of market rate housing throughout the unincorporated areas of Marin County. However, they also provide an indirect incentive for affordable housing development over market-rate housing and account for project feasibility by allowing density exceptions.

# SECTION VI - ZONING ANALYSIS BY PLANNING AREA

A GIS analysis was conducted within each of the seven Planning Areas designated by the County-wide Plan. The patterns of zoning are evaluated in relation to the four CWP policies that address and modify the allowable residential density and subdivision potential within each Planning Area below.

## LAS GALLINAS

Of the 4,386 parcels within the Las Gallinas Planning Area, 907 parcels (21 percent) are zoned with a multi-family zoning district and 29 parcels (less than one percent) are zoned with a business/institutional zoning district. The majority of the Planning Area, 3,023 parcels (69 percent), is zoned with a single-family zoning district.

Significant portions of the planning area are located within the Ridge and Upland Greenbelt (RUG) or an urban service area. The northern and southeastern portions of the planning area located within the RUG consist of properties designated with multi-family and open space zoning types. Pursuant to CWP Policy CD-1.3, the lowest end of the density range would be applied to new market-rate residential development on properties within the RUG.

There are portions of the planning area located immediately along Lucas Valley Road, known as the Lucas Valley Community, that are located within an established urban service area. These areas contain properties designated with single-family zoning types. Pursuant to CWP Program CD-6.a, the lowest end of the density range would be applied to new market rate residential development on properties within an urban service area while affordable housing is allowed at the upper end of the density range.

In addition, the Planning Area is bisected by a portion of State Route 101 that is designated as a “Grandfathered, Satisfactory” monitored roadway segment. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered roadway segment.

Based on the GIS analysis, all or almost all of the Las Gallinas area is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## LOWER ROSS VALLEY

Of the 2,626 parcels within the Lower Ross Valley Planning Area, 135 parcels (five percent) are zoned with a multi-family zoning district allowing more than duplexes, 18 parcels (approximately one percent) are zoned with a two-family zoning district, and 80 parcels (three percent) are zoned with a business/institutional zoning district. The majority of the Planning Area, 2,348 parcels (89 percent) is zoned with a single-family zoning district.

Significant portions of the planning area appear to be located within proximity to SCAs and WCAs. The majority of properties in these areas are designated with a single-family zoning type. Pursuant to CWP Policy CD-1.3, the lowest end of the density range would be applied to new market-rate

residential development on the areas of properties within an SCA or WCA.

In addition, portions of the planning area are located along monitored roadway segments designated as “Grandfathered, Improvement Plan Recommended” and “Grandfathered, Satisfactory”. The portions of the planning area along these segments include properties designated with multi-family, two-family, or business/institutional.

Further, these properties are located within a water district, but may not have public sewer service. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market-rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered segment. Pursuant to Policy CD-5.e, the lowest end of the density range would be applied to new market-rate residential development on properties without water or sewer connections.

Based on the GIS analysis, all or almost all of the Lower Ross Valley area is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## NOVATO

Of the 3,091 parcels within the Novato Planning Area, 112 parcels (four percent) are zoned with a multi-family zoning district allowing more than duplexes, and 38 parcels (one percent) are zoned with a business/institutional zoning district. Forty-eight percent of properties (1,495 parcels) are zoned with a single-family zoning district and additional 43 percent of properties (1,338 parcels) are zoned with a mixed-agriculture and single-family zoning district.

Portions of properties in the planning area zoned for multi-family use appear to be located within the Ridge and Upland Greenbelt (RUG). Pursuant to CWP Policy CD-1.3, the lowest end of the density range would be applied to new market-rate residential development on the areas of properties within the RUG.

In addition, portions of properties in the planning area zoned for mixed-agriculture and single-family use may be located within proximity of a monitored roadway segment designated as “Non-Grandfathered, Satisfactory”. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market-rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered road segment.

Based on the GIS analysis, all or almost all of the unincorporated Novato area is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## RICHARDSON BAY

Of the 7,864 parcels within the Richardson Bay Planning Area, 1,382 parcels (18 percent) are zoned with a multi-family zoning district allowing more than duplexes, 119 parcels (two percent) are zoned with a two-family zoning district, and 254 parcels (three percent) are zoned with a business/institutional zoning district. The Planning Area also contains the only properties zoned for Floating Homes, which include 346 parcels (four percent). The majority of properties, 5,568 parcels (71 percent) are zoned with a single-family zoning district.

Of all the Planning Areas, the Richardson Bay Planning Area has the largest number of properties zoned for multi-family, mixed use, or two-family (duplex) uses. However, portions of these properties are located with the Ridge and Upland Greenbelt (RUG), an urban service area, or areas of properties that are within proximity to SCAs. Pursuant to CWP Policy CD-1.3, the lowest end of the density range would be applied to new market rate residential development in the areas on properties within the RUG, SCA or WCA while affordable housing is allowed at the upper end of the density range. Pursuant to CWP Program CD-6.a, the lowest end of the density range would be applied to applied to new market-rate residential development on properties within an urban service area.

In addition, the Planning Area is bisected by a portion of State Route 101 that is a monitored roadway segment designated as a “Grandfathered, Improvement Plan Recommended”. Portions of the Planning Area are also within proximity of other monitored roadway segments designated as “Non-Grandfathered, Satisfactory”. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market-rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered road segment.

Based on the GIS analysis, all or almost all of the Lower Ross Valley area is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## **SAN RAFAEL BASIN**

The San Rafael Basin planning area includes pockets of unincorporated properties, 692 parcels total, that are surrounded by areas of incorporated San Rafael. The majority of properties within the Planning Area, 630 parcels (91 percent), are zoned with a single-family zoning district. Whereas, 34 parcels (five percent) are zoned for multi-family use allowing more than duplexes, four parcels (approximately one percent) are zoned with a two-family zoning district, and seven parcels (approximately one percent) are zoned with a business/institutional zoning district.

Portions of these properties are located in areas with available public water and sewer services, with the exception of the Point San Pedro area, which does not have available public sewer services. Portions of these properties zoned for multi-family, two-family, or business/institution are located within an urban service area or potential WCAs.

Pursuant to CWP Policy CD-1.3, the lowest end of the density range would be applied to new market-rate residential development in the areas on properties within a WCA. Pursuant to CWP Program CD-6.a, the lowest end of the density range would be applied to applied to new market-rate residential development on properties within an urban service area.

In addition, the Planning Area is bisected by a portion of State Route 101 that is designated as a “Grandfathered, Improvement Plan Recommended” monitored roadway segment. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market-rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered road segment.

Based on the GIS analysis, all or almost all of the San Rafael Basin area is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## **UPPER ROSS VALLEY**

Of the 1,448 parcels within the Upper Ross Valley Planning Area, 222 parcels (fifteen percent) are zoned with a multi-family zoning district allowing more than duplexes. The majority of properties within the Planning Area, 1,158 parcels (80 percent), are zoned with a single-family zoning district.

Significant portions of the properties zoned for multi-family use are located within the RUG, contain SCAs, or are located within an urban service area. Pursuant to CWP Policy CD-1.3, the lowest end of the density range would applied to new market-rate residential development in the areas on properties within the RUG, SCA or WCA. Pursuant to CWP Program CD-6.a, the lowest end of the density range would be applied to new market-rate residential development on properties within an urban service area.

In addition, the Planning Area is bisected by a portion of Sir Francis Drake Boulevard that is designated as a “Grandfathered, Improvement Plan Recommended” monitored roadway segment. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market-rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered road segment.

Based on the GIS analysis, all or almost all of the Upper Ross Valley area is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## **WEST MARIN**

Of the 3,025 parcels within the West Marin Planning Area, 17 parcels (approximately one percent) are zoned with a multi-family zoning district. As a result of historic zoning and Countywide Plan implementation, the West Marin Planning Area is primarily zoned for agricultural and open space/park use. This includes 609 parcels (20 percent) zoned with a primarily agriculture zoning district, 695 parcels (23 percent) zoned with a mixed agriculture/single-family zoning district, and 594 parcels (20 percent) zoned with an open space/park zoning district. There 985 parcels (33 percent) zoned with a single-family zoning district.

The Ridge and Upland Greenbelt does not apply in the West Marin Planning Area. Rather, the majority of this Planning Area falls under the purview of the Local Coastal Program which provides protections for sensitive and vulnerable resources protected under the California Coastal Act.

Although there are a few community services districts that provide public water and sewer, significant portions of the Planning Area are located outside of any water or sanitary district. As such, development is primarily dependent on the availability of well water and suitability for the installation of septic systems as permitted by the Marin County Environmental Health Services Division. Pursuant to CWP Policy CD-5.e, the lowest end of the density range would be applied to new market-rate residential development on properties without public water or sewer service.

In addition, the eastern portion of West Marin Planning Area is bisected by a portion of Sir Francis Drake Boulevard that is designated as a “Grandfathered, Improvement Plan Recommended” monitored roadway segment. Pursuant to CWP Program TR-1.e, the lowest end of the density range would be applied to new market-rate residential development on properties where the level of service standards will be exceeded or worsened on any grandfathered segment.

Based on the GIS analysis, all or almost all of the West Marin is covered by at least one of the four CWP policies that reduce the potential density of market rate housing down to the lowest end of the range.

## DISTRIBUTION OF MULTI-FAMILY HOUSING

Overall, the GIS analysis reflects the historical patterns of development, the early zoning framework, and the naturally occurring physical constraints of Marin’s diverse natural landscape. A significant number of properties across all Planning Areas are designated within a zoning district intended for low density, single-family uses (see **Figure 6.A**). This is due in part to the early applications of low-density zoning, the development of historic built-out subdivisions, and the constrained physical conditions that present a fundamental impediment to increased subdivision potential or density. Additionally, as noted in the 2020 Marin County Analysis of Impediments to Fair Housing Choice, these zoning practices have also determined the type of housing within communities and to whom it is available, where “exclusionary zoning practices, including those that limit where, how, or if affordable housing can be developed, can result in creating and maintaining segregated communities”.

As further discussed in Section IV, multifamily dwellings including two family dwellings, are allowable in 16 of 38 zoning districts. As demonstrated across the seven CWP Planning Areas, the number of properties zoned to allow duplex (two-family), multi-family exceeding two families, or business/institutional land uses are significantly less than the number of properties that allow for single-family use. Single-family dwellings are allowed wherever residential uses are allowed. Therefore, the number of properties that allow multi-family developments is significantly restricted by how the residential land uses are defined and how they are permitted per zoning district.

The highest number of properties designated within a zoning district that allow multi-family dwellings exceeding two families, duplex dwellings, and mixed-use developments are located within the Richardson Bay Planning Area. These properties are located within the Countywide Plan City-Centered environmental corridor, as well as within urban service areas and water and sanitary districts. In assessing whether multi-family development is appropriately located, the properties zoned for multi-family land uses in the City-Centered corridor are appropriate given their proximity to available urban services. However, the Countywide Plan provides density controls that would restrict market rate development to the lowest end of the density range. Though these policies are also intended to provide an incentive for affordable housing developments, they provide an overall impediment to increasing housing development;

The table below, **Table 6.A**, summarizes the number of Assessor’s parcels by zoning type by Planning Area.

**Table 6.A. Number of Properties by Zoning Type by Planning Area.**

Zoning Type	Las Gallinas (4,386 parcels)	Lower Ross Valley (2,628 parcels)	Novato (3,091 parcels)	Richardson Bay (7,864 parcels)	San Rafael Basin (692 parcels)	Upper Ross Valley (1,448 parcels)	West Marin (3,025 parcels)
Single-family	3,023 - 69%	2,348 - 89%	1,495 - 48%	5,568 - 71%	630 - 91%	1,158 - 80%	985 - 33%
Multi-family	907 - 21%	135 - 5%	112 - 4%	1,382 - 18%	34 - 5%	222 - 15%	17 - 1%
Two-family	0 - 0%	18 - 1%	0 - 0%	119 - 2%	4 - 1%	0 - 0%	0 - 0%
Primarily Agriculture	1 - <1%	0 - 0%	87 - 3%	0 - 0%	0 - 0%	6 - <1%	609 - 20%
Mixed Agriculture/ Single-family	380 - 9%	29 - 1%	1,338 - 43%	67 - 1%	1 - <1%	26 - 2%	695 - 23%
Business/ Institutional	29 - <1%	80 - 3%	38 - 1%	254 - 3%	7 - 1%	5 - <1%	116 - 4%
Open Space/ Park	46 - 1%	18 - 1%	21 - 1%	131 - 2%	16 - 2%	31 - 2%	594 - 20%
Floating Home	0 - 0%	0 - 0%	0 - 0%	346 - 4%	0 - 0%	0 - 0%	0 - 0%

Although there are a number of impediments to the development of multi-family housing within existing zoning conditions, the Development Code provides flexibility to develop housing types in various ways. For example, while lots developed with single-family detached residences and Accessory Dwelling Units are not considered multi-family per say, they provide opportunities for additional dwelling units on single-family lots. This presents opportunities for increasing overall housing opportunities in all zoning districts where multi-family dwelling units may not be a permissible land use. This is especially effective in the City-Centered Corridor where more urban services are typically available. This was previously further discussed in Section IV.

# SECTION VII - IMPEDIMENTS TO FAIR HOUSING

For the purposes of encouraging additional affordable housing development beyond existing areas of racial or ethnic concentration, this report evaluates disparities in housing development types and zoning. Data from the U.S Census Bureau’s American Community Survey was used to evaluate the racial distribution of Marin in comparison to its neighboring jurisdictions and within its distinct planning areas.

According to data gathered from the U.S. Census Bureau’s American Community Survey, multi-family housing is more than twice as likely to be rental housing than single-family detached housing in Marin.

Amongst owner-occupied units in unincorporated Marin, 91 percent are single-family detached residences and 2 percent are located in multifamily developments, in contrast with renter-occupied units, where 47 percent are single-family detached residences and 46 percent are located in multifamily developments. Therefore, if these percentages hold true when multifamily development is increased, allowing for additional multifamily residential development would result in substantial increases in Marin’s rental housing stock. There are approximately 26,042 occupied housing units in the unincorporated areas of Marin County, and of these approximately 7,469 are rentals.

Low-income households are also more likely to reside in rental housing than single-family residences, given the need for capital to secure home financing. According to data compiled through HUD’s Office of Policy Development & Research (Consolidated Plan/CHAS data), in Marin County, while 32 percent of homeowners earn an income at or below 80 percent of the area median income (also considered “low-income”), 61 percent of renters are at or below this same earning.

In February 2020, Marin County completed an Analysis of Impediments to Fair Housing Choice (AI), with the purpose of reviewing and analyzing a full range of public policies, practices, and procedures affecting housing choice. The 2020 Marin County AI establishes four key findings that affect fair housing choice in Marin, including:

1. Community opposition to affordable housing, identified as the number one reason for the lack of affordable housing development in Marin, particularly for families and in areas outside of minority concentration
2. The cost of developing affordable housing
3. Lack of affordable housing sites
4. Lack of opportunities for home ownership by people of color and on-going concerns of gentrification

According to the UC Berkeley Haas Institute report entitled “Roots, Race and Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area” released in October 2019, the history of zoning contributed to race-based disparities in housing, noting that zoning:

“established massive inequities in who owned land, who had access to financing, and who held political power, all of which determined- and still remain at the root of deciding- who can call the Bay Area home. While systems of exclusion have evolved between eras, research indicates that “it was in the early part of the twentieth century that the foundation for continuing inequality in the twenty-first century was laid. By building inequality into the physical landscape, cities added ‘unprecedented durability and rigidity to previously fragile and fluid [social] arrangements’” (p. 8).

The Supreme Court ruled exclusionary zoning unconstitutional in 1917. However, the Haas Institute study found that many jurisdictions, including Marin, enacted regulations that disproportionately impacted minority communities. The study also found that many of the regulatory tools that were implemented, including zoning ordinances, resulted in the prevention of people of color from moving into these communities. Some examples of impediments more generally include low-density development patterns, large lot-sizes, consumer preferences for suburban neighborhoods and low tax rates, and “a belief that neighborhoods without apartments, low-income residents, or people of color would successfully maintain high property values and/or appreciate the most over time” (Moore et al., “Roots, Race and Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area”, p. 15).

The 2020 Marin County AI establishes recommendations to address the impacts of this legacy, including prioritizing the development and funding for rental housing for families particularly in areas outside of minority concentration, rezoning sites for affordable housing in areas outside of areas of minority concentration and objective development and design standards for housing development projects that qualify for streamlined permit review, which is currently underway.

The 2020 Marin County AI demonstrates that “while current laws and ordinances do not specifically mention race, they can have the same effect as racial and economic zoning”. In comparison to counties throughout the Bay Area, Marin County has the highest proportion of residents that identify as non-Hispanic White, which is currently 71.4 percent of the total population (**Table 7.A**).

**Table 7.A Racial Distribution Across Bay Area Counties**

	Non-Hispanic White	Non-Hispanic Black or African American	Non-Hispanic American Indian and Alaska Native	Non-Hispanic Asian	Non-Hispanic Native Hawaiian and Other Pacific Islander	Non-Hispanic Some Other Race	Non-Hispanic Two or More Races	Hispanic/Latinx
Alameda	31.8%	10.5%	0.3%	29.4%	0.8%	0.3%	4.4%	22.5%
Contra Costa	44.4%	8.3%	0.2%	16.1%	0.5%	0.3%	4.8%	25.4%
Marin	71.4%	2.2%	0.2%	5.7%	0.1%	0.9%	3.7%	15.9%
Napa	52.8%	2.0%	0.2%	8.0%	0.2%	0.4%	2.6%	33.9%
San Francisco	40.6%	5.0%	0.2%	33.9%	0.3%	0.5%	4.3%	15.2%
San Mateo	39.6%	2.2%	0.2%	27.7%	1.3%	0.3%	4.0%	24.7%
Santa Clara	32.0%	2.4%	0.2%	35.7%	0.3%	0.2%	3.4%	25.8%
Solano	38.5%	13.6%	0.3%	15.0%	0.9%	0.3%	5.3%	26.1%
Sonoma	63.5%	1.4%	0.4%	3.9%	0.3%	0.5%	3.4%	26.5%

Source: 2018 American Community Survey, 5-year estimates, Table B03002

Marin presents racial disparities internally with the presence of minority-concentrated areas, which are defined as neighborhoods or communities that present a disproportionately high number of minorities as defined by the Department of Housing and Urban Development (HUD).

Within the unincorporated areas of Marin, the community of Marin City is identified as the only area of minority concentration both in terms of the disproportional concentration of African American households specifically and the disproportional concentration of people of color overall. While 1.7 percent of households in Marin County identify as African American, 28.7 percent of households in Marin City identify as African American, the highest of any community in Marin. With regards to population, Marin City residents are over 76 percent people of color, while 28.6 percent of overall Marin residents are people of color, again representing the highest of any community in unincorporated Marin. Marin City also presents a growing Latinx community, which currently represents the largest population in this community, at 31.1 percent.

While only 13 percent of all multifamily zoned parcels in the Richardson Bay planning area are located in Marin City, Marin City has a disproportionately higher percentage of multi-family zoned parcels within its community, representing 64 percent of all parcels, in contrast with 10 percent of parcels zoned multi-family in the unincorporated regions of the County as a whole.

## ZONING AND RACIAL DISTRIBUTION IN MARIN

An analysis of the zoning districts and racial distribution of the seven planning areas in Marin County point to the historic impacts of zoning restrictions as reflected in the racial demographics of communities in Marin (**Table 7.B**). The Countywide Plan Planning Areas that have a higher proportion of parcels zoned for detached single-family housing also have higher proportions of non-Hispanic White residents. An example is Lower Ross Valley, which has the highest proportion of non-Hispanic White residents of all the planning areas, representing 87 percent of this community, and an equally high proportion of low density, single-family zoned parcels, representing 89 percent of the total.

**Table 7.B Race and Zoning in Planning Areas**

	Las Gallinas Valley	Lower Ross Valley	Novato	Richardson Bay	San Rafael Basin	Upper Ross Valley	West Marin
Single-Family	69%	89%	48%	71%	92%	80%	33%
Multi-Family and Duplex	21%	2%	4%	20%	6%	15%	<1%
Non-Hispanic White	71.9%	86.7%	81.6%	73.2%	74.2%	82.1%	85.5%
People of Color	28.1%	13.3%	18.4%	26.8%	25.8%	17.9%	14.5%

## DISPARITIES IN HOUSING TENURE

The following table (**Table 7.C**) provides the existing breakdown of housing tenure, whether a household owns or rents housing, by race in Marin County and the overall region. This data demonstrates that there is a disparity in housing tenure across racial lines in which 69.4 percent of non-Hispanic White households own housing whereas non-Hispanic Black or African American (70.6 percent) and Hispanic/Latinx (71.2 percent) households rent housing, a key finding presented in the 2020 Marin County AI.

**Table 7.C Housing Tenure by Race Across Bay Area Counties**

	All Households		Non-Hispanic White Households		Non-Hispanic Black or African American Households		Hispanic/Latinx Households		Non-Hispanic Asian Households	
	Rent	Own	Rent	Own	Rent	Own	Rent	Own	Rent	Own
Alameda	46.7%	53.3%	38.2%	61.8%	69.2%	30.8%	61.2%	38.8%	38.5%	61.5%
Contra Costa	34.4%	65.6%	26.0%	74.0%	56.8%	43.2%	49.8%	50.2%	28.2%	71.8%
Marin	36.2%	63.8%	30.6%	69.4%	70.6%	29.4%	71.2%	28.8%	38.6%	61.4%
Napa	36.3%	63.7%	29.5%	70.5%	38.5%	61.5%	57.8%	42.2%	23.0%	77.0%
San Francisco	62.4%	37.6%	63.8%	36.2%	76.8%	23.2%	75.6%	24.4%	51.2%	48.8%
San Mateo	40.1%	59.9%	32.8%	67.2%	60.1%	39.9%	61.2%	38.8%	35.6%	64.4%
Santa Clara	43.3%	56.7%	35.5%	64.5%	68.9%	31.1%	60.2%	39.8%	40.6%	59.4%
Solano	39.3%	60.7%	31.5%	68.5%	57.1%	42.9%	47.8%	52.2%	32.8%	67.2%
Sonoma	39.2%	60.8%	33.7%	66.3%	64.0%	36.0%	60.6%	39.4%	35.2%	64.8%

Source: 2018 American Community Survey, 5-year estimates, Tables B25003, B25003B, B25003D, B25003H, B25003I

While disparities in housing tenure across racial lines are seen across all Bay Area counties, Marin presents the highest disparities in tenure between non-Hispanic White and African American and Hispanic/Latinx households. Over two-thirds of each group are renters (excluding San Francisco, which overall has a majority renter population) compared to Alameda, for example, where 53 percent of all households own, including 30 percent of African American households.

The racial disparities within Marin and between Marin and other Bay Area counties are stark. While it may be difficult to find conclusive evidence that increasing rental housing will increase racial diversity, there are correlations between the percentage of multi-family zoned properties in an area, the percentage of housing units that are renter-occupied, and the racial diversity of that area. Correlation should not be confused with causation, and there are many diverse neighborhoods in California that are dominated by detached single-family residences. However, the evidence does suggest that it may be possible to increase racial diversity by increasing the diversity of housing opportunities, including more multi-family housing, in areas currently dominated by detached single-family residences.

# SECTION VIII - ENVIRONMENTAL HAZARDS

Marin County is distinguished by unique physical features, including coastlines, baylands, oak woodlands, redwood forests, streams, wetlands, and prominent ridgelines that have been preserved through long-established policies and regulations. These resources offer attractive views, vistas, and settings that make Marin a desirable place to live. However, these features also pose increasing risk to life and property from wildfires, flooding along creeks and wetlands, sea level rise in coastal and bayland areas, and seismic activity, especially along the Alquist-Priolo area in the Coastal Zone.

These environmental hazards are already addressed through a combination of existing policies and regulations. For example, hazards from seismic activity and fire hazards are addressed through standards implemented by the California Building Code for seismic safety and fire safety standards implemented by each fire district. The Countywide Plan recognizes these risks and establishes Policy CD-8.6 (Establish Residential Land Use Categories and Densities), which provides:

“Residential development is designated at a full range of densities, with an emphasis on providing more affordable housing including incentives for low and very low income units, while also recognizing that physical hazards, fire risk, development constraints, protection of natural resources, and the availability of public services and facilities can limit housing development in some areas.”

Although there are regulations that address environmental risks to development to a degree, it is important to factor the availability of emergency services and their ability to respond to emergencies. In addition to providing adequate access to emergency vehicles into a neighborhood, it is just as important to provide adequate evacuation routes for residents to escape from an area that is threatened by a natural disaster.

Historic development patterns have placed residences in areas on hillsides or steep slopes with limited access and these areas are often surrounded by dense vegetation. The County maintains a network of many public rights-of-ways that provide evacuation routes; however, there are many residential areas with access only from privately maintained roads. The conditions of privately maintained roads are often substandard and not guaranteed to be of sufficient quality to provide for timely emergency response or evacuation routes.

While there is ample anecdotal evidence that privately maintained roads are more likely to be substandard, the county does not have precise information regarding the location of substandard roads. More study may be warranted to carefully map roads that are substandard and likely to provide poor emergency access and evacuation routes during disasters.

Fire severity risk, indicated as the wildland urban interface, and proximity to County maintained roads are identified in each of the Planning Areas in Appendix B in maps entitled “Environmental Hazards”. As shown on these maps, large areas of the unincorporated County are within a wildland urban interface area and accessed by privately maintained and often substandard roads.

Substandard roads may be impassable for large fire trucks due to narrow widths, sharp turns, and steep grades. These kinds of conditions make it challenging for people evacuating an area to pass emergency vehicles going the opposite direction to come into an area. While this can be a serious issue in all areas of the County susceptible to earthquakes, flooding, and fires, fast moving wildfire has been shown recently to have the most devastating effects when evacuation routes are inadequate. Therefore, in general, it appears that the most constrained areas to develop more housing are properties in the wildland urban interface that take access from private substandard roads.

## SECTION IX - CONCLUSION

As set forth in Marin County Housing Element Program 1.b (Evaluate Multi-Family Land Use Designations) there were three potential outcomes contemplated for this study. Each of those outcomes is briefly discussed below.

*A. Adjust zoning maps as appropriate and redistribute multi-family zoning to locations suitable for multi-family development.*

Despite being located a bridge away from a major city, the majority of Marin County is preserved and protected as agricultural lands and open space. The CWP implements several policies in the unincorporated area designed to reduce density in areas constrained by poor traffic conditions, the lack of sanitary or water facilities, and environmentally sensitive resources. The Countywide Plan envisions the City-Centered Corridor as being generally more appropriate for housing development than other portions of the County.

Since Housing Element program 1.b was adopted in 2007, the State has passed legislation promoting housing development, including Accessory Dwelling Units and housing development projects that involve more than four units, and requiring that more housing be developed countywide. However, residents have become ever more aware of various hazards, especially wildfire and sea level rise, and the challenges of protecting both residents and property from the risks natural disasters pose to communities in Marin. Balancing competing interests while meeting State housing mandates calls for an evaluation of where best to allow multi-family housing and changes to the County's policy and regulatory framework that are best addressed during updates to the Countywide Plan Housing Element.

*B. Avoid the designation or rezoning of multi-family residential land for other uses or to lower densities without rezoning equivalent land for higher density multi-family development.*

Reducing the amount of area in the unincorporated County that is zoned for multi-family development is unnecessary and inappropriate. In areas that are highly constrained, the best way to deal with negative impacts is through the application of design criteria rather than by rezoning multi-family districts for single-family uses.

*C. Identifying sites for multi-family, mixed-use, affordable workforce, and special needs housing, when undertaking community planning and zoning processes.*

Identifying specific sites for housing development of various types will be addressed in updates to the Housing Element and other related elements of the Countywide Plan. This study provides background analysis to inform the preparation of the Housing Element and other Countywide Plan updates but does not provide recommendations regarding particular housing sites.

There are many issues for the Board to consider in future Housing Element and other CWP updates, some of which are discussed in this report. Regardless of the Board's policy direction, it is important to ensure that the zoning districts governing development accurately reflect the densities allowable by the CWP policies. In the future, Development Code amendments and rezonings should be reviewed and approved concurrently with CWP amendments to clearly and consistently carry out the vision set forth by the Board.

# APPENDIX A - GIS ANALYSIS OF MULTI-FAMILY ZONING BY PLANNING AREA

## GIS ANALYSIS BY PLANNING AREA: LEGEND REFERENCES

### Protected Resources

- **Ridge and Upland Greenbelt Areas**  
In the eastern portions of the county, the uppermost portions of ridges and hills, and associated wooded hillsides, identified in the Community Design Section of the Built Environment Element of the Marin Countywide Plan.
- **Stream Conservation Area**  
A setback from the bank of a natural watercourse, which is intended to protect the active channel, water quality, and flood control functions and associated fish and wildlife habitat values along streams.
- **Wetland Conservation Area**  
CWP Policy BIO-3.1 Areas inundated or saturated by surface or groundwater at a frequency and duration sufficient to support and, under normal circumstances, that do support a prevalence of vegetation typically adapted for life in saturated soil conditions. These can include saltwater and freshwater marshes, brackish marshes, swamps, vernal pools, and seasonal wetlands. The Army Corps of Engineers and/or Regional Water Quality Control Board have jurisdiction over wetlands and unvegetated “other waters,” which can include mudflats, lakes, ponds, and open waters of bays, lagoons, and ocean. The California Department of Fish and Game has jurisdiction over wetlands and other waters associated with the bed and bank of creeks and streams, and the shoreline and open water habitat of nontidal water bodies. In the Coastal Zone, wetlands can include the presence of hydrophytes (plants typically found in wet habitats) and hydric (wet) soils
- **Sea Level Rise Projection (3 feet)** – See above.

### Administrative Districts

- **Water District** – A boundary of the water service area of a local agency as determined by the LAFCO
- **Sanitary District** – A boundary of the sanitary service area of a local agency as determined by the LAFCO

### Urban Service Area

- An area that represents a legal, orderly expansion of urban development patterns and where a city or town is able to provide urban services.

## Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan)

- Per the Marin Countywide Plan Update (2007), the County’s Congestion Management Program, developed by TAM, is designed to ensure that roadways operate at the minimum countywide standard of Vehicle LOS D or better for urban and suburban arterials including highways that serve as arterials (e.g., State Route 1, State Route 131) and LOS E or better for Highway 101, Interstate 580, and State Route 37. **Figure 3-36** and **Map 3-7** describe the roadway locations that are monitored for level of service as of the 2007 Marin Countywide Plan Update.

## Zoning:

- Chapter 22.06 of the Marin County Development Code (Title 22) establishes the zoning districts applied to property within the unincorporated areas of the County, determines how the zoning districts are applied on the official zoning maps, and provides general permit requirements for development and new land uses. To streamline visual display, the zoning districts are organized into the following categories:
  - Single-Family (R, RSP, RA, RF, C-R, C-RSP, C-RSPS, C-RA)
  - Multi-Family (RMP, RX))
  - Duplex (R2)
  - Primarily Agriculture (A3-A60, APZ, C-APZ)
  - Mixed Agriculture/Single-Family (A2, ARP, C-ARP)
  - Primarily Business/Institutional (CP, PF, OP, AP, IP (M3), H1, RCR, C-CP, C-H1, C-RCR, C-PF))
  - Mixed Business/Multi-Family (RMPC, C-RMPC)
  - Mixed Business/Single-Family (VCR, V-VCR)
  - Floating Homes (FH)
  - Open Space/Park (OA, C-OA)

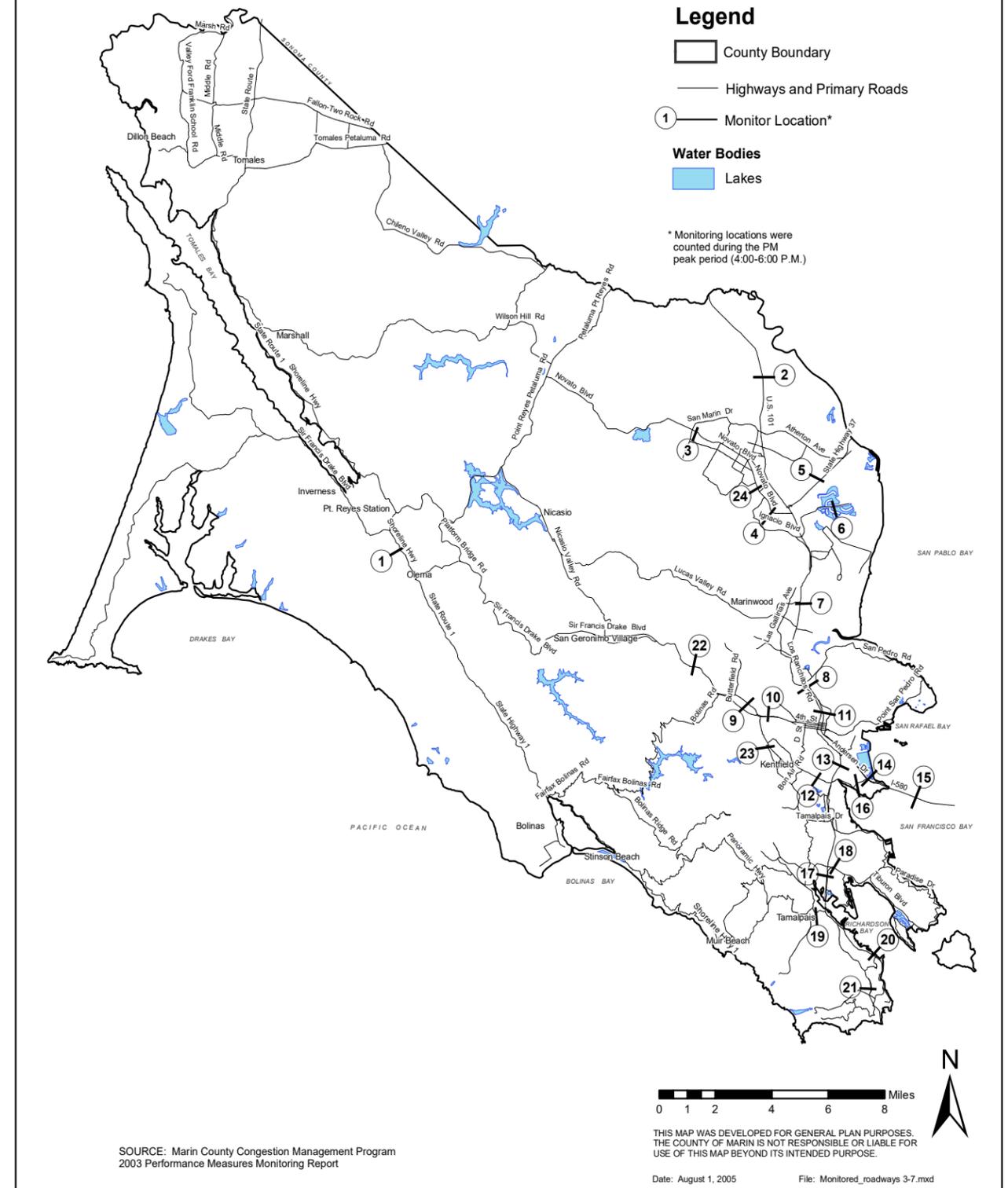
## Countywide Plan Land Use Designation

- The Marin Countywide Plan (2007) established land use categories, or designations, that are generalized groupings of land uses that define a predominant land use type and identify compatible zoning districts. These land uses identify the appropriate land uses per category and establish standards of building intensity expressed as floor area ratios or residential densities (dwelling per acre).
  - Single-Family (SF1, SF2, SF3, SF4, SF5, SF6, C-SF3, C-SF4, C-SF5, C-SF6)
  - Multi-Family (PR, MF2, MF3, MF3.5, MF4, MF4.5, C-PR, C-MF2, C-MF3)
  - Agricultural (AG1, AG2, AG3, AGC1, AGC2, AGC3, PD)
  - Commercial/Institutional (NC, RC, GC, OC, IND, PF, C-NC, C-RC, C-GC, C-OC, C-IND, C-PF)
  - Open Space/Parks (OS, C-OS)

## Environmental Hazard Areas

- **Special Flood Hazard Areas**  
Pursuant to the Federal Emergency Management Agency (FEMA), Special Flood Hazard Areas (SFHA) are areas subject to inundation by the 1% annual chance flood. The 1% annual flood (100-year flood), also known as the base flood, is the flood that has a 1% chance of being equaled or exceeded in any given year. FEMA designates zones based on how the Base Flood Elevation is identified, including Zones A, AE, AH, AO, AR, A99, V, and VE. The Base Flood Elevation is the water-surface elevation of the 1% annual chance flood.
- **Wildland Urban Interface & Fire Hazard Severity Zones**  
The WUI is any area where structures and other human developments meet or intermingle with wildland vegetative fuels, such as shrubs, trees and grasses. Maps identifying areas of Fire Hazard Severity Zones (FHSZ) are recommendations of areas prone to varying levels of fire hazard severity developed by CAL Fire.
- **Sea Level Rise Projection (3 feet)**  
For Local Coastal Program (LCP) elevation policy purposes, Marin County uses the SLR projection of 3 feet (≈100cm), which represents a midpoint of projections for the year 2100 from the 2012 NRC3 and 2013 Coastal and Ocean Working Group of the California Climate Action Team4 estimates.

