3 Housing Resources

The Housing Element is a component of the General Plan which guides planning for housing to meet the current and projected needs of all households in the community. This chapter summarizes the various resources available for the preservation, improvement, and development of housing in Fairfax. The analysis includes an evaluation of the availability of land resources available to accommodate the Town's share of the region's future housing needs, as well as the administrative resources available to assist in implementing the Town's housing programs and policies, and the financial resources available to support housing activities.

Land Resources

Government Code (GC) Section 65583(a)(3) requires local governments to prepare an inventory of land suitable for residential development, including vacant sites and sites with the potential for redevelopment. The inventory must identify specific parcels that are available for residential development and be accompanied by an analysis of public facilities and services capacity to serve the identified sites. Further, the inventory must have sufficient capacity to accommodate the jurisdiction's share of the regional housing need, as determined by applicable the metropolitan planning organization, in this case Association of Bay Area Governments (ABAG).

This section presents the Town's inventory, identifying sites available for residential development and their realistic capacity for housing. It identifies planned and recently approved residential projects in Fairfax and it details the process for identifying suitable sites, the methodology for calculating capacity, and the availability of public facilities and services available to serve new housing.

LEGAL REQUIREMENTS FOR INVENTORY AND SITES

State law requires that a community identify an adequate number of sites to accommodate and facilitate production of the Town's regional share of housing. To determine whether the Town has sufficient land to accommodate its share of regional housing needs for all income groups, the Town must identify "adequate sites." Land considered suitable for residential development includes the following:

- Vacant sites zoned for residential use.
- Vacant sites zoned for nonresidential use that allow residential development.
- Residentially zoned sites that are capable of being developed at a higher density (non-vacant sites, including underutilized sites).
- Sites owned or leased by a city, town, or county

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• Sites zoned for nonresidential use that can be redeveloped for residential use and a program is included in the Housing Element to rezone the site to permit residential use within three years of adoption.

Further, State law stipulates criteria for the adequacy of sites included on the inventory, including that they be zoned to accommodate housing, have appropriate development standards, and be served by public facilities as needed to facilitate the development of a variety of housing products suitable for all income levels. Vacant sites included on the prior period inventory and non-vacant sites included on prior inventories in two or more consecutive planning periods cannot be carried forward to the current planning period to satisfy the need for housing affordable to lower income households unless they are rezoned to allow residential use by right at the default density for the jurisdiction, which in Fairfax's case is 20 dwelling units per acre.

Additional suitability criteria apply to sites identified to accommodate lower income RHNA, including that they be of appropriate size, be free from environmental constraints, be zoned to accommodate housing, have appropriate development standards, and be served by public facilities. The intent of these criteria is to help ensure that sites identified for lower income RHNA are viable candidates for housing and can be feasibly developed in the near term. In view of feasibility considerations, parcels that are less than 0.5 acres in size are generally not considered suitable for lower income housing development as smaller parcels may not allow development of a sufficient number of units for proposed affordable housing projects to compete effectively for limited funding resources. Parcels larger than 10 acres in size are also not considered suitable by HCD as development of very large projects may lead to an over concentration of affordable housing in one location or may render proposed affordable housing projects ineligible for funding.

REGIONAL HOUSING NEEDS ALLOCATION

The Regional Housing Needs Allocation (RHNA) is the total number of new housing units that the Town must plan to accommodate in the 2023-31 planning period. RHNA is split into four categories representing different levels of affordability, based on median income level in the county. RHNA is established through the following process: the California Department of Housing and Community Development (HCD) first determines the estimated need for new housing in each region of California for the planning period, based on population projections and other factors including rates of vacancy, overcrowding, and cost-burden. Each regional planning agency then allocates a target to each city or town within its jurisdiction, considering factors such as access to jobs, good schools, and healthy environmental conditions. For the San Francisco Bay Area, the Bay Area Association of Governments (ABAG) developed and refined a methodology for 2023-31 RHNA allocations with input from local jurisdictions. The ABAG Regional Council adopted the 6th Cycle Final RHNA Allocation, Methodology, and Regional Housing Needs Determinations on December 16, 2021.

Fairfax's Regional Housing Needs Assessment (RHNA) allocation for the 2023-31 planning period has been determined by ABAG to be 490 housing units, including 149 units for very low-income households, 86 units for low-income households, 71 units for moderate-income households, and 184 units for above moderate-income households (Table 3-1). AB 2634 mandates that localities calculate the subset of the very low-income regional need that constitutes the communities need for extremely low income housing. As an alternative to calculating the subset, local jurisdictions may assume that 50 percent of the very low income category is represented by households of extremely low income (less than 30 percent of the Area Median Income or AMI).

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Table 3-1: Fairfax Regional Housing Needs Assessment, 2023-2031

Income Level	AMI	Needed Units	Percent of Needed Units
Very-Low-Income	0-50%	149	30.4%
Low-Income	51-80%	86	17.6%
Moderate-Income	81-120%	71	14.5%
Above-Moderate-Income	>120%	184	37.5%
Total		490	100.0%

Source: HCD State Income Limits, 2021; Town of Fairfax, 2022; Dyett & Bhatia, 2022

PIPELINE PROJECTS

According to HCD Guidance, projects that have been approved, permitted, or received a Certificate of Occupancy during the projection period (June 30, 2022 – January 15, 2031) can be counted toward the 2023-31 cycle RHNA. As shown on Table 3-2, there are 11 pipeline projects in Fairfax expected to generate a total of 194 new housing units during the planning period. These include nine projects involving single-family residential development and two projects proposing multifamily development.

- Fairfax Market The property owner has submitted pre-application materials to the Town for a mixed use project involving eight rental apartments and 5,000 square feet of commercial space in a two-story building on the northern portion of a surface parking lot onsite. The site is located on Sir Francis Drake Boulevard in Downtown Fairfax, with excellent access to transit and within easy walking distance of shops, services, and parks. The unit mix includes six 2-bedroom units and two 1-bedroom units which would be available at market rate rents.
- School Street Plaza The property owner has had pre-application consultations with Town staff regarding redevelopment of this 1.92 acre with a mixed income residential development involving up to 175 new housing units, including an affordability component. A letter of interest is included in Appendix G. The project would be located on the large, terraced portion of the site accessible from Broadway, which currently contains an expansive surface parking lot and several single-story school buildings now used as live-work spaces. The site is centrally located on Broadway in Downtown Fairfax, adjacent to Contratti Ball Field and within easy walking distance of shops, restaurants, parks, and services. Through Program 1-B in the Action Plan (Chapter 4), the Town commits to working with the property owner to facilitate development of the project. Through Program 2-A, objective design and development standards for mixed use and multifamily residential projects will be prepared and refined with community input in 2023. Anticipated for adoption by January 2024, these standards will guide the School Street project.

