



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

PLEASE NOTE: CHANGE OF LOCATION FOR THIS MEETING ONLY

NOTICE OF SPECIAL MEETING AND AGENDA

Marin Local Agency Formation Commission

Thursday, October 10, 2019

Novato City Hall Council Chambers | 901 Sherman Avenue | Novato, California

7:00 PM – CALL TO ORDER BY CHAIR

ROLL CALL BY COMMISSION CLERK

AGENDA REVIEW

The Chair or designee will consider any requests to remove or rearrange items by members.

PUBLIC OPEN TIME

This portion of the meeting is reserved for persons desiring to address the Commission on any matter not on the current agenda. All statements that require a response will be referred to staff for reply in writing or will be placed on the Commission's agenda for consideration at a later meeting. Speakers are limited to three minutes.

CONSENT CALENDAR ITEMS (discussion and possible action)

All items calendared as consent are considered ministerial or non-substantive and subject to a single motion approval. The Chair or designee will also consider requests from the Commission to pull an item for discussion.

1. Approval of Minutes for August 8, 2019, Regular Meeting
2. Commission Ratification of Payments from August 1, 2019, to September 30, 2019

PUBLIC HEARING

3. Municipal Service Review Presentation by Planwest – Novato Area Municipal Service Review (Information Item only)
4. Final Draft - San Rafael Area Municipal Service Review
 - a. Adopt Resolution 19-06, Final Draft of the San Rafael Municipal Service Review
 - b. Approve Work Plan Resulting from Report
5. Adoption of Resolution 19-07, Reorganization of 4576 Paradise Drive, Including Annexation to the Town of Tiburon and Corte Madera Sanitary District #2 (LAFCo file #1342) Pursuant to CEQA Exemption

BUSINESS ITEMS (discussion and possible action)

Business Items involve administrative, budgetary, legislative or personnel matters and may or may not be subject to public hearings.

6. Commendation for Matt Brown

7. CALAFCO Related Items
 - a. Voting Delegates
 - b. Membership Dues Structure Changes

EXECUTIVE OFFICER REPORT (discussion and possible action)

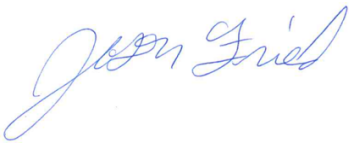
- a) Budget Update FY 2019-2020
- b) Current and Pending Proposals
- c) Update on MSR(s) [Verbal Report Only]
- d) Strategic Planning Workshop

COMMISSIONER ANNOUNCEMENTS AND REQUESTS

ADJOURNMENT TO NEXT MEETING

Thursday, December 13, 2019 | 7:00 pm

Marin Clean Energy | Charles McGlashan Room | 1125 Tamalpais Avenue, San Rafael, CA



Attest: Jason Fried
 Executive Officer

Any writings or documents pertaining to an open session item provided to a majority of the Commission less than 72 hours prior to a regular meeting shall be made available for public inspection at Marin LAFCo Administrative Office, 1401 Los Gamos Drive, Suite 220, San Rafael, CA 94903, during normal business hours.

Pursuant to GC Section 84308, if you wish to participate in the above proceedings, you or your agent are prohibited from making a campaign contribution of \$250 or more to any Commissioner. This prohibition begins on the date you begin to actively support or oppose an application before LAFCo and continues until 3 months after a final decision is rendered by LAFCo. If you or your agent have made a contribution of \$250 or more to any Commissioner during the 12 months preceding the decision, in the proceeding that Commissioner must disqualify himself or herself from the decision. However, disqualification is not required if the Commissioner returns that campaign contribution within 30 days of learning both about the contribution and the fact that you are a participant in the proceedings. Separately, any person with a disability under the Americans with Disabilities Act (ADA) may receive a copy of the agenda or a copy of all the documents constituting the agenda packet for a meeting upon request. Any person with a disability covered under the ADA may also request a disability-related modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting. Please contact the LAFCo office at least three (3) working days prior to the meeting for any requested arraignments or accommodations.

Marin LAFCo

Administrative Office
1401 Los Gamos Drive, Suite 220
San Rafael California 94903

T: 415-448-5877
E: staff@marinlafco.org
W: marinlafco.org



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Item No. 1 (Consent Item)

TO: Local Agency Formation Commission

FROM: Candice Bozzard, Clerk to the Commission

SUBJECT: **Approval of Minutes for August 8, 2019 Regular Meeting**

Background

The Ralph M. Brown Act was enacted by the State Legislature in 1953 and establishes standards and processes therein for the public to attend and participate in meetings of local government bodies as well as those local legislative bodies created by State law; the latter category applying to LAFCos.

Discussion

The action minutes for the August 8th regular meeting accurately reflect the Commission's actions as recorded by staff. A video recording of the meetings are also available online for viewing at <http://marinlafco.org/AgendaCenter>

Staff Recommendation for Action

1. Staff recommendation – Approve the draft minutes prepared for the August 8, 2019 meeting with any desired corrections or clarifications.
2. Alternative option – Continue consideration of the item to the next regular meeting and provide direction to staff, as needed.

Procedures for Consideration

This item has been placed on the agenda as part of the consent calendar. Accordingly, a successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Attachment:

- 1) Draft Minutes for August 8, 2019

Administrative Office
Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
www.marinlafco.org

Damon Connolly, Regular
County of Marin

Dennis J. Rodoni, Regular
County of Marin

Judy Arnold, Alternate
County of Marin

Sashi McEntee, Chair
City of Mill Valley

Sloan Bailey, Regular
Town of Corte Madera

Matthew Brown, Alternate
Town of San Anselmo

Craig K. Murray, Vice Chair
Las Gallinas Valley Sanitary

Lew Kiouss, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

DRAFT

NOTICE OF REGULAR MEETING MINUTES

Marin Local Agency Formation Commission

Thursday, August 8, 2019

Marin Clean Energy | Charles McGlashan Room | 1125 Tamalpais Avenue, San Rafael, California

CALL TO ORDER

Chair McEntee called the meeting to order at 7:03 pm.

ROLL CALL BY COMMISSION CLERK

Roll was taken and quorum was met. The following were in attendance:

Commissioners Present:	Sashi McEntee, Chair Craig K. Murray, Vice-Chair Lew Kious Damon Connolly Judy Arnold Larry Loder
Alternate Commissioners Present:	Tod Moody
Marin LAFCo Staff Present:	Jason Fried, Executive Officer Candice Bozzard, Commission Clerk Jeren Seibel, Policy Analyst
Marin LAFCo Counsel Present:	Mala Subramanian
Members Absent:	Sloan Bailey Dennis Rodoni

AGENDA REVIEW

Chair McEntee recommended moving business item 9 above item 6 on the agenda.

Approved: M/S by Commissioners Murray and Arnold to accept the agenda as amended.

Ayes: Commissioners McEntee, Murray, Kious, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Commissioner Bailey

Motion approved unanimously

PUBLIC OPEN TIME

Chair McEntee opened the public comment period.

- Steven Nestel, Marinwood – Mr. Nestel noted this was his first Marin LAFCo meeting and wanted to let the Commissioners know he believed in their mission.

Hearing no additional comments, Chair closed the public open time.

CONSENT CALENDAR ITEMS

1. Approval of Minutes for June 13, 2019, Regular Meeting Minutes
2. Commission Ratification of Payments from June 1, 2019, through July 31, 2019
3. Approval of Updates to Marin LAFCo Policy Handbook
4. Accept GASB 75 Report and Approval of New Contract with MacLeod Watts to create future GASB 75 Reports
5. Approval of Annual Audit Contract for Fiscal Year End 2019 Audit with RJ Ricciardi

Commissioner Kious pulled item 3 for clarification.