MAP 3-7  
MONITORED ROADWAY LOCATIONS  
FOR LEVEL OF SERVICE



**Figure 3-36 Monitored Roadway Locations for Weekday, P.M. Peak Level of Service**  
(See Map 3-7.)

#	Segment	Direction	Peak Hour Volume	No of Lanes	Volume Per Lane	Type	Capacity	V/C	LOS	# of Vehicles Above Standard
Non-Grandfathered, Satisfactory										
1	Shoreline Highway (State Route 1), from Sir Francis Drake Blvd. to Pt. Reyes Station	NB	124	1	124	II	800	0.16	A	
3	Novato Blvd., from San Marin Dr./Sutro Ave. to Wilson Ave.	NB	346	1	346	II	800	0.43	A	
4	South Novato Blvd., from U.S. 101 to Novato Blvd.	NB	475	1	475	II	800	0.59	A	
5	State Route 37, from Sonoma County Line to U.S. 101	EB	2302	2	1151	I	2000	0.58	C	
10	Red Hill Ave., from Sir Francis Drake Blvd. to Hilldale Dr.	WB	1804	2	902	II	1200	0.75	C	
15	Interstate 580, from west of Sir Francis Drake Blvd. to Contra Costa Co. Line	WB EB	2634 3271	2	1317 1636	I I	2000	0.66 0.82	C D	
18	Tiburon Blvd. (State Route 131), from U.S. 101 to Strawberry Drive	EB	1449	2	725	II	960	0.75	C	
20	Bridgeway Blvd., from U.S. 101 to U.S. 101	NB	1258	2	629	II	960	0.66	B	
21	U.S. 101, from San Francisco County Line to Shoreline Highway (SR1)	NB SB	5486 3575	4	1372 894	I I	2000	0.69 0.45	C B	
24	Novato Blvd., from Wilson Ave. to Diablo Ave.	NB	912	1	912	II	960	0.95	E <sup>1</sup>	
Grandfathered, Satisfactory										
2	U.S. 101, from Atherton Ave. to Sonoma County Line	NB	3664	2	1832	I	2000	0.92	D	
6	Bel Marin Keys, from U.S. 101 to Commercial Blvd.	WB	1253	2	627	II	800	0.78	C	
7	U.S. 101, from N. San Pedro Road to State Route 37	NB	7748	4	1937	I	2000	0.97	E	
12	Sir Francis Drake Blvd., from College Ave. to Wolfe Grade	WB	1547	2	774	II	1200	0.64	B	
16	E. Sir Francis Drake Blvd., from U.S. 101 to Larkspur Landing Cir.	EB	1446	2	723	II	960	0.75	C	
Grandfathered, Improvement Plan Recommended										
8	U.S. 101, from Mission Ave. to N. San Pedro Rd.	NB	8602	4	2151	I	2000	1.08	F	-151
9	Sir Francis Drake Blvd., from San Anselmo Ave. to Red Hill Ave.	EB	1880	2	940	II	960	0.98	E	
11	U.S. 101, from Interstate 580 to Mission Ave.	NB	6530	3	2177	I	2000	1.09	F	-177
13	U.S. 101, from Tiburon Blvd. (SR 131) to Interstate 580	NB	6214	3	2071	I	2000	1.04	F	-71
14	Interstate 580, from Sir Francis Drake Blvd. to Bellam Blvd.	EB	1941	1	1941	I	1400	1.39	F	-541
17	U.S. 101, from Shoreline Highway (SR 1) to Tiburon Blvd. (SR 131)	NB	7078	3	2359	I	2000	1.18	F	-359
19	Shoreline Highway (State Route 1), from Northern Ave. to Almonte Blvd.	NB	842	1	842	II	800	1.05	F	-42
22	Sir Francis Drake Blvd., from Butterfield Rd. to State Route 1	EB	910	1	910	II	960	0.95	E	
23	Sir Francis Drake Blvd., from College Ave. to Toussin Ave.	EB	1120	1	1120	II	960	1.17	F	-160

<sup>1</sup>More detailed intersection level analysis indicates Level of Service D (acceptable).  
Source: Wilbur Smith Associates (2005).



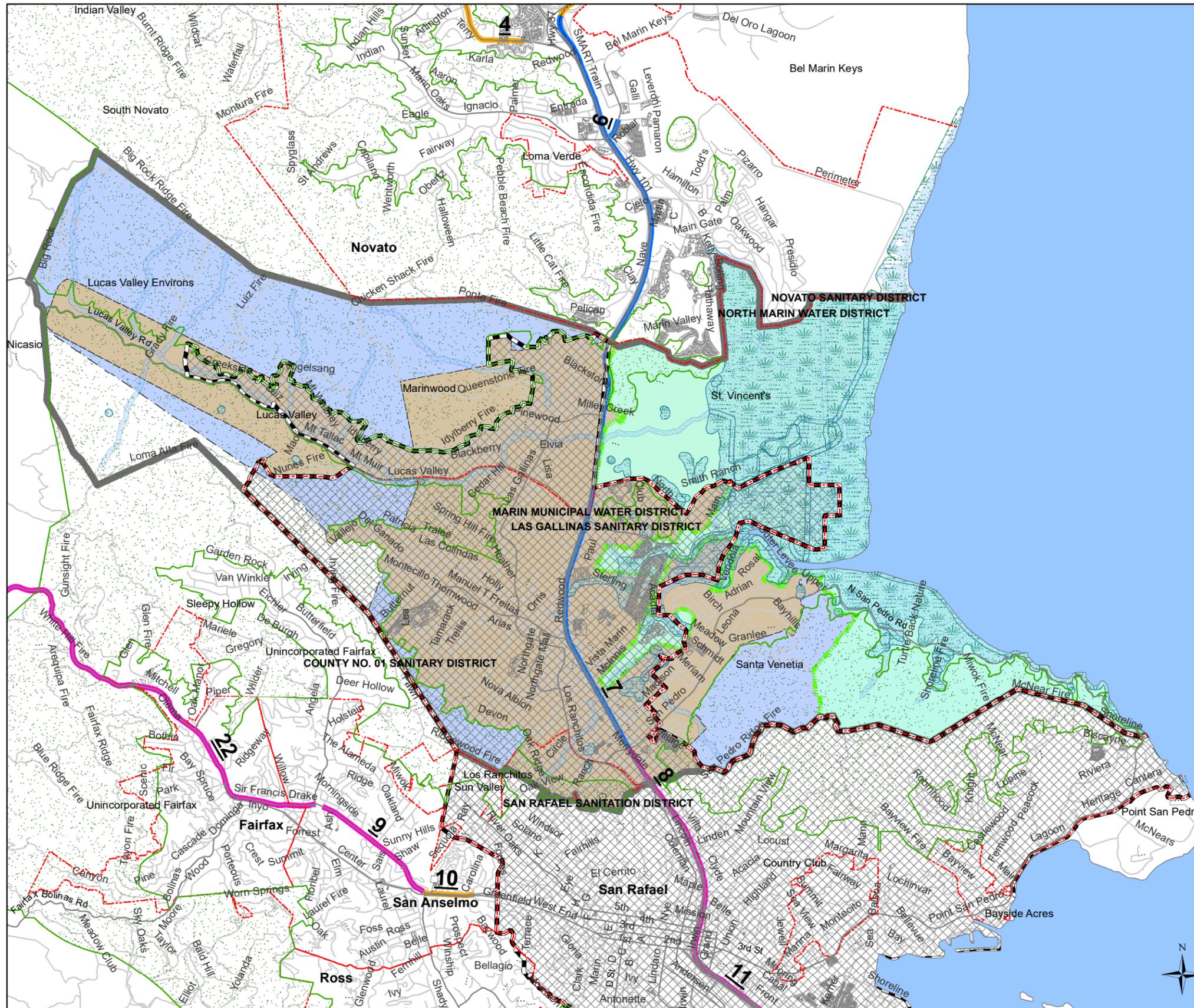
# Multi-Family Land Use Policy and Zoning Study

LAS GALLINAS PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- City Limits
- Las Gallinas Planning Area
- Urban Service Area
- Sanitary District
- Water District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

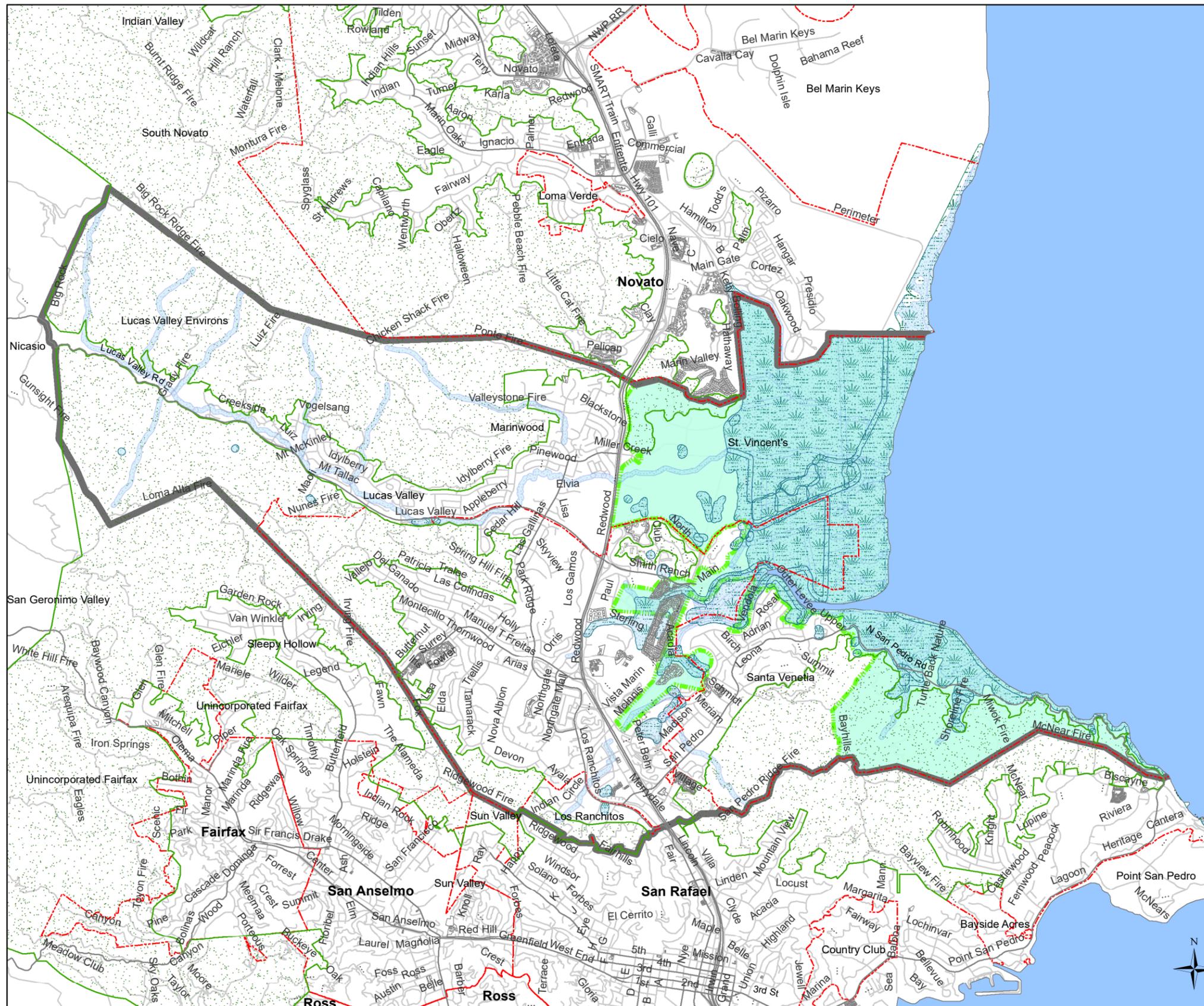
LAS GALLINAS PLANNING AREA

## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:  
 Ridge and Upland Greenbelt  
 Stream Conservation Area (including 100+ Buffer)  
 Wetlands Conservation Area (including 100+ Buffer)  
 Baylands Corridor

Low end of the density range is required by Countywide Plan Policy:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- Las Gallinas Planning Area
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor

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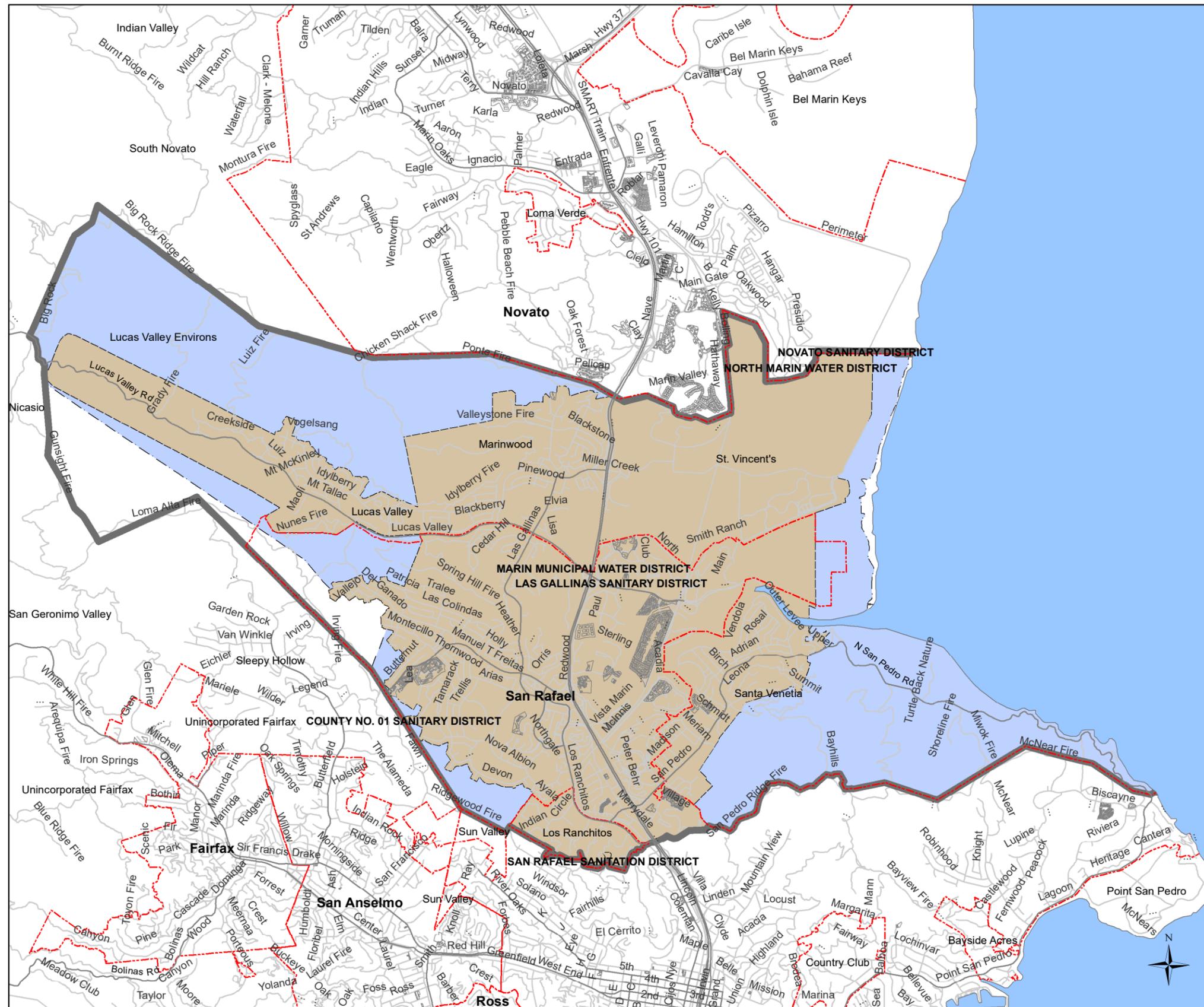
# Multi-Family Land Use Policy and Zoning Study

LAS GALLINAS PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
 "Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



## Legend

- City Limits
- Las Gallinas Planning Area
- Sanitary District
- Water District

Not to scale.  
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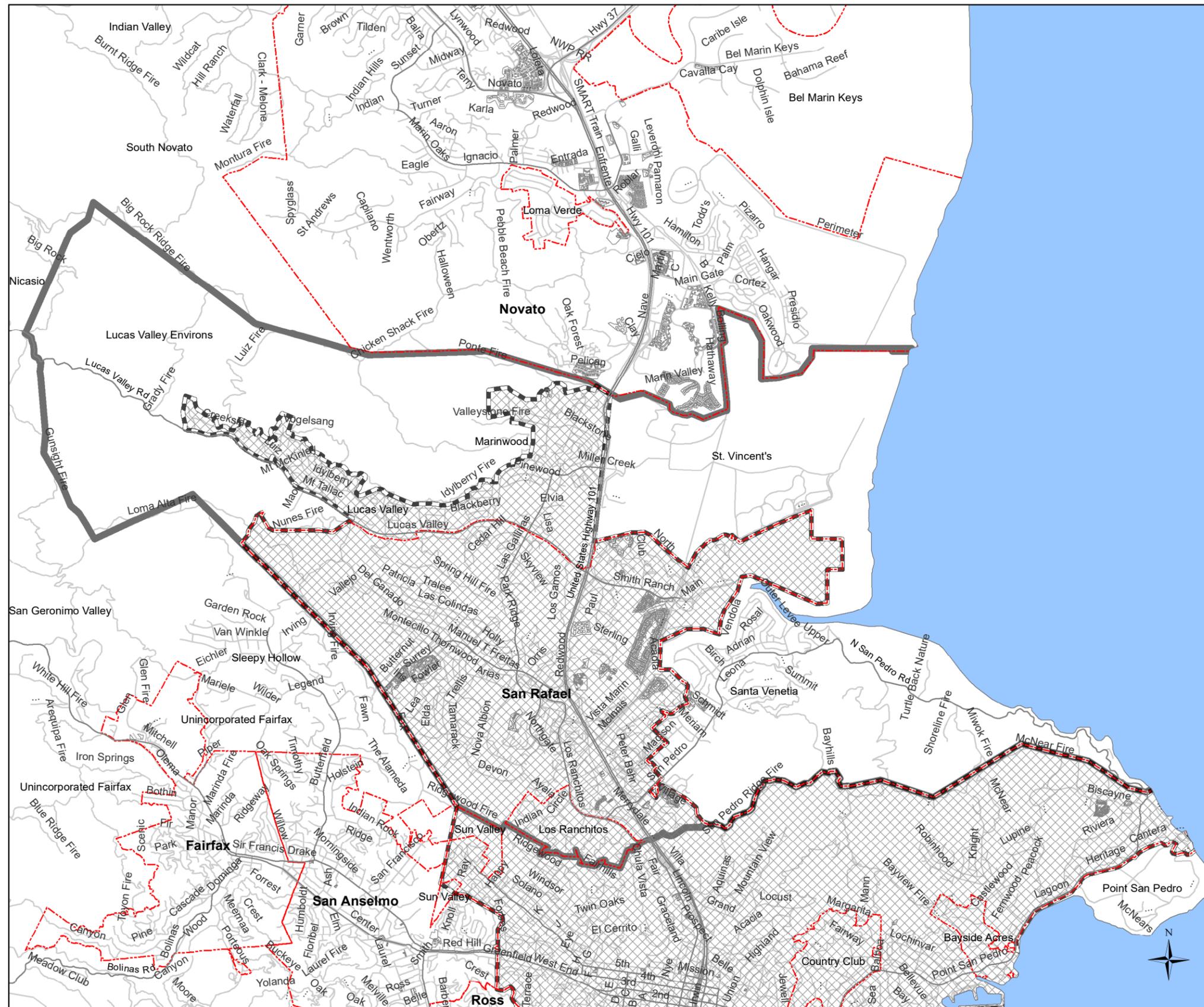
# Multi-Family Land Use Policy and Zoning Study

LAS GALLINAS PLANNING AREA

## Urban Service Area

Low end of the density range is required by Countywide Plan Policy:

CD-6.a - Consider Annexation of Urbanized Areas  
 "Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range."



## Legend

- City Limits
- Las Gallinas Planning Area
- Urban Service Area

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# Multi-Family Land Use Policy and Zoning Study

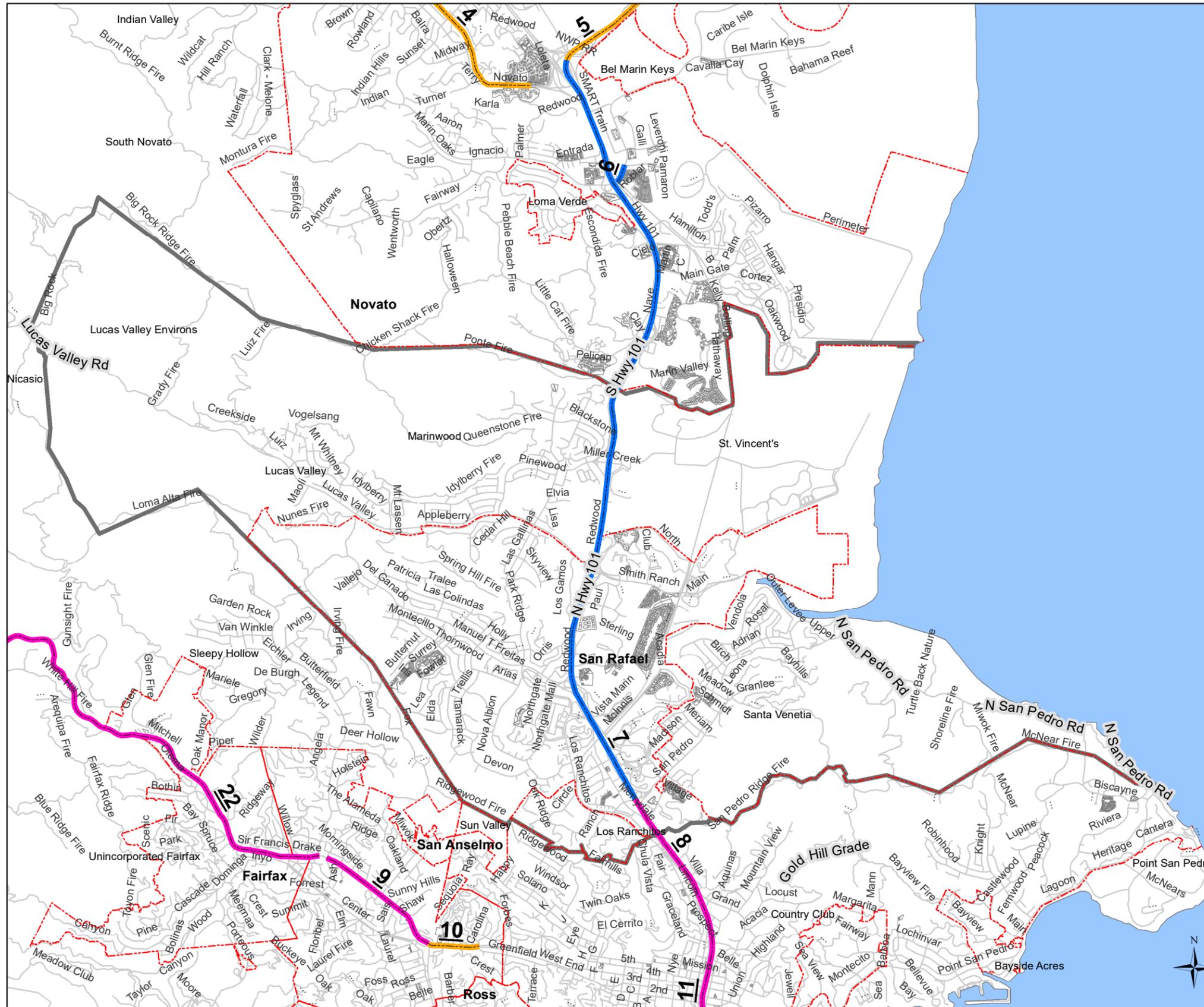
LAS GALLINAS PLANNING AREA

## Level of Service

This map includes Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan). See Figure 3-36 for segment details.

Low end of the density range is required by Countywide Plan Policy:

TR-1.e - Uphold Vehicle Level of Service  
 "[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"



## Legend

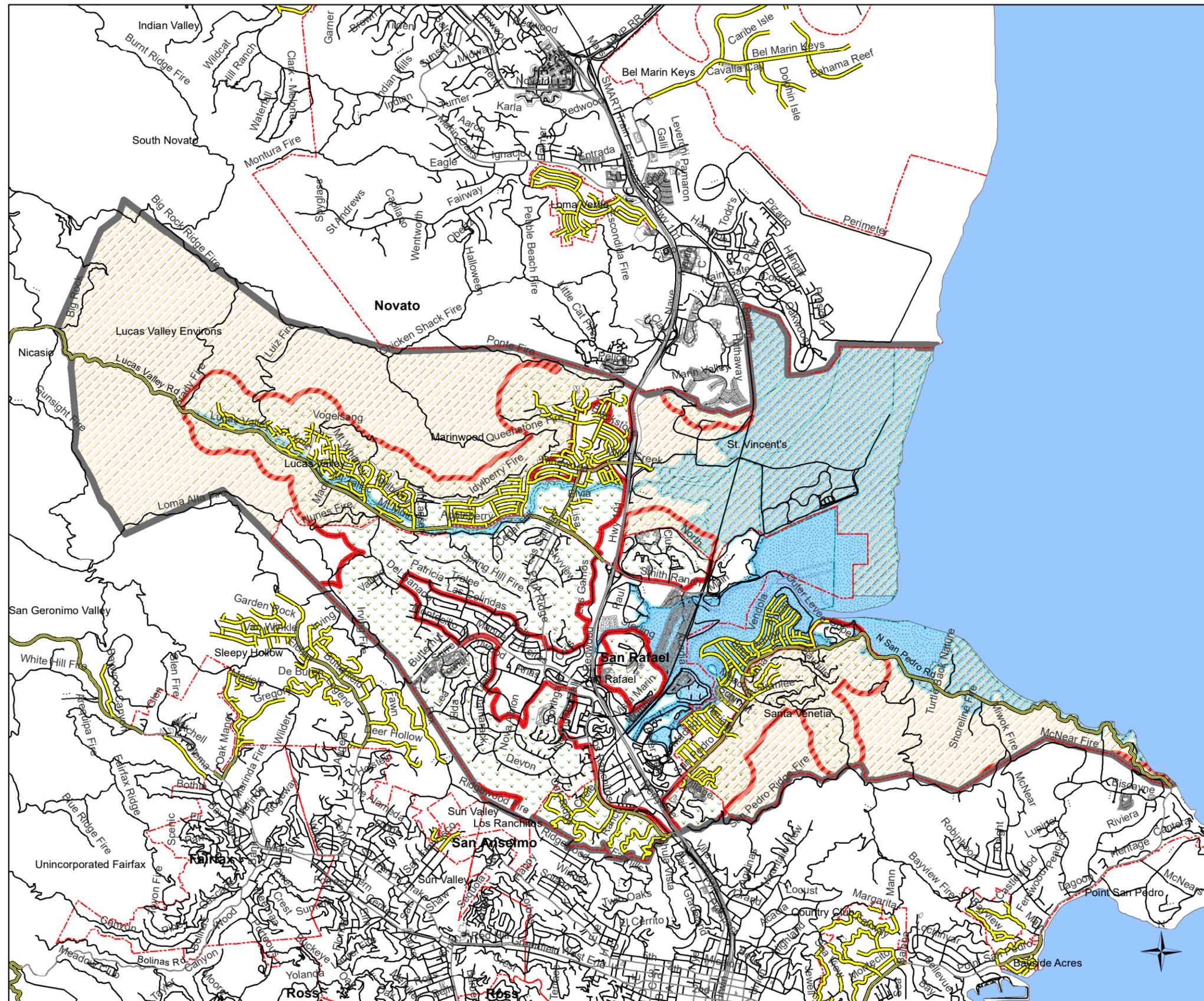
- City Limits
- Las Gallinas Planning Area
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

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 Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

LAS GALLINAS PLANNING AREA

## Environmental Hazards



- Legend**
- City Limits
  - Las Gallinas Planning Area
  - County Maintained Road
  - Non-County Maintained Road
  - Moderate Fire Hazard Severity
  - Wildland Urban Interface
  - Special Flood Hazard Areas
  - Sea Level Rise Projection (3 ft)

Not to scale.  
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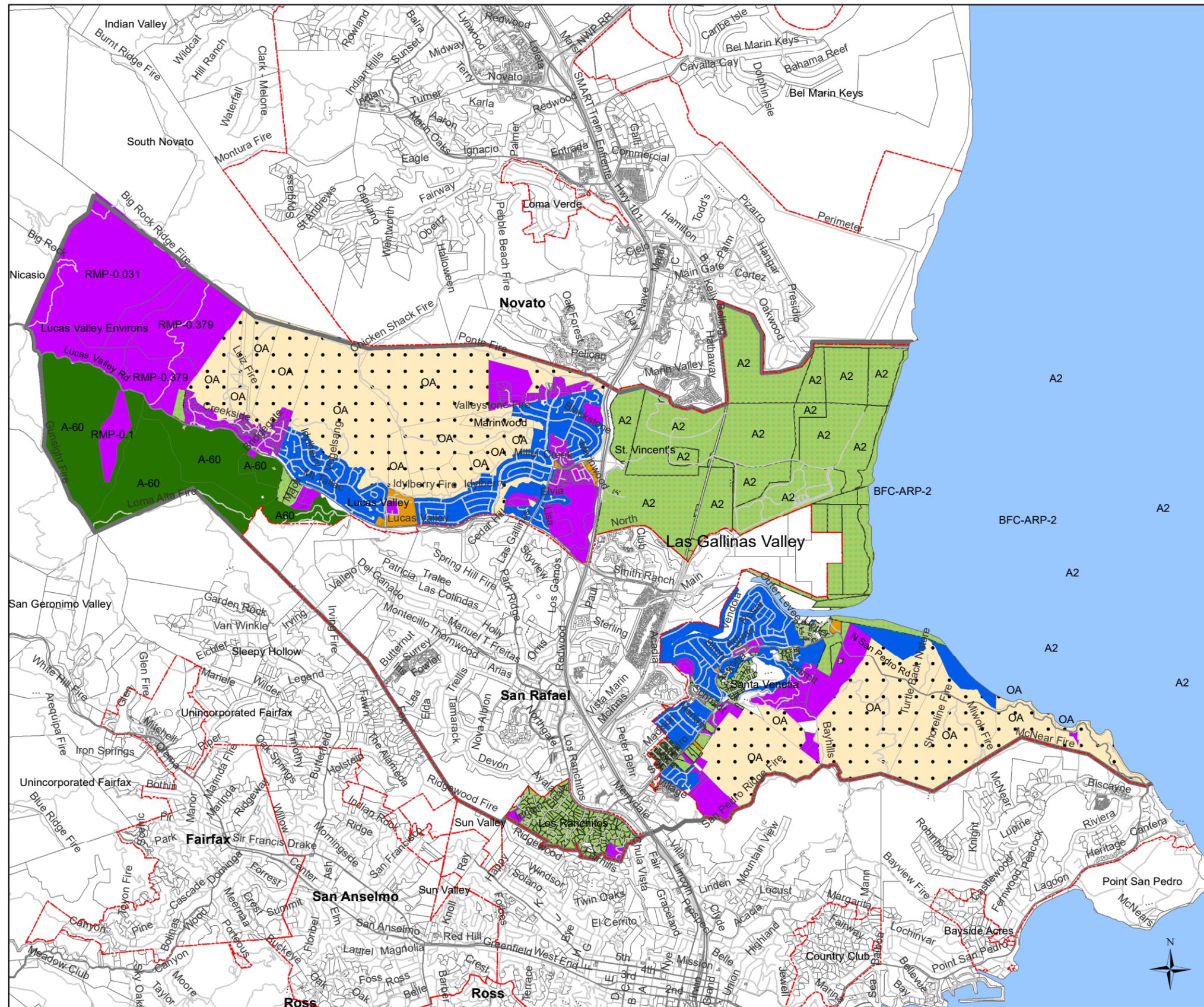
# Multi-Family Land Use Policy and Zoning Study

LAS GALLINAS PLANNING AREA

## Existing Zoning Districts

### Number of Parcels by Zoning District

Single-Family - 3,023, 69%  
 Multi-Family - 907, 21%  
 Two-Family - 0, 0%  
 Primarily Agriculture - 1, <1%  
 Mixed Agriculture/Single - 380, 9%  
 Business/Institutional - 29, <1%  
 Open Space/Park - 45, 1%  
 Floating Home - 0, 0%  
 Total Parcels in Planning Area - 4,386, 100%



## Legend

- City Limits
- Las Gallinas Planning Area
- Zoning**
- Primarily Agriculture
- Mixed Agriculture/Single Family
- Business/Institutional
- Single-Family
- Multi-Family
- Open Space/Park