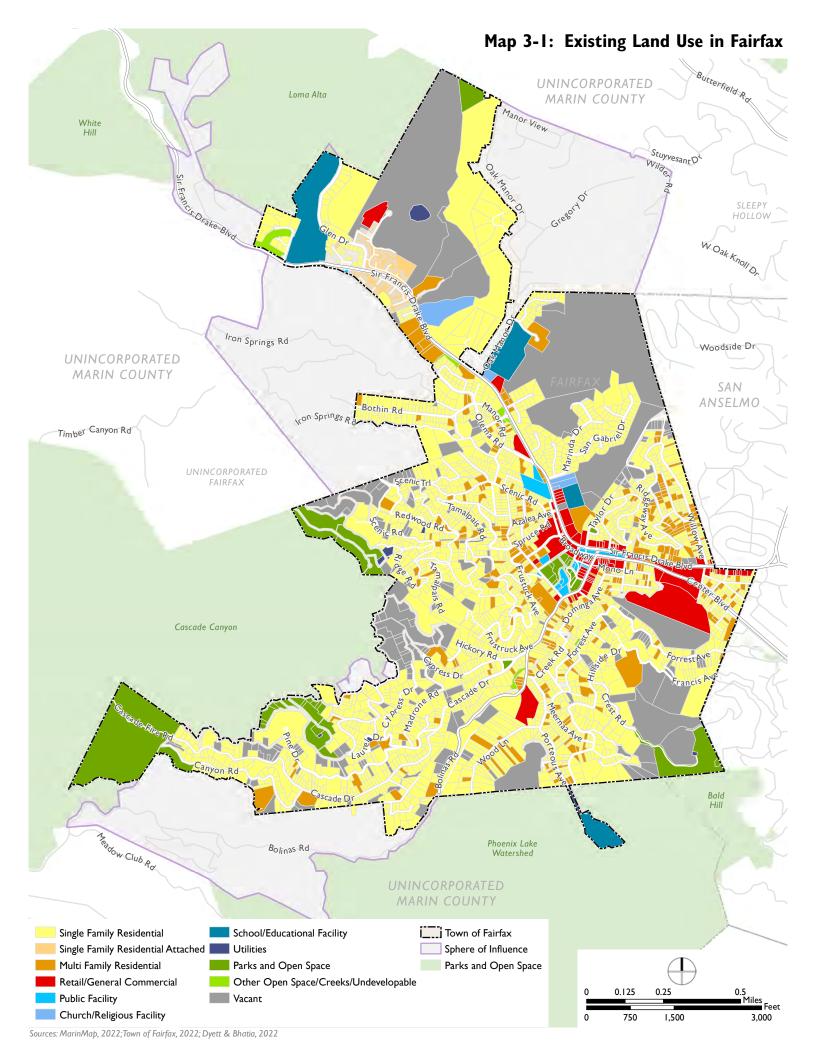
Table 3-2: Pipeline Projects

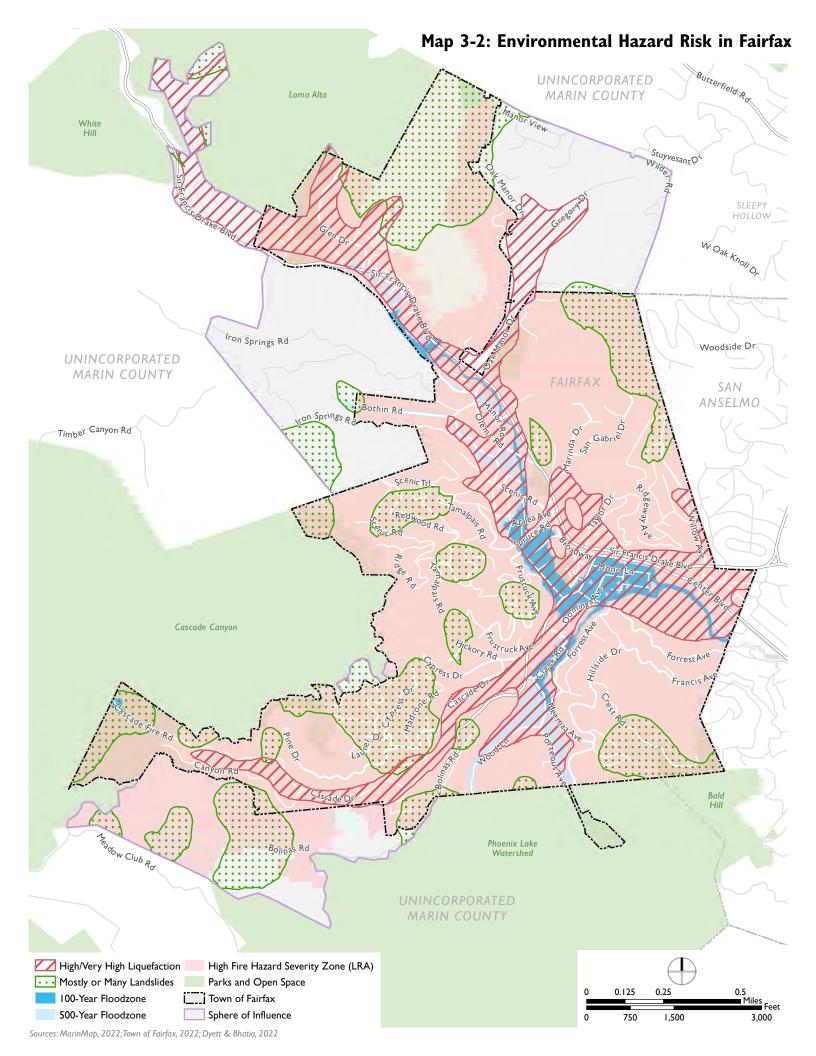
No.	APN	Address	Existing Land Use	Acres	Zoning	Project	SFR	MFR	Status
						Description	Units	Units	
I	001-123-03	67 Tamalpais	Single Family Residential	0.13	RS-6	SFD/ADU	I		Under review
2	001-236-03	125 Live Oak Avenue	Single Family Residential	0.11	RD- 5.5-7	SFD/ADU	I		Approved
3	002-032-23	350 Bolinas Road	Multi Family Residential	0.15	RS-6	SFD/ADU	I		Approved
4	002-071-01	Vacant Lot - Barker	Vacant	9.20	UR-7	SFD/ADU/JADU	I		Under review
5	002-181-12	100 Summit Road	Vacant	11.75	UR-10	SFD	I		Under review
6	002-192-50	155 Forrest Avenue	Single Family Residential	0.82	RS-6	SFD	I		Pre- application
7	002-214-01	34 Hill Avenue	Vacant	0.82	RD- 5.5-7	SB 9 LAND DIVISION	3		Under review
8	003-101-06	75 Pine Drive	Single Family Residential	0.15	RS-6	SFD	I		Approved
9	003-161-01	200 Toyon Road	Vacant	1.92	RS-6	SFD/ADU	I		Approved
10	002-112-13	6 School St	Retail/General Commercial	1.92	СС	Multifamily Development		175	Pre- application
П	001-183-04	2040 Sir Francis Drake Blvd	Retail/General Commercial	1.04	СН	Multifamily Development		8	Pre- application
						Subtotal	11	183	
						TOTAL		194	

LAND INVENTORY

Fairfax is located in the Upper Ross Valley, set amid scenic hills that rise dramatically from the valley floor. Sir Francis Drake Boulevard, a major regional thoroughfare, bisects the town, connecting the agricultural part of the county to more urbanized areas of Marin and the Bay Area along the valley floor. As shown in Map 3-1, most parcels within the Town limit are developed, with commercial uses concentrated downtown, centered on Sir Francis Drake Boulevard, Broadway, and Bolinas Drive, and residential uses throughout most of the rest of the community. Almost all the remaining vacant land is located in steeply sloped hillside areas. Significant portions of Fairfax are in areas of environmental hazard, including areas of high liquefaction risk that cover all of the land downtown and much of the land along Sir Francis Drake Boulevard; areas of 100-year flood risk in much of the downtown area, particularly near the confluence of San Anselmo and Fairfax Creeks; and areas of landslide risk in the hills (see Map 3-2). Land within the Town limit is classified as a Moderate and High Fire Hazard Severity Zone given the risk of wildfire in the region. These environmental hazards can be mitigated through design and construction techniques; however, this adds cost and complexity for new development in Fairfax.

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Vacant Land

There are 22 vacant residential properties with zoning that currently allows for single-family housing, as shown in Table 3-3. The majority of these sites range in size from one to two acres, with several larger vacant hillside properties. Zoning districts applicable to these sites include Single Family Residential (RS-6 and RS-7.5), Upland Residential (UP-7 and UP-10), and Planned Development (PDD) zones, which have a minimum lot size requirement that ranges from 6,000 square feet to 10 acres, based on site topography. The Town has adopted a Hill Area Residential Development Overlay which establishes standards applicable to projects in areas of steep slope and landslide risk. These standards include requirements for fire management, grading plans, retaining structures, preservation of natural vegetative cover, and erosion control. Since 2015, as shown on Map 3-3, Fairfax has seen construction of 17 single-family residential projects, many of which are in areas of steep topography, including some in areas of landslide risk. While mitigation to address site constraints adds to the cost of development in hillside areas, as evidenced by the development trend for single-family housing in Fairfax between 2015 and 2022, this has not proven to be a major development constraint.

