

CHAPTER 10.21

SECOND UNITS

10.21.010 Specific Purpose

This Chapter retains, verbatim, the text of the prior Title 10 Section 10.508 that was originally added pursuant to Ordinance 1003 of 1984, in compliance with Government Code Section 65852.2.

10.21.020 Second Units (Ord. 1003, 1984)

Second units as defined in Government Code Section 65852.2 shall be precluded in all Sausalito residential zoning districts (R-1-20, R-1-8, R-1-6, R-2-5, R-2-2.5, R-3, H). The City does hereby find and acknowledge that the preclusion of second units within single-family and multi-family zoned areas may limit housing opportunities of the region but further finds that the following specific adverse impacts on the public health, safety and welfare would result from allowing second units within single-family and multi-family zoned areas and said adverse impacts justify the adoption of this Ordinance:

A. The City of Sausalito encompasses 2.17 square miles totaling 1,260 acres. The community is situated on a hillside fronting Richardson Bay to the east and the Golden Gate National Recreation Area abutting the City limits to the south and west, with the unincorporated community known as Marin City to the north. Marin City is within the Sausalito "sphere of influence" but has consistently expressed little interest in the possibility of annexation by the City of Sausalito. Marin City is a distinct community, protective of its identity and physically separated from Sausalito by U.S. Highway 101. Since the option of annexing developed or undeveloped land outside its boundaries is severely limited, Sausalito has now reached 95% buildout. With the exception of one potential surplus school site, new housing construction will be limited to a few small steep sites.

Sausalito neighborhoods are unique in both street design and location. Unlike most cities, Sausalito's residential streets are not of the typical grid pattern. Narrow and substandard streets characterize the neighborhoods, in many areas creating a terrace-like effect. Steep slopes and high densities tend to visually reduce the area between residences. The average parcel area per residential unit is only 4,356 square feet, with an average density of 10.0 units per acre (see Table 10.21-1). The topography of Sausalito is generally not conducive to the construction of additional dwelling units.

Single-family districts having larger lots are typically located on the steeper slopes; the average slope being approximately + or - 25%. Further intensification of existing development in these neighborhoods would be difficult as access is frequently hampered by the location of existing improvements. The established character of the few areas with single-family homes would be changed by the addition of second units, infringing on the use and enjoyment of neighboring properties with respect to light, air, privacy, and view.

B. The lack of developable land area in Sausalito makes it difficult to provide sites to replace single-family residences that would be lost through conversion to higher density. Once single-family residences were converted to multiple dwelling structures by the addition of a second

unit, single-family housing stock would be eliminated from the existing supply of single-family residences.

Between 1970 and 1980 the City's housing stock grew by 935 housing units or 27.4%. Single-family units accounted for only 1.8% of this net housing stock increase. Single-family structures represent only 35% of all residential units in Sausalito, compared to 60% on the average throughout the State of California. The lack of new single-family units and loss through the addition of second units, as well as the loss of single-family units in the higher-density neighborhoods through gradual historic replacement by multi-family dwellings, will reduce opportunities for choice of living in a single-family residence.

Reducing the amount of living area in the major unit and the privacy afforded in a single-family residence by the addition of a minor unit would adversely affect the housing choice for families with children. Addition of a second unit usually results in an increase in the cost of a home to a new purchaser and to this extent, families who could otherwise afford a single-family home would be excluded from the market. The City's General Plan identifies families with children as a group which possesses a special housing need, and it is the City's long-standing objective to secure affordable and appropriate housing for such groups. Reducing the number of single-family residences in Sausalito could encourage more of the City's families with children (29% of the 1,454 Sausalito families, or 421, have children) to leave the City and would limit the opportunities to find suitable housing for families wishing to relocate to Sausalito.

C. The provision of relatively affordable housing opportunities for low and moderate income households would not be served by the creation of second units unless rent controls were imposed. Implementation of rent control to insure affordability of these units would require extensive and continuous monitoring, the effectiveness of which is difficult to determine. The investigations of rent control ordinances have supported the conclusion that rent control measures do not result in the provision of additional stock of low and moderate income housing.

D. Five-hundred thirty-eight (538) or 42% of the 1,260 total acres within Sausalito are in residential use. Of the 4,343 dwelling units in Sausalito, only 35% are single-family residences. Historically, Sausalito has seen the construction of numerous second units; from 1941-1945 the conversion of single-family residences into multiple-family units took place in order to house the large population increase generated by the World War II shipbuilding activity on the waterfront. Many of these units still exist; although no inventory has ever been undertaken, their existence is common knowledge. In 1978, the County of Marin conducted a study, identifying the number of existing second units and the second-unit holding capacity of each of the eleven municipalities in the county. That study indicated that Sausalito had 114 second units in the single-family residential neighborhoods in 1978, and that these districts had exceeded the estimated second-unit holding capacity (100 units). The County used the Assessor's rolls as a data base to determine the number of second units in the single-family designated districts. The number of second units located in the duplex and multi-family zoning districts was not addressed, but, as previously mentioned, numerous units have existed in these areas as well for many years.

According to the Marin County study, 2.65% (114 units) of the total housing stock in Sausalito is in the form of second units in single-family neighborhoods. An inventory of the second, or more precisely the additional, units beyond the maximum permitted by zoning in the two-family and multi-family districts would only demonstrate that a larger portion of the housing stock is of this

type. Jurisdictions with ordinances that permit second units rank slightly higher, with second dwelling units comprising approximately 3% of their housing stock.

E. Sausalito is uniquely limited in its ability to provide off-street parking facilities necessary to serve second or additional units in existing residential neighborhoods.

Nineteen percent (19%) of Sausalito households are non-family, comprised of non-related individuals. 1980 federal census data indicate that Sausalito has the greatest number of non-family households relative to the other 10 cities in Marin County. Non-family households established by college students or unmarried working people typically have more vehicles per dwelling unit than do family households. This in conjunction with a greater number of guests on the average increases the demand for parking in the immediate vicinity.

Numerous Sausalito residential properties lack off-street parking facilities. Forty-four percent (44%) of the City's housing stock was constructed prior to 1940, under ordinances which required at most, and only since World War II, only one parking space per dwelling unit, one-half of the current requirement. The lack of off-street parking compels many residents to depend on parking on the City streets.

The majority of residential streets are inadequate to service the existing residential neighborhoods, being characterized by substandard street widths, lack of sidewalks, steep grades, blind curves, uncontrolled intersections and poor visibility. In order to provide additional off-street parking, curb cuts would have to be made, further reducing the limited number of on-street parking spaces. Reduction of on-street parking would only exacerbate the parking shortage, causing residents to seek alternative on-street parking spaces elsewhere in the neighborhood.

The terrain of Sausalito often requires residents to meet their parking needs by constructing costly garages excavated into steep hillsides or cantilevered parking structures on downslopes. The creation of new second units would require that additional parking facilities be constructed, and that more grading, excavation or similar earthwork occur. Soil erosion and removal of significant vegetation, both native and introduced, as well as loss of privacy could result. Parking congestion and the concomitant increased traffic volumes created by new second units would result in additional noise, air pollution, and hazardous conditions for residents, inconsistent with the adopted General Plan objectives for the preservation of Sausalito's established residential neighborhoods.

Table 10.21-1

Land Use Intensity of Sausalito Residential Zoning Districts		
DISTRICT	ACRES	AVERAGE DENSITY
New Town	86.5	13.1 units/acre
Old Town	139.7	7.5 units/acre
The Hill	157.8	7.6 units/acre
Spring Street Valley	46.0	6.8 units/acre
Nevada Street Valley	87.1	15.0 units/acre