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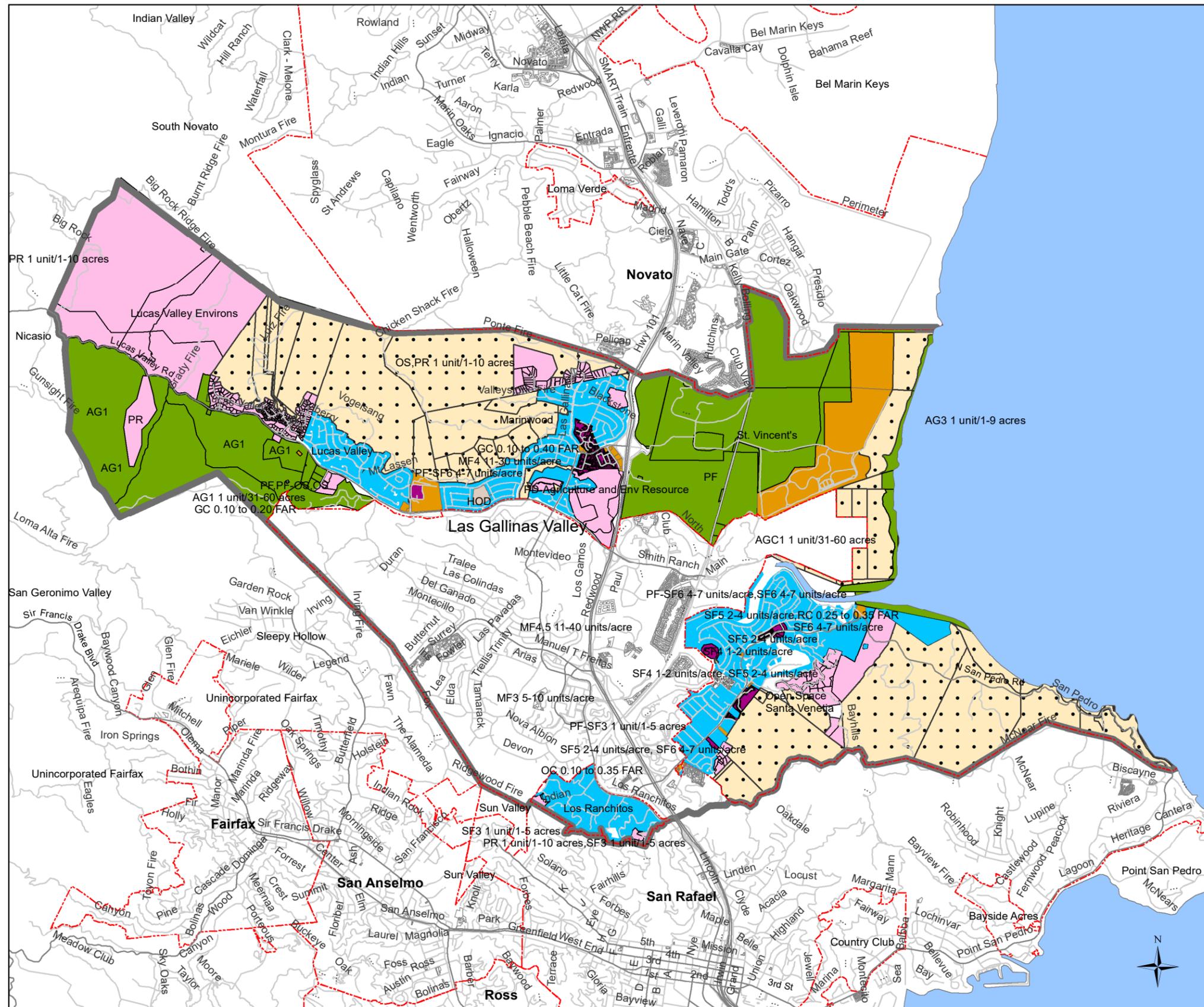
# Multi-Family Land Use Policy and Zoning Study

LAS GALLINAS PLANNING AREA

## Existing Countywide Plan Land Use Designations

### Number of Parcels by CWP Land Use Type

Multi-Family - 596, 13%  
 Planned Residential - 311, 7%  
 Single-Family - 3,324, 76%  
 Agricultural - 32, 1%  
 HOD - 4, <1%  
 Other - 119, 3%  
 Total Parcels in Planning Area - 4,386, 100%



**Legend**

- City Limits
- Las Gallinas Planning Area
- CWP Land Use Type**
- Agriculture
- Commercial/Institutional
- Single-Family
- Multi-Family
- Planned Residential
- Open Space
- HOD

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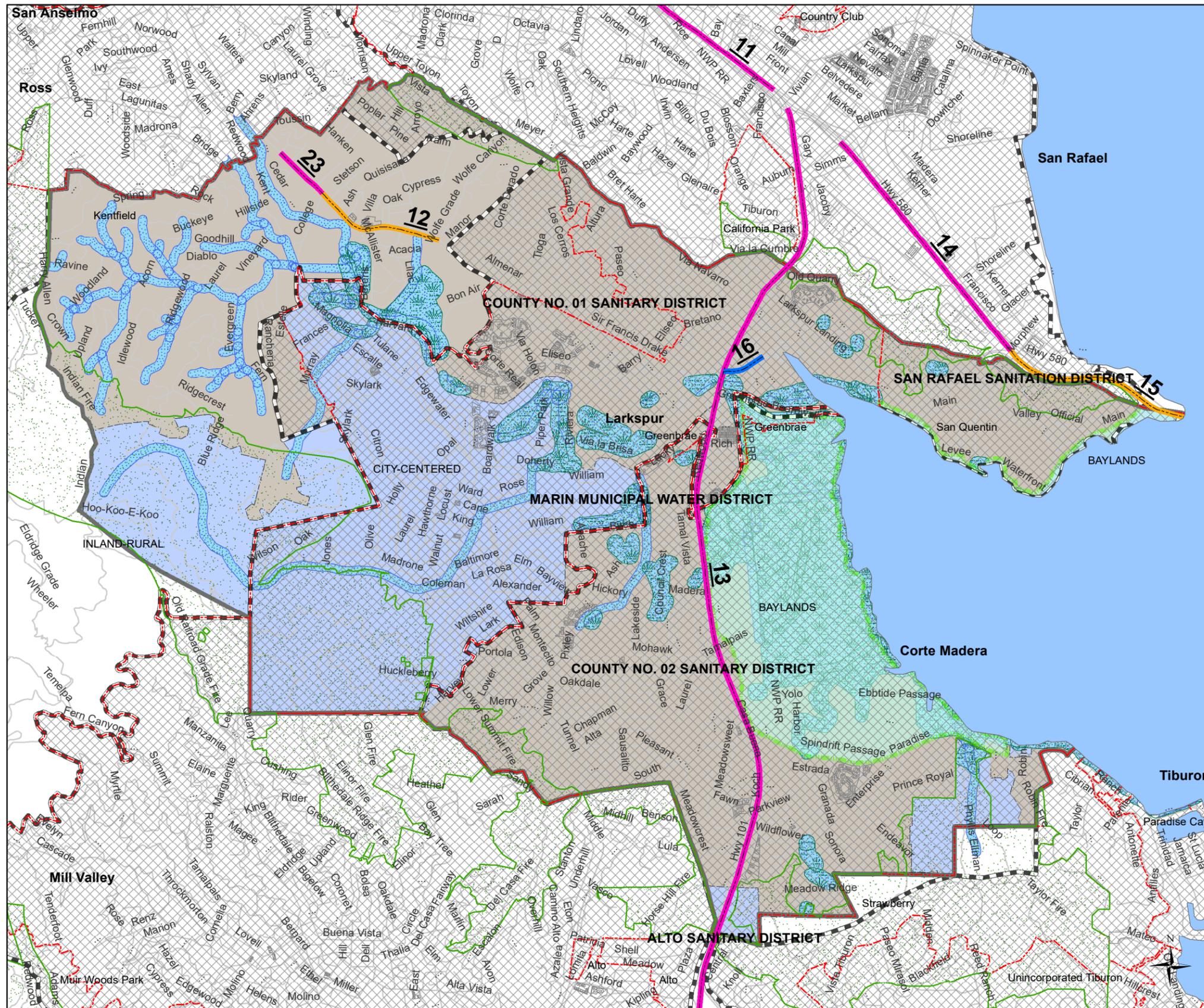
# Multi-Family Land Use Policy and Zoning Study

LOWER ROSS VALLEY PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- City Limits
- Lower Ross Valley Planning Area
- Urban Service Area
- Sanitary District
- Water District
- Baylands Corridor
- Ridge and Upland Greenbelt
- Wetland 100+ Foot Buffer (NWI)
- Stream 100+ Foot Buffer (NWI)
- Monitored Roadway (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

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# Multi-Family Land Use Policy and Zoning Study

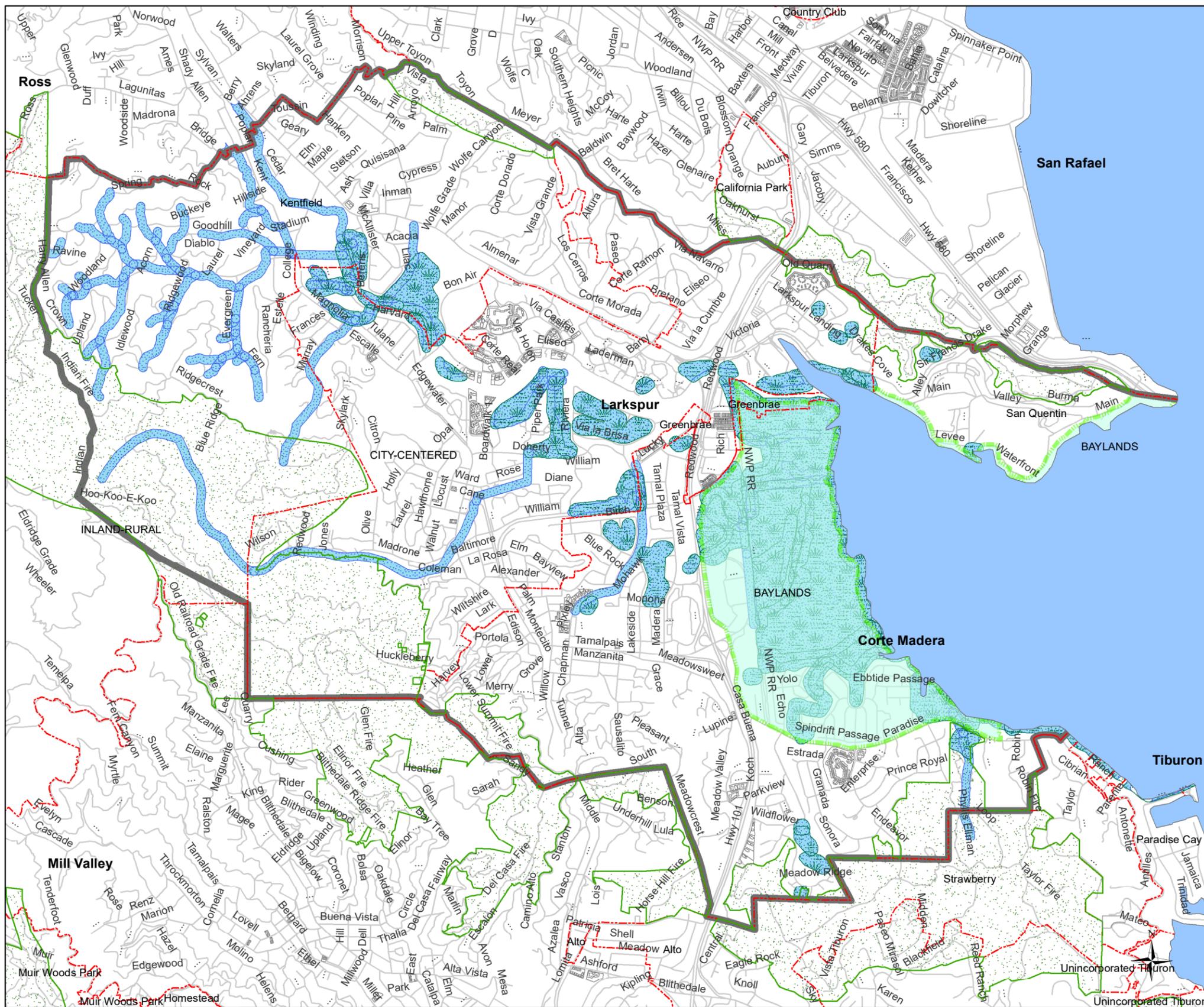
LOWER ROSS VALLEY PLANNING AREA

## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:  
 Ridge and Upland Greenbelt  
 Stream Conservation Area (including 100+ Buffer)  
 Wetlands Conservation Area (including 100+ Buffer)  
 Baylands Corridor

Low end of the density range is required by Countywide Plan Policies:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- Lower Ross Valley Planning Area
- Baylands Corridor
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer

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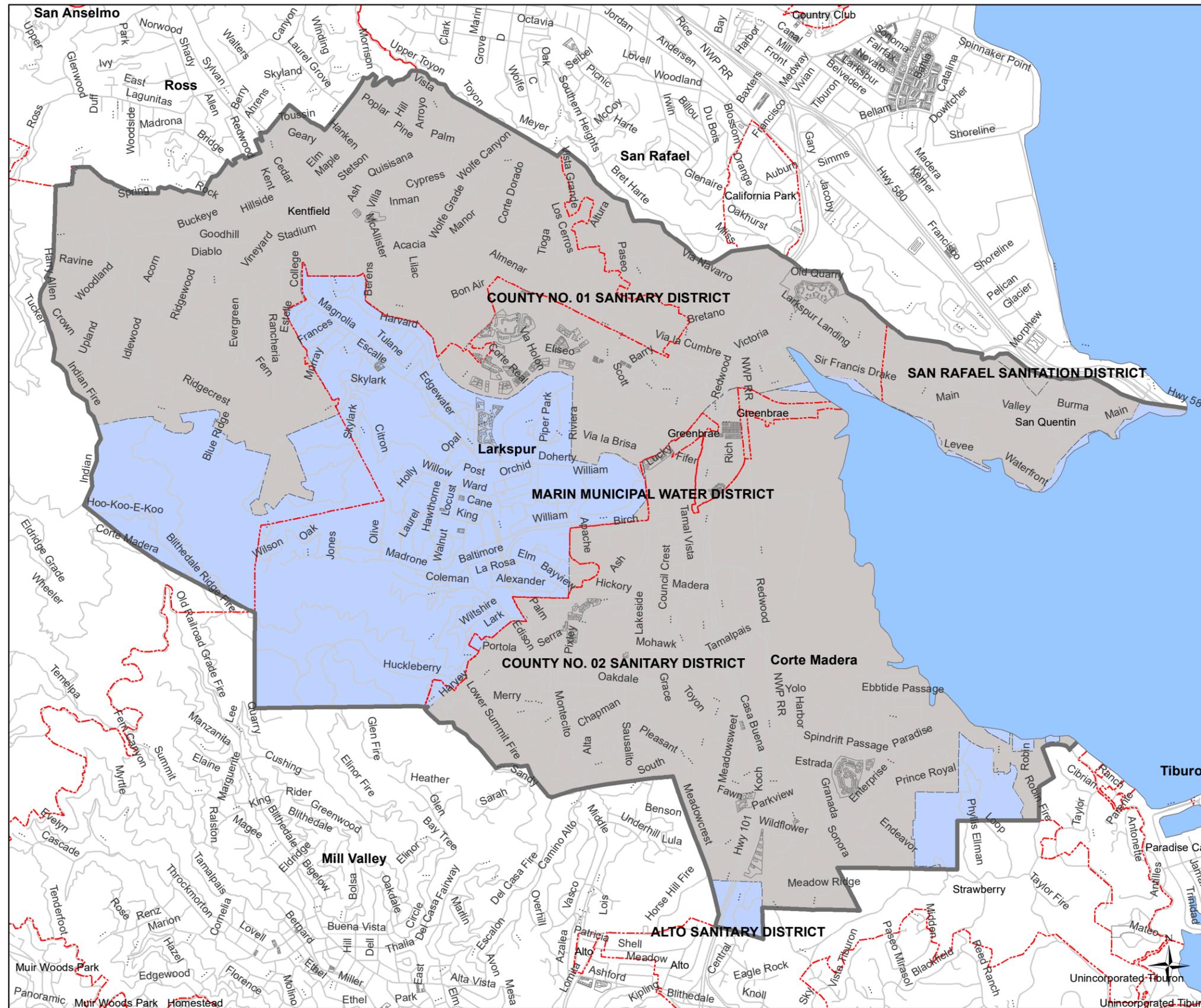
# Multi-Family Land Use Policy and Zoning Study

LOWER ROSS VALLEY PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
 "Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



**Legend**

- City Limits
- Lower Ross Valley Planning Area
- Sanitary District
- Water District

Not to scale.  
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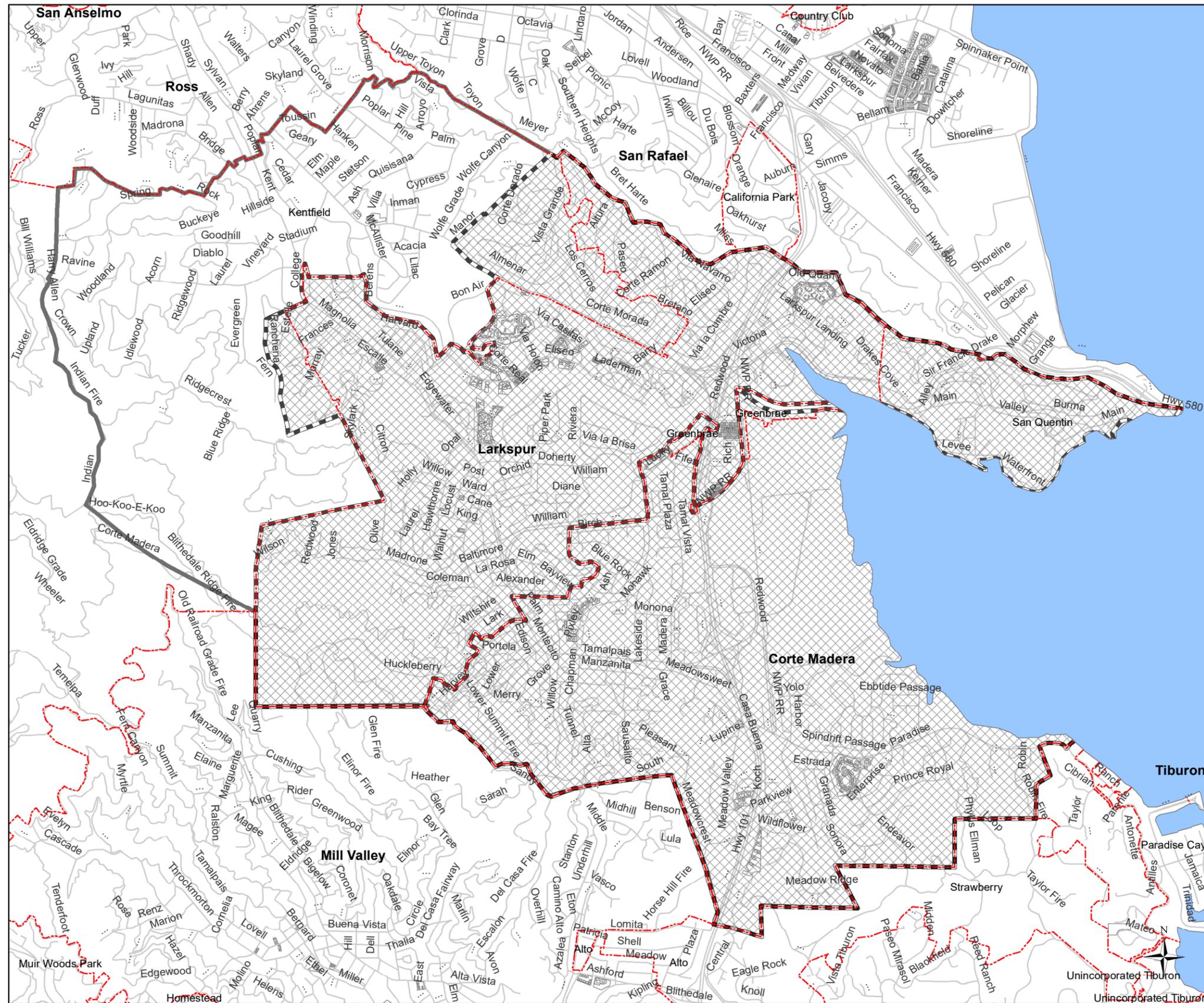
# Multi-Family Land Use Policy and Zoning Study

LOWER ROSS VALLEY PLANNING AREA

## Urban Service Area

Low end of the density range is required by Countywide Plan Policy:

CD-6.a - Consider Annexation of Urbanized Areas  
 "Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range."



## Legend

- City Limits
- Lower Ross Valley Planning Area
- Urban Service Area

Not to scale.  
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# Multi-Family Land Use Policy and Zoning Study

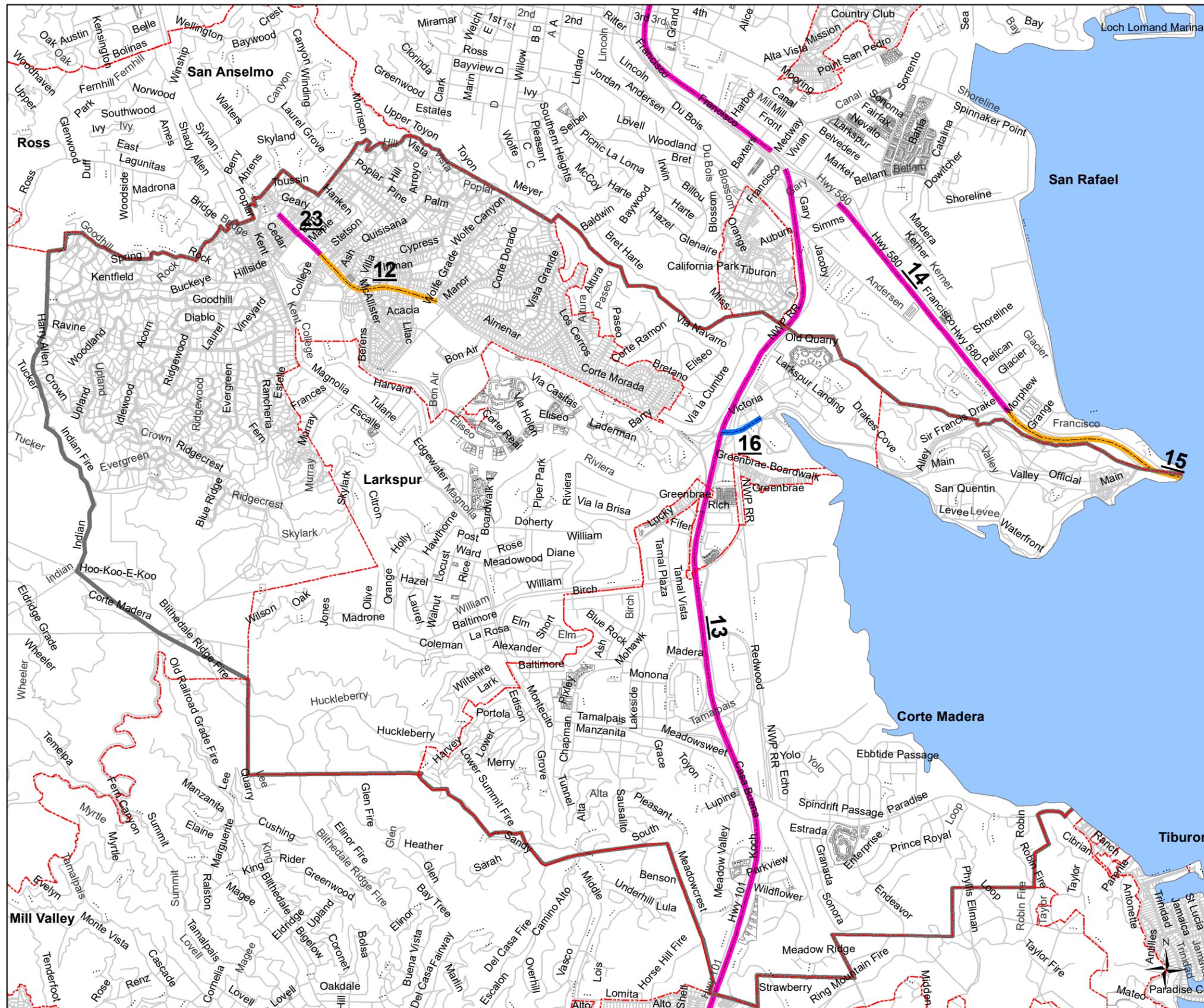
LOWER ROSS VALLEY PLANNING AREA

## Level of Service

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Low end of the density range is required by Countywide Plan Policy:

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 "[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"



## Legend

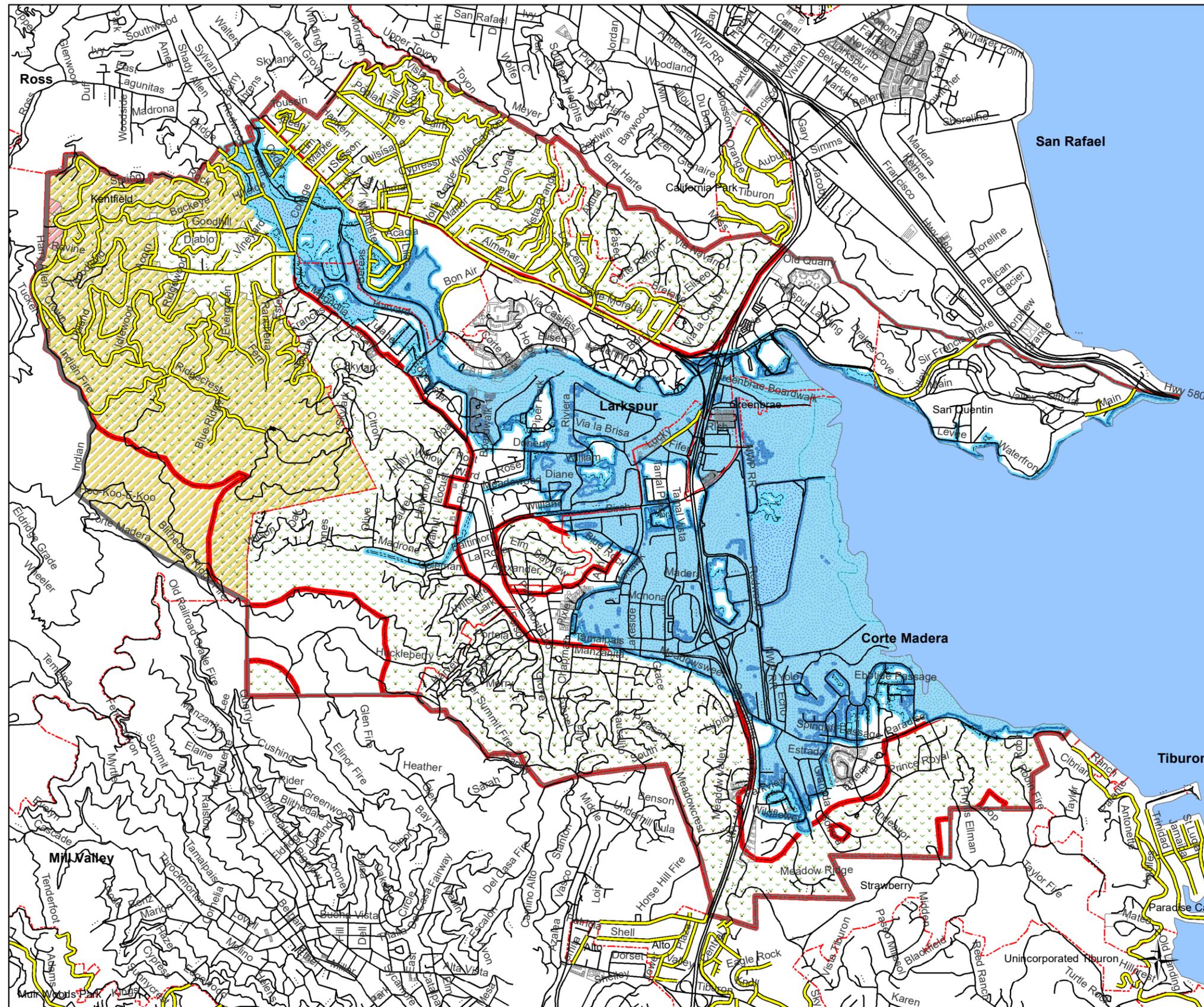
- City Limits
- Lower Ross Valley Planning Area
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

LOWER ROSS VALLEY PLANNING AREA

## Environmental Hazards



### Legend

- City Limits
- Lower Ross Valley Planning Area
- County Maintained Road
- Non-County Maintained Road
- High Fire Hazard Severity
- Very High Fire Hazard Severity
- Wildland Urban Interface
- Special Flood Hazard Areas
- Sea Level Rise Projection (3 ft)

Not to scale.  
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Data are not survey accurate.

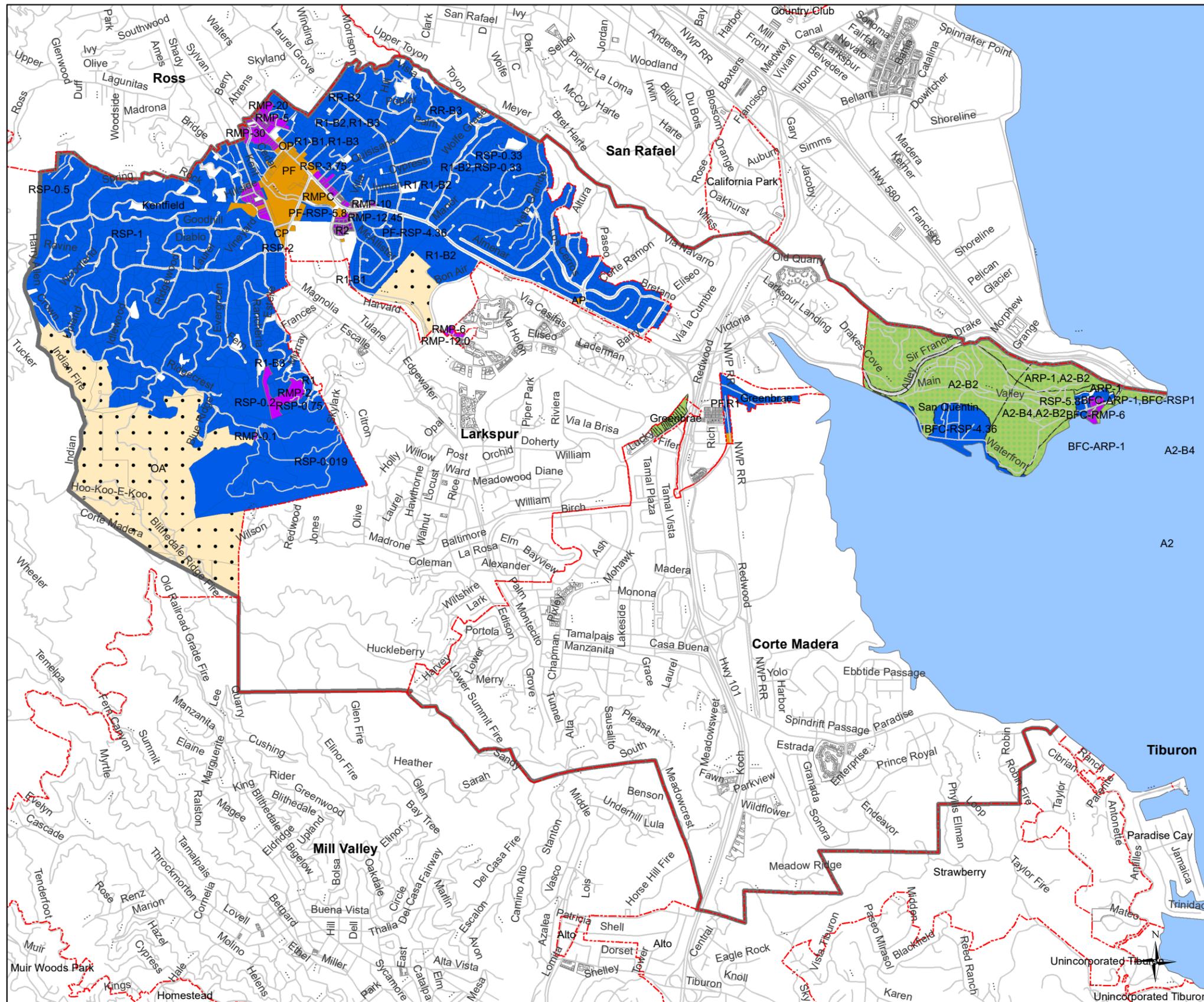
# Multi-Family Land Use Policy and Zoning Study

LOWER ROSS VALLEY PLANNING AREA

## Existing Zoning Districts

### Number of Parcels by Zoning District

Single-Family - 2,348, 89%  
 Multi-Family - 135, 5%  
 Two-Family - 18, 1%  
 Primarily Agriculture - 0, 0%  
 Mixed Agriculture/Single-Family - 29, 1%  
 Business/Institutional - 80, 3%  
 Open Space/Park - 18, 1%  
 Total Parcels in Planning Area - 2,628, 100%



## Legend

- City Limits
- Lower Ross Valley Planning Area
- Zoning**
- Mixed Agriculture/Single-Family
- Business/Institutional
- Multi-Family
- Two-Family
- Single-Family
- Open Space/Park

Not to scale.  
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 Data are not survey accurate.