Additionally, the large hillside sites have adequate access, potential for utility services, and topography that might accommodate a clustered housing development, including both attached and detached single-family dwellings and accessory dwelling units. Through Program 2-D in the Action Plan, the Town will amend zoning regulations to permit low impact clustered residential development on large residentially zoned sites. These amendments would not increase the density permitted in the base zoning, rather they would allow for clustering of the housing on relatively flatter portions of the sites while preserving the majority of the site area as open space. Clustered development would focus roadway and utility infrastructure within smaller areas of the sites, minimizing potential environmental impacts, reducing development costs, and facilitating production of market rate housing as needed to meet the Town's RHNA obligations. The amendments would also involve standards to protect viewsheds and ridgelines, require water-efficient landscaping, and require building techniques and materials to mitigate the risk of loss and damage due to wildfire. These Zoning Code amendments have been prepared in parallel with the Housing Element and awere scheduled for adopted on hearings in January 2024. Therefore, based on past performance trends and the implementation of Program 2-D, the inventory projects a total of 46 housing units for above moderate income households as the realistic capacity for these vacant residential sites.

Table 3-3: Vacant Single-Family

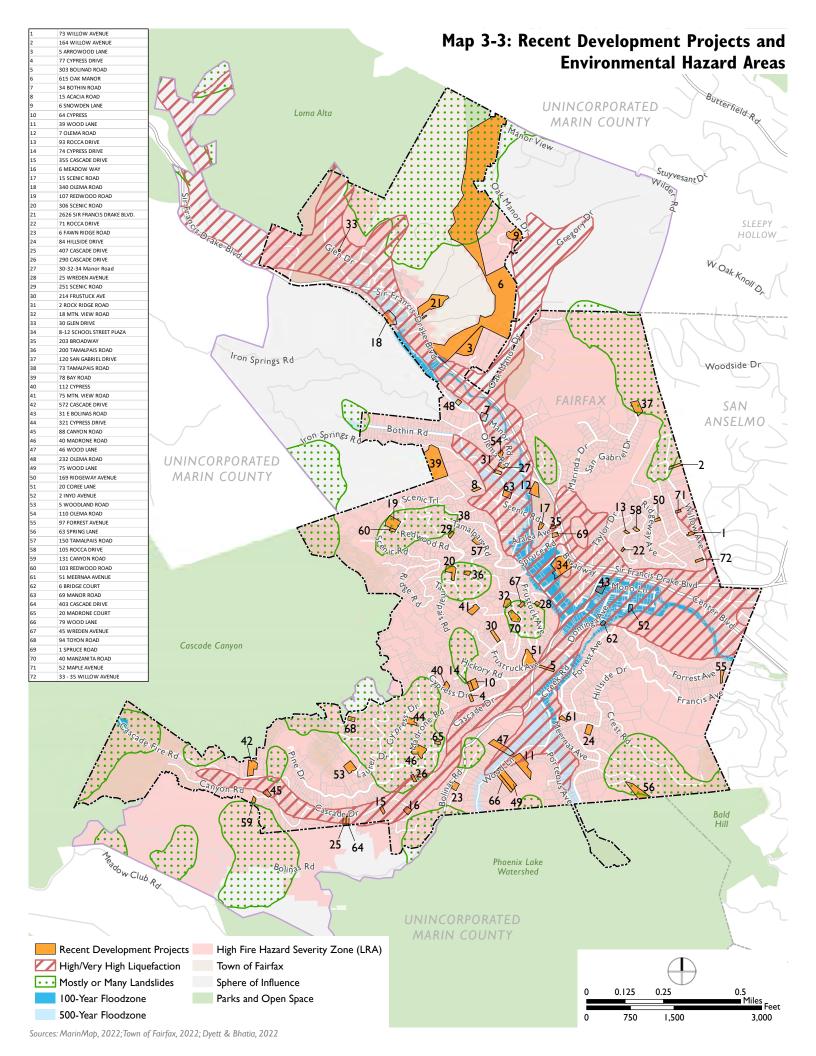
APN	Address	Existing Land Use	Avg Slope	Acres	Zoning	Capacity	
003-142-36	Taylor Property	Vacant	56.01	1.02	RS-6	I	
003-032-42	Elterman Property	Vacant	46.99	1.02	RS-6	I	
002-174-04	Tomlinson Property	Vacant	50.70	1.02	RS-6	I	
003-022-05	Gilevskaya Property	Vacant	66.56	1.04	RS-6	I	
001-241-38	Hubbel Property	Vacant	67.32	1.22	RS-7.5	l	
002-051-04	Taylor Property	Vacant	76.56	1.23	RS-6	I	
001-021-03	Godwin Property	Vacant	55.35	1.36	RS-6	I	
002-181-22	Patel Property	Vacant	45.59	1.40	RS-6	I	
002-041-21	Read Property	Vacant	54.92	1.48	RS-6	I	
001-015-07	Godwin Property	Vacant	45.28	1.62	RS-6	I	
001-093-37	Piombo Property	Vacant	46.84	1.63	RS-6	I	
003-191-24	Morales Property	Vacant	56.81	1.74	RS-6	l	
003-181-07	Kuhler Property	Vacant	64.07	1.82	RS-6	I	
001-014-02	Cummins Property	Vacant	45.29	2.01	RS-6	I	
003-171-02, 003-171-05, 003-171-08	Ross Property	Vacant	69.60	6.82	RS-6	4	
002-181-04, 002-181-05	Island Pickle Property	Vacant	50.76	10.53	UR-10	6	
174-060-21	Standard Properties	Vacant	47.16	11.42	PDD	6	
174-300-05	RFC Property	Vacant	58.19	11.77	UR-7	6	
174-070-71	615 Oak Manor Dr	Vacant	49.12	39.34	RS-6	10	
					TOTAL	46	

Town-Owned Sites

Two adjacent properties owned by the Town (APNs 002-123-17; 002-144-01 pictured on Figure 3-1) have been identified as candidates for redevelopment with workforce housing to increase opportunities for restaurant employees, service workers, teachers, public servants and others who earn less than 80 percent of the area median income. Located along Forrest Avenue within walking distance to downtown, these two parcels have a total area of approximately 0.5 acres. Through Program 1-C in the Action Plan, the Town will seek to partner with a non-profit developer for the construction of workforce housing to meet the needs of lower income households in Fairfax. In making these properties available for affordable housing development, the Town will comply with the requirements of the Surplus Lands Act.



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Accessory Dwelling Units

Residential land uses comprise more than 50 percent of all existing land use in Fairfax, meaning there is significant opportunity for development of accessory dwelling units (ADUs) and Junior accessory dwelling units (JADUs). Since they are typically smaller than a single-family home, ADUs and JADUs can be "affordable by design," meaning they cost less to build, buy, or rent. As such they can offer affordable opportunities for older adults living on fixed incomes, employees of Fairfax's small local businesses, artists, musicians, and others in the community. Demographic factors point to a growing need for this type of housing in Fairfax. Older adults now account for nearly 25 percent of the local population and their share has tripled since 2000, with 30 percent of older adults facing some level of housing cost burden. Additionally, employment data shows that there are now more jobs in retail, service, and other sectors with monthly wages between \$1,250 and \$3,300 than can be met by the local labor pool, indicating a need for workforce housing that can be met in part with ADUs and/or JADUs.

Fairfax has had an amnesty program in place to incentivize the legalization of unpermitted ADUs/JADUs and the Town currently offers an incentive program that provides a 50 percent reduction in processing and building permit fees to encourage legalization and creation of ADUs/JADUs (this 50 percent fees reduction also constructing legal ADUs/JADUs). Also, for legalizing unpermitted ADUs/JADUs, as part of the amnesty program the Town will not assess penalties. Since 2018, the Town has seen strong interest from local property owners in developing this type of housing and has issued a total of 54 construction permits for new ADUs and JADUs, as summarized in Table 3-4. Safe harbors in State Housing Element law allow for the use of trends since 2018 to project the future rate of ADU production. By this measure, Fairfax can project at least 11 ADUs annually throughout the planning period. However, as noted in HCD's Housing Element Site Inventory Guidebook, this methodology represents "a conservative option [that] only account[s] for the effect of the new laws without local promotional efforts or incentives." The Housing Action Plan contains a robust suite of strategies to further facilitate and incentivize ADU/JADU production (Programs 1H through 1-M). On this basis, the Town projects 20 new ADUs/JADUs annually throughout the planning period for a total of 160 new ADUs by 2031.