Approved; M/S by Commissioners Kious and Loder to accept the consent calendar items 1, 2, 4, and 5.

Ayes: Commissioners McEntee, Murray, Kious, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Commissioner Bailey

Motion approved unanimously

Commissioner Kious had questions concerning the new policy update for the special district elections, noting the benefits to past practice.

Approved; M/S by Commissioners Kious and Arnold to accept the consent calendar item 3.

Ayes: Commissioners McEntee, Murray, Kious, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Commissioner Bailey

Motion approved unanimously

BUSINESS ITEMS

9. Approval of Resolution 19-05 regarding the Reorganization of 400 Upper Toyon Road that amends the Sphere of Influence of the Town of Ross and City of San Rafael and making Determinations and Approving the Reorganization with Waiver of Notice, Hearing, and finding it exempt from CEQA (File #1335)

Executive Officer Fried summarized his written report regarding the reorganization of 400 Upper Toyon Road.

Approved; M/S by Commissioners Arnold and Connolly to adopt Resolution 19-05, approving the application for the reorganization of 400 Upper Toyon Road, including the Marin Municipal Water District territories with the condition of providing the revised map and legal description incorporating the additional MMWD parcels.

Ayes: Commissioners McEntee, Murray, Kiou, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Bailey

Motion approved unanimously

6. Municipal Service Review Presentation by Planwest – San Rafael Area Municipal Service Review

George Williamson of Planwest gave a brief presentation regarding the draft San Rafael Area Municipal Service Review report.

Chair McEntee requested information on whether the streetlight ownership and maintenance agreements are through Marin General Services Authority.

Hearing no other questions from the Commissioners, Chair McEntee opened the public hearing.

- Teri Shore, Greenbelt Alliance – Ms. Shore reiterated her letter submitted to Marin LAFCo on August 1, 2019.
- Leyla Hill, Los Ranchitos Homeowners Association – Ms. Hill agreed with the idea of the Los Ranchitos area being a community separator.
- Judy Schreibman, Los Ranchitos – Ms. Schreibman concurred the Los Ranchitos area be considered a community separator.
- Rick Savel – Mr. Savel stated how compartmentalized the local government agencies are, but should all work together.
- Gina Hagen, Advisory Board Chair of CSA #18 and Vice-Chair of Santa Venetia Neighborhood Association – Mrs. Hagen added to her submitted comments and stressed her concerns regarding the funding to the Santa Venetia area.
- Nanni Wurl, Santa Venetia Neighborhood Association – Ms. Wurl commented on the lack of funding from CSA #18 and assistance from the County for the median along N. San Pedro Road.

- Stephen Nestel, Marinwood – Mr. Nestel added to his letter regarding Marinwood CSD needing better capital planning and for LAFCo to consider a reorganization of the District.
- Eric Dreikosen, District Manager of Marinwood Community Services District – Mr. Dreikosen stated that the District submitted comments in writing and would encourage LAFCo to consider those viewpoints.

Hearing no more comments, Chair McEntee closed the public hearing.

Commissioner Connolly acknowledged his support for the community of Los Ranchitos. Commissioner Murray offered suggestions for additional information to add value to future MSRs.

Chair McEntee asked about the San Rafael General Plan and whether the most current information was included in this report. The Chair also requested a listing of agencies who televise their meetings and bring to the forefront pensions/OPEB financial obligations. Mr. Williamson addressed the questions and/or requests from the Commissioners.

At 8:30 p.m. a brief recess was called. The meeting reconvened at 8:45 p.m.

7. Request for Time Extension to Complete Approval Terms – Annexation of 276 Mesa Road to Bolinas Community Public Utility District (File #1337)

Executive Officer Fried conveyed the circumstances behind the applicant's request for the additional extension.

Chair McEntee opened the public comment, and hearing none, closed public comment.

Approved; M/S by Commissioners Arnold and Kious to authorize the time extension for the annexation of 276 Mesa Road to Bolinas Community Public Utility District.

Ayes: Commissioners McEntee, Murray, Kious, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Bailey

Motion approved unanimously

8. Approval of Resolution 19-04 Approving the Annexation of 2260 Vineyard Road to Novato Sanitary District (File #1343) and finding the Annexation exempt for CEQA

Executive Officer Fried recapped his written report concerning the approval of this application.

Chair McEntee opened the public comment, and hearing none, closed public comment.

Approved; M/S by Commissioners Murray and Arnold to adopt Resolution 19-04 to approve the annexation of 2260 Vineyard Road to the Novato Sanitary District.

Ayes: Commissioners McEntee, Murray, Kious, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Bailey

Motion approved unanimously

10. Approvals on Items Related to CALAFCO Conference in October 2019

The Executive Officer mentioned that the period for nomination for CALAFCO Board member and for the annual awards are currently open and will be closed prior to the next meeting. He noted that Marin LAFCO would be in a better position for nominations at the next CALAFCO Annual Conference. The Executive Officer also brought to the Commission's attention that the venue for the CALAFCO Conference was being held at a union boycotted facility and staff was not willing to attend. The Commissioners took the information under advisement but made no action at this meeting.

11. Policy and Personnel Committee Update [Verbal Report Only]

The Executive Officer informed the Commissioners the Personnel Policy update was still in development.

12. Ad Hoc DUC Committee Update

Ad Hoc DUC Committee Chair Murray gave a status report on the Disadvantaged Unincorporated Communities Committee meeting. Policy Analyst Seibel added to the Chair's report that staff would continue to review the "lower income" pockets in the communities throughout the MSR process.

Approved; M/S by Commissioners Murray and Kious to approve the Disadvantaged Unincorporated Community policy update and the dissolution of the ad hoc committee.

Ayes: Commissioners McEntee, Murray, Kious, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Bailey

Motion approved unanimously

13. Approval of Second Amendment to Executive Officer Employment Agreement

Legal Counsel reported, in keeping with the County of Marin's payroll system, the Executive Officer's annual salary had to be evenly divided into the 26 pay periods, therefore requiring an adjustment of an additional \$9.60 per year.

Chair McEntee opened the public comment, and hearing none, closed the public comment.

Approved; M/S by Commissioners Arnold and Murray to approve the second amendment to the employment agreement with Executive Officer Fried.

Ayes: Commissioners McEntee, Murray, Kiouss, Connolly, Arnold, Loder

Nays: None

Abstain: None

Absent: Bailey

Motion approved unanimously

EXECUTIVE OFFICER REPORT (discussion and possible action)

a) Budget Update FY 2018-2019 and FY 2019-2020

Staff presented that budget is on track.

b) Current and Pending Proposals

Few new applications possibly on the way.

c) Update on MSR(s) [Verbal Report Only]

Novato MSR tentatively set for public review in October. East Peninsula is the next MSR after Novato.

d) Correspondences

Thank you from CALAFCo for attending the workshop.

e) Strategic Planning Workshop [Verbal Report Only]

Working to schedule for January 2020 with facilitator Bill Chiat.

COMMISSIONER ANNOUNCEMENTS AND REQUESTS

Hearing no announcements or requests, the Chair called for adjournment.

Chair McEntee adjourned the meeting at 9:13 pm.

ADJOURNMENT TO NEXT MEETING

Thursday, October 10, 2019 | 7:00 pm

Marin Clean Energy | Charles McGlashan Room | 1125 Tamalpais Avenue, San Rafael, CA

Attest: Candice Bozzard
Commission Clerk

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Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Item No. 2 (Consent Item)

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: Commission Ratification of Payments from August 1, 2019 to September 30, 2019

Background

Marin LAFCo adopted a Policy Handbook delegating the Executive Officer to make purchases and related procurements necessary in overseeing the day-to-day business of the agency. The Policy Handbook also directs all payments made by the Executive Officer to be reconciled by LAFCo's contracted bookkeeper. Additionally, all payments are to be reported to the Commission at the next available Commission meeting for formal ratification.