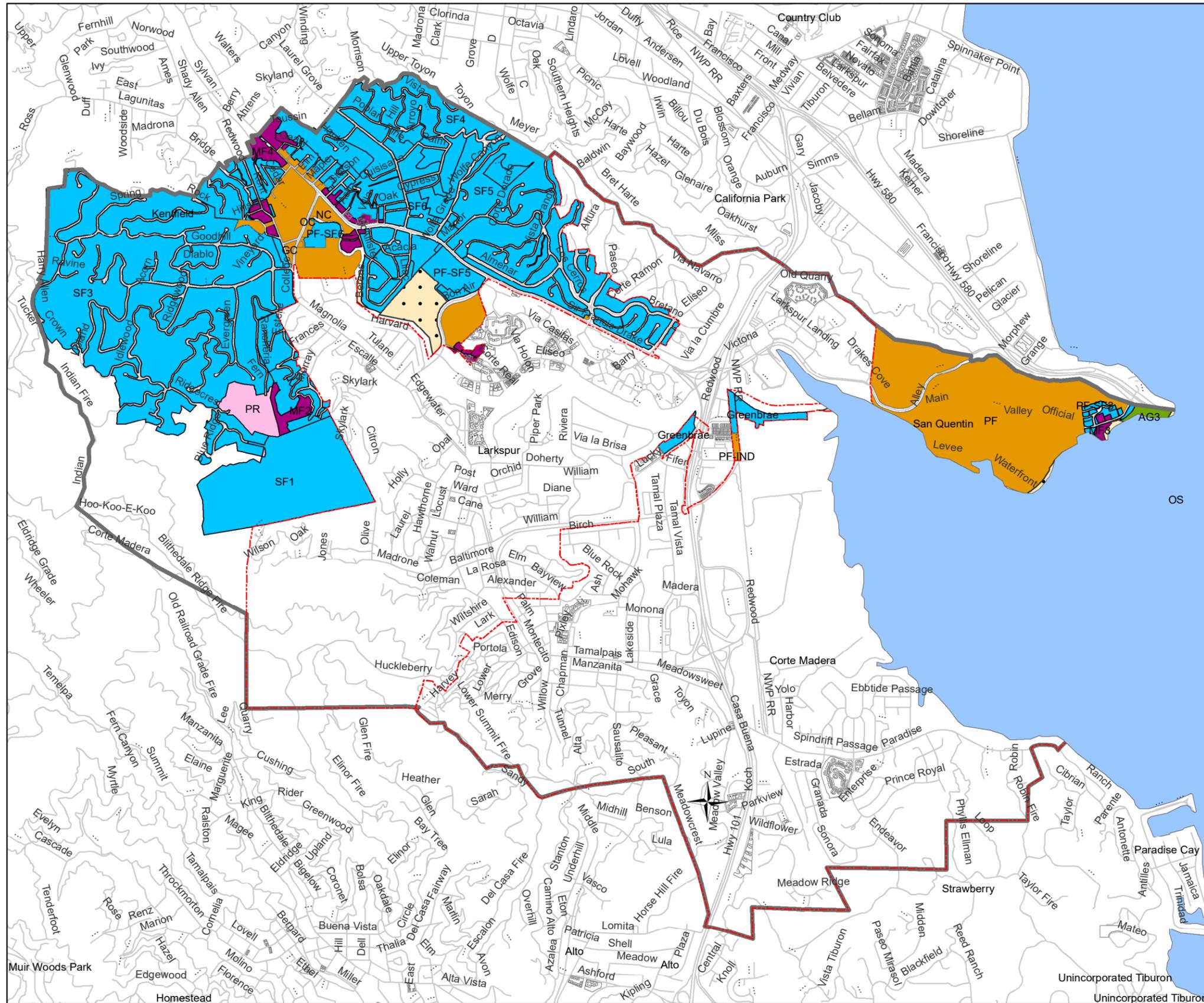
# Multi-Family Land Use Policy and Zoning Study

LOWER ROSS VALLEY PLANNING AREA

## Existing Countywide Plan Land Use Designations

### Number of Parcels by CWP Designation Type

Multi-Family - 151, 6%  
 Planned Residential - 8, <1%  
 Single-Family - 2,340, 90%  
 Agricultural - 3, <1%  
 Open Space - 24, 1%  
 Other - 63, 2%  
 Total Parcels in Planning Area - 2,628, 100%



**Legend**

- City Limits
- Lower Ross Valley Planning Area

**CWP Land Use Type**

- Agricultural
- Multi-Family
- Planned Residential
- Single-Family
- Commercial/Institutional
- Open Space

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

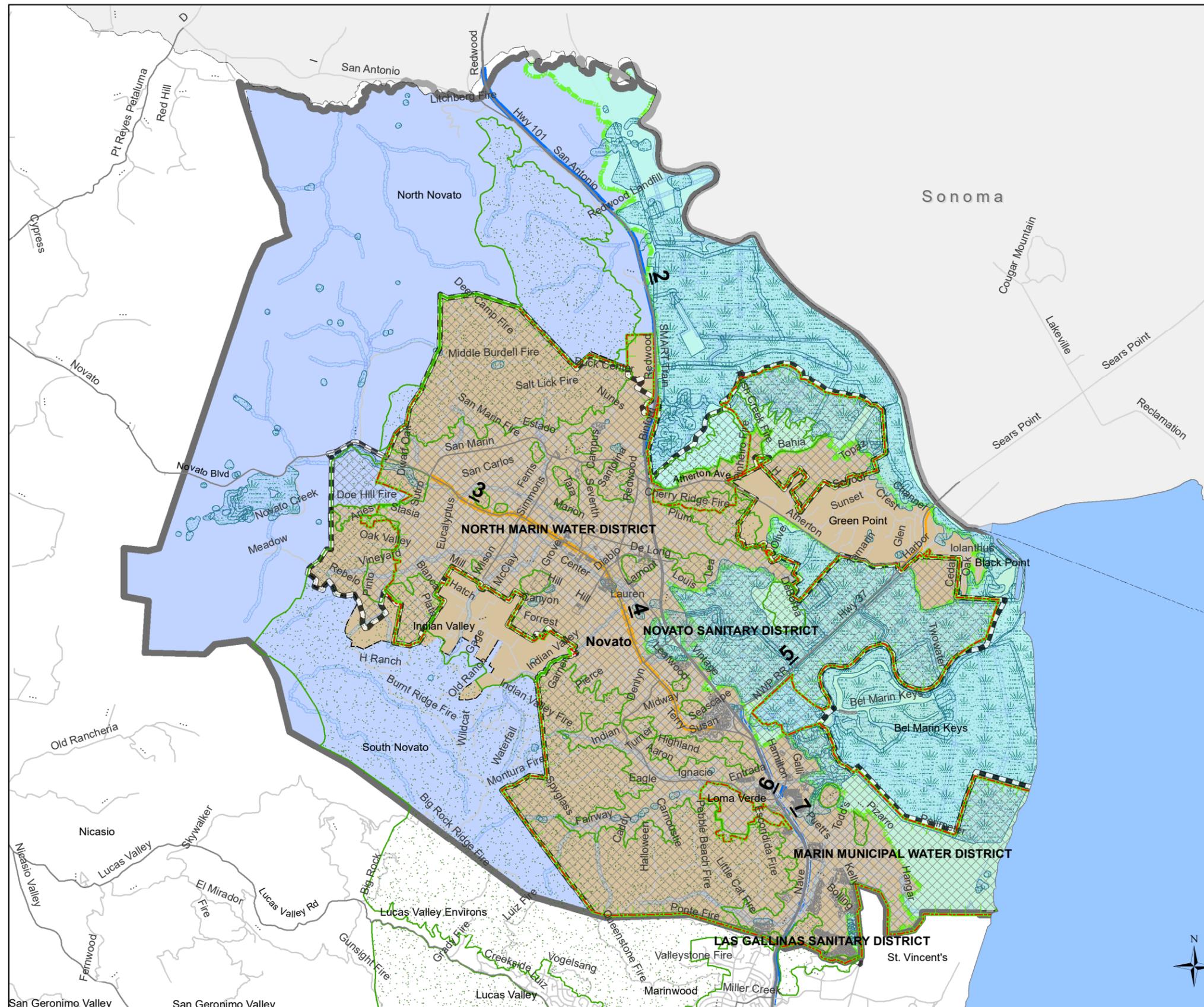
# Multi-Family Land Use Policy and Zoning Study

NOVATO PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- Novato Planning Area
- Urban Service Area
- Novato Urban Growth Boundary
- Sanitary District
- Water District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor
- Monitored Roadway (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

NOVATO PLANNING AREA

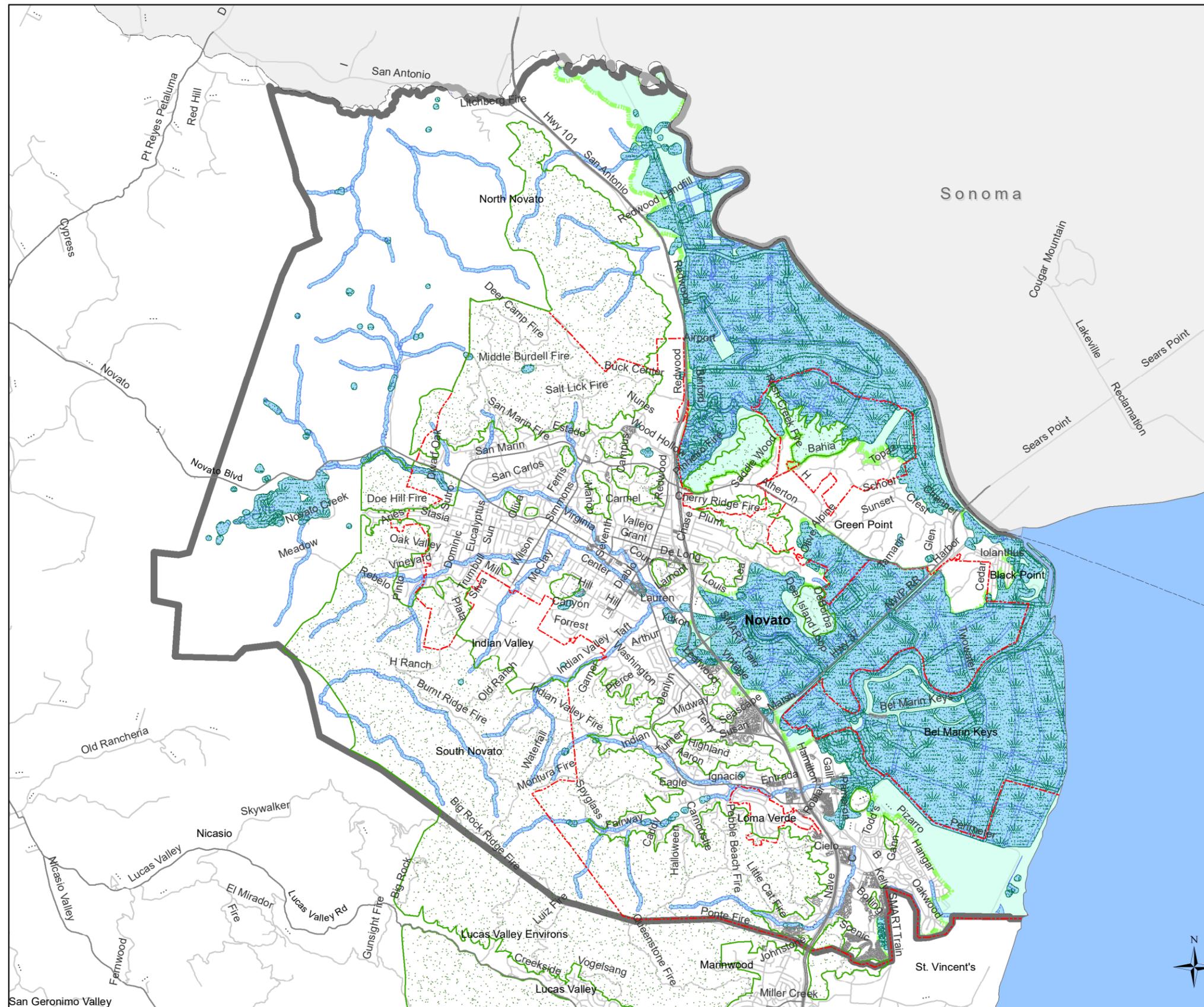
## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:

- Ridge and Upland Greenbelt
- Stream Conservation Area (including 100+ Buffer)
- Wetlands Conservation Area (including 100+ Buffer)
- Baylands Corridor

Low end of the density range is required by Countywide Plan Policy:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- Novato Planning Area
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor

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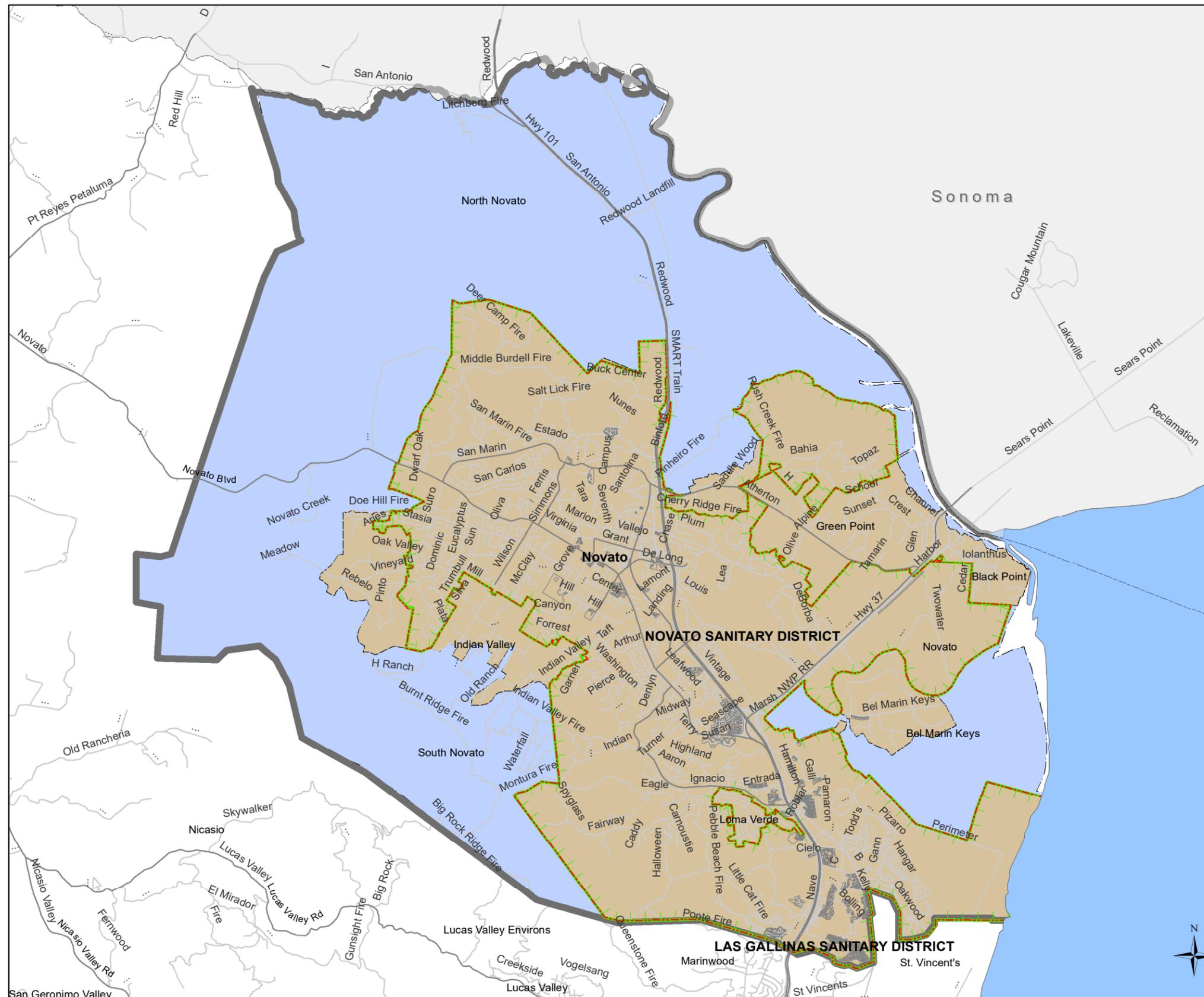
# Multi-Family Land Use Policy and Zoning Study

NOVATO PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
 "Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



## Legend

- City Limits
- Novato
- Novato Urban Growth Boundary
- Sanitary District
- Water Districts

Not to scale.  
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 Data are not survey accurate.

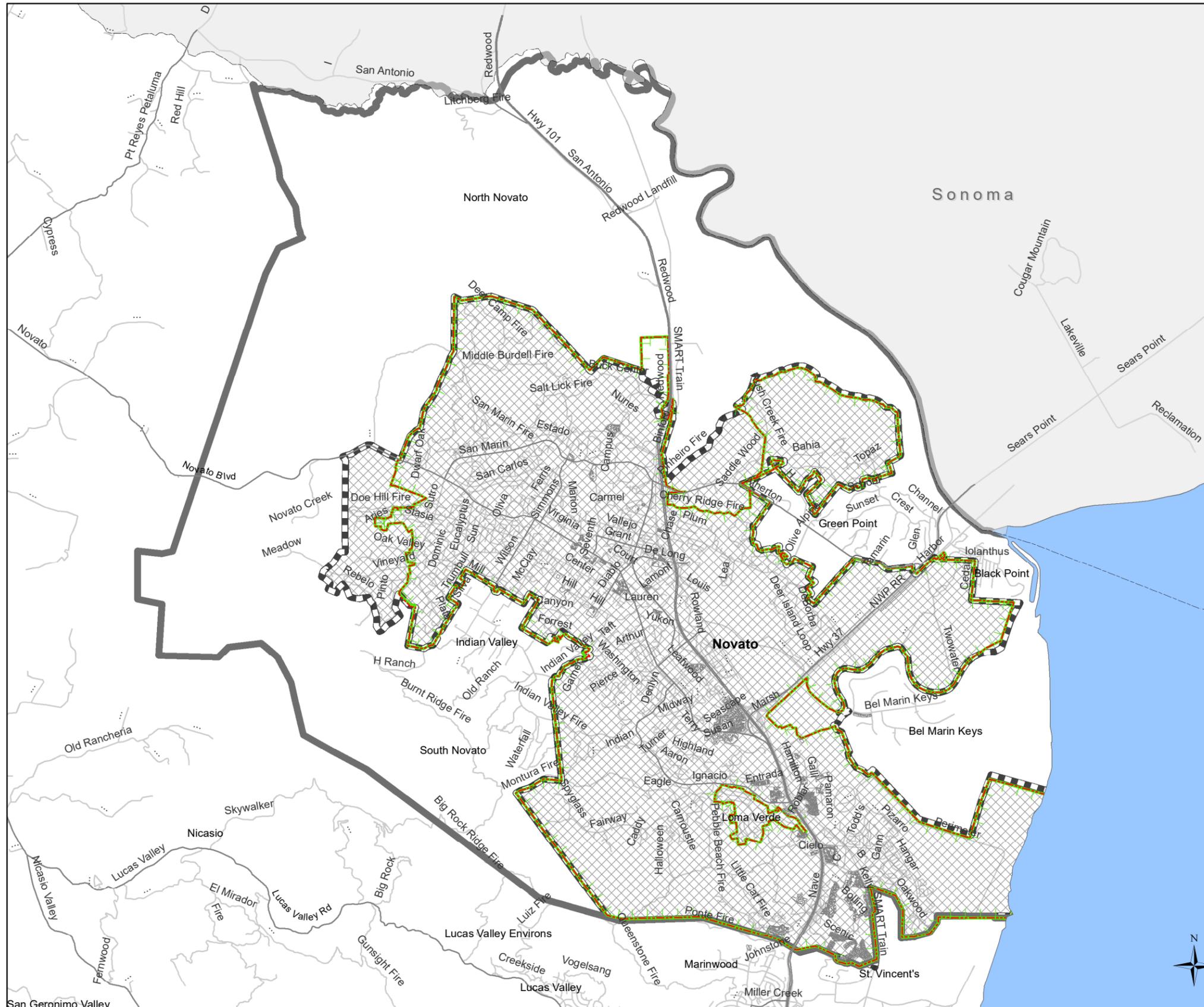
# Multi-Family Land Use Policy and Zoning Study

NOVATO PLANNING AREA

## Urban Service Area

Low end of the density range is required by Countywide Plan Policy:

CD-6.a - Consider Annexation of Urbanized Areas  
 "Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range."



## Legend

- City Limits
- Novato Planning Area
- Urban Service Area
- Novato Urban Growth Boundary

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

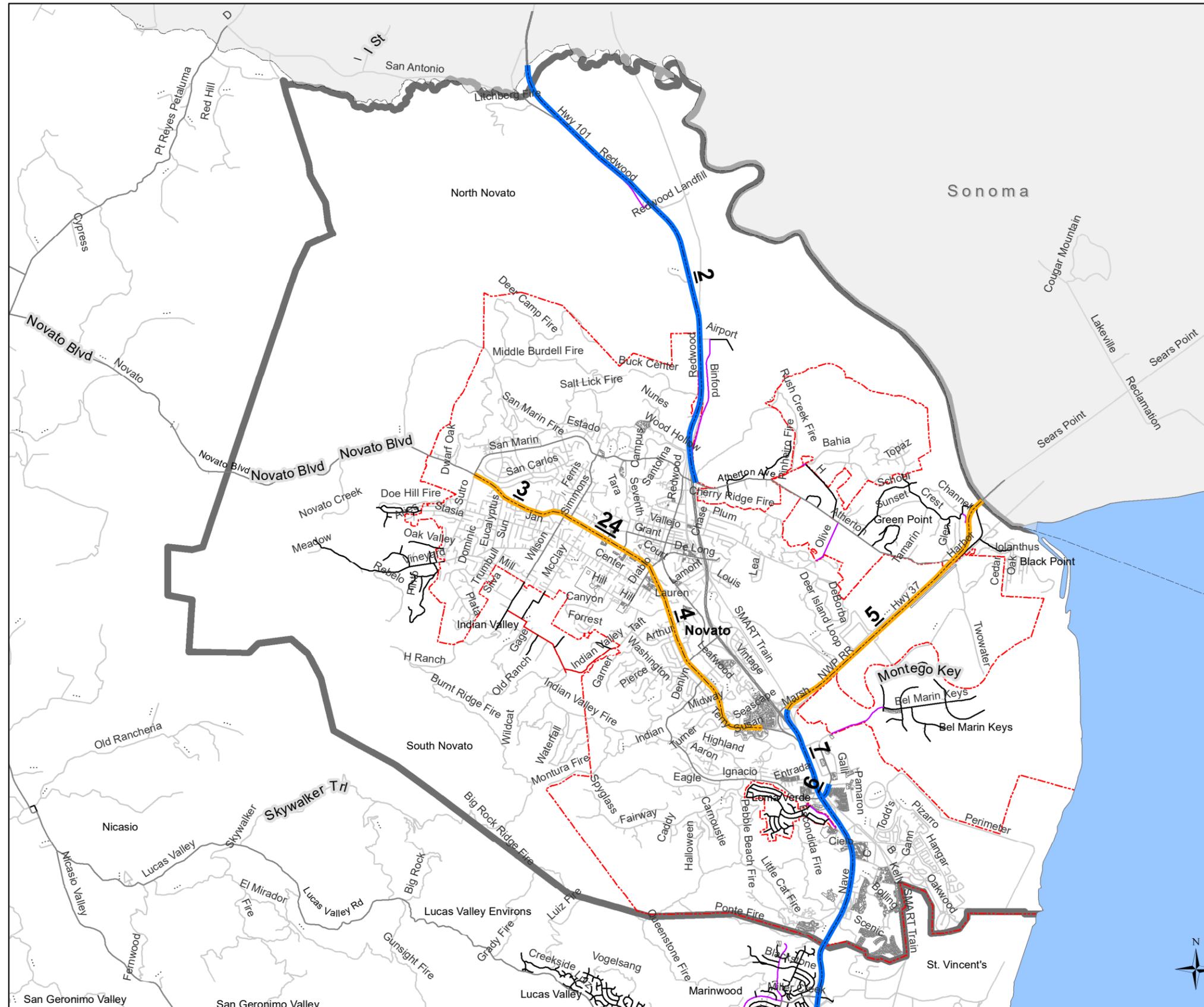
NOVATO PLANNING AREA

## Level of Service

This map includes Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan). See Figure 3-36 for segment details.

Low end of the density range is required by Countywide Plan Policy:

TR-1.e - Uphold Vehicle Level of Service  
 "[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"



## Legend

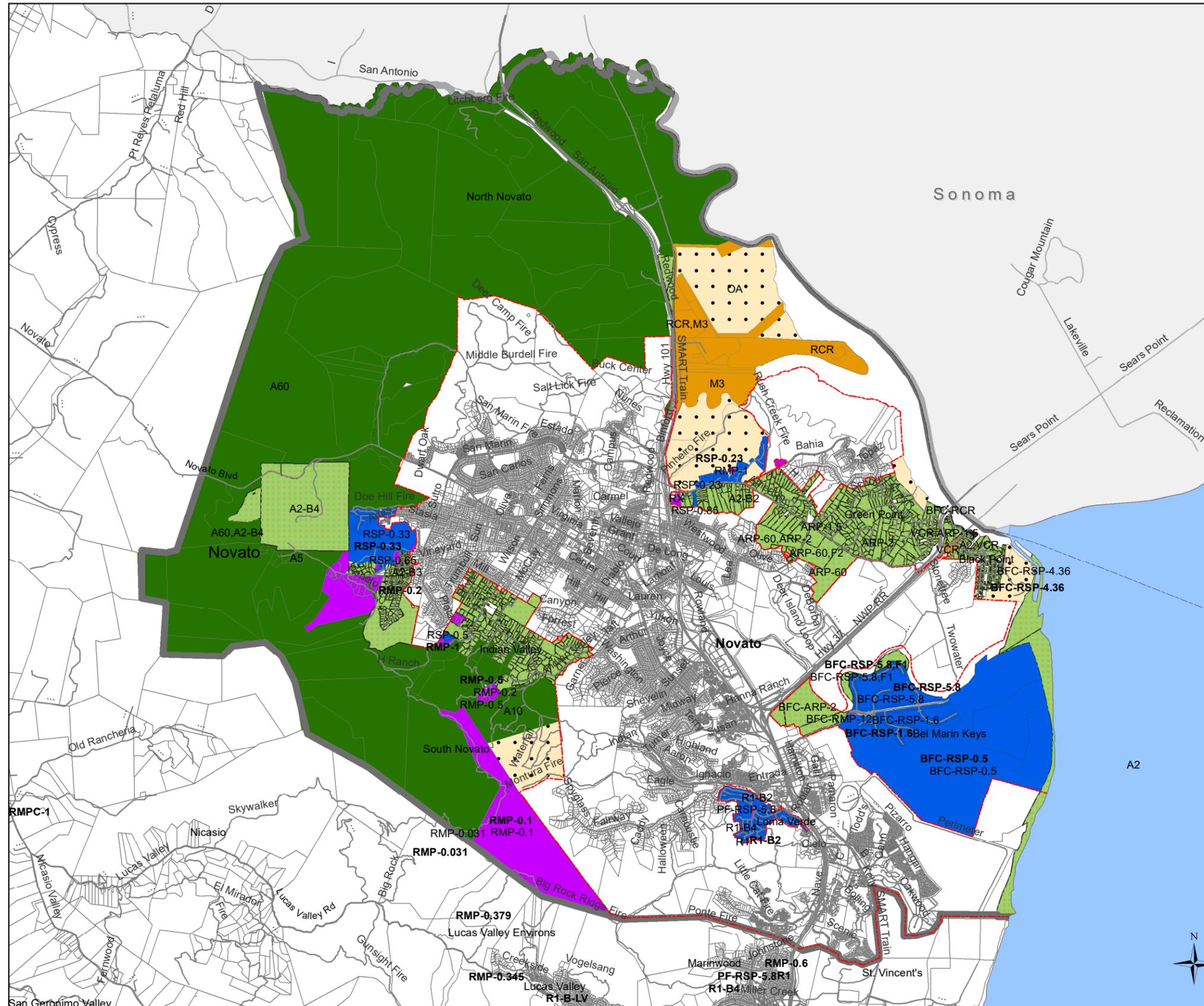
- City Limits
- Novato Planning Area
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.



# Multi-Family Land Use Policy and Zoning Study

NOVATO PLANNING AREA



## Existing Zoning Districts

### Number of Parcels by Zoning District

Single-Family - 1,495, 48%  
 Multi-Family - 112, 4%  
 Two-Family - 0, 0%  
 Primarily Agriculture - 87, 3%  
 Mixed Agriculture/ Single-Family - 1,338, 43%  
 Business/Institutional, 38, 1%  
 Open Space/Park - 21, 1%  
 Total Parcels in Planning Area - 3,091 100%

## Legend

- City Limits
- Novato Planning Area

### Zoning

- Primarily Agriculture
- Mixed Agriculture/Single-Family
- Business/Institutional
- Multi-Family
- Single-Family
- Open Space/Park

Not to scale.  
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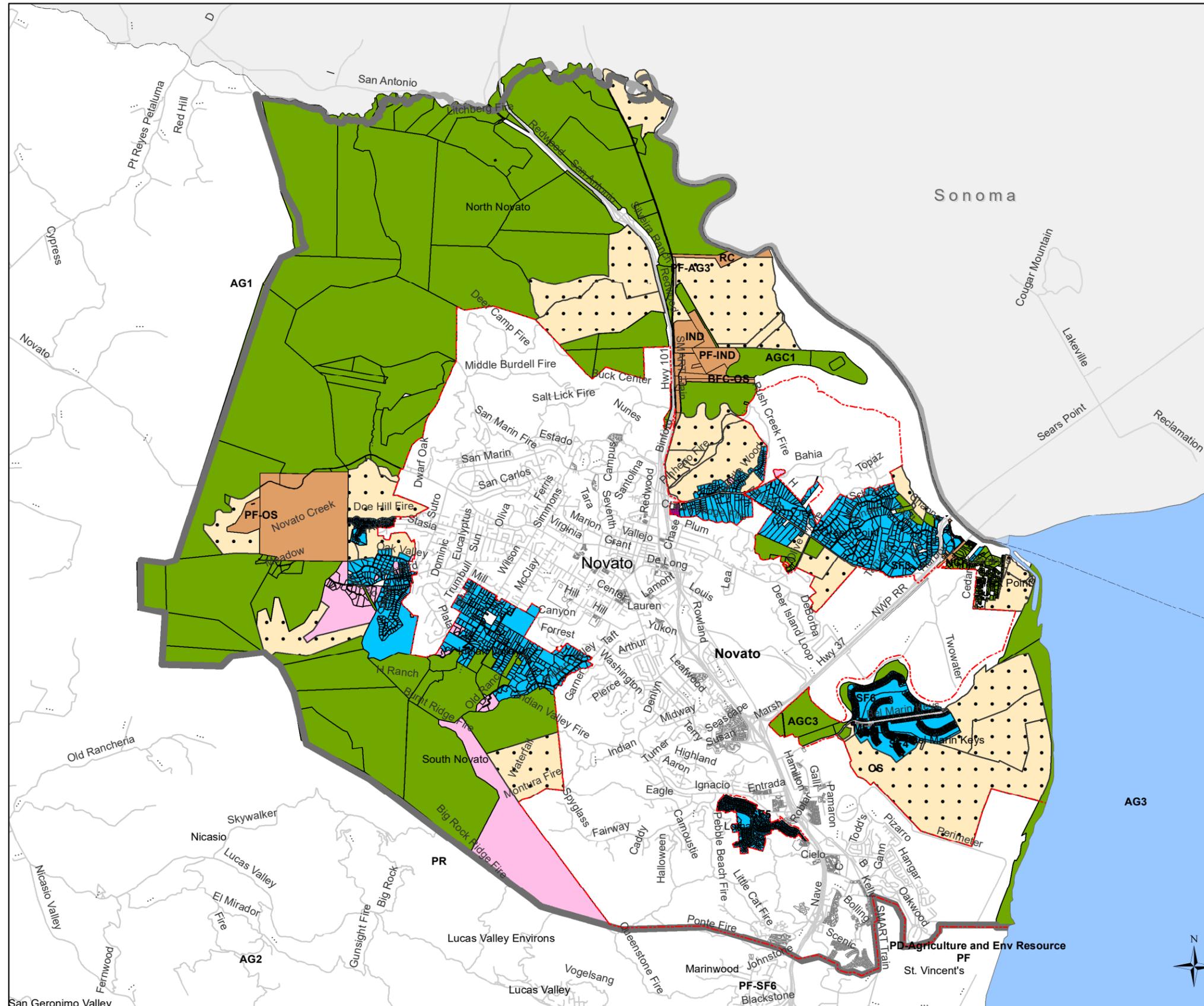
# Multi-Family Land Use Policy and Zoning Study

NOVATO PLANNING AREA

## Existing Countywide Plan Land Use Designations

### Number of Parcels by CWP Designation Type

Multi-Family - 66, 2%  
 Planned Residential - 46, 2%  
 Single-Family - 2,517, 81%  
 Agricultural - 385, 12%  
 Open Space - 49, 2%  
 Other - 28, 1%  
 Total Parcels in Planning Area - 3,091, 100%



## Legend

- City Limits
- Novato Planning Area
- CWP Land Use Type**
- Agricultural
- Single-Family
- Multi-Family
- Planned Residential
- Commercial/Institutional
- Open Space

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

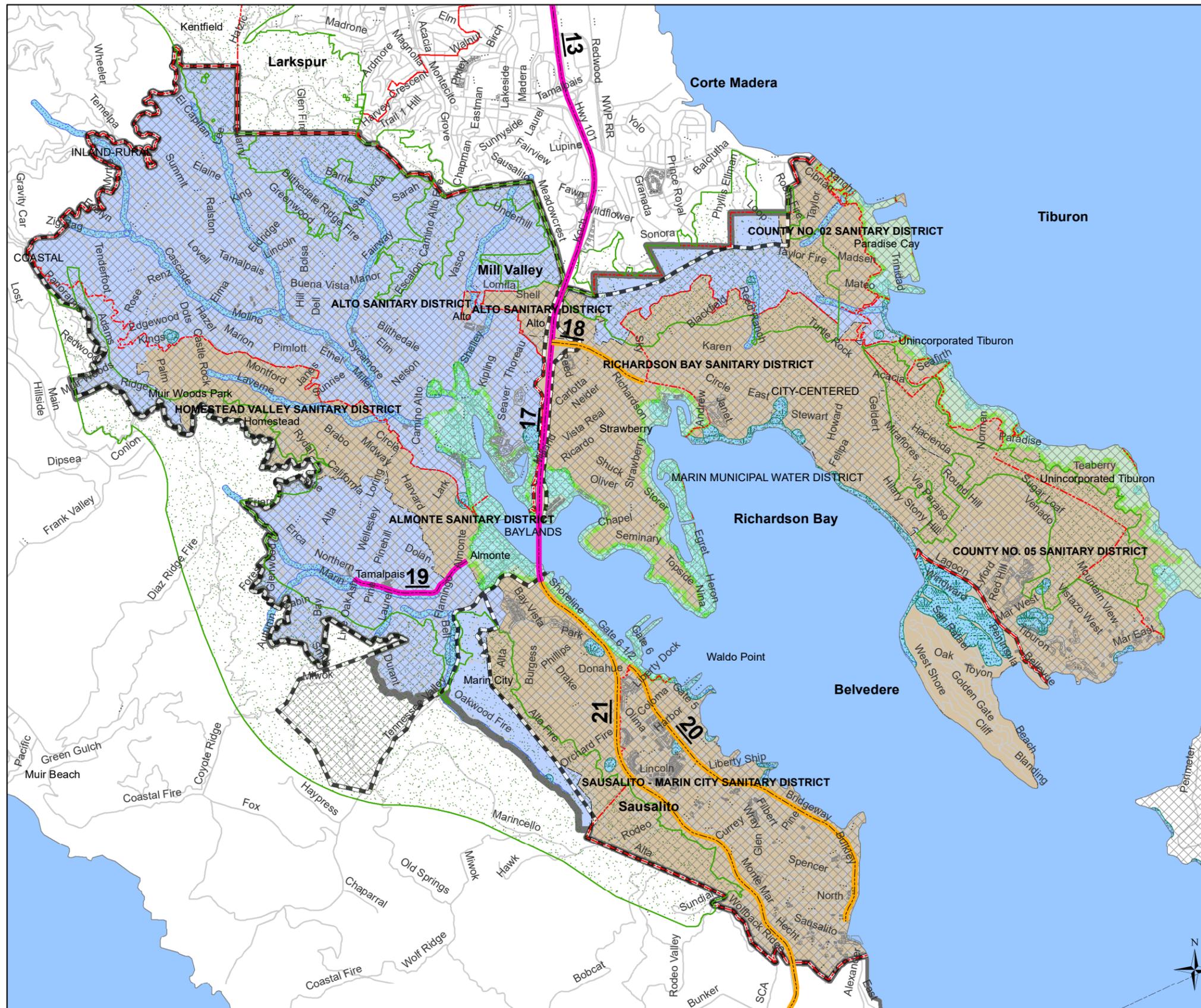
# Multi-Family Land Use Policy and Zoning Study

RICHARDSON BAY PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- City Limits
- Richardson Bay Planning Area
- Urban Service Area
- Sanitary District
- Water District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor
- Monitored Roadway (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