Based on the findings of the ABAG ADU Affordability Study for the San Francisco Bay Area, it is assumed that 60 percent of these units (48 units total) would be affordable to low and very low-income households, 30 percent of these units (24 units total) would be affordable to moderate-income households, and 10 percent (8 units total) would be affordable for above moderate income households.

Table 3-4: Fairfax ADU Permitting Trend 2018-2022

APN	Address	ADUIJADU	Count	Construction Permit Date
001-131-08	7 OLEMA ROAD	ADU	ı	2018
001-225-27	93 ROCCA DRIVE	ADU	I	2018
003-201-34	74 CYPRESS DRIVE	JADU	I	2018
003-102-11	355 CASCADE DRIVE	JADU	I	2018
003-102-19	6 MEADOW WAY	ADU	I	2018
001-146-03	15 SCENIC ROAD	JADU	I	2018
003-201-34	74 CYPRESS DRIVE	ADU	I	2018
174-141-52	340 OLEMA ROAD	ADU	I	2018
001-023-16	107 REDWOOD ROAD	ADU	I	2018
001-051-19	306 SCENIC ROAD	ADU DETACHED	I	2018
001-225-20	71 ROCCA DRIVE	ADU	I	2018

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Table 3-4: Fairfax ADU Permitting Trend 2018-2022

APN	Address	ADUIJADU	Count	Construction Permit Date
002-052-10	6 FAWN RIDGE ROAD	ADU	I	2018
002-152-04	84 HILLSIDE DRIVE	ADU	I	2018
003-121-06	290 CASCADE DRIVE	JADU	I	2018
001-092-17	30-32-34 Manor Road	ADU	l	2019
002-013-07	25 WREDEN AVENUE	ADU	I	2019
003-192-07	214 FRUSTUCK AVE	JADU	I	2019
001-092-22	9 IRON SPRINGS ROAD	ADU	I	2019
002-011-34	18 MTN. VIEW ROAD	ADU	I	2019
174-170-03	30 GLEN DRIVE	ADU	I	2019
001-149-03	203 BROADWAY	ADU	I	2020
001-052-28	200 TAMALPAIS ROAD	ADU	I	2020
001-261-81	120 SAN GABRIEL DRIVE	ADU	I	2020
001-123-02	73 TAMALPAIS ROAD	ADU DETACHED	I	2020
001-093-21	78 BAY ROAD	ADU	I	2020
003-163-18	112 CYPRESS	ADU DETACHED	I	2020
001-063-39	75 MTN. VIEW ROAD	ADU	I	2020
003-153-29	321 CYPRESS DRIVE	ADU	I	2020
003-031-23	88 CANYON ROAD	ADU	I	2020
003-132-06	40 MADRONE ROAD	JADU	I	2020
002-041-25	46 WOOD LANE	ADU DETACHED	I	2020
002-013-07	25 WREDEN AVENUE	ADU	I	2021
01-272-09	232 OLEMA ROAD	ADU	I	2021
002-062-02	75 WOOD LANE	ADU DETACHED	I	2021
002-022-39	20 COREE LANE	ADU	I	2021
002-123-37	2 INYO AVENUE	ADU DETACHED	I	2021
003-053-10	5 WOODLAND ROAD	ADU DETACHED	I	2021
001-103-19	110 OLEMA ROAD	ADU	I	2021
002-192-23	97 FORREST AVENUE	ADU	I	2021
001-121-80	150 TAMALPAIS ROAD	ADU DETACHED	I	2021
001-215-17	105 ROCCA DRIVE	JADU	I	2021
001-023-08	103 REDWOOD ROAD	ADU	I	2021
002-092-19	51 MEERNAA AVENUE	ADU DETACHED	I	2022
002-105-13	6 BRIDGE COURT	ADU	I	2022
001-131-37	69 MANOR ROAD	ADU DETACHED	I	2022
001-112-31	15 ACACIA ROAD	ADU	I	2022
003-133-05	20 MADRONE COURT	JADU	I	2022
002-014-07	45 WREDEN AVENUE	ADU	I	2022

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ADU/JADU APN Address Count Construction Permit Date ı 003-081-15 94 TOYON ROAD **ADU DETACHED** 2022 001-148-10 I SPRUCE ROAD 2022 ADU ı 003-121-06 290 CASCADE DRIVE ADU 2022 002-011-08 **40 MANZANITA ROAD** ADU ı 2022 **JADU** ı 001-204-30 **52 MAPLE AVENUE** 2022 001-236-44 33 - 35 WILLOW AVENUE IADU ı 2022 TOTAL 54

Annual Average

10.8

Table 3-4: Fairfax ADU Permitting Trend 2018-2022

Underutilized Properties

There are a number of underutilized properties with potential for redevelopment with workforce housing during the planning period. These sites are centrally located along Sir Francis Drake Boulevard and Broadway, two of the Town's primary commercial corridors that run along the relatively flat terrain of the Ross Valley floor. These sites all provide convenient access to transit and the local transportation network. Most of the sites are also within the Town Center area, which includes downtown Fairfax, and as such provide easy walking access to shops, services, employment, and parks. Some of the sites have businesses that have closed in recent years, such as the former Pancho Villa restaurant or the Bank of America building on Broadway, which no longer offers walk-in client services and is currently for sale. A description of existing conditions and uses on each of the underutilized properties is included in Appendix G, together with photos.

A two-step process was used to identify underutilized sites that are candidates for redevelopment with housing. First, a parcel-based analysis of properties within the Town limit was conducted using County Assessor data. Several metrics were used to identify underutilized parcels: assessed value ratio (A/V), low as-built floor area ratio (FAR), existing use, and age of existing structures. A/V ratio considers the relationship between the value of the land and the improvements constructed on it. Where the value of the land is worth substantially more than the value of the structures on it, there is an incentive for the owner to redevelop with new uses that command higher rents or sales prices. Similarly, a low FAR means that the square footage of buildings is small compared to the overall size of the site, indicating the potential for redevelopment with other uses. A commercially zoned property containing a low-slung shopping center with large areas of surface parking could be considered underutilized. Next, having identified a list of candidate properties, the Town conducted a series of property owner forums between January and March 2023 to discuss potential changes to land use and zoning regulations that could facilitate housing development for interested owners, as well as other related opportunities and challenges. In total, seven small group discussions with owners were conducted and the list of candidate sites was refined based on owner interest. Owners were asked about potential constraints to redevelopment, and they identified environmental constraints such as flooding and liquefaction risk and zoning that does not permit adequate density to support the financial feasibility or redevelopment and the primary constraints. No owners identified lease agreement, easements, covenants, or other restrictions that would prevent redevelopment.

Since 2015, the Town has seen little multifamily development apart from the 54-unit Victory Village project, so a survey of recently constructed projects in comparable Marin County communities was conducted to establish typical site characteristics for multifamily developments and average as-built densities that can be applied to determine the realistic capacity of sites included in the inventory. Profiles of the representative

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multifamily projects are included in Appendix G together with a table (Table G-1) summarizing pertinent characteristics, which include:

- **Parcel size:** ranging from as small as 6,602 square feet to 4.45 acres and up;
- Existing use prior to redevelopment: various, including commercial, residential, industrial, and community facilities (ie. churches);
- **As built FAR prior to redevelopment:** ranging from 0.18 to 1.2 with an average of 0.5;
- **Assessed value (A/V) ratio prior to redevelopment:** ranging from 0.09 to 1.85 with an average of 0.5:
- **Zoning:** Mixed Use; and
- **Age of structures prior to redevelopment:** typically prior to 1960.