This following item is presented for the Commission to consider the ratification of all payments made by the Executive Officer between August 1, 2019, and September 30, 2019, totaling \$55,086.59. The payments are detailed in the attachment.

Staff Recommendation for Action

1. Staff Recommendation - Ratify the payments made by the Executive Officer between August 1, 2019, and September 30, 2019, as shown in attachment.
2. Alternate Option - Continue consideration of the item to the next regular meeting and provide direction to staff as needed.

Procedures for Consideration

This item has been placed on the agenda as part of the consent calendar. Accordingly, a successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation unless otherwise specified by the Commission.

Attachment:

- 1) Payments from August 1, 2019, to September 30, 2019

Administrative Office
Jason Fried, Executive Officer
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Damon Connolly, Regular
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Matthew Brown, Alternate
Town of San Anselmo

Craig K. Murray, Vice Chair
Las Gallinas Valley Sanitary

Lew Kiouss, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

Marin Local Agency Formation Commission
Expenses by Vendor Detail
August through September 2019

Type	Date	Num	Memo	Account	Clr	Split	Amount	Balance
ALHAMBRA & SIERRA SPRINGS								
Check	08/15/2019	20232	Invoice # 159...	5220110 · Office Su...		1111300 · 403...	58.43	58.43
Check	09/20/2019	20257	Invoice # 159...	5220110 · Office Su...		1111300 · 403...	58.43	116.86
Total ALHAMBRA & SIERRA SPRINGS							116.86	116.86
ARNOLD, JUDY								
Check	08/15/2019	20237	Aug 2019 Co...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total ARNOLD, JUDY							125.00	125.00
Bailey, Sloan								
Check	08/15/2019	20242	July 2019 Pol...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total Bailey, Sloan							125.00	125.00
BARBIER SECURITY GROUP								
Check	09/03/2019	20250	Invoice #16694	5210110 · Professio...		1111300 · 403...	160.00	160.00
Total BARBIER SECURITY GROUP							160.00	160.00
BEST BEST & KRIEGER LLP								
Check	08/21/2019	20243	Invoice # 856...	5210131 · Legal Ser...		1111300 · 403...	1,315.60	1,315.60
Check	09/20/2019	20258	Invoice # 858...	5210131 · Legal Ser...		1111300 · 403...	2,132.00	3,447.60
Total BEST BEST & KRIEGER LLP							3,447.60	3,447.60
City of Novato								
Check	09/03/2019	20252	Receipt # 468...	5210110 · Professio...		1111300 · 403...	152.00	152.00
Total City of Novato							152.00	152.00
COMCAST								
Check	08/21/2019	20247	Bill Date Aug ...	5210710 · Communi...		1111300 · 403...	192.50	192.50
Total COMCAST							192.50	192.50
CONNOLLY, DAMON								
Check	08/15/2019	20236	July Policy Co...	5211533 · Commissi...		1111300 · 403...	250.00	250.00
Total CONNOLLY, DAMON							250.00	250.00
COUNTY OF MARIN - DOF PAYROLL								
Check	09/20/2019	20254	Aug 19 invoice	5130525 · Retiree H...		1111300 · 403...	449.02	449.02
Total COUNTY OF MARIN - DOF PAYROLL							449.02	449.02
FP MAILING SOLUTIONS								
Check	09/20/2019	20256	Invoice # RI 1...	5220110 · Office Su...		1111300 · 403...	147.15	147.15
Total FP MAILING SOLUTIONS							147.15	147.15
Fried, Jason								
Check	08/08/2019	20229	June and July...	5211440 · Travel - ...		1111300 · 403...	135.72	135.72
Total Fried, Jason							135.72	135.72
GRAF VAN & STORAGE INC								
Check	08/01/2019	20228	Invoice # 091...	5211215 · Rent - St...		1111300 · 403...	65.84	65.84
Check	09/20/2019	20253	Invoice # 17619	5211215 · Rent - St...		1111300 · 403...	27.32	93.16
Total GRAF VAN & STORAGE INC							93.16	93.16
Indoff Incorporated								
Check	08/01/2019	20227	Invoice #3270...	5220110 · Office Su...		1111300 · 403...	74.38	74.38
Check	08/21/2019	20246	Invoice #3279...	5220110 · Office Su...		1111300 · 403...	78.12	152.50
Total Indoff Incorporated							152.50	152.50
KIOUS, LEWIS								
Check	08/15/2019	20235	Aug 2019 Co...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total KIOUS, LEWIS							125.00	125.00
LIEBERT CASSIDY WHITMORE								
Check	09/03/2019	20251	Invoice #1473...	5210131 · Legal Ser...		1111300 · 403...	501.80	501.80
Total LIEBERT CASSIDY WHITMORE							501.80	501.80
LODER, LAWRENCE								
Check	08/15/2019	20238	Aug 2019 Co...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total LODER, LAWRENCE							125.00	125.00

Marin Local Agency Formation Commission
Expenses by Vendor Detail
 August through September 2019