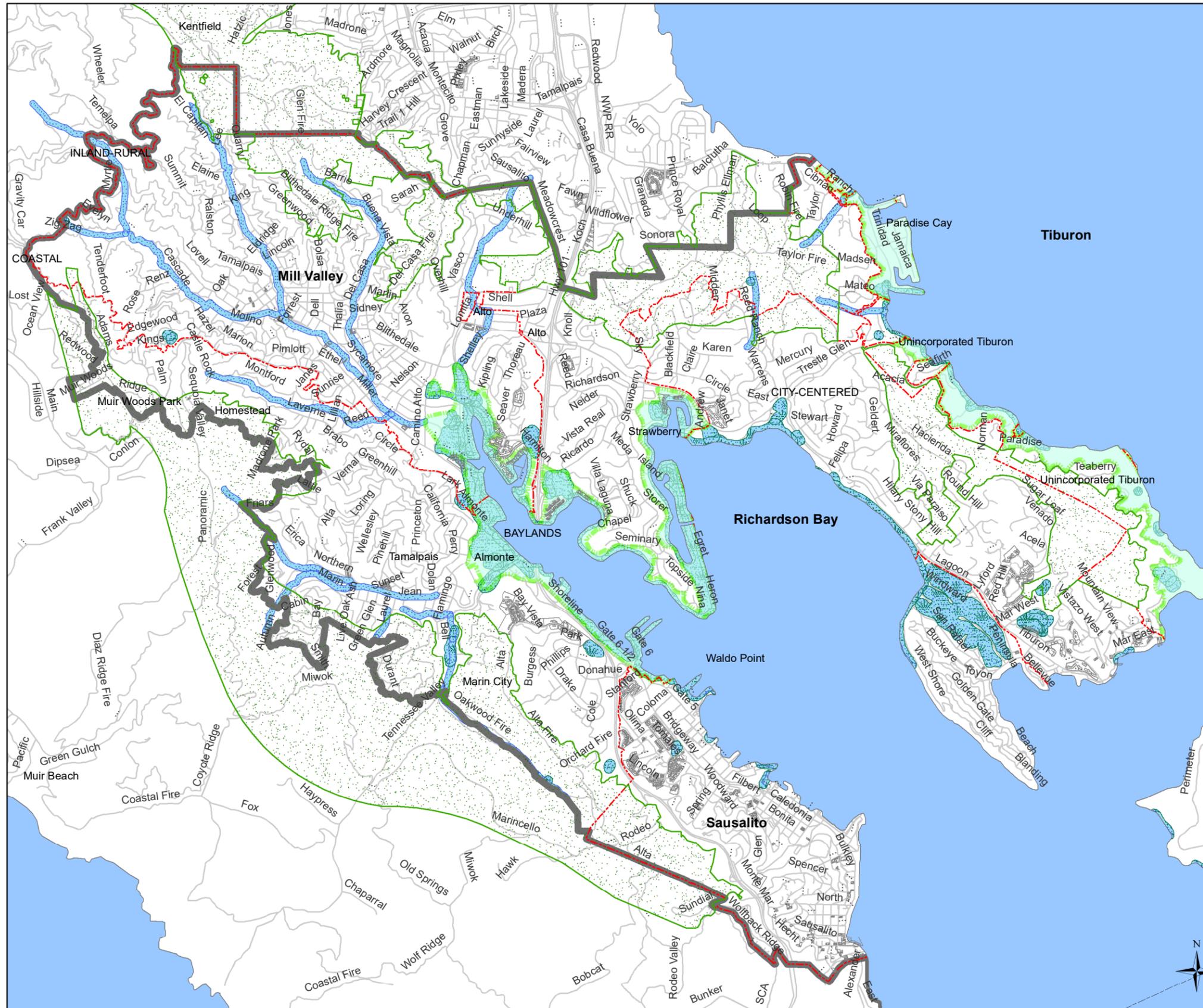
RICHARDSON BAY  
PLANNING AREA

## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:  
 Ridge and Upland Greenbelt  
 Stream Conservation Area (including 100+ Buffer)  
 Wetlands Conservation Area (including 100+ Buffer)  
 Baylands Corridor

Low end of the density range is required by Countywide Plan Policies:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- Richardson Bay Planning Area
- Ridge and Upland Greenbelt
- Stream 100 + Foot Buffer
- Wetland + 100 Foot Buffer
- Baylands Corridor

Not to scale.  
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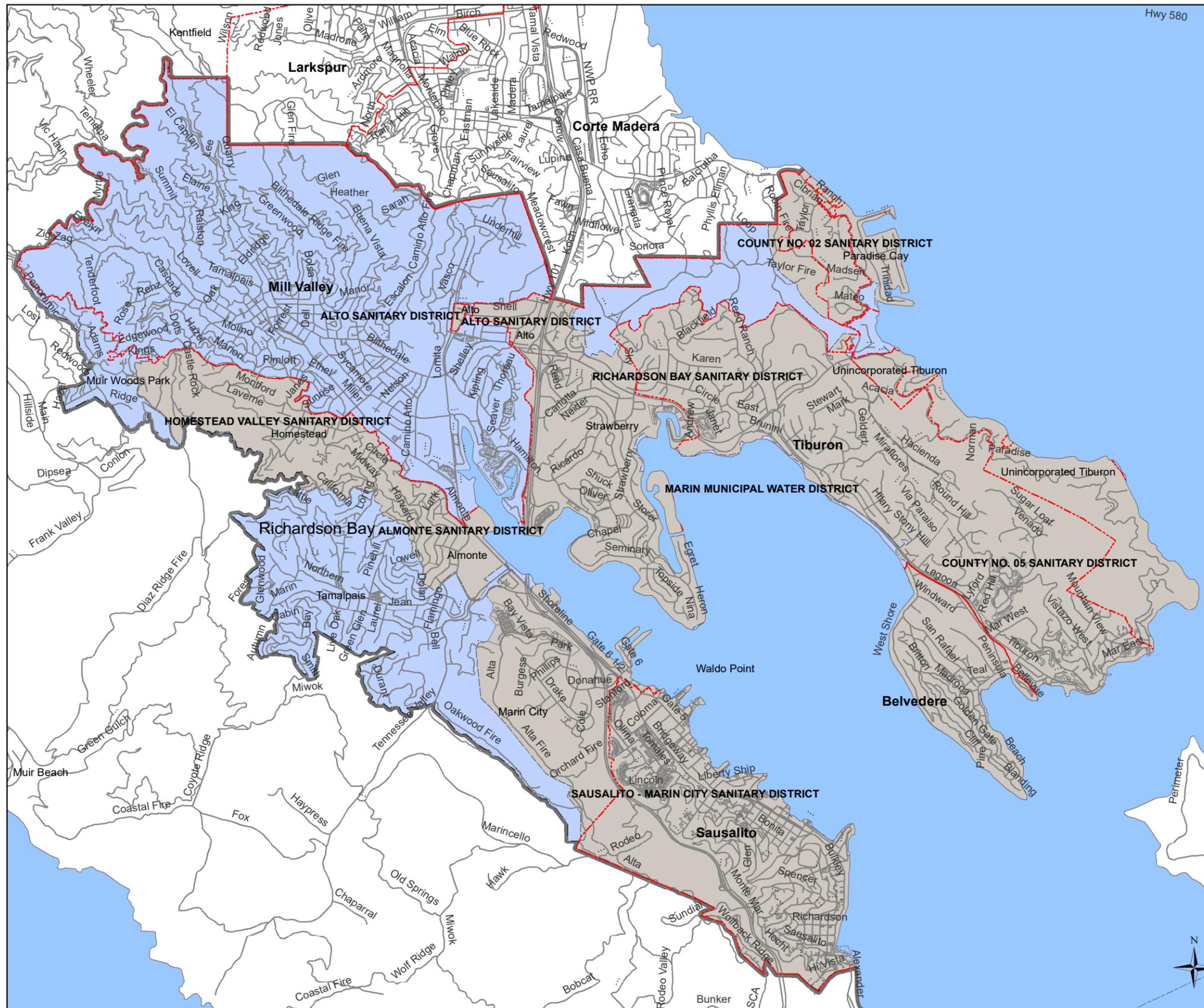
# Multi-Family Land Use Policy and Zoning Study

RICHARDSON BAY PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
 "Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



## Legend

- City Limits
- Richardson Bay Planning Area
- Sanitary District
- Water District

Not to scale.  
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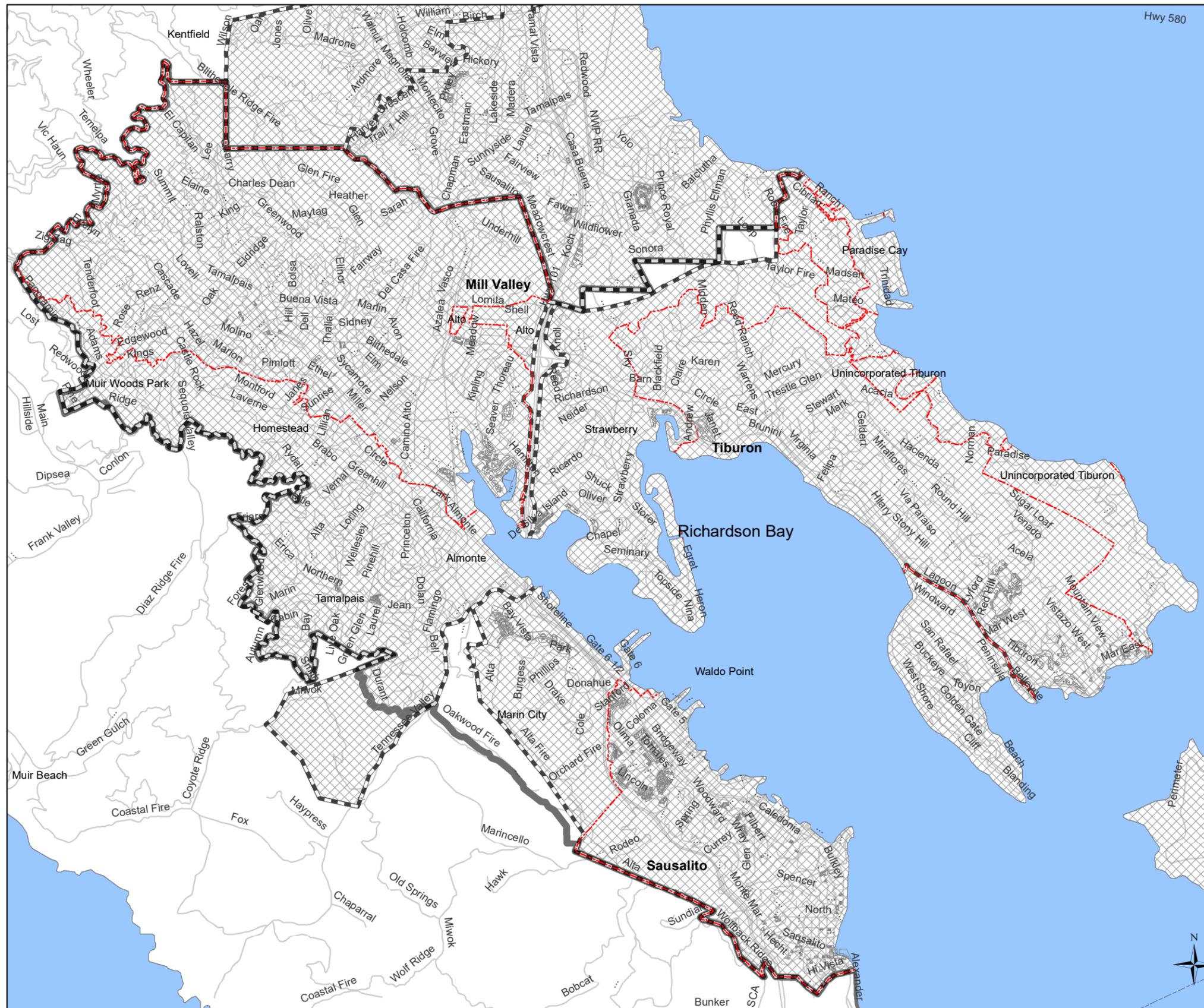
# Multi-Family Land Use Policy and Zoning Study

RICHARDSON BAY PLANNING AREA

## Urban Service Area

Low end of the density range is required by Countywide Plan Policy:

CD-6.a - Consider Annexation of Urbanized Areas "Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range."



## Legend

- City Limits
- Richardson Bay Planning Area
- Urban Service Area

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

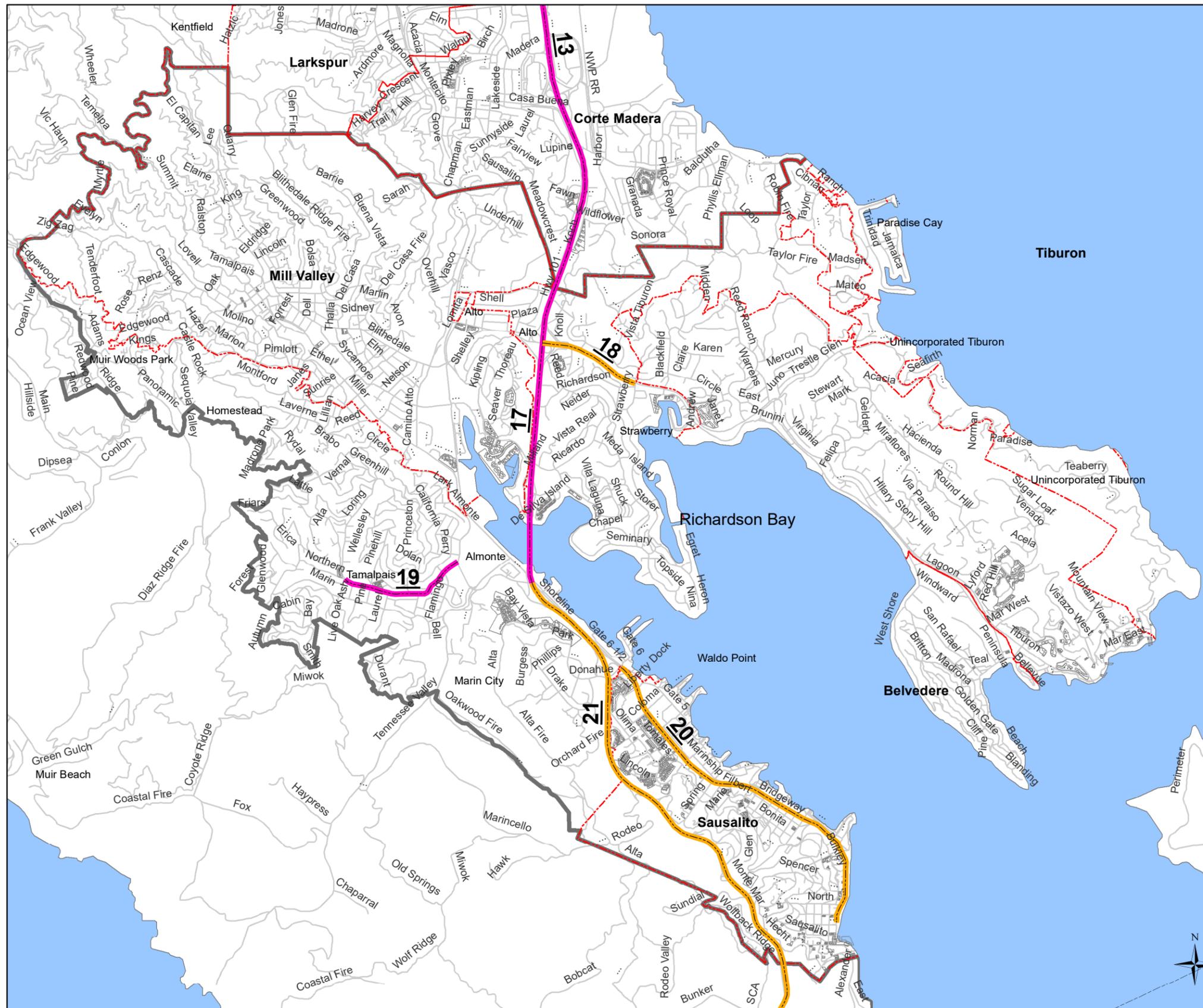
RICHARDSON BAY  
PLANNING AREA

## Level of Service

This map includes Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan). See Figure 3-36 for segment details.

Low end of the density range is required by Countywide Plan Policy:

TR-1.e - Uphold Vehicle Level of Service  
"[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"

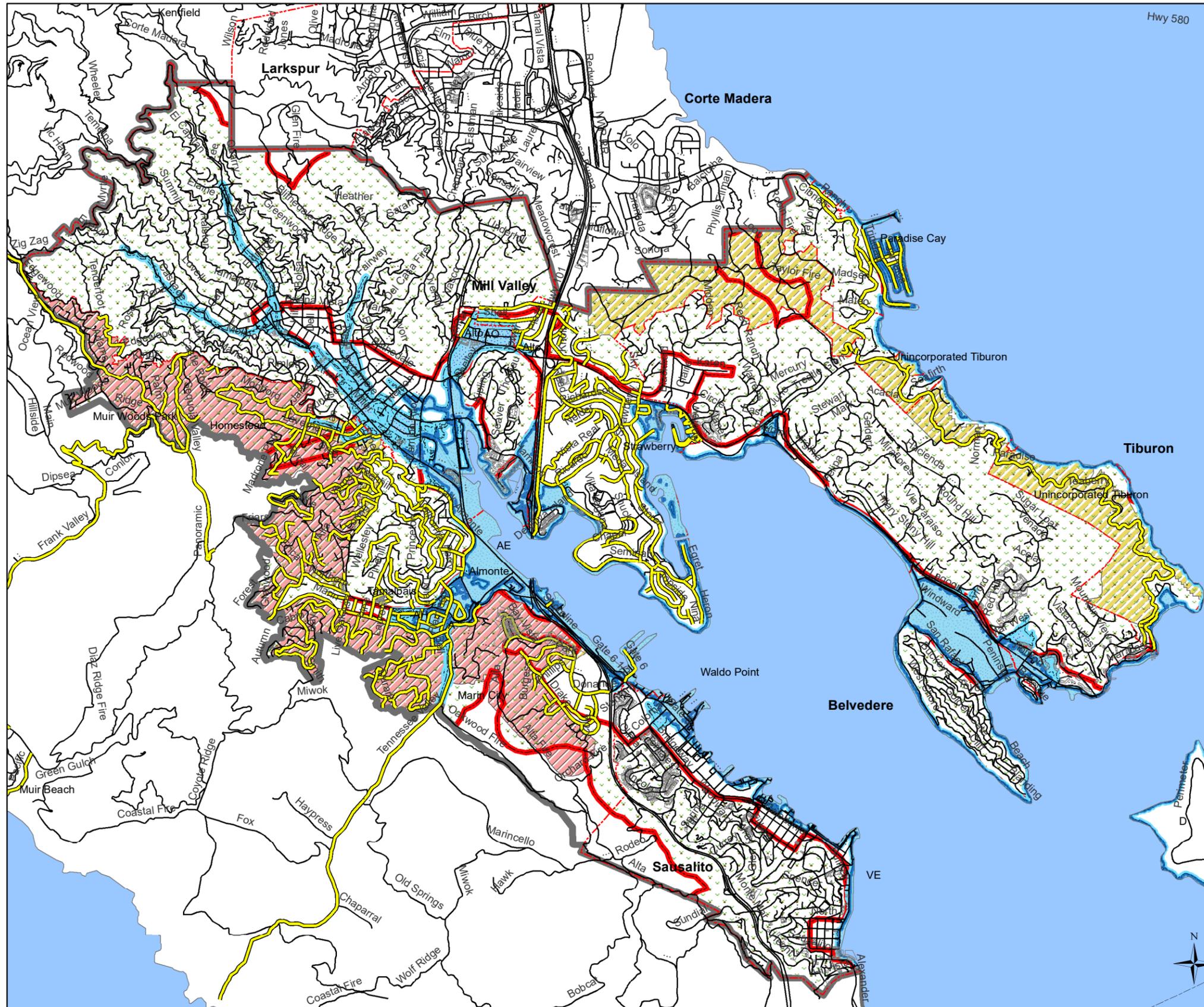


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# Multi-Family Land Use Policy and Zoning Study

RICHARDSON BAY PLANNING AREA

## Environmental Hazards



### Legend

- City Limits
- Richardson Bay Planning Area
- County Maintained Road
- Non-County Maintained Road
- High Fire Hazard Severity
- Very High Fire Hazard Severity
- Wildland Urban Interface
- Special Flood Hazard Areas
- Sea Level Rise Projection (3 ft)

Not to scale.  
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Data are not survey accurate.

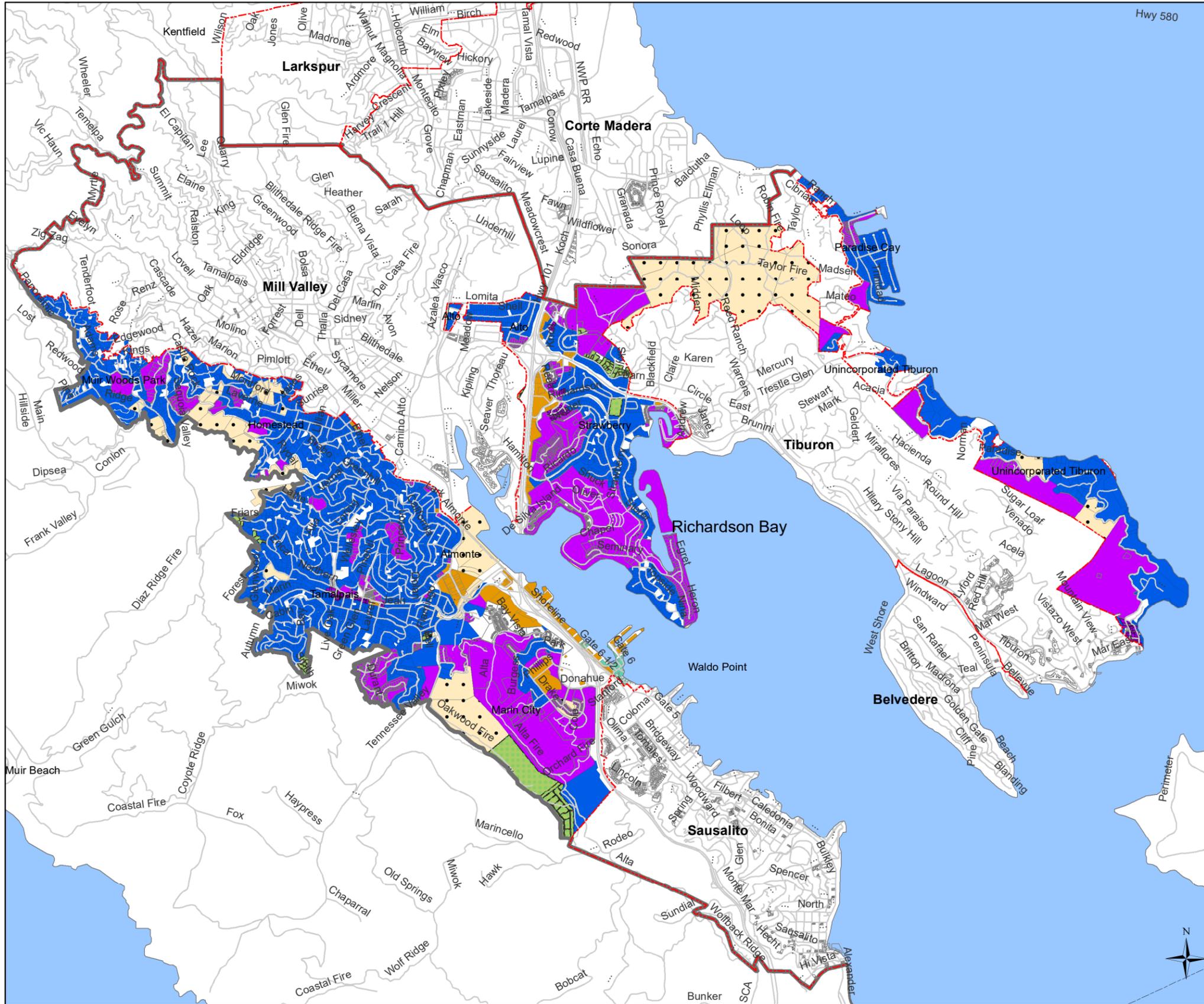
# Multi-Family Land Use Policy and Zoning Study

RICHARDSON BAY  
PLANNING AREA

## Existing Zoning Districts

### Number of Parcels by Zoning District

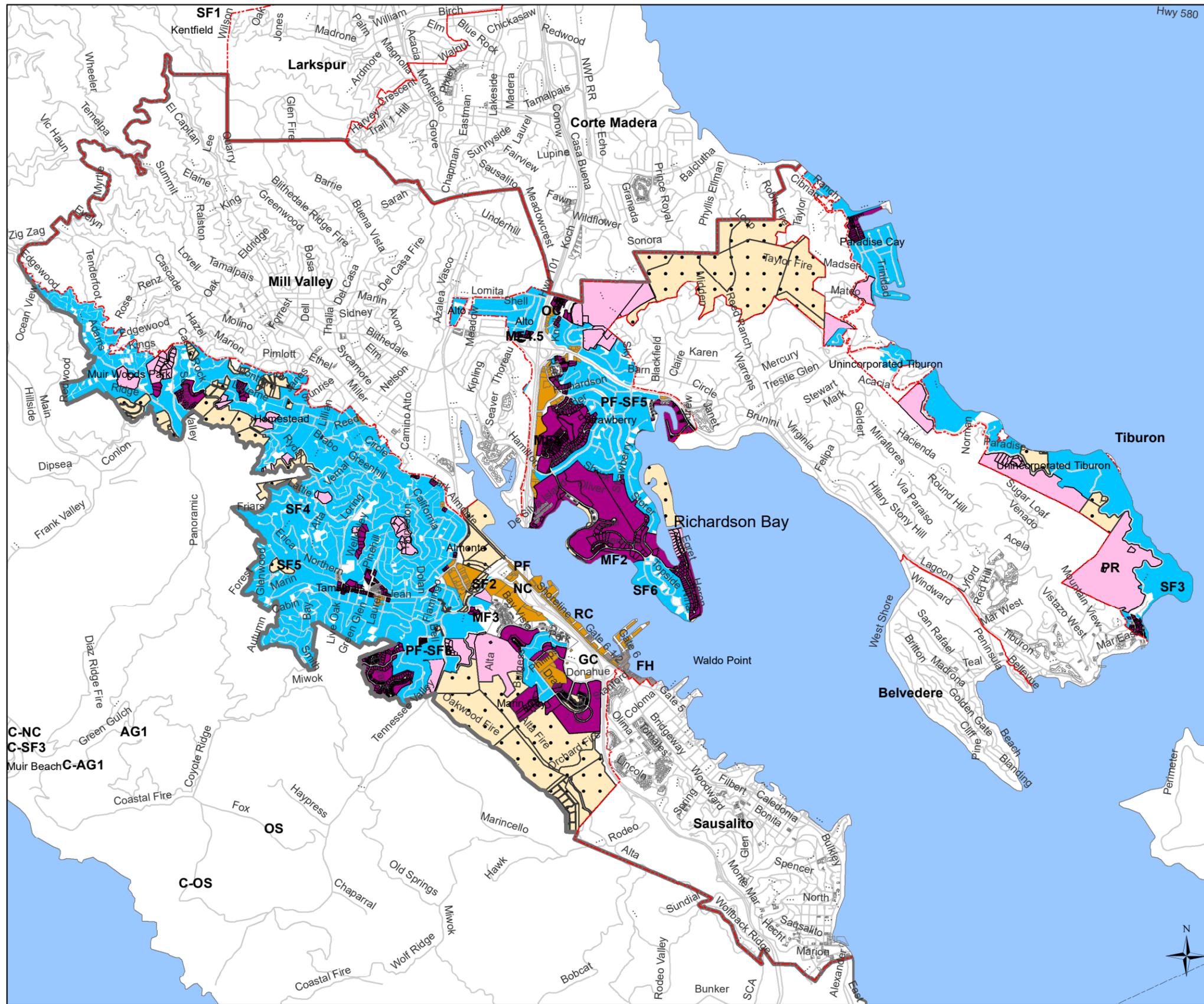
- Single-Family - 5,568, 71%
- Multi-Family - 1,382, 18%
- Two-Family - 119, 2%
- Primarily Agriculture - 1, 1%
- Mixed Agriculture/Single-Family - 67, 1%
- Business/Institutional - 254, 3%
- Open Space/Park - 131, 2%
- Floating Home - 346, 4%
- Total Parcels in Planning Area - 7,864, 100%



## Legend

- City Limits
- Richardson Bay
- Zoning**
- Mixed Agriculture/Single-Family
- Business/Institutional
- Single-Family
- Floating Home
- Multi-Family
- Two-Family
- Open Space/Park (OA)

Not to scale.  
This map is representational only.  
Data are not survey accurate.



# Multi-Family Land Use Policy and Zoning Study

RICHARDSON BAY PLANNING AREA

## Existing Countywide Plan Land Use Designations

### Number of Parcels by CWP Designation Type

Multi-Family - 1,383, 18%  
 Planned Residential - 106, 1%  
 Single-Family - 5,615, 71%  
 Floating Homes, 383, 5%  
 Other - 377, 5%  
 Total Parcels in Planning Area - 7,864, 100%

### Legend

- City Limits
- Richardson Bay Planning Area
- CWP Land Use Type**
- Multi-Family
- Planned Residential
- Single-Family
- Floating Homes
- Commercial/Institutional
- Open Space

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

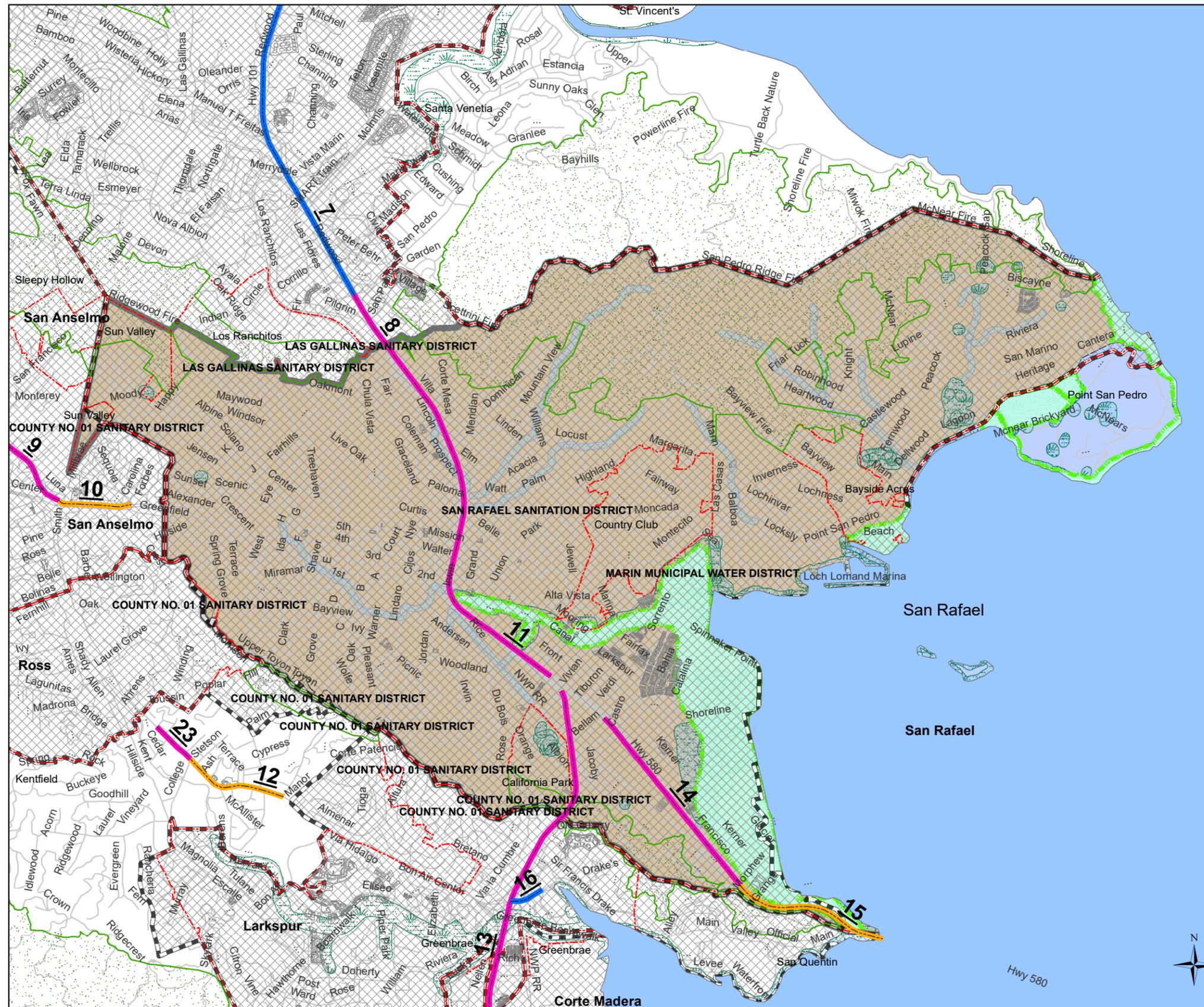
# Multi-Family Land Use Policy and Zoning Study

SAN RAFAEL BASIN  
PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- City Limits
- San Rafael Basin Planning Area
- Urban Service Area
- Sanitary District
- Water District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor
- Monitored Roadway (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

SAN RAFAEL BASIN  
PLANNING AREA

## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:  
 Ridge and Upland Greenbelt  
 Stream Conservation Area (including 100+ Buffer)  
 Wetlands Conservation Area (including 100+ Buffer)  
 Baylands Corridor

Low end of the density range is required by Countywide Plan Policy:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- San Rafael Basin Planning Area
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor

Not to scale.  
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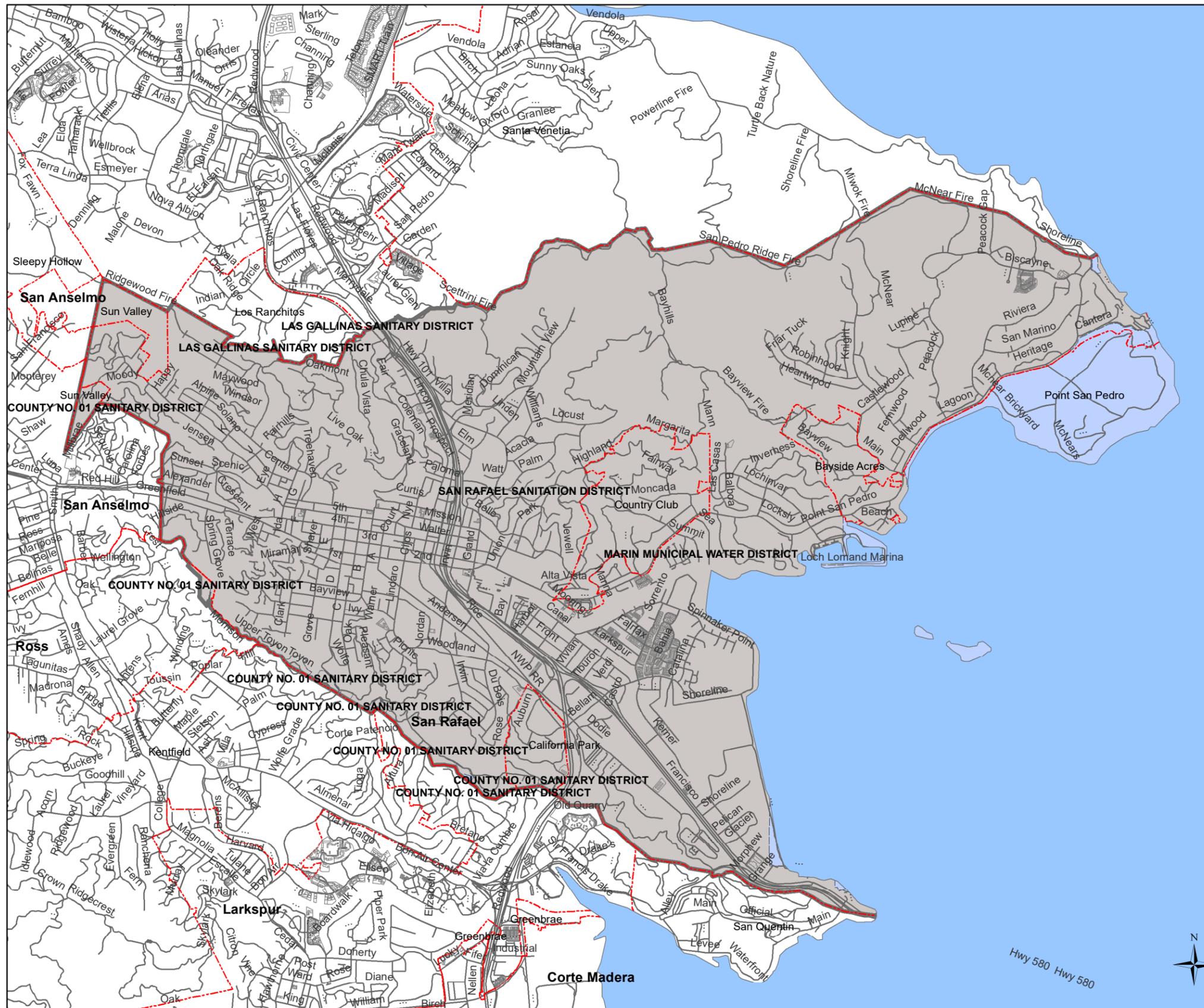
# Multi-Family Expansion Areas

SAN RAFAEL BASIN PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
 "Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



## Legend

- City Limits
- San Rafael Basin Planning Area
- Non-County Maintained Road
- Sanitary District
- Water District

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

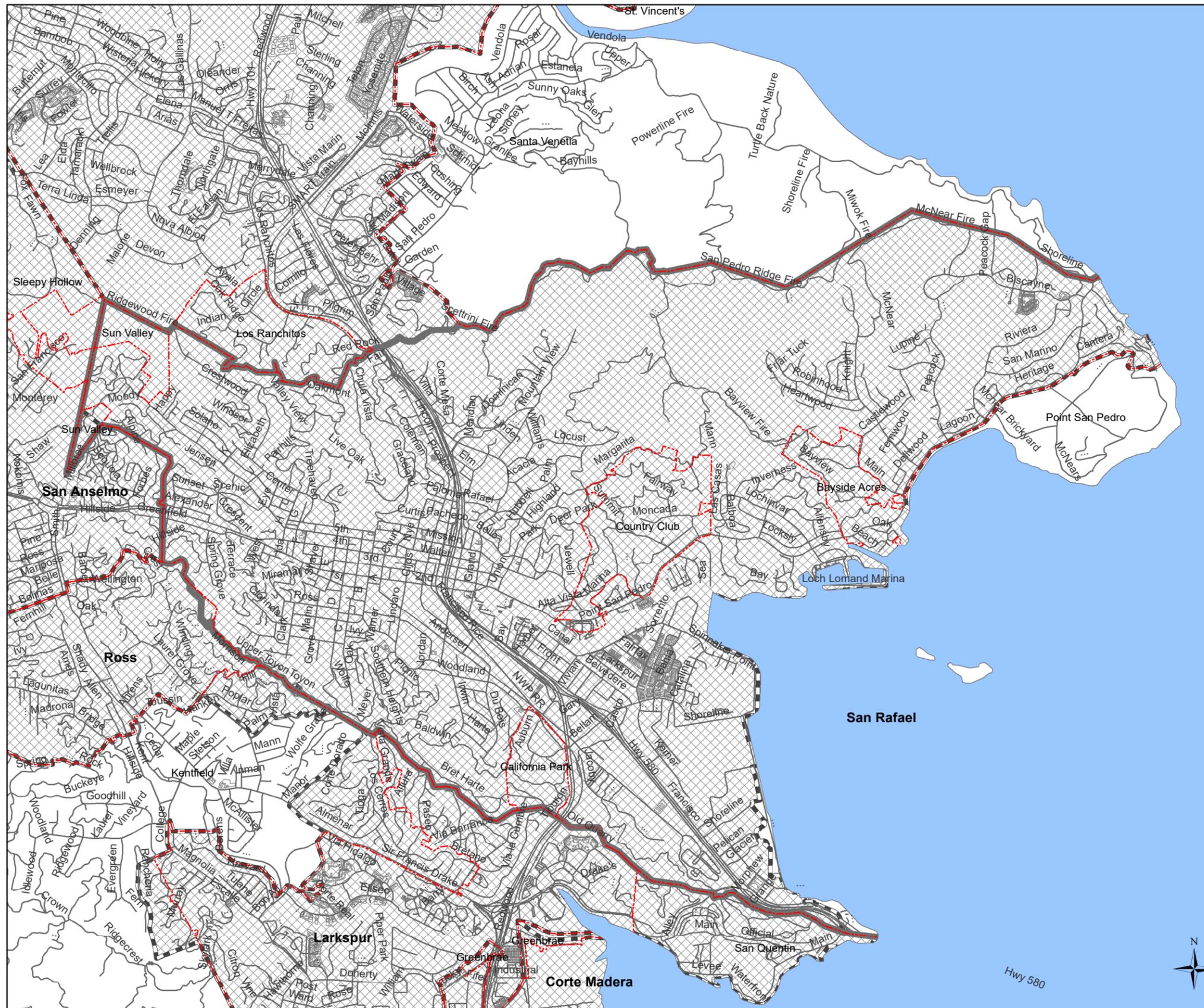
# Multi-Family Land Use Policy and Zoning Study

SAN RAFAEL BASIN  
PLANNING AREA

## Urban Service Area

Low end of the density range is required by Countywide Plan Policy:

CD-6.a - Consider Annexation of Urbanized Areas  
"Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range."