A feasibility analysis was then conducted on the underutilized Fairfax sites identified in order to evaluate the viability of redevelopment with housing during the planning period. The results are summarized below in Table 3-5. The following five criteria were considered for each site, and in general, if a site met at least three of the five it was deemed feasible:

- Existing FAR: As described above, a low as-built FAR means that the square footage of buildings is small compared to the overall size of the site, indicating the potential for redevelopment with other uses. A typical suburban community commercial shopping center may have an existing FAR of 0.3, although the average FAR of reference multifamily sites prior to redevelopment was 0.5. Therefore, for the purpose of this analysis sites with as-built FAR of less than 0.5 were deemed feasible.
- A/V Ratio: As described above, an AV ratio of less than one (meaning existing buildings/structures on site are worth less than the land) is an indicator of redevelopment potential. For the purpose of this analysis, sites with an AV ratio of less than 1.0 were deemed feasible and sites with an AV ratio of less than 0.5 are considered strong candidates for redevelopment.
- Existing Use: The nature of current activities on the site can be an indicator of redevelopment potential, such as if the business has ceased operations or if a lease will not be renewed. Many of the underutilized Fairfax contained commercial and residential uses prior to redevelopment, as with the reference multifamily sites.
- **Age of Existing Structures:** For the purpose of this analysis, sites with existing structures 30 years or older were deemed feasible. The structures on the underutilized Fairfax sites were typically built prior to 1960, as with the reference multifamily sites.
- **Property Owner Interest:** Expressions of interest from property owners were taken as an indicator of redevelopment potential.

These indicators are consistent with the characteristics of reference multifamily sites in Fairfax and surrounding Marin County communities that have recently been redeveloped with high density housing, as documented in Appendix G, Information to Support Site Suitability and Capacity Projections, of this Housing Element. In particular, it should be noted that a number of the reference multifamily projects were constructed on small sites, including 0.18-acre and 0.38-acres sites in San Anselmo and a 0.15-acre site in Sausalito which are comparable to the underutilized Fairfax sites.

TABLE 3-5: UNDERUTILIZED PROPERTIES

APN	Address	Existing Land Use	Zoning	Acres	AV Ratio	FAR	Built year	Owner Interest	Lotsqft	Bldg sqft	Net Acreage	Capacity
001-104-12	10 OLEMA	Retail/General Commercial	CL	1.21	0.52	0.12	1903	Υ	52,795	6,113	1. <u>2107</u>	<mark>3<u>5</u>+</mark>
174-070-50	2600 SIR FRANCIS DRAKE BLVD	Church/Religious Facility	UR-7	6.22	0.69	0.01	1973	Υ	271,109	3,600	1. <u>85</u> 00	29 53
002-122-47	95 BOLINAS RD	Retail/General Commercial	СС	0.51	0.96	0.50	0		22,155	10,975	0.26	7
002-122-25	101 BOLINAS	Retail/General Commercial	<u>CC</u>	<u>0.17</u>	<u>0.96</u>	<u>0.65</u>	<u>1954</u>	=	<u>7,552</u>	<u>4,875</u>	<u>0.06</u>	<u>4</u>
002-211-21	1625 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	<u>CH/RD</u> -5.5-7	<u>0.26</u>	<u>1.50</u>	<u>0.46</u>	=	=	<u>11,272</u>	<u>5,144</u>	<u>0.14</u>	<u>12</u>
001-226-53	1810 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СС	0.33	0.43	0.48	1914		14,525	6,940	0.17	5
001-183-17	2000 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.51	0.00	0.06	1956	Υ	22,331	1,274	0.48	14
002-213-25	1577 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.25	0.30	0.11	0		10,962	1,238	0.2 <u>5</u> 2	<mark>6<u>7</u></mark>
002-213-04	1591 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.09	2.52	0.76	1955	Y	3,740	2,852	0.09	2
002-211-20	1601 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.23	1.07	0.21	0		10,050	2,150	0.18	5
002-211-21	1625 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	CH/RD -5.5-7	0.26	1.50	0.46	0	Υ	11,272	5,144	0.14	4
001-183-12	2090 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.17	2.39	0.55	1955		7,304	4,000	0.17	5
001-183-14	2082 and 2086 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.38	1.14	0.45	1955 / 1960		16,665	7,526	0.38	12
002-211-05	1607 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.11	0.88	0.57	1930	Υ	4,904	2,781	0.11	3
002-213-05	1589 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.05	1.75	0.96	1939	Υ	2,261	2,164	0.05	2
002-213-06	1585 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.10	1.33	0.33	1934	Υ	4,376	1,428	0.10	3
002-213-07	1583 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.08	1.33	0.99	1933	Y	3,613	3,577	0.08	2
002-213-10	1573 SIR FRANCIS DRAKE BLVD	Retail/General Commercial	СН	0.20	0.64	0.15	1906	Υ	8,662	1,302	0.20	6
002-113-08	89 BROADWAY	Retail/General Commercial	СС	0.35	2.01	0.36	1960		5524	15445	0.35	10
		. 6			t						Total	146 191

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The current zoning applicable to the underutilized commercial sites is Limited Commercial (CL), Highway Commercial (CH), and Central Commercial (CC). Multifamily residential uses are permitted by right on upper stories in the CC district and with a use permit in the CL and CD districts, although no density range is specified.

Additionally, through discussions with local landowners and outreach conducted for the property owner forums, two vacant properties along Sir Francis Drake Boulevard were also identified as candidates for high density workforce housing based on property owner interest. These properties are:

- 1626 Sir Francis Drake Boulevard, a 0.41-acre vacant property immediately north of the Fairfax Market site; and
- A 1-acre portion of 615 Oak Manor Drive that fronts Sir Francis Drake Boulevard whose owner has submitted a letter of interest expressing intent to subdivide the property and pursue development of high density on the newly created 1-acre parcel (see Appendix G).

State law allows jurisdictions to use higher density as a proxy for lower income affordability if the zoning allows at least the 20 du/acre Marin County default density deemed sufficient density to accommodate the economies of scale needed to produce affordable housing. Therefore, to ensure these properties having adequate zoning, Program 2-A has been added to the Housing Action Plan in Chapter 4. Under this program, the Town will adopt a Workforce Housing Overlay applicable to these 19 sites and 6 School Street Plaza that permits multifamily housing in either a standalone or mixed use format at a maximum base density of at least 20 du/ac, with allowance for more density in exchange for greater affordability. Additionally, as part of these zoning amendments, the Town will amend the base zoning for overlay sites to establish a minimum density of 20 dwelling units per acre when residential uses are proposed in order to ensure compliance with Government Code Section 65583.2(h), as rezoning of these sites to accommodate a shortfall of lower income RHNA units.

The proposed development standards for the Workforce Housing Overlay are comparable to those applicable to the reference multifamily sites, as detailed in Table G-2 of Appendix G. Building height limits range from 28.5 feet on sites in the outer portion of the overlay to 35 feet on sites centrally located within the overlay, and additional height is permitted for projects offering affordable units. Parking requirements in the overlay would be 1 per unit for studio; 1.5 per unit for 1 bedroom units; 2 per unit for 2+ bedroom units. For units above ground level, 150 square feet of private open space would be required. By comparison, the permitted density on reference multifamily project sites ranges from 20 to 40 dwelling units per acre; permitted building heights range from two to five stories; private open space requirements range from 100 to 150 square feet per unit; and parking requirements are comparable to those proposed for the Fairfax Workforce Housing Overlay.

As shown on Map 3-4 and Table 3-6, several of the overlay sites were included on the Town's 2009 and 2015 Housing Element inventories to accommodate lower income RHNA. As such, Program 2-B has been included in the Housing Action Plan to permit residential development by right pursuant to Government Code section 65583.2(i) for projects that make at least 20 percent of the proposed units available to lower income households through long term affordability agreements.