Type	Date	Num	Memo	Account	Clr	Split	Amount	Balance
MARIN MAC TECH								
Check	08/15/2019	20230	Invoice # 138...	5210710 · Communi...		1111300 · 403...	632.50	632.50
Check	08/21/2019	20244	Invoice # 1412	5210710 · Communi...		1111300 · 403...	153.30	785.80
Check	09/20/2019	20255	Invoice # 146...	5210710 · Communi...		1111300 · 403...	785.80	1,571.60
Total MARIN MAC TECH							1,571.60	1,571.60
McENTEE, SASHI								
Check	08/15/2019	20233	July 2019 Poli...	5211533 · Commissi...		1111300 · 403...	250.00	250.00
Total McENTEE, SASHI							250.00	250.00
MOODY, TOD								
Check	08/15/2019	20239	Aug 2019 Co...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total MOODY, TOD							125.00	125.00
MURRAY, CRAIG K								
Check	08/15/2019	20234	July DUC Co...	5211533 · Commissi...		1111300 · 403...	250.00	250.00
Total MURRAY, CRAIG K							250.00	250.00
PAYROLL								
Check	08/09/2019	671		5110110 · Sal - Reg...		1110110 · Equi...	11,627.55	11,627.55
Check	08/09/2019	671		5110323 · Sick Leave		1110110 · Equi...	0.00	11,627.55
Check	08/09/2019	671		5110324 · Vacation ...		1110110 · Equi...	40.55	11,668.10
Check	08/09/2019	671		5110313 · Holiday P...		1110110 · Equi...	0.00	11,668.10
Check	08/09/2019	671		5110328 · Personal ...		1110110 · Equi...	0.00	11,668.10
Check	08/09/2019	671		511350 · Manageme...		1110110 · Equi...	0.00	11,668.10
Check	08/09/2019	671		5110335 · Vacation...		1110110 · Equi...	0.00	11,668.10
Check	08/09/2019	671		5130520 · Co Ret C...		1110110 · Equi...	641.50	12,309.60
Check	08/09/2019	671		5130521 · Co Ret C...		1110110 · Equi...	1,532.82	13,842.42
Check	08/09/2019	671		5130110 · Ben-Med...		1110110 · Equi...	74.26	13,916.68
Check	08/09/2019	671		5130120 · County of...		1110110 · Equi...	708.66	14,625.34
Check	08/09/2019	671		5130210 · Dental In...		1110110 · Equi...	117.17	14,742.51
Check	08/09/2019	671		5130310 · Vision Se...		1110110 · Equi...	12.16	14,754.67
Check	08/09/2019	671		5130410 · Benefits ...		1110110 · Equi...	10.16	14,764.83
Check	08/09/2019	671		5140140 · Payroll Tax		1110110 · Equi...	171.14	14,935.97
Check	08/09/2019	671		5130524 · Benefits ...		1110110 · Equi...	203.16	15,139.13
Check	08/09/2019	671		5130640 · Unused F...		1110110 · Equi...	110.09	15,249.22
Check	08/23/2019	1945		5110110 · Sal - Reg...		1110110 · Equi...	10,368.63	25,617.85
Check	08/23/2019	1945		5110323 · Sick Leave		1110110 · Equi...	20.28	25,638.13
Check	08/23/2019	1945		5110324 · Vacation ...		1110110 · Equi...	973.20	26,611.33
Check	08/23/2019	1945		5110313 · Holiday P...		1110110 · Equi...	306.00	26,917.33
Check	08/23/2019	1945		5110328 · Personal ...		1110110 · Equi...	0.00	26,917.33
Check	08/23/2019	1945		511350 · Manageme...		1110110 · Equi...	0.00	26,917.33
Check	08/23/2019	1945		5110335 · Vacation...		1110110 · Equi...	0.00	26,917.33
Check	08/23/2019	1945		5130520 · Co Ret C...		1110110 · Equi...	641.50	27,558.83
Check	08/23/2019	1945		5130521 · Co Ret C...		1110110 · Equi...	1,532.82	29,091.65
Check	08/23/2019	1945		5130110 · Ben-Med...		1110110 · Equi...	74.26	29,165.91
Check	08/23/2019	1945		5130120 · County of...		1110110 · Equi...	708.66	29,874.57
Check	08/23/2019	1945		5130210 · Dental In...		1110110 · Equi...	117.17	29,991.74
Check	08/23/2019	1945		5130310 · Vision Se...		1110110 · Equi...	12.16	30,003.90
Check	08/23/2019	1945		5130410 · Benefits ...		1110110 · Equi...	10.16	30,014.06
Check	08/23/2019	1945		5140140 · Payroll Tax		1110110 · Equi...	171.14	30,185.20
Check	08/23/2019	1945		5130524 · Benefits ...		1110110 · Equi...	203.16	30,388.36
Check	08/23/2019	1945		5130640 · Unused F...		1110110 · Equi...	110.09	30,498.45
Total PAYROLL							30,498.45	30,498.45
Planwest Partners, Inc.								
Check	09/20/2019	10021	Invoice #19-2...	5210110 · Professio...		1111200 · 401...	9,794.42	9,794.42
Total Planwest Partners, Inc.							9,794.42	9,794.42
RICOH USA INC								
Check	08/15/2019	20231	Invoice # 505...	5220110 · Office Su...		1111300 · 403...	135.50	135.50
Total RICOH USA INC							135.50	135.50
RODONI, DENNIS JAMES								
Check	08/15/2019	20240	Aug 2019 DU...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total RODONI, DENNIS JAMES							125.00	125.00
SCHIFFMANN, ALYSSA								
Check	08/21/2019	20245	Invoice # 79	5210110 · Professio...		1111300 · 403...	1,007.50	1,007.50
Total SCHIFFMANN, ALYSSA							1,007.50	1,007.50

**Marin Local Agency Formation Commission
Expenses by Vendor Detail
August through September 2019**

Type	Date	Num	Memo	Account	Clr	Split	Amount	Balance
SECURITY MORTGAGE GROUP 2								
Check	08/01/2019	20225	Aug 2019 Rent	5211270 · Office Le...		1111300 · 403...	2,714.60	2,714.60
Check	09/03/2019	20248	Sept 2019 Rent	5211270 · Office Le...		1111300 · 403...	2,714.60	5,429.20
Total SECURITY MORTGAGE GROUP 2							5,429.20	5,429.20
SKELTON, CHRIS								
Check	08/15/2019	20241	July 2019 DU...	5211533 · Commissi...		1111300 · 403...	125.00	125.00
Total SKELTON, CHRIS							125.00	125.00
SPECIAL DISTRICT RISK MNGMT - ACH								
Deposit	09/10/2019	23575	adj	5140115 · Workers ...		1111200 · 401...	-723.39	-723.39
Total SPECIAL DISTRICT RISK MNGMT - ACH							-723.39	-723.39
Streamline								
Check	08/01/2019	20226	Invoice #1011...	5210710 · Communi...		1111300 · 403...	100.00	100.00
Check	09/03/2019	20249	Invoice #1015...	5210710 · Communi...		1111300 · 403...	100.00	200.00
Total Streamline							200.00	200.00
TOTAL							55,086.59	55,086.59



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Item No. 3 (Public Hearing)

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: **Municipal Service Review Presentation by Planwest – Novato Area Municipal Service Review (Information Only)**

Background

On August 30, 2019, staff released the draft (attached) of the Novato Area Municipal Service Review (MSR) for public comment. Upon release, staff sent the draft to staff for all LAFCo jurisdictions and to multiple County staff. I have presented the draft report to the Novato City Council and scheduled to present to the Novato Sanitary District (NSD) on Monday, October 14. The main concern shared at the Novato City Council meeting was around jurisdictional issues and wanting to work with other governmental agencies on development outside of Novato. In addition, the report was sent to individuals who represent citizen groups or a coalition of groups across the MSR study area. These people then help get this distributed to others within their group.

LAFCo is accepting public comment on this draft through the end of the day on October 11, with any comments presented at the NSD being included as well. As of the writing of this staff memo, LAFCo has received official comment from 2 different people/groups. The City of Novato has submitted some basic comments mentioned above and some minor edits. NSD staff also requested some edits to their section as well. For items that pertain to language in the draft, Planwest and staff have already started to review and make edits to the draft in preparation for a final version.

During the October meeting we will hear from our consultant, Planwest, about what is in the draft report recommendation of what, if anything, each agency should make an effort to address moving forward. Commissioners will be able to ask questions to Planwest. In addition, the public will be given time to make comments on the draft MSR.

No action is needed for this item at this time.

Attachment:

- 1) Public Draft of Novato Area MSR

Administrative Office

Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
www.marinlafco.org

Damon Connolly, Regular
County of Marin

Dennis J. Rodoni, Regular
County of Marin

Judy Arnold, Alternate
County of Marin

Sashi McEntee, Chair
City of Mill Valley

Sloan Bailey, Regular
Town of Corte Madera

Matthew Brown, Alternate
City of San Anselmo

Craig K. Murray, Vice Chair
Las Gallinas Valley Sanitary

Lew Kiouss, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member



Marin Local Agency Formation Commission

Municipal Service Review
Novato Region

Public Review Draft August 2019

1.0 PREFACE

This Municipal Services Review (MSR) documents and analyzes the services provided by local governmental agencies in the Novato area. Specifically, this report evaluates the adequacy and efficiency of local government structure and boundaries within the region and provides a basis for boundary planning decisions by the Marin Local Agency Formation Commission (LAFCo).

Context

Marin LAFCo is required to prepare this MSR in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. The MSR reviews services provided by public agencies—cities and special districts—whose boundaries and governance are subject to LAFCo. The analysis and recommendations included herein serve to promote and coordinate the efficient delivery of local government services and encourage the preservation of open space and agricultural lands.