## Legend

-  City Limits
-  San Rafael Basin Planning Area
-  Urban Service Area



Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

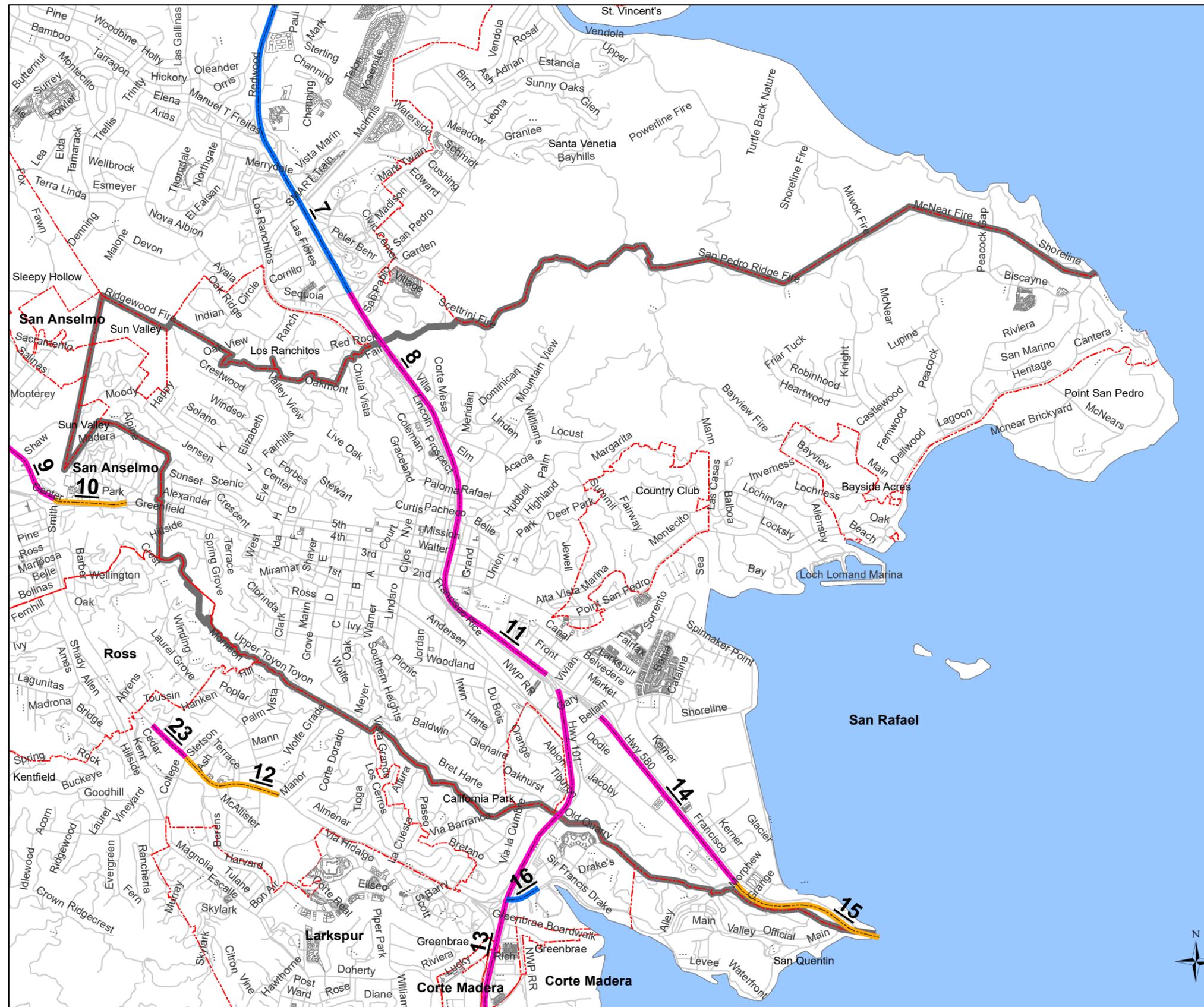
SAN RAFAEL BASIN  
PLANNING AREA

## Level of Service

This map includes Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan). See Figure 3-36 for segment details.

Low end of the density range is required by Countywide Plan Policy:

TR-1.e - Uphold Vehicle Level of Service  
"[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"



## Legend

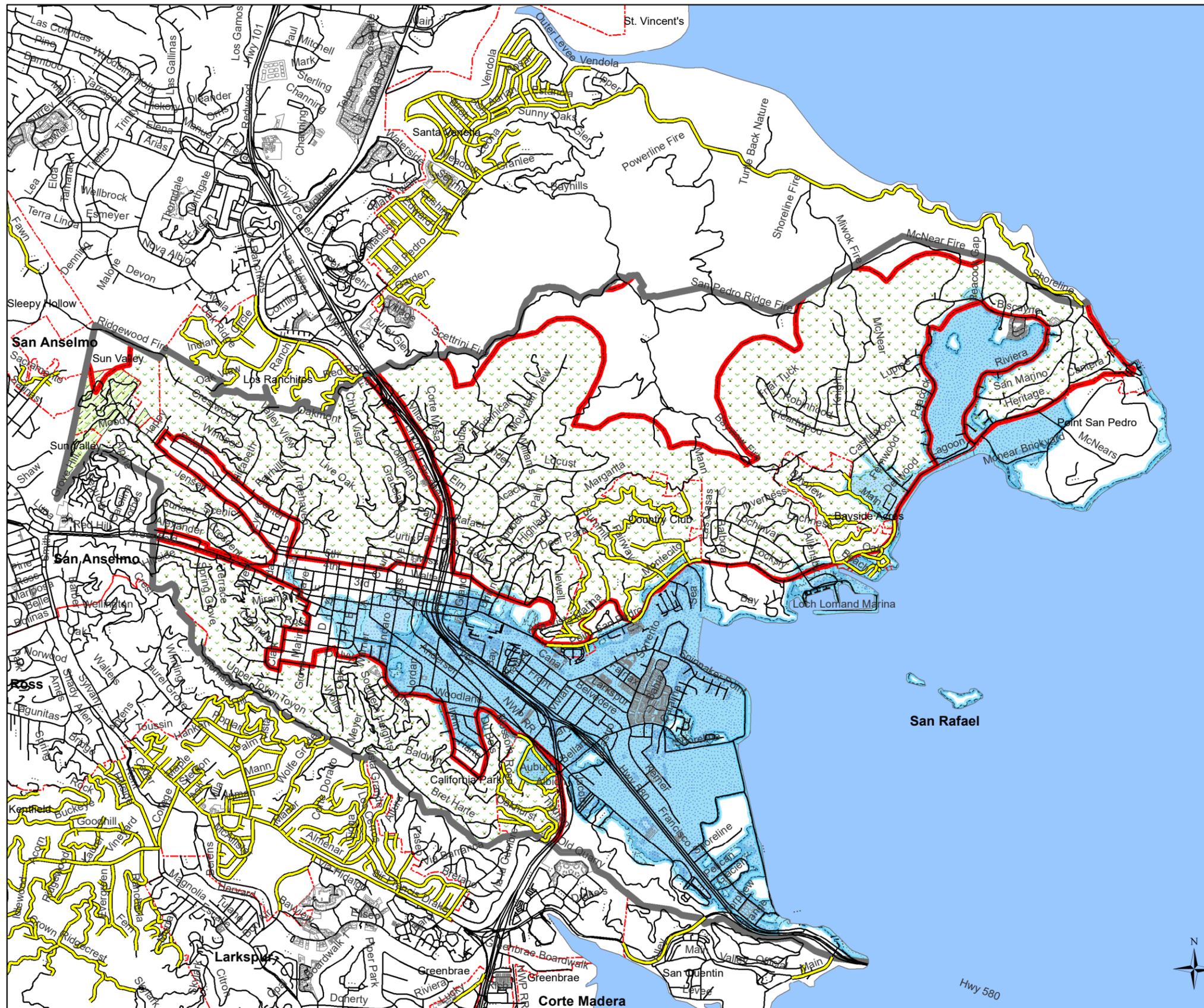
- City Limits
- San Rafael Basin Planning Area
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

SAN RAFAEL BASIN  
PLANNING AREA

## Environmental Hazards



### Legend

- City Limits
- San Rafael Basin Planning Area
- County Maintained Road
- Non-County Maintained Road
- Moderate Fire Hazard Severity
- Wildland Urban Interface
- Special Flood Hazard Areas
- Sea Level Projection (3 ft)

Not to scale.  
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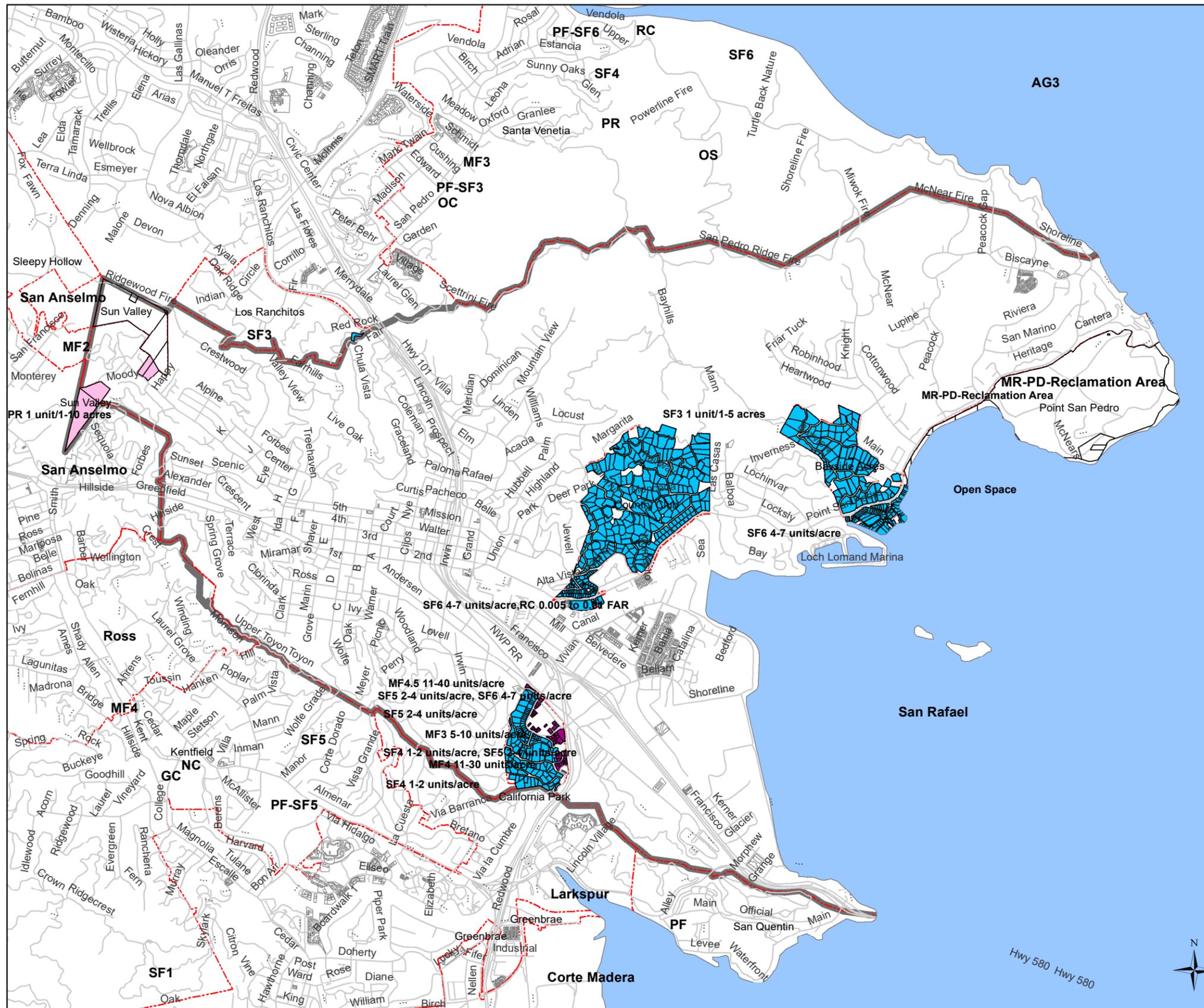
# Multi-Family Land Use Policy and Zoning Study

SAN RAFAEL BASIN  
PLANNING AREA

## Existing Countywide Plan Land Use Designations

### Number of Parcels by CWP Designation Type

Multi-Family - 49, 7%  
Planned Residential - 5, 1%  
Single-Family - 613, 88%  
Other - 25, 4%  
Total Parcels in Planning  
Area - 692, 100%



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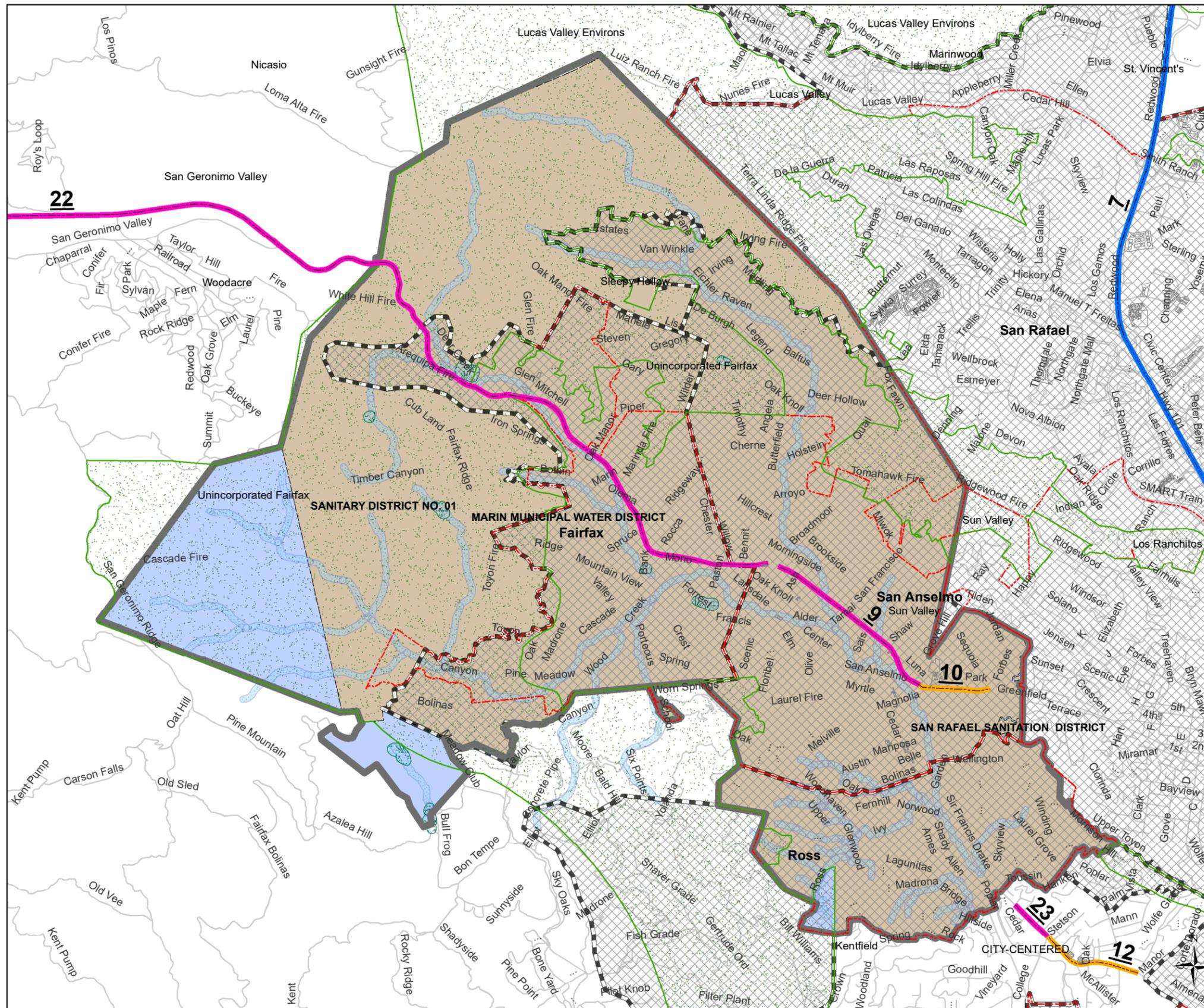
# Multi-Family Land Use Policy and Zoning Study

UPPER ROSS VALLEY PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- City Limits
- Upper Ross Valley Planning Area
- Urban Service Area
- Sanitary District
- Water District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor
- Monitored Roadway (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
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Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

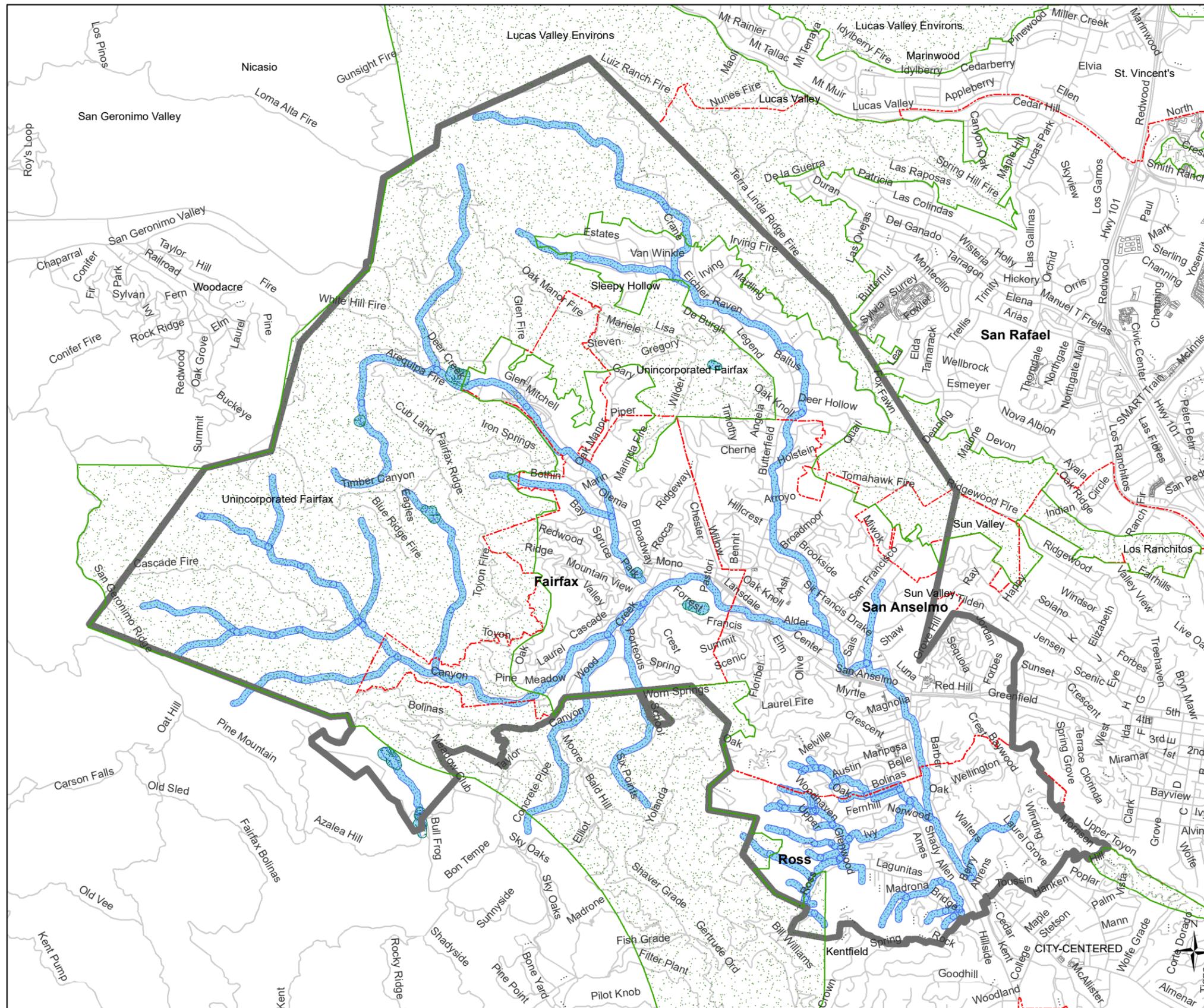
UPPER ROSS VALLEY PLANNING AREA

## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:  
 Ridge and Upland Greenbelt  
 Stream Conservation Area (including 100+ Buffer)  
 Wetlands Conservation Area (including 100+ Buffer)  
 Baylands Corridor

Low end of the density range is required by Countywide Plan Policy:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- Upper Ross Valley Planning District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor

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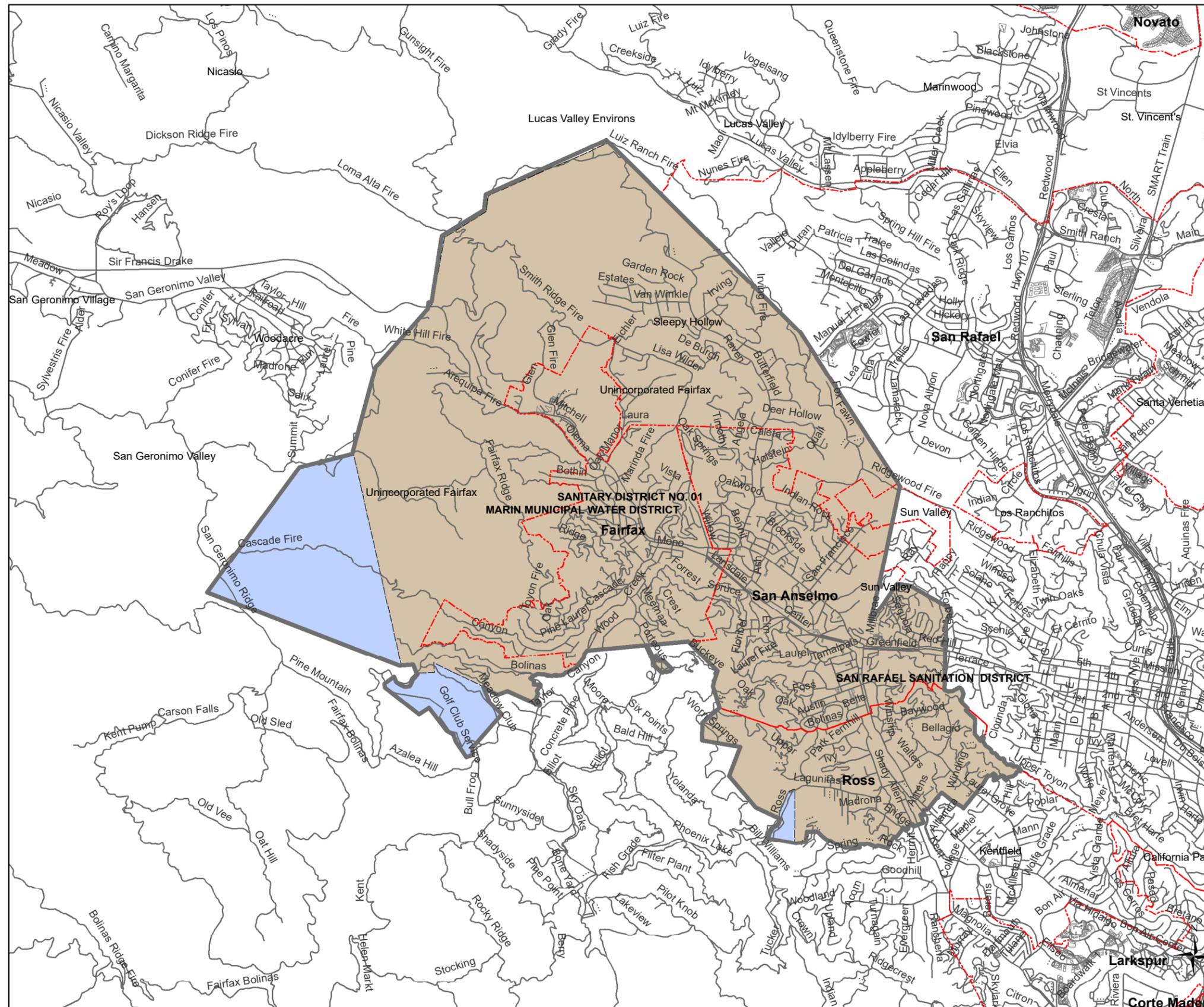
# Multi-Family Land Use Policy and Zoning Study

UPPER ROSS VALLEY  
PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
"Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



## Legend

- City Limits
- Upper Ross Valley Planning Area
- Sanitary District
- Water District

Not to scale.  
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Data are not survey accurate.



# Multi-Family Land Use Policy and Zoning Study

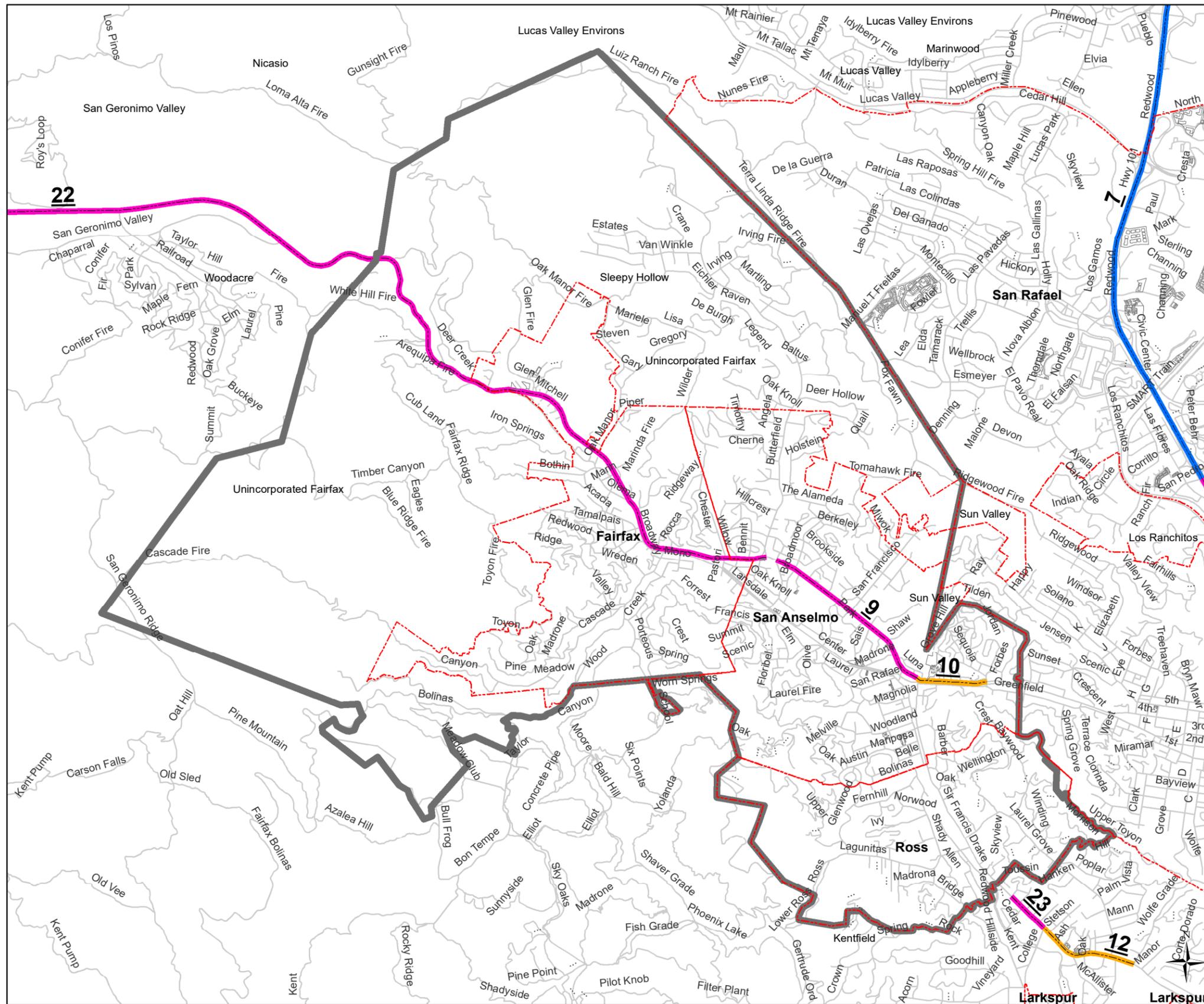
UPPER ROSS VALLEY PLANNING AREA

## Level of Service

This map includes Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan). See Figure 3-36 for segment details.