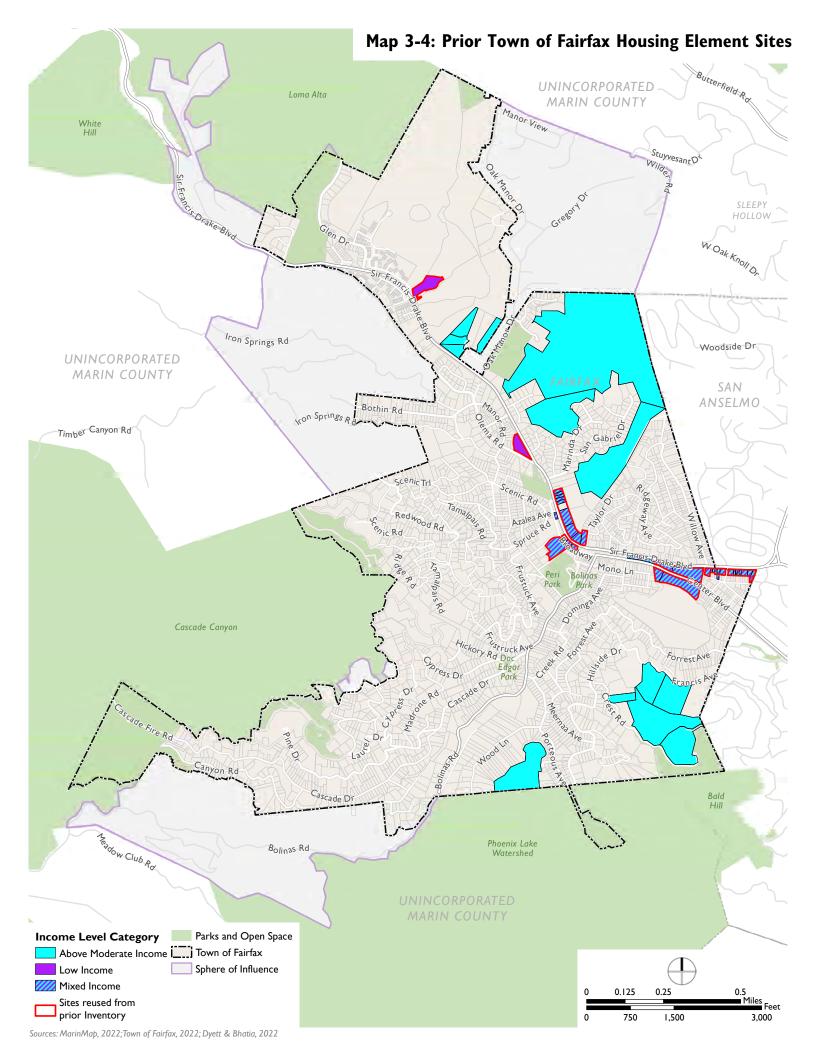
As described above, State law stipulates stringent criteria for the adequacy of sites included on the inventory to accommodate lower income RHNA, including that that they be of appropriate size, be free from environmental constraints, be zoned to accommodate housing, have appropriate development standards, and be served by public facilities. All of the underutilized properties are located in areas classified as having high liquefaction risk and 15 of 18 are less than 0.5 acres in size. As such, none of the parcels meets the established criteria. Given the extent of natural hazard risk areas in Fairfax and the small size of many

parcels in the Town Center area, there are not more than a handful of parcels in Fairfax that meet the established site suitability criteria for lower income RHNA sites, and none of those parcels was found to be a viable candidate for multifamily housing based on the feasibility assessment outlined above. Therefore, in consultation with HCD staff, the Town undertook additional analysis to assess the feasibility of housing development on similarly constrained parcels in Fairfax. Map 3-4 shows the location of all housing construction in Fairfax between 2015 and 2022 in relation to areas of environmental hazard. In total, there were six multifamily projects constructed in Fairfax during the period. Three of the six were located in high liquefaction risk areas and four of these were on sites between 0.13 and 0.18 acres in size.

Table 3-6: Non-Vacant Sites Reused from Prior Inventories

APN	ADDRESS	EXISTING USE	ACREAGE	PRIOR INVENTORIES
002-112-13	6 SCHOOL ST	Retail/General	1.92	2009 / 2015
		Commercial		
001-183-10		Vacant	0.41	2009 / 2015
002-213-07	1583 SIR FRANCIS DRAKE BLVD	Retail/General	0.08	2009 / 2015
		Commercial		
001-183-17	2000 SIR FRANCIS DRAKE BLVD	Retail/General	0.51	2009 / 2015
		Commercial		
002-213-04	1591 SIR FRANCIS DRAKE BLVD	Retail/General	0.09	2009 / 2015
		Commercial		
001-183-14	2086 SIR FRANCIS DRAKE BLVD	Retail/General	0.19	2009 / 2015
		Commercial		
001-183-15	2082 SIR FRANCIS DRAKE BLVD	Retail/General	0.19	2009 / 2015
		Commercial		
002-211-21	1625 SIR FRANCIS DRAKE BLVD	Retail/General	0.26	2009 / 2015
		Commercial		
002-213-10	1573 SIR FRANCIS DRAKE BLVD	Retail/General	0.20	2009 / 2015
		Commercial		
001-183-12	2090 SIR FRANCIS DRAKE BLVD	Retail/General	0.17	2009 / 2015
		Commercial		
002-211-20	1601 SIR FRANCIS DRAKE BLVD	Retail/General	0.23	2009 / 2015
		Commercial		
002-213-05	1589 SIR FRANCIS DRAKE BLVD	Retail/General	0.05	2009 / 2015
		Commercial		
002-213-06	1585 SIR FRANCIS DRAKE BLVD	Retail/General	0.10	2009 / 2015
		Commercial		
002-211-05	1607 SIR FRANCIS DRAKE BLVD	Retail/General	0.11	2009 / 2015
		Commercial		
001-183-04	2040 SIR FRANCIS DRAKE BLVD	Retail/General	1.04	2009 / 2015
		Commercial		
002-213-25	1577 SIR FRANCIS DRAKE BLVD	Retail/General	0.25	2009 / 2015
		Commercial		
001-104-12	2170 SIR FRANCIS DRAKE BLVD	Retail/General	1.21	2009 / 2015
		Commercial		
174-300-05		Vacant	11.77	2009 / 2015

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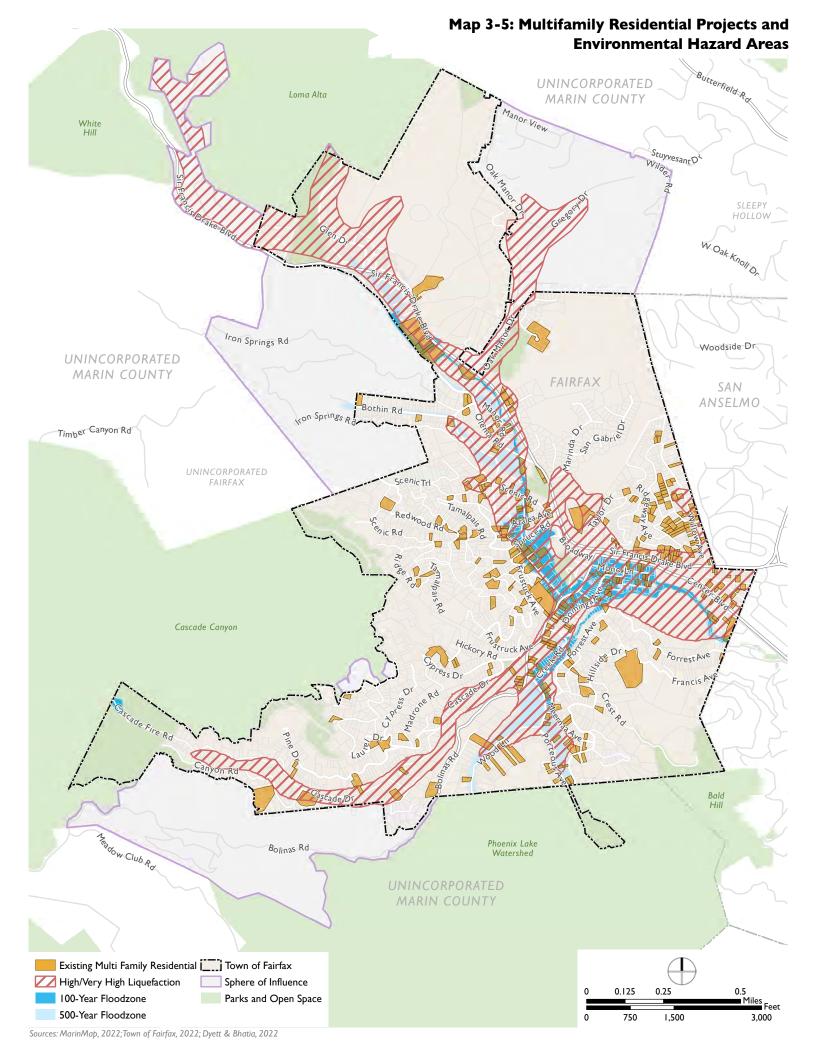
Further, Map 3-5 shows the location of existing multifamily residential development within areas of environmental risk, illustrating the extent to which housing has been constructed in areas of liquefaction risk in recent decades. As such, while environmental hazards add cost and complexity for new development in Fairfax, they do not appear to have been a significant constraint on multifamily development in the community. Nevertheless, to facilitate housing development in areas of high liquefaction risk in the Town Center area, Program 2-J has been added to the Action Plan, under which the Town will undertake a focused geologic study to identify a range of measures that developers could incorporate to reduce project costs and codify specific standards to address associated risks. The intent of this program is to reduce the time and cost of development in areas of high liquefaction risk where workforce housing is envisioned by reducing the need for applicants to apply for additional permits, hire their own consultants, and pay for any outside consultants the Town needs to assist staff with project review. Natural hazard risk is a development constraint throughout Marin County, and as detailed in Table G-3 of Appendix G almost all of the reference multifamily project sites were in areas of high or very high liquefaction risk, and several were also in areas of flood risk. While these risks add to the cost and complexity of development in Marin County, they have not been an excessive constraint. The analysis contained in Appendix G helps to further demonstrate the underutilized Fairfax sites are appropriate candidates for redevelopment with housing during the 2023-31 planning period.