Commissioners, Staff, Municipal Services Review Preparers

Commissioners

Sashi McEntee, Chair	City	City of Mill Valley
Craig Murray, Vice Chair	Special District	Las Gallinas Valley Sanitary District
Damon Connolly	County	District 1 Supervisor
Dennis Rodoni	County	District 4 Supervisor
Sloan Bailey	City	Town of Corte Madera
Lew Kious	Special District	Almonte Sanitary District
Larry Loder	Public	Commission
Chris Skelton	Public Alternate	Commission
Tod Moody	Special District Alternate	Sanitary District #5
Matt Brown	City Alternate	City of San Anselmo
Judy Arnold	County Alternate	District 5 Supervisor

Staff

Jason Fried	Executive Director
Candice Bozzard	Commission Clerk
Jeren Seibel	Policy Analyst

MSR Preparers



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2.0 INTRODUCTION

2.1 ROLE AND RESPONSIBILITY OF LAFCO

Local Agency Formation Commissions (LAFCOs) were established in 1963 and are political subdivisions of the State of California responsible for providing regional growth management oversight in all 58 counties. LAFCOs' authority is currently codified under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH"), which specifies regulatory and planning powers delegated by the Legislature to coordinate and oversee the establishment, expansion, and organization of cities and special districts as well as their municipal service areas.

LAFCOs' regulatory and planning powers are set to fulfill specific purposes and objectives that collectively construct the Legislature's regional growth management priorities under Government Code (G.C.) Section 56301. This statute reads:

"Among the purposes of the commission are discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing governmental services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities."

LAFCO decisions are legislative in nature and not subject to an outside appeal process. LAFCOs also have broad powers with respect to conditioning regulatory and planning approvals so long as not establishing any terms that directly control land uses, densities, or subdivision requirements.

Regulatory Responsibilities

LAFCOs' principal regulatory responsibility involves approving or disapproving all jurisdictional changes involving the establishment, expansion, and reorganization of cities and most special districts.¹ More recently LAFCOs have been tasked with also overseeing the approval process for cities and districts to provide new or extended services beyond their jurisdictional boundaries by contract or agreement as well as district actions to either activate a new service or divest an existing service. LAFCOs generally exercise their regulatory authority in response to applications submitted by the affected agencies, landowners, or registered voters.

Recent CKH amendments, however, now authorize and encourage LAFCOs to initiate on their own jurisdictional changes to form, consolidate, and dissolve special districts consistent with current and future community needs. The following table provides a complete list of LAFCOs' regulatory authority.

¹ CKH defines "special district" to mean any agency of the State formed pursuant to general law or special act for the local performance of governmental or proprietary functions within limited boundaries. All special districts in California are subject to LAFCO with the following exceptions: school districts; community college districts; assessment districts; improvement districts; community facilities districts; and air pollution control districts.

Table 2-1: LAFCo's Regulatory Powers

LAFCos' Regulatory Powers	
• City Incorporations / Disincorporations	• City and District Annexations
• District Formations / Dissolutions	• City and District Detachments
• City and District Consolidations	• Merge/Establish Subsidiary Districts
• City and District Outside Service Extensions	• District Service Activations / Divestitures

Planning Responsibilities

LAFCos inform their regulatory actions through two central planning responsibilities: (a) making sphere of influence (“sphere”) determinations and (b) preparing municipal service reviews. Sphere determinations have been a core planning function of LAFCos since 1971 and effectively serve as the Legislature’s version of “urban growth boundaries” with regard to cumulatively delineating the appropriate interface between urban and non-urban uses within each county. Municipal service reviews, in contrast, are a relatively new planning responsibility enacted as part of CKH and are intended to inform – among other activities – sphere determinations. The Legislature mandates, notably, all sphere changes as of 2001 be accompanied by preceding municipal service reviews to help ensure LAFCos are effectively aligning governmental services with current and anticipated community needs.

2.2 MUNICIPAL SERVICE REVIEWS

Municipal service reviews were a centerpiece to CKH’s enactment in 2001 and are comprehensive studies of the availability, range, and performance of governmental services provided within a defined geographic area. LAFCos generally prepare municipal service reviews to explicitly inform subsequent sphere determinations. LAFCos also prepare municipal service reviews irrespective of making any specific sphere determinations in order to obtain and furnish information to contribute to the overall orderly development of local communities. Municipal service reviews vary in scope and can focus on a particular agency or governmental service. LAFCos may use the information generated from municipal service reviews to initiate other actions under their authority, such as forming, consolidating, or dissolving one or more local agencies.

All municipal service reviews – regardless of their intended purpose – culminate with LAFCos preparing written statements addressing seven specific service factors listed under G.C. Section 56430. This includes, most notably, infrastructure needs or deficiencies, growth and population trends, and financial standing. The seven mandated service factors are summarized in the following table.

Table 2-2: Mandatory Determinations

Mandatory Determinations / Municipal Service Reviews (Government Code Section 56430)
1. Growth and population projections for the affected area.
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to affected spheres of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies.
4. Financial ability of agencies to provide services.
5. Status and opportunities for shared facilities.
6. Accountability for community service needs, including structure and operational efficiencies.
7. Matters relating to effective or efficient service delivery as required by LAFCo policy.

2.3 MARIN LAFCO COMPOSITION

Marin LAFCo is governed by a 7-member board comprising two county supervisors, two city councilmembers, two independent special district members, and one representative of the general public. Each group also appoints one “alternate” member. Each member must exercise their independent judgment, separate from their appointing group, on behalf of the interests of all residents, landowners, and the public. Marin LAFCo’s current commission membership is provided below in Table 2-3.

Table 2-3: Marin LAFCo Commission Membership

Name	Position	Agency Affiliation
Sashi McEntee, Chair	City	<i>City of Mill Valley</i>
Craig Murray, Vice Chair	Special District	<i>Las Gallinas Valley Sanitary District</i>
Damon Connolly	County	<i>District 1 Supervisor</i>
Dennis Rodoni	County	<i>District 4 Supervisor</i>
Sloan Bailey	City	<i>Town of Corte Madera</i>
Lew Kious	Special District	<i>Almonte Sanitary District</i>
Larry Loder	Public	<i>Commission</i>
Chris Skelton	Public Alternate	<i>Commission</i>
Tod Moody	Special District Alternate	<i>Sanitary District #5</i>
Matt Brown	City Alternate	<i>City of San Anselmo</i>
Judy Arnold	County Alternate	<i>District 5 Supervisor</i>

Marin LAFCo is independent of local government and employs its own staff. Its offices are located at 1401 Los Gamos Drive, Suite 220 in San Rafael. Information on Marin LAFCo’s functions and activities, including reorganization applications, are available by calling 415-448-5877 by e-mail to staff@marinlafco.org or by visiting www.marinlafco.org.

3.0 EXECUTIVE SUMMARY

This study represents Marin LAFCo’s scheduled regional municipal service review of local agencies in the Novato region of eastern central Marin County. The underlying aim of the study is to produce an independent assessment of municipal services in the area over the next five to ten years relative to the Commission’s regional growth management duties and responsibilities. The information generated as part of the study will be directly used by the Commission in (a) guiding subsequent sphere of influence updates, (b) informing future boundary changes, and – if merited – (c) initiating government reorganizations, such as special district formations, consolidations, and/or dissolutions.

3.1 AFFECTED PUBLIC AGENCIES

This report focuses on seven agencies operating in the Novato Region as listed below and shown in Figure 1-1.

Novato Regional MSR
City of Novato
Novato Sanitary District
Novato Fire Protection District
Bel Marin Keys Community Service District
CSA No. 1 (Loma Verde)
CSA No. 20 (Indian Valley)
CSA No. 25 (County Parks)

Together, these agencies provide a range of municipal services to the communities in which they serve, including:

Water

Water services include access to, treatment of, and distribution of water for municipal purposes. The Study Area is entirely within the North Marin Water District and the District is the sole purveyor of municipal water to the area. An in-depth review of countywide water services, including the North Marin Water District, was prepared by Marin LAFCo in 2016.