Low end of the density range is required by Countywide Plan Policy:

TR-1.e - Uphold Vehicle Level of Service  
 "[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"



## Legend

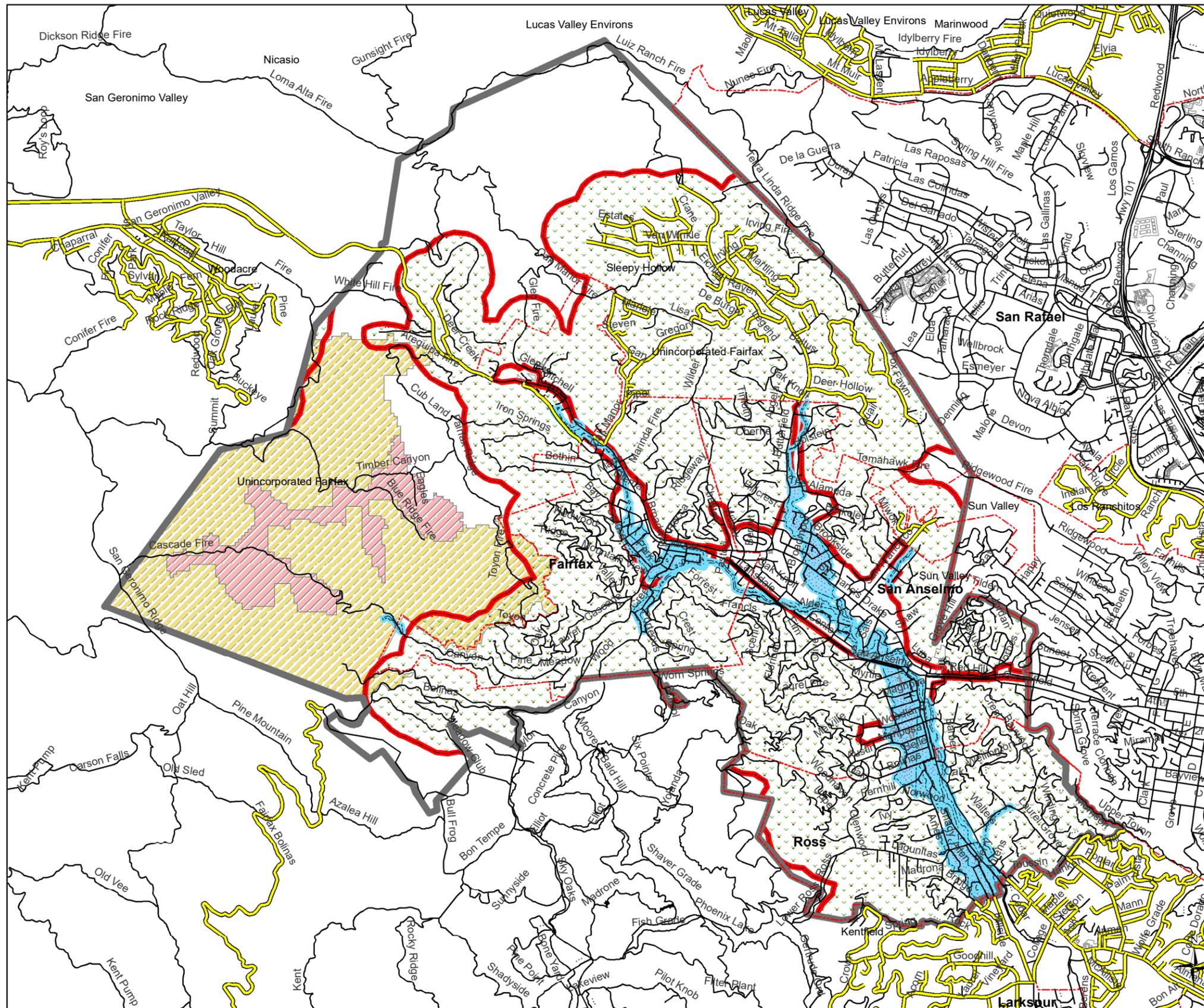
- City Limits
- Upper Ross Valley Planning Area
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

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# Multi-Family Land Use Policy and Zoning Study

UPPER ROSS VALLEY PLANNING AREA

## Environmental Hazards



### Legend

- City Limits
- Upper Ross Valley Planning Area
- County Maintained Road
- Non-County Maintained Road
- High Fire Hazard Severity
- Very High Fire Hazard Severity
- Wildland Urban Interface
- Special Flood Hazard Areas
- Sea Level Rise Projection (3 ft)

Not to scale.  
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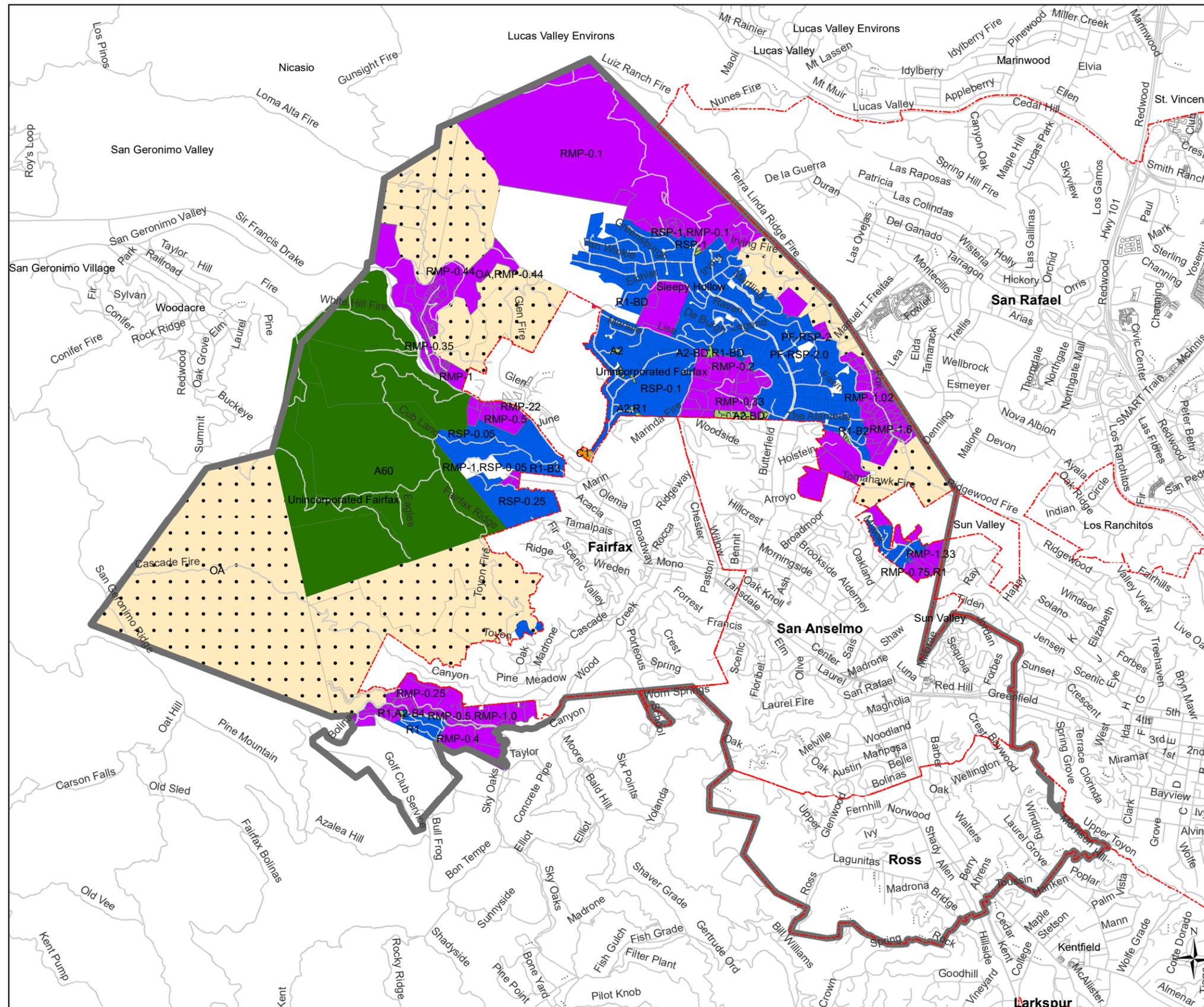
# Multi-Family Land Use Policy and Zoning Study

UPPER ROSS VALLEY PLANNING AREA

## Existing Zoning Districts

### Number of Parcels by Zoning District

Single-Family - 1,158, 80%  
 Multi-Family - 222, 15%  
 Two-Family - 0, 0%  
 Primarily Agriculture, 6, <1%  
 Mixed Agriculture/Single-Family - 26, 2%  
 Business/Institutional - 5, <1%  
 Open Area/Park - 31, 2%  
 Total Parcels in Planning Area - 1,448, 100%



## Legend

- City Limits
- Upper Ross Valley Planning Area
- Zoning**
- Multi-Family
- Single-Family
- Mixed Agriculture/Single-Family
- Primarily Agriculture
- Business/Institutional
- Open Space/Park

Not to scale.  
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 Data are not survey accurate.

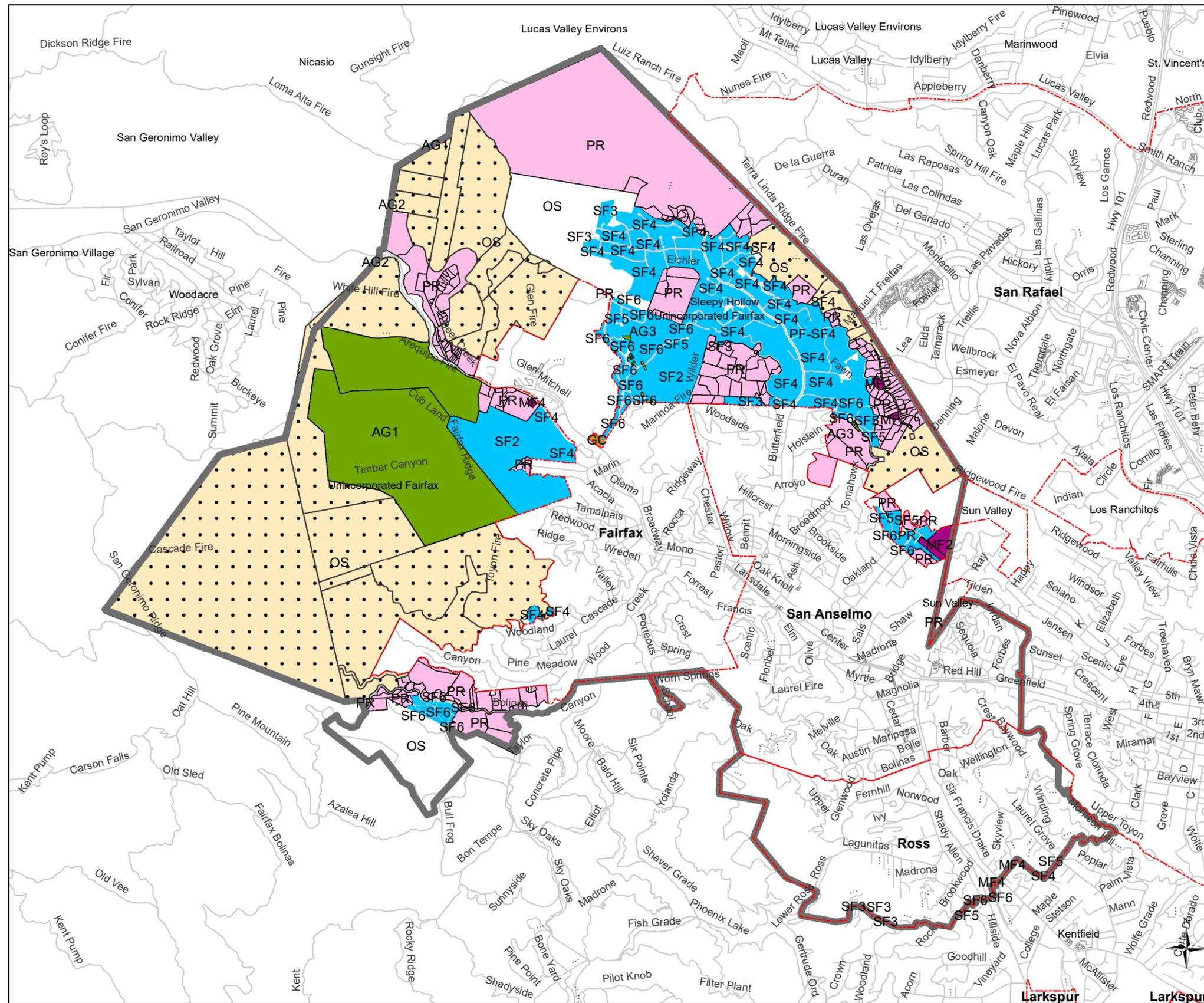
# Multi-Family Land Use Policy and Zoning Study

UPPER ROSS VALLEY PLANNING AREA

## Existing Countywide Plan Land Use Designations

### Number of Parcels by CWP Designation Type

Multi-Family - 5, <1%  
 Planned Residential - 217, 15%  
 Single-Family - 1,170, 81%  
 Agricultural, 16, 1%  
 Other - 40, 3%  
 Total Parcels in Planning Area - 1,448, 100%



### Legend

- City Limits
- Upper Ross Valley Planning Area
- CWP Land Use Type**
- Multi-Family
- Planned Residential
- Single-Family
- Agricultural
- Commercial/Institutional
- Open Space

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

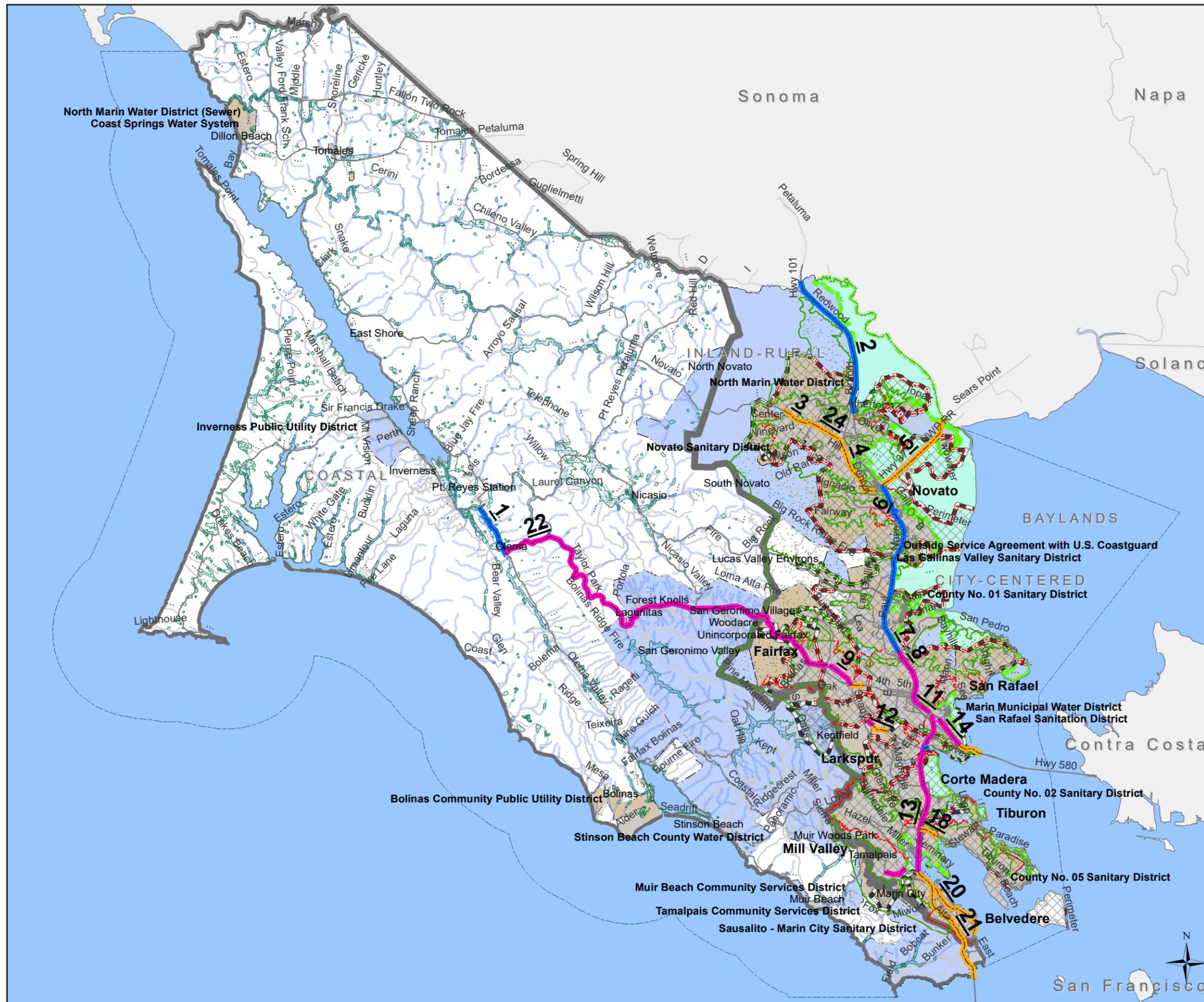
# Multi-Family Land Use Policy and Zoning Study

WEST MARIN  
PLANNING AREA

## Policy Constraints

Low end of the density range is required by Countywide Plan Policies:

- CD-1.3 Reduce Potential Impacts
- CD-5.e Limit Density for Areas Without Water or Sewer Connections
- CD-6.a Consider Annexation of Urbanized Areas
- TR-1.e Uphold Vehicle Level of Service



## Legend

- City Limits
- West Marin Planning Area
- Urban Service Area
- Sanitary District
- Water District
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor
- Monitored Roadway (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

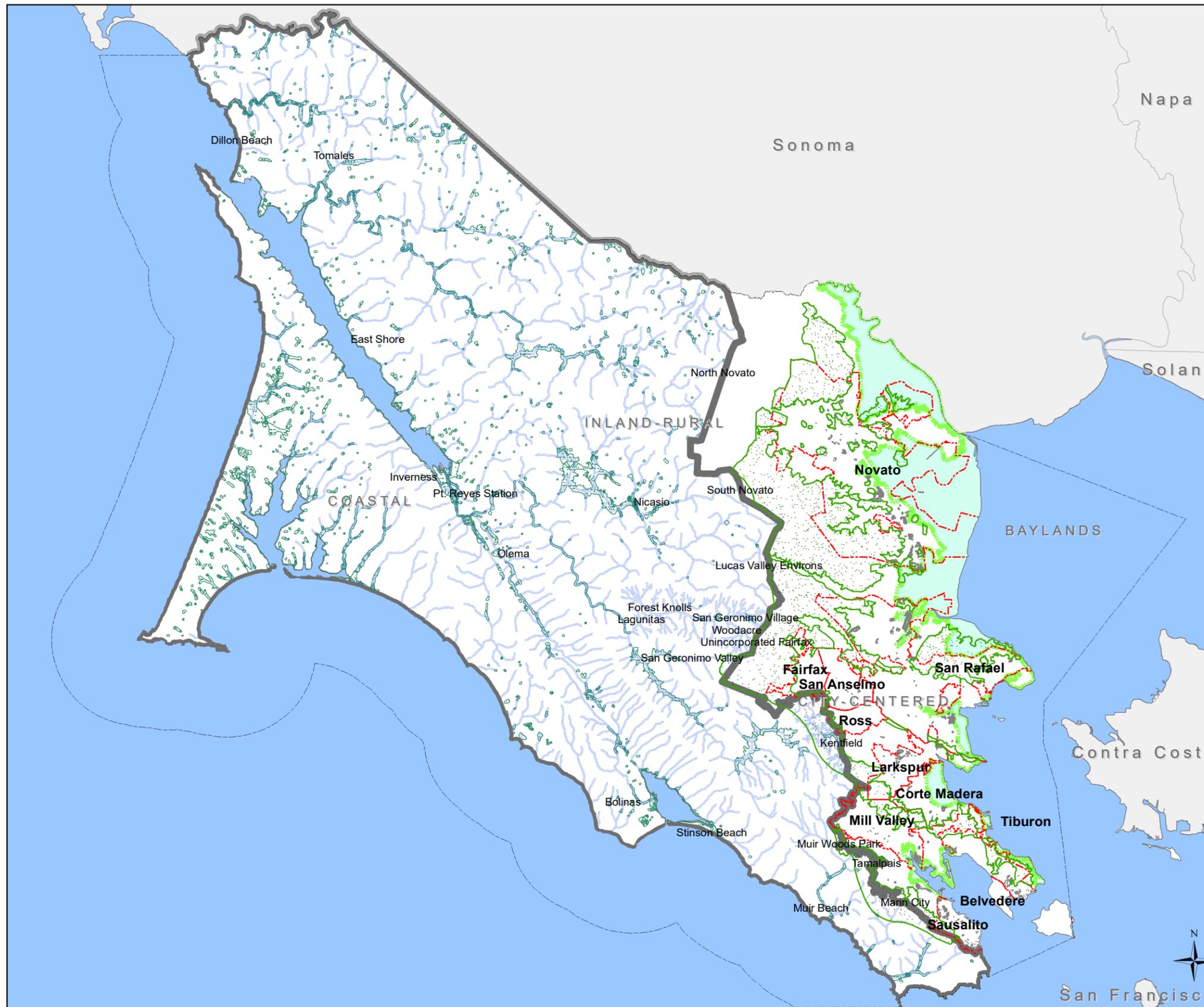
WEST MARIN  
PLANNING AREA

## Resource Policy Areas

This map includes the following resource policies established in the Countywide Plan:  
 Ridge and Upland Greenbelt  
 Stream Conservation Area (including 100+ Buffer)  
 Wetlands Conservation Area (including 100+ Buffer)  
 Baylands Corridor

Low end of the density range is required by Countywide Plan Policy:

CD-1.3 - Reduce Potential Impacts  
 "Calculate potential residential density and commercial floor area ratio (FAR) at the lowest end of the applicable range on sites with sensitive habitat, on sites within the Ridge and Upland Greenbelt or the Baylands Corridor, or on sites lacking public water or sewer systems."



## Legend

- City Limits
- West Marin Planning Area
- Ridge and Upland Greenbelt
- Stream 100+ Foot Buffer
- Wetland 100+ Foot Buffer
- Baylands Corridor

Not to scale.  
 This map is representational only.  
 Data are not survey accurate.

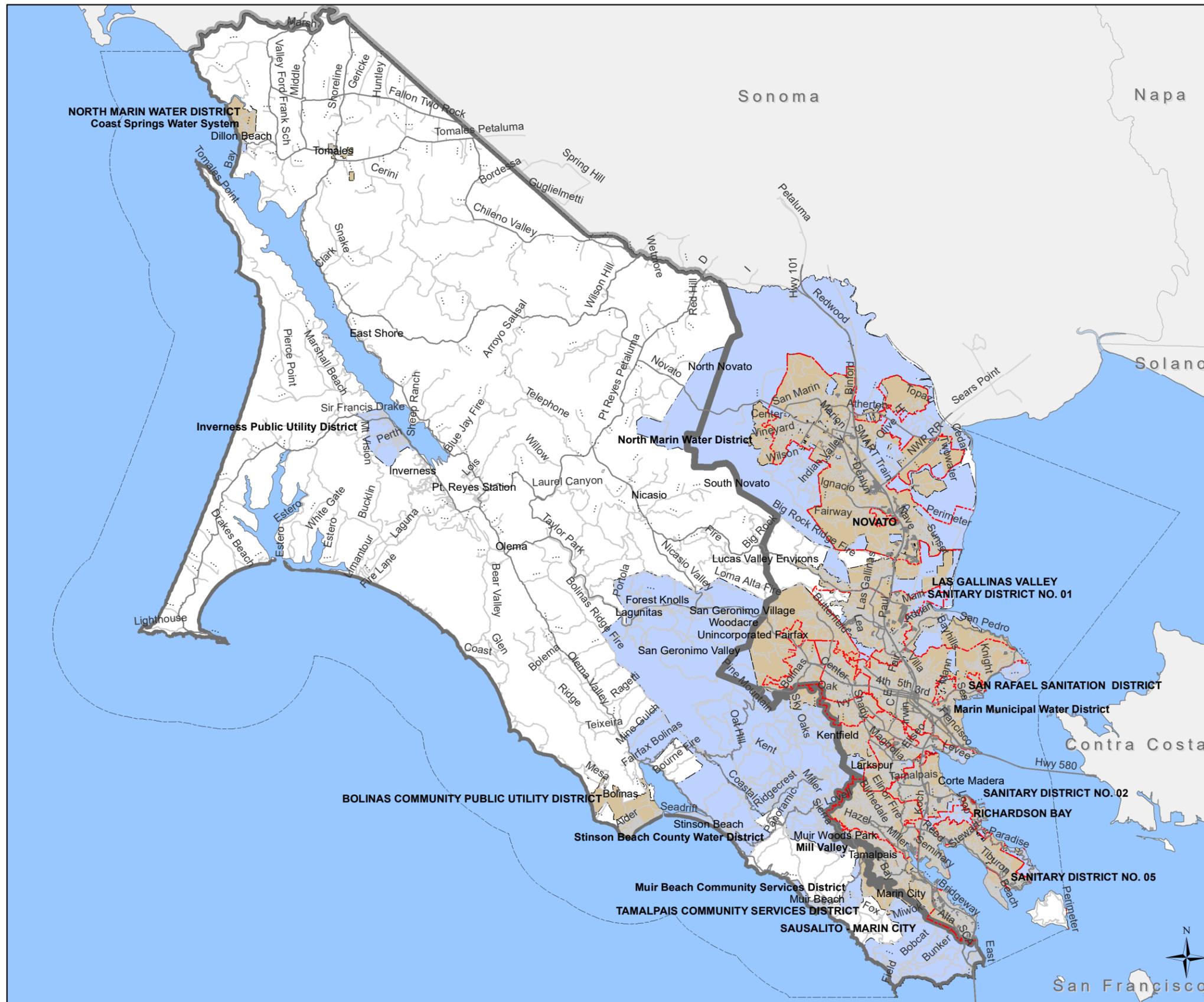
# Multi-Family Land Use Policy and Zoning Study

WEST MARIN  
PLANNING AREA

## Administrative Districts

Low end of the density range is required by Countywide Plan Policy:

CD-5.e - Limit Density for Areas Without Water or Sewer Connections  
"Calculate density at the lowest end of the Countywide Plan density range for new development proposed in areas without public water or sewer service."



## Legend

- City Limits
- West Marin Planning Area
- Sanitary Service
- Water District

Not to scale.  
This map is representational only.  
Data are not survey accurate.

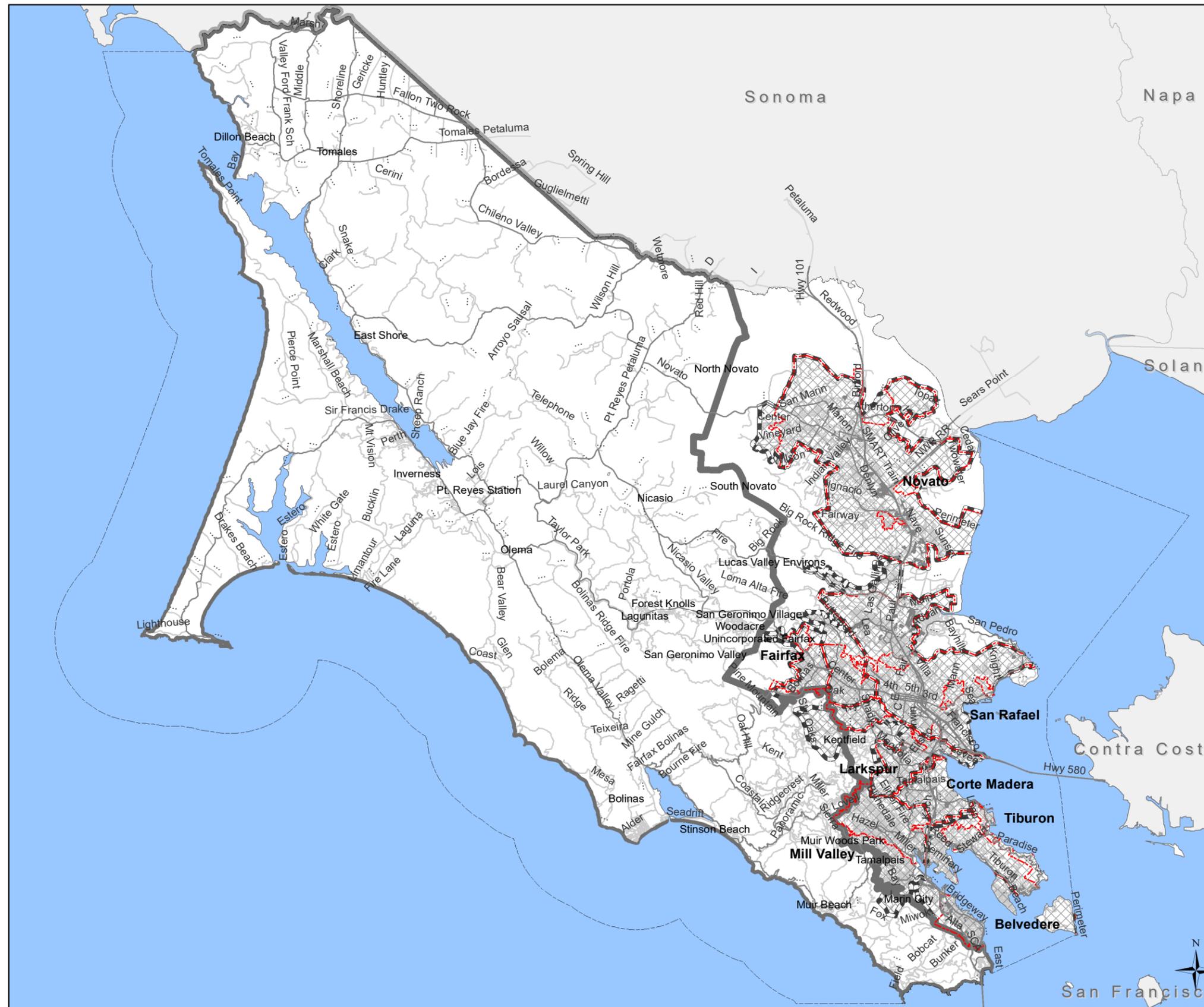
# Multi-Family Land Use Policy and Zoning Study

WEST MARIN  
PLANNING AREA

## Urban Service Area

Low end of the density range is required by Countywide Plan Policy:

CD-6.a - Consider Annexation of Urbanized Areas  
"Encourage annexation of lands proposed for intensified development in urban service areas or within established urban growth boundaries by calculating density at the lowest end of the Countywide Plan designation range."



**Legend**

- City Limits
- West Marin Planning Area
- Urban Service Area

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

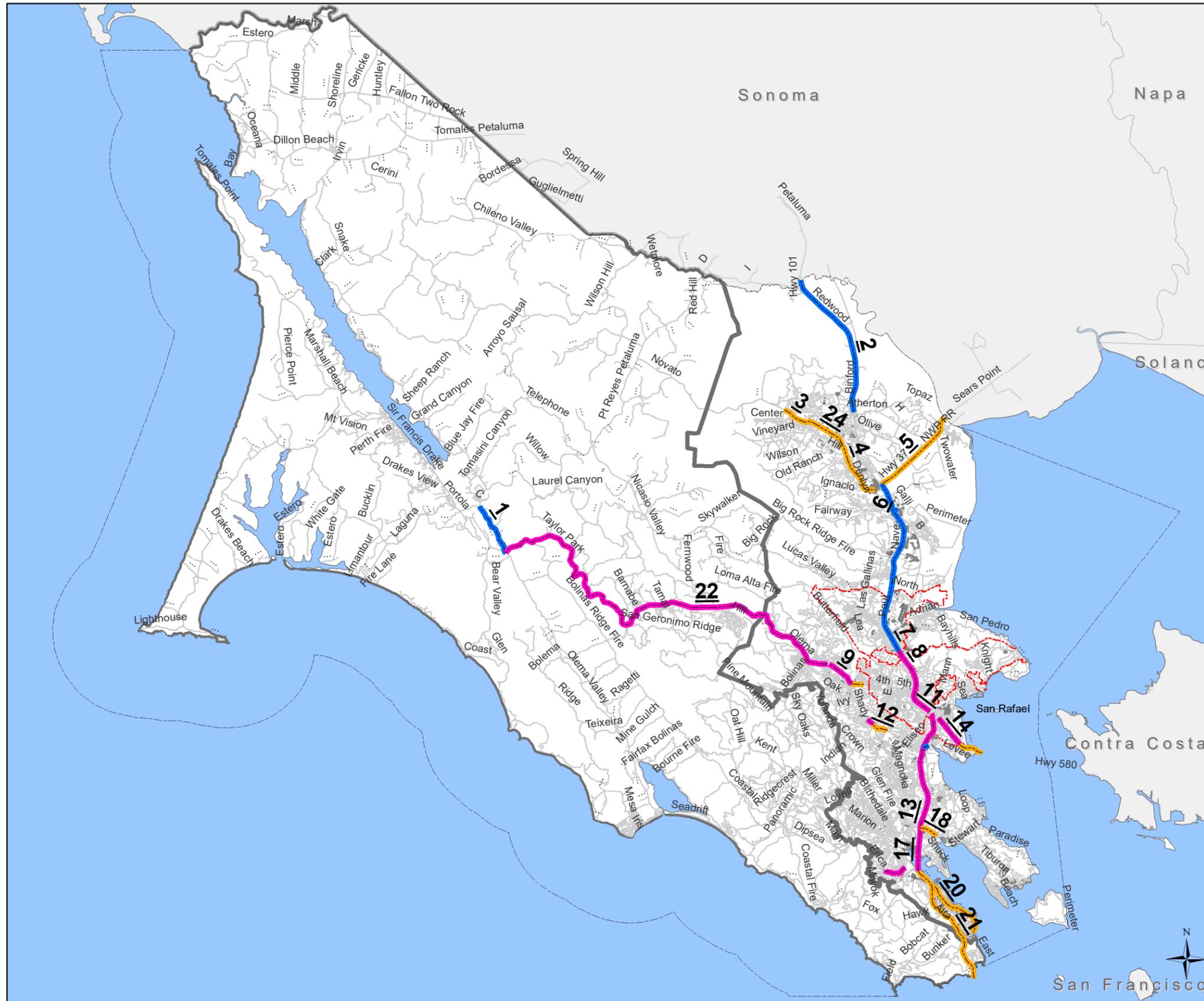
WEST MARIN  
PLANNING AREA

## Level of Service

This map includes Monitored Roadway Locations for Weekday, P.M. Peak Level of Service (2007 Countywide Plan). See Figure 3-36 for segment details.

Low end of the density range is required by Countywide Plan Policy:

TR-1.e - Uphold Vehicle Level of Service  
"[...] New development shall be restricted to the lowest end of the applicable residential density/commercial floor area range where the level of service standards will be exceeded at any intersection or road segment or worsened on any grandfathered segment. [...]"



## Legend

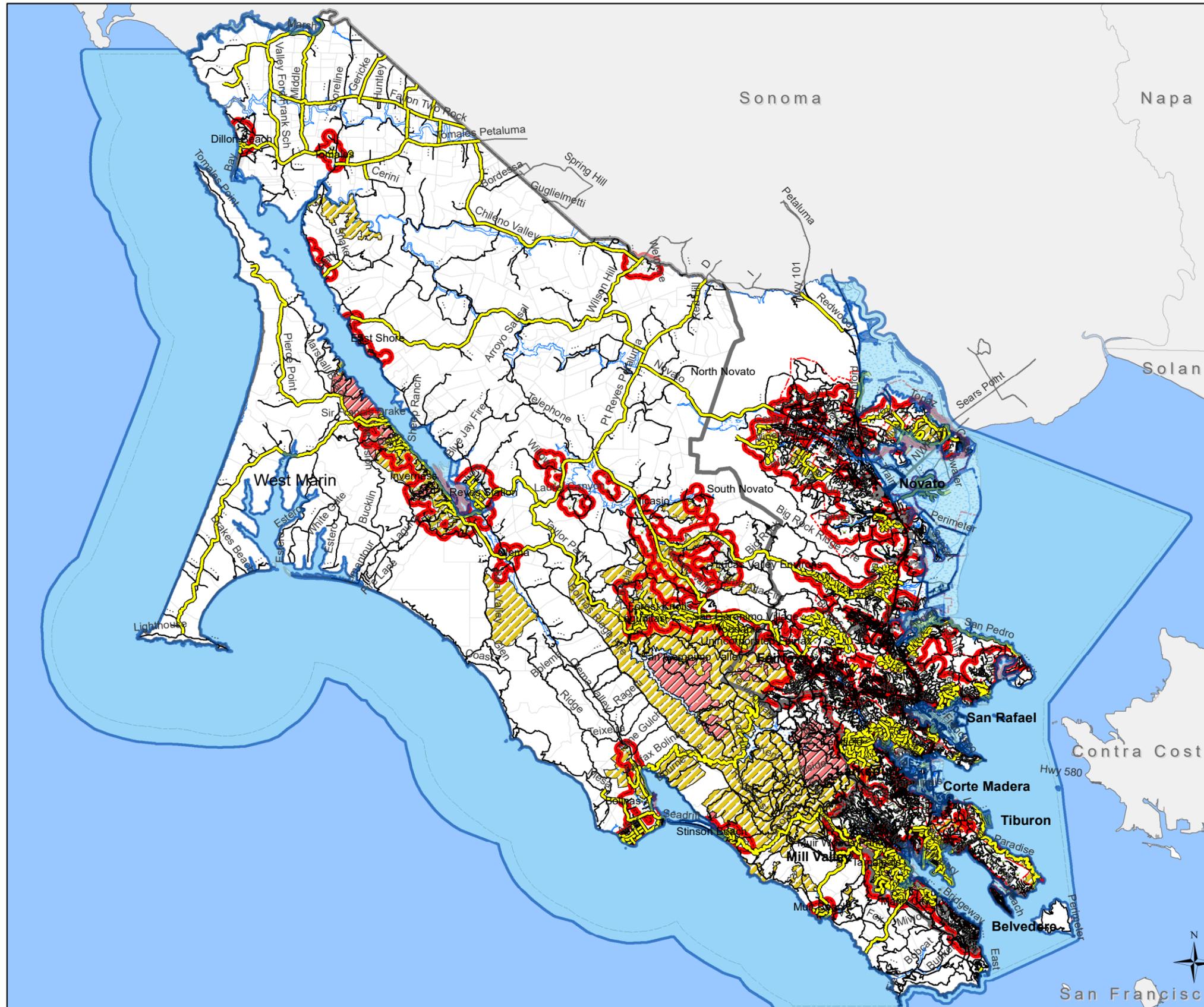
- City Limits
- West Marin Planning Area
- Monitored Roadways (2007 CWP)**
- Grandfathered, Improvement Plan Recommended
- Grandfathered, Satisfactory
- Non-Grandfathered, Satisfactory

Not to scale.  
This map is representational only.  
Data are not survey accurate.