As there are relatively few vacant sites in Fairfax, the Town needs to rely on non-vacant sites to accommodate the majority its RHNA share, and under State law (Government Code Section 65583.2(g)(2)), this means that the Housing Element must provide substantial evidence that the existing uses will not impede development as projected. The analysis above demonstrates that comparable non-vacant sites with similar existing conditions, uses, and constraints in other peer communities within Marin County have been redeveloped with high density housing in recent years when zoning and development standards comparable to those proposed with the Fairfax Workforce Housing Overlay are in place. Further, property owner outreach has been conducted to confirm owner interest in redevelopment with multifamily housing and to identify actions that Town can take to support redevelopment of the underutilized sites, including the zoning amendments and focus geological study discussed above. Therefore, on this basis, the Town has determined that redevelopment of these 17 underutilized commercial properties and two vacant properties with housing at densities sufficient to accommodate lower income RHNA during the planning period is feasible. Pursuant to Gov. Code, § 65583.2, subd. (g)(2), the Town will adopt findings based on the substantial evidence contained in this Housing Element that the existing uses will not impede additional residential development.

REALISTIC CAPACITY ASSESSMENT

As described above, a survey of recently approved and constructed affordable housing projects in Fairfax and surrounding peer jurisdictions in the region was conducted and the results are documented in Appendix G. The findings of the survey indicate an average density of 29 du/ac in multifamily residential projects on sites of comparable size and conditions, taking into account applicable land use controls and site improvements. This average density has been used for the purpose of capacity projections. Sites with a business that has closed or where leases are set to expire, realistic capacity was determined by applying an assumed density of 29 du/ac to the total gross site acreage. For sites with an operating business or an active existing use, the square footage of existing buildings and structures was subtracted from the total lot area, and an assumed density of 29 du/ac was applied to the remaining net site area to establish realistic capacity.

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This methodology provides a conservative estimate of development potential, essentially allowing for the possibility of non-residential uses on the site together with housing. On this basis, the realistic capacity of the 17 underutilized properties and two vacant sites that would be included in the Workforce Housing Overlay is projected to be 188-220 new housing units over the planning period. Parcels smaller than 0.25 acres in size with existing commercial uses are assumed to redevelop with shopkeeper housing and live/work units that would be affordable to moderate income households.

In cases where a jurisdiction needs to rezone to accommodate a RHNA shortfall, Government Code Section 65583.2(h) requires that the sites identified to accommodate the lower income portion of the RHNA shortfall must be rezoned to:

- Permit multifamily development "by right," subject to objective standards;
- Permit at least 16 units per site at a density of at least 20 du/ac;
- Permit 100 percent residential developments; and
- If mixed use is permitted, require that at least 50 percent of the floor area in a mixed use development be for residential uses.

The proposed Workforce Housing Overlay addresses all of these requirements, as it would permit multifamily development "by right" subject to objective standards, establish a density of at least 20 dwelling units per acre, permit 100 percent residential developments, and require that at least 50 percent of the floor area in a mixed use development be for residential uses. Further, under the proposed Workforce Housing Overlay development standards, calculations have been conducted to confirm that all sites identified to accommodate lower income RHNA would permit at least 16 units per site.

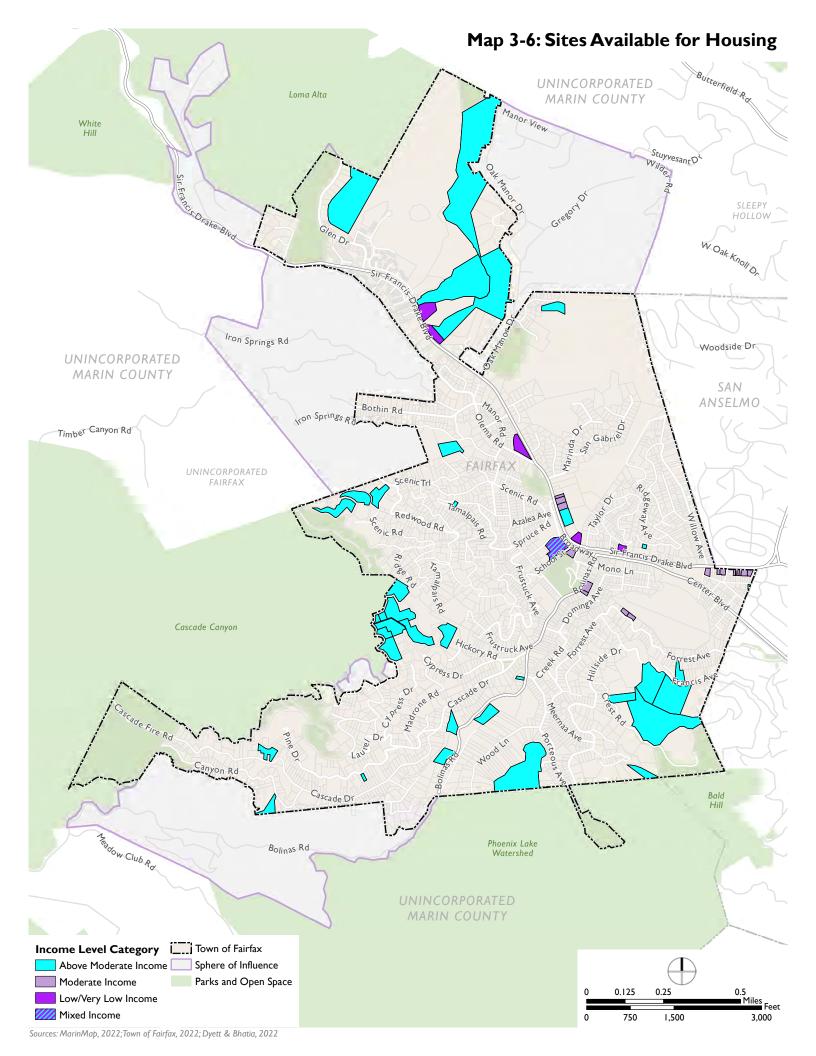
CAPACITY TO ACCOMMODATE RHNA

Map 3-6 shows the sites identified to accommodate Fairfax's 2023-31 RHNA and Table 3-7 summarizes the capacity of the sites, with a breakdown by RHNA category. The inventory identifies sites with a total realistic capacity of 630598 new housing over the planning period, sufficient to meet RHNA obligations for all income categories with a buffer to ensure the Town can navigate the no net loss provisions of State law in the event that sites do not develop as projected.