Wastewater

Wastewater services include collection, transmission, and treatment of wastewater. Within the Study Area, the Novato Sanitary District is the sole public provider of wastewater services. See Section 6 for a review of the District’s services.

Fire Protection and Emergency Services

Fire protection and emergency services consist of firefighting and fire prevention, emergency medical response, hospital service, ambulance, and rescue services. These services are somewhat interrelated in nature and overlap in functional application. The Novato Fire

Protection District is the primary service provider for fire protection and emergency services in the current study area.

Park and Recreation Services

Parks and recreation services include the provision and maintenance of parks and recreation services. This also includes open space management. Open Space land is commonly set aside for recreation and stormwater management purposes, as well as for natural resource protection, preservation of cultural and historic resources, preservation of scenic vistas, and many other reasons. In the current study area, much of the open space land is managed by the Marin County Department of Parks and Open Space which is not included in this MSR. Other entities that provide park and recreation services in the study area include the City of Novato, Bel Marin Keys Community Service District, County Service Area No. 1 – Loma Verde, and County Service Area No. 20 – Indian Valley.

Channel Maintenance

Channel maintenance includes periodic dredging of creek channels. For the current study area, Bel Marin Keys Community Service District is the only district that provides channel maintenance.

Roadway Services

Roadway services include construction, maintenance, planning of roads, and roadway lighting. Districts that provide Roadway Services in the current study area include Bel Marin Keys Community Service District and County Service Area No. 1 – Loma Verde.

3.2 PLANS, POLICIES, STUDIES

Key references and information sources for this study were gathered for each district considered. The references utilized in this study include published reports; review of agency files and databases (agendas, minutes, budgets, contracts, audits, etc.); Master Plans; Capital Improvement Plans; engineering reports; EIRs; finance studies; general plans; and state and regional agency information (permits, reviews, communications, regulatory requirements, etc.). Additionally, the consulting team, in coordination with the LAFCo Executive Officer, contacted each agency with requests for information.

The study area for this MSR includes communities within the City as well as unincorporated areas adjacent to the city. In the areas entirely outside of the City, Marin County has the primary authority over local land-use and development policies (and growth). The City of Novato has authority over land use and development policies within the City. City, County, and Community plans were vital for the collection of baseline and background data for each agency. The following is a list of documents used in the preparation of this MSR:

- City and County General Plans
- Specific Plans
- Community Plans
- Agency databases and online archives (agendas, meeting minutes, website information)

3.3 AGENCY AND PUBLIC PARTICIPATION

Consistent with the approved scope of work, this study has been prepared with an emphasis in soliciting outside public review and comment as well as multiple opportunities for input from the affected agencies. These efforts are summarized below. This included information requests sent to individual agencies, draft agency profiles also sent to agencies, and review of the draft report prior to Commission action.

This MSR is posted on the Commission’s website (www.marinlafco.org). It may also be reviewed at the LAFCo office located at 1401 Los Gamos Drive, Suite 220 in San Rafael during open hours.

Table 2-4: Novato Regional Agencies’ Meeting Information

Novato Regional Municipal Service Review - Agency Transparency					
Agency	Governing Body	Meeting Date/ Time	Meeting Location	Televised/Streaming	Website
City of Novato	City Council	2nd and 4th Tuesday at 6:00pm	Novato City Hall Council Chambers 901 Sherman Avenue Novato, CA 94945	Televised live on local Channel 27. Rebroadcast on Channel 27 and Horizon Cable Channel 70. Live online at Council website.	https://novato.org/government/city-council
Novato Sanitary District	Board of Directors	2nd Monday at 5:30pm	NSD District Office 500 Davidson Street Novato, CA 94945	N/A	http://www.novatosan.com/board-agendas-and-minutes/our-board
Novato Fire Protection District	Board of Directors	1st Wednesday at 6:00pm	Fire Station 61 Berthinier Conference Room 7025 Redwood Boulevard Novato, CA 94945	N/A	https://www.novatofire.org/about-us/board-of-directors
Bel Marin Keys Community Service District	Board of Directors	3rd Thursday at 7:30pm	BMK Community Center 4 Montego Key Novato, CA 94945	N/A	http://www.bmkcsd.us/bmkcsd/board-of-directors/
County Service Area No. 1 Loma Verde	County Board of Supervisors	2nd and 4th Tuesday	County of Marin Civic Building 3501 Civic Center Drive - Suite 329	Webcasts available on Board of Supervisors website.	https://www.marincounty.org/depts/bs/meeting-archive

		at 9:00am	San Rafael, CA 94903		
County Service Area No. 20 Indian Valley	Advisory Board/ County Board of Supervisors	Once per year or more as needed	Novato Fire District Administrative Building - Cavallero Conference Room 95 Rowland Way Novato, CA 94945	N/A	https://www.marincountyparks.org/about-us/boards-and-commissions/csa-20
County Service Area No. 25 Mount Burdell (Inactive)	County Board of Supervisors	2nd and 4th Tuesday at 9:00am	County of Marin Civic Building 3501 Civic Center Drive - Suite 329 San Rafael, CA 94903	Webcasts available on Board of Supervisors website.	https://www.marincounty.org/depts/bs/meeting-archive

3.4 WRITTEN DETERMINATIONS

The Commission is directed to prepare written determinations to address the multiple governance factors enumerated under G.C. Section 56430 anytime it prepares a municipal service review. These determinations are similar to findings and serve as independent statements based on information collected, analyzed, and presented in this study’s subsequent sections. The underlying intent of the determinations is to identify all pertinent issues relating to the planning, delivery, and funding of municipal services as it relates to the Commission’s role and responsibilities. An explanation of these seven determination categories is provided below.

1. Growth and Population

This determination evaluates existing and projected population estimates for the City of Novato and the adjacent unincorporated communities within the study area. The ability of each provider to accommodate growth and demand projections is considered in each agency profile.

2. Location and Characteristics of any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence.

This determination was added by Senate Bill (SB) 244, which became effective in January 2012. A disadvantaged community is defined as an inhabited community of 12 or more registered voters having a median household income of 80 percent or less than the statewide median household income.

3. Capacity and Infrastructure

Also discussed is the adequacy and quality of the services provided by each agency,

including whether sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions. This is detailed for each provider.

4. Financing

This determination provides an analysis of the financial structure and health of each service provider, including the consideration of rates and service operations, as well as other factors affecting the financial health and stability of each provider. Other factors considered include those that affect the financing of needed infrastructure improvements and compliance with existing requirements relative to financial reporting and management.

5. Shared Facilities

Opportunities for districts to share facilities are described throughout this MSR. Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined, along with cost avoidance measures that are already being utilized. Occurrences of facilities sharing are listed and assessed for more efficient delivery of services.