# Multi-Family Land Use Policy and Zoning Study

WEST MARIN  
PLANNING AREA

## Environmental Hazards



### Legend

- City Limits
- West Marin Planning Area
- County Maintained Road
- Non-County Maintained Road
- High Fire Hazard Severity
- Very High Fire Hazard Severity
- Wildland Urban Interface
- Special Flood Hazard Areas
- Sea Level Rise Projection (3 ft)

Not to scale.  
This map is representational only.  
Data are not survey accurate.





# APPENDIX B - MULTI-FAMILY HOUSING BENCHMARKING STUDY

The lack of sufficient, affordable housing continues to necessitate local and state action. With on-going changes to state requirements every year, it can be difficult for local jurisdictions to maintain pace with updates to their own policies addressing the housing crisis in their communities. However, jurisdictions throughout California and even across the country continue to explore innovative solutions and initiate cross-jurisdictional collaboration to achieve an adequate supply of housing for all levels of need.

Multi-family development, ranging from duplexes and fourplexes to multistory apartment buildings, can be an important tool in providing more units in higher densities at more affordable rates, especially in high-cost markets saturated with single-family housing. However, there can be a multitude of barriers in developing multi-family housing, such as the lack of available land, lack of available urban services or infrastructure that can accommodate higher density development, limited governmental regulations that prevent higher densities, high development costs, and even lack of community support.

This study examines multi-family regulations that are currently implemented by Bay Area county jurisdictions located near the County of Marin comparable in size or population. The study focuses particularly on any recent zoning code changes implemented to encourage the development of multi-family housing, affordable or fair housing practices, and active public engagement focused on housing development. The jurisdictions included in this study are Alameda County, Contra Costa County, San Mateo County, Napa County, Solano County, and Sonoma County.

## STUDY OBJECTIVE

The objective of this study is to describe the key efforts of neighboring jurisdictions to address the development of multi-family housing and to highlight any new regulatory or outreach strategies that are being implemented to stimulate the production of multi-family housing.

## STUDY FRAMEWORK

The study observes each jurisdiction by its land use and population characteristics, existing zoning designations, and current programming or engagement that specifically address multi-family housing. The criteria are explained below.

### County Profile

The study provides a profile of each county for the purposes of establishing a baseline comparison consisting of land area, population, and income characteristics. Each county approaches development based on historic land uses, existing community character, and the unique needs of specific communities.

### Zoning Designations

Current zoning regulations specific to multi-family housing are listed for each County with a description of the intent or applicability and density.

## Programming and Engagement

The study addresses any updates to any of the study jurisdictions' regulatory framework or public outreach efforts intended to promote multi-family housing development.

Primary sources of information were retrieved from Housing Elements prepared for the Housing Element Planning Period covering from January 1, 2014 through October 31, 2022, government websites, and published resources provided by each jurisdiction. The citations in this study provides the original source as provided by the Housing Element.

The study framework is applied to Marin County for general comparative purposes only. An extensive zoning analysis will be prepared subsequent to the Multi-Family Housing Benchmarking Study.

## MARIN COUNTY

Marin County is located north of San Francisco and is bordered by the Pacific Ocean to the west, the San Francisco Bay to the south, San Pablo Bay to the east, and Sonoma County to the North.

Major incorporated areas include the cities of San Rafael (County seat), Corte Madera, Sausalito, Novato, and more.

Other characteristics of the unincorporated County include the following:

- **Population:** 67,427 residents in unincorporated Marin County, and 252,409 residents in the total county<sup>1</sup>
- **Land Area:** 606 unincorporated land square miles
- **Median Income:** \$92,100 median income<sup>2</sup>
- **Primary Land Uses:** residential, agricultural, open space
- **Housing Stock Characteristics:**
  - Single-Family (Detached/Attached) – 24,615 units, 83%
  - Multi-Family (2-4 units) – 1,406 units, 4.8%
  - Multi-Family (5+ units) – 2,993 units, 10.1%
  - Mobile Homes – 567 units, 1.9%

### Marin County Zoning

Marin County implements eight zoning districts and one Affordable Housing combining district that allow multi-family housing of varying density ranges in the non-coastal areas of the County. The County does not have any recent zoning code changes that address density or multi-family housing.

<sup>1</sup> US Census, 2010

<sup>2</sup> Family of Four, U.S. Department of Housing and Urban Development, 2014

Zoning	Density (du=dwelling)	Applicability
AH (Affordable Housing Combining District)	20 du/ac	To allow affordable housing development at a density of 20 dwelling units per acre
AP (Administrative and Professional)	7,500 ft <sup>2</sup> minimum lot size	To allow for lower-intensity commercial areas emphasizing offices, and similar and related uses including residential uses.
C1 (Retail Business)	7,500 ft <sup>2</sup> minimum lot size	To allow for community shopping areas where retail stores and shops are the primary land use with similar and related compatible uses, including residential uses.  Dwellings are principally permitted but are required to be accessory to the primary commercial use.
CP (Planned Commercial District)	1 unit per 1,450 ft <sup>2</sup> of lot area	To allow for lower-intensity commercial areas for retail shopping, office facilities, and residential uses.  Dwellings are principally permitted but are required to be accessory to the primary commercial use.
H1 (Limited Roadside Business)	7,500 ft <sup>2</sup> minimum lot size	To allow commercial uses as appropriate in rural areas, in addition to limited residential development.
R-2 (Residential, Two-Family) C-R-2 (Coastal, Two-Family Residence – applies in coastal zone only)	7,500 ft <sup>2</sup> minimum lot size	To provide for single-family and two-family dwellings in suburban settings.
RMP (Residential, Multiple Planned) C-RMP (Coastal, Residential, Multiple Planned – applies to coastal zone only)	Established by Ordinance and determined by site constraints and surrounding area	To provide for a full range of residential development types within the unincorporated urban areas, including single-family, two-family dwellings, multi-family residential development and limited commercial uses in suburban settings.
RMPC (Residential/Commercial Multiple Planned) C-RMPC (Coastal, Residential, Multiple Planned Commercial – applies in coastal zone only)	Established by Ordinance and determined by site constraints and surrounding area	To allow similar uses as RMP and additional selected commercial uses.
VCR (Village Commercial/Residential)	7,500 ft <sup>2</sup> minimum lot size	To maintain the established historical character of village commercial areas.

## ALAMEDA COUNTY

Alameda County is located southeast of Marin County and is bordered by the San Francisco Bay to the west, Contra Costa County to the North, San Joaquin County to the east, and Santa Clara County to the South. Major incorporated areas include the cities of Oakland (County seat), Berkeley, Dublin, Pleasanton, Hayward and more.

The unincorporated jurisdiction consists of three distinct area plans that provide land use and circulation elements for the Eden Area, Castro Valley Area, and the East County Area.

Other characteristics of the unincorporated County include the following:

- **Population:** 141,266 residents in unincorporated Alameda County, and 1,510,271 residents in the total county<sup>3</sup>
- **Land Area:** 434.1 unincorporated land square miles, 739 total land square miles
- **Median Income:** \$92,000 median income<sup>4</sup>
- **Primary Land Uses:** urban, suburban, open space, and agriculture
- **Housing Stock Characteristics<sup>5</sup>:**
  - Single-Family (Detached) – 34,490 units, 53%
  - Single-Family (Attached) – 4,126 units, 8%
  - Multi-Family (2-4 units) – 3,118 units, 11%
  - Multi-Family (5+ units) – 8,346 units, 27%
  - Mobile Homes – 965 units, 2%

<sup>3</sup> US Census, 2010

<sup>4</sup> Family of Four, U.S. Department of Housing and Urban Development, 2014

<sup>5</sup> ABAG Data Warehouse, 2013

## Alameda County Zoning

Alameda County implements four zoning districts that allow multi-family housing of varying densities and minimum lot sizes for subdivision purposes, including: two-family dwellings, limited density multiple dwellings, and high density multiple dwellings. The County has not implemented any recent zoning code changes that address density or multi-family housing.

Zoning	Density (du=dwelling)	Applicability
R-2 (Two-Family, Duplexes)	5,000 ft <sup>2</sup> minimum lot size	Two-family residence districts are established to provide for the protection of established neighborhoods in which duplex dwellings are located, and generally to provide a transitional area between single-residence and multiple-residence districts or between single-residence districts and areas of light commercial use, for additional development of this kind.
R-3 (Four-Family Dwellings)	1 du per 2,000 ft <sup>2</sup> lot area or 4 du/lot max	Four-family residence districts are established to provide for and to protect the development of a limited type of multiple dwelling in areas found to be suitable for such use.
R-4 (Multiple Residence)	Max du = lot area /1,250 ft <sup>2</sup>	Multiple residence districts are established to provide for larger types of multiple dwellings in relatively small areas generally near business uses or in the vicinity of major thoroughfares, together with appropriate community facilities and compatible types of group living quarters.
R-S (Suburban Residence)	Max du = lot area/5,000 ft <sup>2</sup>	Suburban residence districts are established to regulate and control developments in appropriate areas of relatively large building sites at various densities in harmony with the character of existing or proposed development in the neighborhood, and to assure the provision of light, air and privacy, and the maintenance of usable open space in amounts appropriate to the specific types and numbers of dwellings permitted. Adherence to a specified site development review plan is required for the disposition of buildings, the relationship between living areas and those needed for vehicular access, circulation and parking in order to assure the optimum utilization of the building site.
PD (Planned Development)	Determined by site constraints; implemented through discretionary review	For a variety of other applications where traditional zoning district requirements may not be appropriate. The PD District has no set standards; it is a free form district in which the ordinance creating the district sets the standards for its use and development.

## CONTRA COSTA COUNTY

Contra Costa County is located east of Marin County, and is bordered by the San Francisco Bay to the west, Solano County to the North, San Joaquin County to the east, and Alameda County to the South. Major incorporated areas include the cities of Martinez (County seat), Concord, Richmond, and more.

Other characteristics of the unincorporated County include the following:

- **Population:** 159,785 residents in unincorporated Contra Costa County, and 1,049,025 residents in the total county<sup>6</sup>
- **Land Area:** 733 total land square miles
- **Median Income:** \$88,500 median income<sup>7</sup>
- **Primary Land Uses:** residential, light industrial, agriculture, open space
- **Housing Stock Characteristics<sup>8</sup>:**
  - Single-Family (Detached) – 47,390 units, 75.2%
  - Single-Family (Attached) – 2,925 units, 0.6%
  - Multi-Family (2-4 units) – 2,661 units, 4.2%
  - Multi-Family (5+ units) – 17,246 units, 1.5%
  - Mobile Homes/Other – 2,818 units 4.5%

<sup>6</sup> US Census, 2010

<sup>7</sup> Family of Four, U.S. Department of Housing and Urban Development, 2014

<sup>8</sup> State Department of Finance, City/County Population and Housing Estimates, 1/1/2013

## Contra County Zoning

Contra Costa County implements seven zoning districts that allow multi-family housing of varying densities and minimum lot sizes, including: two-family dwellings, limited density multiple dwellings, and high density multiple dwellings. Multi-family dwelling units are permitted in all zoning districts designated as “M” with densities ranging from six dwelling units per acre to 29 dwelling units per acre and various minimum land areas as required per each apartment unit.

The County has not implemented any recent zoning code changes that address density or multi-family housing.

Zoning	Density (du=dwelling)	Applicability
D-1 (Two-Family Residential)	8,000 ft <sup>2</sup> minimum lot size for two family dwelling	To allow detached two-family dwellings (duplex) and other uses as allowed in the R-6 (single-family, residential) district.
M-6 (Multiple Family)	6 du/acre; 7,200 ft <sup>2</sup> minimum of land in area is required for each apartment unit	To allow for multiple family residential development designed to provide as much compatibility as possible with nearby single-family residential zoning districts.
M-9 (Multiple Family)	9 du/acre; 4,800 ft <sup>2</sup> minimum of land in area is required for each apartment unit	To allow for multiple family residential district development designed to provide as much compatibility as possible with nearby single-family residential zoning.
M-12 (Multiple Family)	12 du/acre; 3,600 ft <sup>2</sup> minimum of land in area is required for each apartment unit	To allow for multiple family dwellings.
M-17 (Multiple Family)	17 du/acre; 4,800 ft <sup>2</sup> minimum of land in area is required for each apartment unit	To allow for multiple family dwellings.
M-29 (Multiple Family Residential District)	29 du/acre; minimum area per unit is required by type	To allow for multiple family dwellings.
P-1 (Planned Unit)	Determined by site constraints; implemented through discretionary review	The Planned Unit district is intended to allow diversification in the relationship of various uses, buildings, structures, lot sizes and open space while ensuring substantial compliance with the general plan and the intent of the County Code in requiring adequate standards necessary to satisfy the requirements of the public health, safety and general welfare.

## NAPA COUNTY

Napa County is located northeast of Marin County, and is bordered by Sonoma County to the west, Lake County to the north, Yolo County to the east, and Solano County to the south. Major incorporated areas include the cities of Napa (County seat), American Canyon, Calistoga, St. Helena, and Yountville.

Other characteristics of the unincorporated County include the following:

- **Population:** 25,871 residents in unincorporated Napa County, and 136,484 residents in the total county<sup>9</sup>
- **Land Area:** 748 total land square miles
- **Median Income:** \$78,000 median income<sup>10</sup>
- **Primary Land Uses:** agriculture, open space, rural and suburban residential
- **Housing Stock Characteristics:** primarily single-family dwellings

## Napa County Zoning

Napa County, renown as one of California’s premier wine growing regions, primarily consists of rural agricultural and open space uses. Residential urban areas are limited to the incorporated cities and town. Due to established General Plan policies protecting agricultural preservation and open space, topography of varying degrees, and limited community services, urban development has been historically directed to the existing urbanized, incorporated areas. Existing General Plan land use policies focus development in existing urban areas and emphasize the collaboration with the cities to address housing development. The County and the Cities participate in a City/County housing task force that cooperates on a sub-regional, regional housing needs allocation process designed to ensure that agricultural land would be preserved to the greatest extent possible, while cities would provide adequate capacity in the incorporated areas.<sup>11</sup>

Napa County implements two basic zoning districts in the unincorporated areas that allow for multi-family housing of limited densities with required minimum lot sizes and an “Affordable Housing” combining zoning district that imposes varying densities for specific sites in designated communities. The Affordable Housing combining district applies specific densities for affordable housing projects in areas identified as “Specified Priority Housing Development Sites” in three unincorporated areas: Angwin (inclusive of two identified Assessor’s Parcels), Moskowite Corner (inclusive of four identified Assessor’s Parcels), and Spanish Flat (inclusive of six identified Assessor’s Parcels). Chapter 18.82 of the Napa County Zoning Code applies further standards for the development in the above-mentioned areas related to unit allocation by income category (very low, low, and moderate).

<sup>9</sup> US Census, 2010

<sup>10</sup> Family of Four, U.S. Department of Housing and Urban Development, 2014

<sup>11</sup> Napa County Housing Element, December 16, 2014

The County has not implemented any recent zoning code changes that address density or multi-family housing.

Zoning	Density (du=dwelling)	Applicability
RM (Residential, Multiple)	8,000 ft <sup>2</sup> minimum lot size for two-family dwelling	To provide, in areas of the County otherwise suitable for RS (Residential, Single-family) zoning, for the development of multiple-family dwelling units. RM zoning districts are located within established urban areas that are served by an adequate public road system and are provided with publicly owned water and sewage disposal systems and normal municipal services.
PD (Planned Development)	Determined through discretionary review	To increase the opportunity for diversified uses by providing the means for integrating townhouse, row house, condominiums and cluster housing in a desirable relationship to planned common use space, limited commercial, institutional, educational, cultural, recreational and other uses, while at the same time preserving the quality urban environment fostered by the general plan.
AH (Affordable Housing combining district)	Density is applied per "Specified Priority Housing Development Sites"	Applied to specified "Priority Housing Development Sites":  <b>Angwin:</b> twelve du/acre or twenty-five du/acre with Use Permit approval  <b>Moskowite Corner:</b> four du/acre or twenty-five du/acre with Use Permit approval  <b>Spanish Flat:</b> four du/acre or twenty-five du/acre with Use Permit approval

## SAN MATEO COUNTY

San Mateo County is located south of Marin County, and is bordered by the Pacific Ocean to the west, the City and County of San Francisco to the North, Santa Clara and Alameda Counties to the east, and Santa Cruz County to the South. Major incorporated areas include the cities of Redwood City (County seat), Daly City, San Bruno, South San Francisco, East Palo Alto, and more.

The unincorporated communities include Burlingame Hills, Devonshire, Kings Mountain, Menlo Oaks, Palomar Park, Princeton-by-the-Sea, San Gregorio, and Sky Long. The County has also adopted six area plans that apply housing-related policies to specific communities in the unincorporated area including: North Fair Oaks Community Plan, Emerald Lake Hills Community Plan, Montara-Moss Beach-El Granada Community Plan, San Bruno Mountain General Plan Amendment, Skyline Area General Plan Amendment, and the Colma BART Station Area Plan.

The County primarily consists of agricultural, open space, light industrial, and urban and rural residential land uses. The San Francisco International Airport is also located within its jurisdiction. Existing urban communities are concentrated where unincorporated areas have been previously added to the sphere of influence of an adjacent city by the Local Agency Formation Commission (LAFCo) and are considered generally suitable for urban land uses. The General Plan contains an Urban Rural Boundary that clearly delineates the extent of urban development and protects areas suitable for open space and agriculture from the risk of conversion into other uses.

Other characteristics of the unincorporated County include the following:

- **Population:** 65,844 residents in unincorporated San Mateo County, and 673,625 residents in the total county<sup>12</sup>
- **Land Area:** 309 unincorporated land square miles
- **Median Income:** \$103,000 median income<sup>13</sup>
- **Primary Land Uses:** urban and rural residential, light industrial, agriculture, open space
- **Housing Stock Characteristics<sup>14</sup>:**
  - Single-Family (Detached/Attached) – 19,223 units, 85%
  - Multi-Family – 2,714 units, 12%
  - Mobile Homes/Other – 625 units, 3%

## San Mateo County Zoning

San Mateo County, known locally as the "Peninsula" and as the northern portion of "Silicon Valley", implements a robust zoning code consisting of 29 basic zoning districts. Seven of these districts allow for multi-family housing in a variety of settings from traditionally residential areas to mixed-use areas. However, approximately 75% of the urban unincorporated area is designated with single-family zoning.<sup>15</sup>

<sup>12</sup> US Census, 2010

<sup>13</sup> Family of Four, California Department of Housing and Community Development, 2013

<sup>14</sup> State Department of Finance, City/County Population and Housing Estimates, 2000 through 2012

<sup>15</sup> San Mateo County Housing Element 2014-2020, revised December 2015

The County also implements 30 “S” combining districts for the different communities within the unincorporated areas. These combining districts establish density and impose specific development standards for the respective community, including minimum lot area, setbacks, height, and maximum coverage and are intended to impose varying densities within the accompanying zoning district. Determining how many dwelling units are allowed within the zoning district may be unclear, so the San Mateo County Planning Department provides a “Density Analysis” service to determine the number of units that may be built on a given lot. This is generally a preliminary step before a subdivision or nonresidential development.

Zoning	Applicability
R-2 (Two-Family Residential)	To allow for (1) two-family dwelling or (2) one-family dwellings.
R-3 (Multiple-Family Residential)	To allow for multiple-family dwellings and dwelling groups.
R-3-A (Affordable Housing)	To provide opportunities for low and moderate income households within new residential developments on designated sites. All uses in R-3-A districts require Use Permit approval.
PUD (Planned Unit Development)	For a variety of other applications where traditional zoning district requirements may not be appropriate. The PD District has no set standards; it is a free form district in which the ordinance creating the district sets the standards for its use and development.
H-1 (Limited Highway Frontage)	Two-family, multiple-family dwellings, and dwelling groups are allowed with Use Permit approval.
O (Office)	Multiple-family dwellings and dwelling units are allowed with Use Permit approval.
C-1 (Neighborhood Business)	Any residential use is allowed with Use Permit approval.
C-1/NFO (Neighborhood business/North Fair Oaks)	Use Permit Approval to allow single or multiple-family dwellings-mixed use, which is required to be above the first floor of the main building on the parcel and where the floor area of the dwelling units shall not exceed the floor area of the commercial uses occupying the building.
C-1/WMP (Neighborhood Commercial/West Menlo Park)	To allow principally permitted multiple-family dwellings-mixed use, which is required to be above the first floor of the main building on the parcel and where the floor area of the dwelling units shall not exceed the floor area of the commercial uses occupying the building.
CCR (Coastal Commercial Recreation)	Use Permit Approval to allow single or multiple-family dwellings-mixed use, which is required to be above the first floor of the main building on the parcel and where the floor area of the dwelling units shall not exceed the floor area of the commercial uses occupying the building.
PAD (Planned Agricultural)	Use Permit Approval to allow multiple family dwellings if for affordable housing.
PC (Planned Colma District)	To encourage the development of a densely-developed, mixed-used, pedestrian oriented neighborhood that supports the area’s intended transportation/transit role.  The zoning district identifies a “Courtyard Apartment Building” land use definition which allows for a multiple-story building containing multiple-family dwellings with a central courtyard and shared entrances.

## Notable San Mateo County Public Engagement

San Mateo County provides robust zoning regulations and streamlined discretionary requirements that allow for flexibility in developing a variety of housing. Proximity of areas zoned for higher densities to existing urban service areas also provide the opportunity for more housing development. Therefore, there are minimal regulatory constraints that would cause additional governmental burdens that could restrict development or contribute to higher development costs<sup>16</sup>. However, as most urban unincorporated areas have been developed, there is a limited amount of vacant land available sufficient enough for significant new multi-family development. Therefore, one of the focus areas in the Housing Element includes redevelopment of underutilized land, particularly on major transportation corridors.

Though San Mateo County does not currently have any proposed zoning code changes that address multi-family housing in the unincorporated areas, the County approaches housing development as a regional effort by collaborating with the incorporated cities to promote public education and outreach around housing development throughout the San Mateo County region.

Homes for All, San Mateo County is a regional collaboration between the unincorporated county and incorporated cities. The collaboration established a branded initiative with an online website at [homesforallsmc.org](http://homesforallsmc.org) that provides: information about how the community can get involved in the planning process for housing development throughout the region; general educational materials around how housing is developed; a housing toolkit inclusive of regulatory and developmental strategies for use by governments, major employers, developers, and residents; and tracks updates of current progress towards the regions housing goals. This initiative emphasizes transparency in the planning process and encourages engagement at all levels.

Regionally coordinated initiatives that are being monitored for all San Mateo County jurisdictions include: density bonus ordinances, inclusionary zoning/below market rate housing policy, reduced parking requirements (codified or flexible), implementation of housing overlay zones, rent stabilization, and more.

<sup>16</sup> San Mateo Housing Element, 2014-2022, revised December 2015

## SOLANO COUNTY

Solano County is located east of Marin County, and is bordered by the San Pablo Bay to the west, Napa County to the North, San Joaquin County to the east, and Contra Costa County to the South. Major incorporated areas include the cities of Fairfield (County seat), Benicia, Dixon, Vacaville, Vallejo, and more.

The unincorporated communities include: Bahia, Birds Landing, Bucktown, Collinsville, Allendale, Hartley, and more.

Other characteristics of the unincorporated County include the following:

- **Population:** 18,834 residents in unincorporated Solano County, and 413,344 residents in the total county<sup>17</sup>
- **Land Area:** 761 unincorporated land square miles; 909.4 total land square miles
- **Median Income:** \$88,500 median income<sup>18</sup>
- **Primary Land Uses:** open space, watershed, parks and recreation, agriculture, residential, light commercial and industrial
- **Housing Stock Characteristics<sup>19</sup>:**
  - Single-Family (Detached) – 6,494 units, 87%
  - Single-Family (Attached) – 315 units, 4%
  - Multi-Family (2-4 units) – 156 units, 2%
  - Multi-Family (5+ units) – 56 units, 1%
  - Mobile Homes/Other – 443 units, 6%

### Solano County Zoning

The unincorporated areas of Solano County primarily consist of agricultural and open space land uses. Consequently, the General Plan imposes policies that limit residential single-family and multi-family development in areas with existing community services, and the zoning regulations consists of only two basic residential district types: Rural Residential and Residential Traditional Communities Districts. These policies have been further reinforced with voter initiatives such as the Orderly Growth Initiative of 1994 and Measure T in 2008.<sup>20</sup> As a result, urban residential areas are located in proximity to the incorporated areas and consist primarily of single-family zoned properties. Multi-family zoned areas are limited even further as a result. The County recognizes these limitations, and the Housing Element emphasizes that a regional approach and collaboration with the incorporated cities is key for meeting the State’s Regional Housing Needs Allocation requirements.

The Rural Residential zoning district is applied to areas appropriate for rural, low density, single-family homes, where agriculture is not the sole land use and commercial agricultural production capability is low, where self-sufficiency and privacy are desirable, and only minimal essential public services and facilities are available.

<sup>17</sup> US Census, 2010

<sup>18</sup> Family of Four, U.S. Department of Housing and Urban Development, 2014

<sup>19</sup> State Department of Finance, City/County Population and Housing Estimates, 2000-2013

<sup>20</sup> Solano County Housing Element 2015-2023, April 2015

The Residential-Traditional Community Districts type is intended to recognize current residential and mixed-use communities located outside agricultural or municipal service areas where previous development has occurred at higher densities or intensities than currently allowed under the policies of Solano County, and to preserve and enhance the character and quality of these communities and promote future infill residential and mixed use development but not to expand the area of these communities. The Residential-Traditional Community Districts without a combining district (denoted as R-TC with a suffix that indicates minimum parcel size and other development standards) only allow for single family dwellings and a secondary accessory dwelling, unless otherwise noted. Multi-family dwellings are only allowed where a combining district is applied, as detailed in the table below.

The County has not implemented any recent zoning code changes that address density or multi-family housing.

Zoning	Density (du=dwelling)	Applicability
Residential-Traditional Community Districts: R-TC-D4 (4,000 ft <sup>2</sup> minimum lot size); R-TC-D6 (6,000 ft <sup>2</sup> minimum lot size)	Various densities are applied as denoted by a suffix that indicates minimum parcel size and other development standards	For areas that have previously been subdivided for single-family residential development with access to community services. Allowable multi-family housing is limited to duplexes under these zoning districts.  A minimum of 2,000 ft <sup>2</sup> of land area is required for each one family dwelling or a minimum of 2,000 ft <sup>2</sup> of land area is required for each duplex unit in R-TC-D4.  A minimum of 3,000 ft <sup>2</sup> of land area is required for each one family dwelling or a minimum of 3,000 ft <sup>2</sup> of land area is required for each duplex unit in R-TC-D6.
R-TC-MF (Residential-Traditional Community, Multi-Family)	6 du/acre; 7,200 ft <sup>2</sup> minimum of land in area is required for each apartment unit	To allow for multiple-family residential development designed to provide as much compatibility as possible with nearby single-family residential zoning.
R-TC-MU (Residential-Traditional Community, Mixed-Use)	Max du = lot area /1,250 ft <sup>2</sup>	For areas of certain medium-density residential, retail commercial, and business uses that can be served by community services.

## SONOMA COUNTY

Sonoma County is located north of Marin County, and is bordered by the Pacific Ocean to the west, Mendocino County to the North, and Napa County to the east. Major incorporated areas include the cities of Santa Rosa (County seat), Petaluma, Rohnert Park, and more.

The unincorporated jurisdiction consists of nine sub-county planning areas including Sonoma Coast/Gualala Basin, Cloverdale/Northeast County, Healdsburg and Environs, Russian River Area, Santa Rosa and Environs, Sebastopol and Environs, Rohnert Park-Cotati and Environs, Petaluma and Environs, and Sonoma Valley. The County's General Plan provides specific policy guidance regarding the use of properties within each respective Planning Area.

Overall characteristics of the County include the following:

- **Population:** 159,785 residents in unincorporated county, and 1,049,025 residents in the total county<sup>21</sup>
- **Land Area:** 1,500 total land square miles
- **Median Income:** \$63,274 median income<sup>22</sup>
- **Primary Land Uses:** agricultural, residential, and recreation
- **Housing Stock Characteristics<sup>23</sup>:**
  - Single-Family (Detached) – 59,602 units, 81.7%
  - Single-Family (Attached) – 3,272 units, 4.5%
  - Multi-Family (2 units) – 1,266 units, 1.7%
  - Multi-Family (3 or 4 units) – 972 units, 1.3%
  - Multi-Family (5 to 9 units) – 962 units, 1.3%
  - Multi-Family (10 to 19 units) – 436 units, 0.6%
  - Multi-Family (20 or more units) – 1,148 units, 1.6%
  - Mobile Homes – 5,097 units, 7%
  - Other (Boat, RV, Van, etc.) – 187 units, 0.3%

### Sonoma County Zoning

Sonoma County, also renowned as one of California's premier winegrowing regions, consists primarily of agricultural, open space and recreation, and urban, rural, and suburban residential land uses. There are nine sub-county planning areas that provide specific policies applicable to the respective community. Though, the Countywide Land Use Policy provides the general Goals, Objectives, and Policies that apply throughout the County and provides the basis for the specific Land Use Policies for the Planning Areas. The County's Land Use Element recognizes that Sonoma County is experiencing significant population and economic growth and the increase in its popularity for tourism. As the cities continue to grow, Sonoma County recognizes that the unincorporated ar-

<sup>21</sup> US Census, 2010

<sup>22</sup> Family of Four, U.S. Department of Housing and Urban Development, 2014

<sup>23</sup> US Census, 2010

reas are growing as well. The Sonoma County Housing Element update adopted in December 2014, emphasizes a focus in providing opportunities for sustaining existing Affordable Housing programs and the construction of new Affordable Housing.

### Notable Sonoma County Zoning Changes and Public Engagement

In 2017, the Sonoma County Board of Supervisor's adopted the 2017 County Strategic Priority: Housing for All. The specific goals for this priority are to:

- Create 3,375 new homes countywide for people of all incomes by 2020
- Speed the pace of development by the cycle time for entitlements and improving flexibility of local funding sources
- Reduce incidences of housing instability and homelessness
- Raise the credibility of County government as a vital partner in housing creation

Permit Sonoma is Sonoma County's consolidated land use planning and development permitting agency and is tasked with coordinating the implementation of actions for these goals.

Recognizing that rental housing reached a critical shortage following the devastating Sonoma County Complex fires in 2017, the County initiated a rigorous outreach and engagement process to explore solutions to develop more housing. Permit Sonoma is tackling the housing crisis in three phases. Phase 1, beginning in May 2018, focused on reducing constraints such as parcel requirements for accessory dwelling units, increasing the allowable residential floor area in mixed-use projects from 50% to 80%, allowing small single room occupancy (SRO) projects as a permitted use and removing the existing 30-room limit for larger SRO projects, and allowing transitional and supportive housing in all zoning districts that allow single-family dwellings.

On October 23, 2018, the Sonoma County Board of Supervisor's took action on Phase 2, Expanding Opportunities, by adopting Ordinance Number 6247. This action implemented comprehensive amendments to the Sonoma County Zoning Code - Chapter 26. The amendments are intended to achieve the following:

- Simplify standards for multi-family development projects.
- Implement density equivalents to encourage the development of smaller units.
- Enable higher density development within urban service areas near jobs and transit, by creating a new a Workforce Housing Combining Zone.
- Establish a new housing type, Cottage Housing Developments, permitted in R1 (Low Density Residential and R2 (Medium Density Districts). It is defined as "small-scale, clustered housing units that are comparable in scale and intensity to single-family residential uses in the surrounding neighborhood. May be provided as attached cottage housing through the conversion of an existing single-family dwelling, or as a detached cottage housing development consisting of small, detached units clustered around common open space and designed with a coherent concept" (think pocket neighborhood).
- Codify the existing policy regarding conversion of existing apartments to condominiums
- Provide better protections for mobile home owners and renters within mobile home parks.

As a result of these changes, the Zoning Code provides a wide range of regulatory tools to address housing for a variety of needs. The Zoning Code established multi-family housing as either a principally permitted or conditionally permitted use in a multitude of settings at higher densities than was previously allowed. Multi-family dwellings of varying densities from medium to high are now allowed in as many as four base zoning districts, and the use of combining districts extend this even further.

and General Plan amendment and rezoning processes for sites that are deemed feasible. As part of this phase, Permit Sonoma circulated a press release that called for the public's help in voluntarily identifying potential sites in unincorporated areas to rezone for housing. By January 4, 2019, Permit Sonoma received submissions for 42 parcels to evaluate for rezoning in which there is a total of 100 acres with a potential for approximately 2,000 new housing units. The sites are being reviewed and the public is encouraged to continue to submit ideas for potential housing sites.

Zoning	Density (du=dwelling)	Applicability
R2 (Medium Density)	6-12 units/acre as shown in General Plan or density permitted by "B" combining district	To preserve as many of the desirable characteristics of one-family residential districts as possible while permitting higher densities, and to implement the provisions for medium density residential development in Section 2.2.1 of the general plan. To implement the residential objectives of adopted redevelopment plans, where applicable.  Permits "Cottage Housing".
R3 (High Density)	Density Equivalents per Dwelling Unit Size:  Micro Apt <500 ft <sup>2</sup> = 0.33 density unit 1 Bed <750 ft <sup>2</sup> = 0.5 density unit  2 Bed <1,000 ft <sup>2</sup> = 0.75 density unit  3 Bed = 1.00 density unit  4 or more = 1.5 density unit	To implement Section 2.2.1 of the general plan by reserving appropriately located areas for family living in a variety of dwelling types at a reasonable range of population densities consistent with sound standards of public health and safety; to preserve as many of the desirable characteristics of one-family residential districts as possible while permitting higher densities; and to ensure adequate light, air, privacy and open space for each dwelling unit. To implement the residential objectives of adopted redevelopment plans where applicable.
CO (Administrative and Professional Office)	Determined through discretionary review	Allows with Use Permit Approval:  Mixed Use Developments, including residential uses.
C1 (Neighborhood Commercial District)	Determined through discretionary review	Allows with Use Permit Approval:  Mixed Use Developments, including residential uses.
C3 (General Commercial_)	Determined through discretionary review	Principally permits:  1 Dwelling Unit on a permanent foundation, and small-scale homeless shelters serving no more than ten persons, subject to Design Review.  Allows with Use Permit Approval: Emergency shelters with up to 50 beds within Urban Service areas, and Live/work uses in conjunction with a legally established single family residential unit.

Permit Sonoma conducts extensive workshops with the public and developers to collect input and feedback on the Housing Initiatives. Phase 3 is the next phase of Permit Sonoma's Housing Initiatives and focuses on identifying sites for housing. This involves identifying sites appropriate for higher-density, affordable, or workforce housing and conducting CEQA analysis for rezoning sites