Table 3-7: Sites Inventory

	Total Units	Low/Very Low	Moderate	Above Moderate
Vacant Single-Family Sites	46			46
Pipeline Projects				
School Street Plaza	175	35		140
Fairfax Market	8			8
Various Single Family	11			11
Town-Owned Sites (002-123-17/144-01)	10	<mark>+0</mark>	<u>10</u>	
Workforce Housing Overlay Sites	188 220	137<u>117</u>	<u>10352</u>	
ADU/JADU Projection (@20/yr)	160	96	48	16
Total	<u>630</u> 598	278 248	100 161	221
RHNA	490	235	71	184
Buffer	108 140	<u>13</u> 43	<mark>9029</mark>	37

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Administrative and Financial Resources

This section describes the public agencies involved in housing activities and the funding sources potentially available to support development in Fairfax.

TOWN OF FAIRFAX

As a small jurisdiction, Fairfax has a relatively limited number of housing resources and programs. Furthermore, due to its population size, the Town does not receive direct federal or State funding allocations. The Planning and Building Department is responsible for coordinating the review and approval of new housing and for administering housing-related grants and programs.

MARIN COUNTY

Due to its population size, the Town does not receive direct federal funding allocations; instead, Community Block Development Grants (CBDG) and other federal funds are provided to Marin County by the U.S. Department of Housing and Urban Development (HUD) on an annual formula basis for use within constituent jurisdictions. The County acts as the administrative jurisdiction for these funds that are available to support various services and activities, including housing related activities, that would benefit residents of urbanized areas.

HUD Community Planning and Development Grants

The County is the lead agency for purposes of receiving HUD Community Planning and Development entitlement grants on behalf of all jurisdictions within Marin County, including Fairfax. The County receives approximately \$1.6 million in Community Development Block Grants (CDBG) and \$800,000 in HOME Investment Partnership (HOME) funds for a variety of housing and community development activities annually. The CDBG program provides funds for a range of community development projects that benefit low- to moderate-income people. The program can fund a variety of activities such as: acquisition and/or disposition of real estate or property, public facilities and improvements, public services, relocation, rehabilitation of housing, and homeownership assistance. HOME funds can be used for activities that provide affordable housing opportunities for low to moderate income households, such as development of new affordable units, owner-occupied housing rehabilitation, homebuyer assistance, and tenant-based rental assistance. The County uses HOME funds to gap-finance affordable housing projects throughout the County. The County's Priority Setting Committee (PSC, a Fairfax councilmember is a member) makes recommendations to the Board of Supervisors as to allocation of CDBG and HOME funds each year.

Permanent Local Housing Allocation (PLHA)

In 2017, Governor Brown signed a 15-bill housing package aimed at addressing the State's housing shortage and high housing costs. Specifically, it included the Building Homes and Jobs Act (SB 2, 2017), which establishes a \$75 recording fee on real estate documents to increase the supply of affordable homes in California. As the number of real estate transactions recorded varies from year to year, the revenues collected will fluctuate. The first year of SB 2 funds are available as planning grants to local jurisdictions. For the second year and onward, 70 percent of the funding will be allocated to local governments for affordable housing purposes. A large portion of year two allocations will be distributed using the same formula used to allocate federal Community Development Block Grants (CDBG). SB2 PLHA funds can be used to:

• Increase the supply of housing for households at or below 60 percent of AMI

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- Increase assistance to affordable owner-occupied workforce housing
- Assist persons experiencing or at risk of homelessness
- Facilitate housing affordability, particularly for lower and moderate income households
- Promote projects and programs to meet the local government's unmet share of regional housing needs allocation

The County anticipates receiving between \$750,000 to \$1,500,000 in PLHA annually and has committed funds to projects for allocations received to date, although no funds have been committed in Fairfax. As above, the PSC makes recommendations to the BOS as to allocations for PHLA funds.

Affordable Housing Trust Fund

The County's Affordable Housing Trust Fund was established in 1980 by Resolution 88-53. Projects throughout Marin County, which serve low, very low and extremely low income households, are eligible for funding, but priority is given to rental projects located in the unincorporated County that serve the lowest income levels. Funding is to be used for land and property acquisition, development, construction, or preservation of affordable units. Applications are submitted to the Community Development Agency, and staff makes funding recommendations to the Board of Supervisors as grant requests are received. The Affordable Housing Trust Fund is primarily funded through residential in-lieu fees, commercial linkage fees, and, since 2009, the County's Affordable Housing Impact Fee. In recent years, the Board of Supervisors has allocated \$250,000 annually from the general fund to the Affordable Housing Trust Fund. In the last twenty years, the Housing Trust has been a major funder of every affordable housing development in the unincorporated County. During the Fifth Cycle Housing Element period (2013-2021), \$13,545,980 from the Housing Trust Fund was dispersed and helped develop 120 units and rehabilitate 83 units. As of April 30, 2022, the Fund's balance is \$10,822,352.60.

In January 2023, the Marin County Board of Supervisors approved a loan in the amount of \$4 million from the Affordable Housing Trust Fund to MidPen Housing Corporation ("MidPen") for the acquisition and rehabilitation of the 80-unit Sherwood Oaks Apartments in Fairfax. Located at 200 Bolinas Avenue, Sherwood Oaks Apartments is comprised of five 2- and 3-story residential buildings adjacent to downtown Fairfax. Located in a high resource area, the property is in an excellent school district and within walking distance of amenities such as grocery stores, parks, and public transit. MidPen will convert the naturally unregulated affordable property into a regulated affordable housing asset. Making the units permanently affordable with restrictions will help prevent future displacement of existing residents and add to the affordable housing inventory.

STATE OF CALIFORNIA

The State of California has several active funding programs for the planning and construction of new affordable housing development, including several new or recently expanded sources. These funding sources have different criteria and goals, and Fairfax's competitiveness is therefore likely to vary by program.

- Affordable Housing and Sustainable Communities (AHSC) is a competitive state grant program that promotes infill development and the reduction of greenhouse gas emissions. AHSC favors combined investments in affordable housing, transit, and active transportation infrastructure.
- Multifamily Housing Program (MHP) provides deferred long-term loans for the construction and acquisition-rehabilitation of permanent and transitional affordable rental housing.
- No Place Like Home Program (NPLH) provides funding for the development of permanent supportive housing to assist persons with mental illness and/or experiencing homelessness. This program includes both competitive and noncompetitive allocations to counties.

- SB 2 (Building Homes and Jobs Act) imposed a new real estate recording fee of \$75 on selected real estate transactions. In the first year, SB 2 Planning Grants were made available to local governments for planning and technical assistance to streamline housing development. Subsequent phases of the program will include funds for the development or preservation of affordable housing.
- Infill Infrastructure Grant (IIG) Program and Transit Oriented Development (TOD) Housing Program. These are recently expanded programs that primarily target the construction of new affordable housing and related infrastructure near transit.
- Local Early Action Planning (LEAP) is a one-time planning grant program to support cities and counties as they plan for the upcoming 6th RHNA cycle.

FEDERAL

Several funding sources are available at the federal level for affordable housing development and preservation.

Low Income Housing Tax Credits

The LIHTC program is a federal tax subsidy that gives investors a roughly dollar-for-dollar credit on their tax liability in exchange for equity contributions to subsidize affordable housing development projects. LIHTC equity is often the largest source of subsidy for affordable housing production and may also be used for affordable housing preservation. The California Tax Credit Allocation Committee administers and allocates tax credits throughout the State of California.

Other Federal Sources

Other federal programs include Emergency Solutions Grants (ESG) and the Affordable Housing Program (AHP). Marin County is responsible for administering federal programs including HOME, Community Development Block Grants (CDBG), and Housing Opportunities for People with AIDS (HOPWA).

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