6. Government Structure and Local Accountability

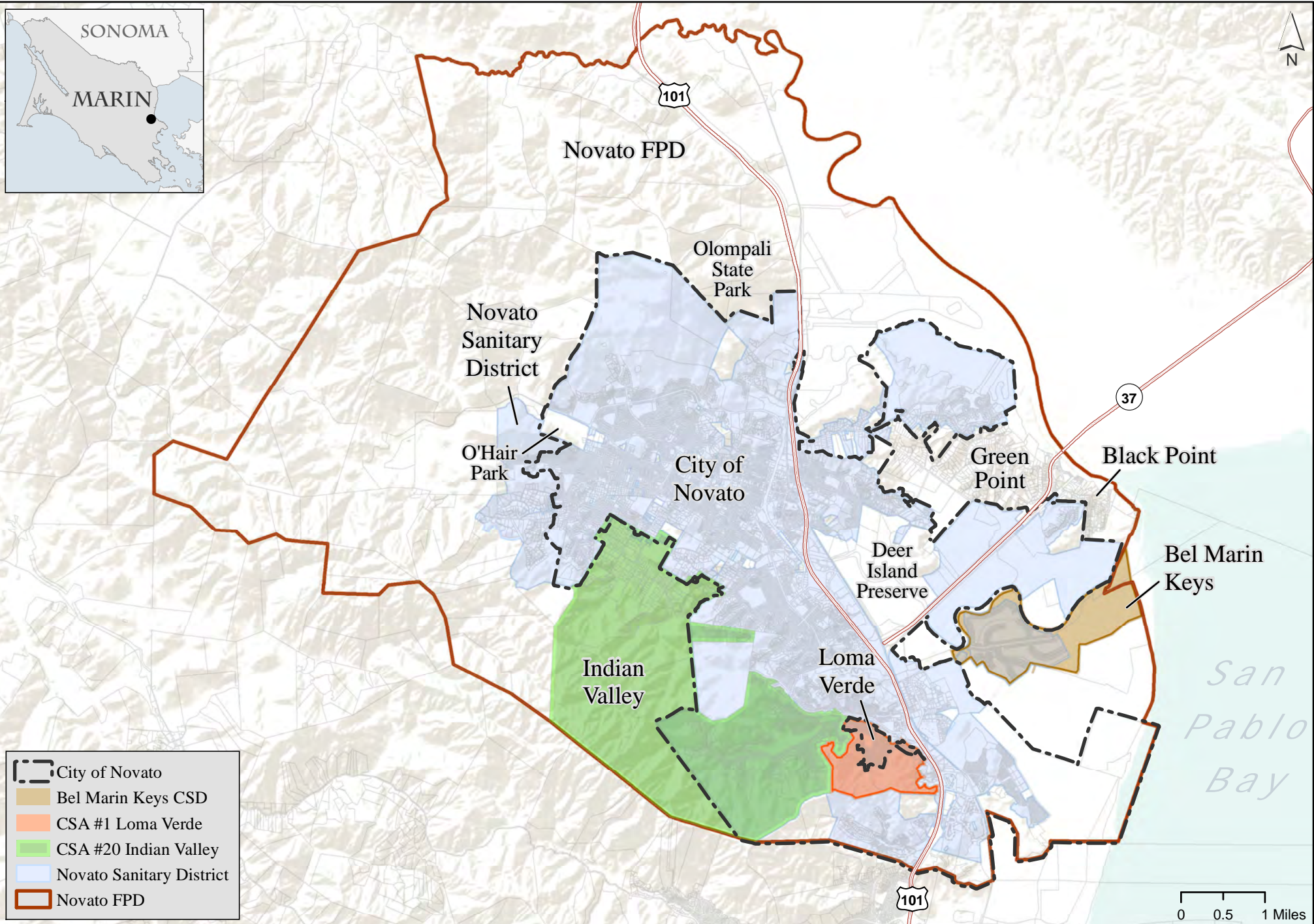
Accountability and governance are described in Chapter 4 for each provider. This subsection addresses the adequacy and appropriateness of existing boundaries and spheres of influence and evaluates the ability of each service provider to meet its demands under its existing government structure. Also included is an evaluation of compliance by each provider with public meeting and records laws (Brown Act).







7. Other Matters Related to Effective or Efficient Service Delivery, as Required by Commission Policy

Marin LAFCo has specified the sustainability of local agencies as a priority matter for consideration in this MSR. Sustainable local governments that take practical steps to protect the environment and our natural resources through land conservations, water recycling and reuse, preservation of open space and opting to use renewable energy are the key players in determining the sustainability of the region.

In addition, other matters for consideration could relate to the potential future SOI determination and/or additional effort to review potential advantages or disadvantages of consolidation or reorganization.

A summary of determinations regarding each of the above categories are provided in Chapter 11 of this document and will be considered by Marin LAFCo in assessing potential future changes to an SOI or other reorganization.



-  City of Novato
-  Bel Marin Keys CSD
-  CSA #1 Loma Verde
-  CSA #20 Indian Valley
-  Novato Sanitary District
-  Novato FPD

0 0.5 1 Miles



Novato Regional Service Providers

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 6/18/2019

Figure
4-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

4.1 UNINCORPORATED ISLANDS

The State Legislature has recognized that pockets of unincorporated territory which are surrounded or substantially surrounded by incorporated cities, typically known as “islands”, create governance and service delivery inefficiencies and deficiencies. Marin LAFCo’s Unincorporated Island policy encourages annexations of islands to cities to further reduce and/or eliminate islands to provide more orderly local governmental boundaries and cost-efficiencies.

There are five unincorporated islands in City of Novato region, including Bel Marin Keys, Black Point, Green Point, Indian Valley, and Loma Verde. Each of these neighborhoods are described in more detail in the discussion below.

Black Point

The Black Point planning area, along with its immediate neighbor Green Point, is an island of unincorporated territory, surrounded by the City of Novato on one side and San Pablo Bay on the other. The unincorporated Black Point neighborhood abuts the unincorporated Green Point neighborhood, the Petaluma River, and the northeast jurisdictional limits of Novato (See Figure 3-1). The area is primarily rural-residential, surrounded by open space.

Zoning in the area is primarily Agricultural Limited 2 and Open Area² which allows for the rural residential nature of the community. Basic services in the area include water and fire protection. The community is within the Novato Sanitary District SOI but does not currently receive service from them. Instead, residents rely on onsite wastewater treatment systems.

Black Point has many natural resources and associated hazards. Almost the entire area is within the Wildland Urban Interface and susceptible to wildland fires. The Novato Fire Protection District works collaboratively with county and other local fire agencies to help educate residents about the risk of wildland fires. The community is also located next to the San Andres Fault Zone but it is primarily on soil that would not greatly amplify shaking and has a very low liquefaction rating³. Another hazard of concern is flooding. Most of the community is located on higher elevation hill areas that are not within the 100-year flood zone⁴, however, some portions of the community along the tidal marshes could be susceptible to flooding and potential impacts from sea-level rise.

The community, while adjacent to the City of Novato boundary, has expressed that they would like to maintain the unincorporated status of the area in order to limit development and maintain the rural setting of the community. This is also the reason why wastewater service from Novato Sanitary District has not been extended to the area. Onsite water treatment systems limit the development of higher occupancy residential areas due to their limited capacity⁵.

Green Point

The unincorporated community of Green Point is adjacent to the Black Point neighborhood. Paralleling the Petaluma River, it is bounded on the south by the flat uninhabited bay plains, which

² Marin Map Viewer, County Unincorporated Zoning.

³ Ibid, pgs. 36-39.

⁴ Ibid, pg. 41.

⁵ Ibid, pgs. 83-88.

separates the community from the City of Novato. Principal access to Green Point is via State Route 37, which separates Green Point and Black Point.

Green Point largely developed within the last forty years with large residential lots interspersed with agriculture and large swaths of open space⁶. According to Marin County's Green Point Community Plan, the neighborhood has historically retained a rural sense of place, with an absence of urban services and amenities.

The Green Point Advisory Committee (GPAC), incorporated in 2016, was formed to advise the County on matters affecting the Green Point community.

Bel Marin Keys

The unincorporated community of Bel Marin keys is located in the southeast Novato region between Highway 37 and Highway 101 and is primarily served by the Bel Marin CSD (see Bel Marin Keys CSD profile in Section 8). The community is estimated to cover approximately one square mile and has an estimated 700 housing units. In 1982 Marin LAFCo excluded the Bel Marin Keys area from the City of Novato's SOI. The 2002 municipal service review for the region noted that the Bel Marin Key's residents desire for the exclusive use of its waterways and the city's desire to avoid the cost liability and service responsibility associated with Bel Marin Keys' waterways fostered a mutual interest in maintaining the community separate from the city.

Loma Verde

The Loma Verde neighborhood is located in the southern portion of Novato. Made up of primarily single-family homes with some apartments and townhomes, the neighborhood's developed residential area is unincorporated but completely surrounded by the City of Novato, and within the City's SOI. Adjacent to, and associated with the neighborhood is the Loma Verde Open Space preserve. The preserve itself is within Novato city limits. Both the preserve and unincorporated Loma Verde neighborhood are within the boundaries of CSA 1. See Section 9 for further discussion of CSA 1.

Indian Valley

As defined in the Marin Countywide Plan and Indian Valle Specific Plan, Indian Valley is comprised of the approximately 630-acre unincorporated portion of the Novato area lying south of Mill Road between Pacheco Avenue and Trumbull Avenue, extending to the boundary of the agricultural and open space preserves to the south. This entire unincorporated neighborhood is within the City of Novato's SOI.

Land ownership in Indian Valley is principally single-family housing with parcel sizes ranging from one to nearly 45 acres. Other uses include equestrian activity, orchards and livestock (cattle, sheep) pasture and grazing. There is no multi-family use, no institutional use, and no commercial use other than home-office oriented businesses and several horse stables and plant nurseries.

⁶ Marin County. 2016 Green Point Community Plan. Adopted by the Marin County Board of Supervisors on July 26, 2016. Pg. 26

4.2 GROWTH AND POPULATION

LAFCo is required to make a determination in this MSR on growth and population. When planning for the provision of future services and infrastructure it is important to have ready access to accurate growth and population projections. This MSR also identifies and considers disadvantaged communities and growth and population data contribute to that analysis. The region’s growth rates are based on historical development patterns, the County and Marin’s general plans, regional estimates from the Association of Bay Area Governments and California Department of Finance, and information provided by special districts.

Land Use

Marin County is generally considered an “infill” county, with new development guided to existing urbanized areas. The Marin Countywide Plan (2007) serves to guide the conservation and development of Marin County through policies that protect open space and “community separators” in the city-centered corridors. Marin County’s 520 square miles is only 11% developed with urban uses, and only 5% of the remaining land is potentially developable under existing policies. Agricultural lands make up 36% of the County’s total area, parklands 33%, and the remaining 15% in public or private open space use⁷.

The Novato Region has a rural atmosphere largely because of its low population density and the high amount of open space and parks in and near the city. Novato’s population density is about one-half that of San Rafael and is nearly one-third that of Petaluma or Vallejo⁸.

Current Population

Marin County experienced progressive growth between 1950 and 1960 when the population jumped substantially from 85,619 to 146, 820, an increase of 72%. Compared to other Bay Area counties, Marin County has since experienced slow population growth rates between three and five percent⁹. Overall Marin remains the slowest growing county in the Bay Area.

The City of Novato accounts for the majority of the population within the Study Area., with an estimated population of 55,655 in 2018¹⁰. The Black Point–Green Point Census Designated Place (CDP) encompasses both communities, which are also within the Study Area. Together they have an estimated population of 1,544¹¹.

Projected Growth and Development

According to 2013 projections by the Association of Bay Area Governments (ABAG), the Novato population is expected to increase to a total population of 53,900 by 2025 with an estimated annual growth rate of 0.3 percent. ABAG projected the population of Marin County as a whole to increase by 14,191 for a total population of 266,600 in 2025.

⁷ Marin LAFCo. Novato Regional Municipal Service Review. 2006.

⁸ City of Novato Adopted Budget 2018/19. Pg. 11.

⁹ Marin LAFCo. Novato Regional Municipal Service Review. 2006.

¹⁰ U.S. Census Bureau, Population Division. Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2018.

https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmk

¹¹ U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmk

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this review, including the location and characteristics of any such communities within or contiguous to the SOIs established in the Study Area. A DUC is an unincorporated geographic area with 12 or more registered voters with a median household income of 80% or less of the statewide median household income. The identification of DUCs is intended to ensure that the needs of these communities are met when considering service extensions and/or annexations in unincorporated areas. There are no identified DUCs within the Study Area.

5.0 CITY OF NOVATO

5.1 OVERVIEW

The City of Novato, California is the northernmost city in Marin County, approximately twenty-nine miles north of San Francisco and thirty-seven miles northwest of Oakland. Characterized by a low population density (persons per acre) and a high amount of open space and parks in and near the city, Novato’s jurisdictional boundary covers twenty-eight square miles with a population of 55,655¹². The city’s population density is about one-half that of San Rafael and is nearly one-third that of Petaluma or Vallejo¹³.

Novato provides a range of municipal services, including streets and street lighting; land use planning; recreation, park, and open space; and law enforcement. Other municipal services to the city are provided by several special districts.

Table 5-1: City of Novato Overview

City of Novato Overview	
City Manager:	Adam McGill (Interim)
Main Office:	922 Machin Avenue, Novato
Council Chambers:	901 Sherman Avenue, Novato
Formation Date:	January 20, 1960
Services Provided:	Police, Parks & Recreation, Roads, flood control, street lighting
City Boundary:	28 sq. mi. city limit, 2 sq. mi. SOI
Population Served:	55,655
Budget:	\$42.2 million

5.2 FORMATION AND DEVELOPMENT

During the latter half of the 19th century, fruit orchards and the new Northwestern Pacific Railroad Depot spurred development in the Novato region. In 1888, land grants were subdivided into lots and parcels, providing the footprint of the new town along the railroad tracks. By the end of the nineteenth century, Novato had a well-developed downtown with residential development concentrated around the railroad and Grant Avenue.

The 1920s saw the continued development of Novato. The Sanitary District was formed and sidewalks were paved. The Great Depression brought a halt to Novato’s economic growth and development, until the construction of Hamilton Field in 1932 (a United States Air Force base decommissioned in 1974), and subsequently World War II, which brought an abundance of new jobs to Novato.

¹² United States Census Bureau. *Quickfacts City of Novato*. Population estimates, July 1, 2018.

¹³ City of Novato Adopted Budget FY 2018-19, “Compiled”.

Novato incorporated on January 20, 1960, as a General Law city. Residential development in the 1960s and 1970s spread outward along Novato Boulevard, as the City’s population increased from 17,900 in 1960 to nearly 44,000 by 1980.

Today, the existing land use in Novato is predominately residential in the valley areas west of Highway 101 and in neighborhoods east of the freeway. Most units are single-family detached homes on lots under one acre in size. In the last two decades, the re-use of the Hamilton Army Airfield added over 2,100 new homes to Novato¹⁴.

5.3 CITY BOUNDARY AND SPHERE OF INFLUENCE

The current City of Novato jurisdictional boundary is roughly 28 square miles (17,857 acres) in size and largely defined by the topography of the area. The northeast portion of the city abuts the Petaluma River and the Marin/Sonoma County line. The eastern extent of the city is surrounded by San Pablo Bay while the western and the southern extents are defined by open space preserves, steep topography, and Big Rock Ridge.

Marin LAFCo originally established a City of Novato sphere of influence (SOI) in 1982. At that time, it included most of the unincorporated territory surrounding the city, extending to cover open space areas within the City’s drainage and viewshed. Notably, it did not include the Bel Marin Keys area. In 2002, the Commission conducted a municipal service review and sphere of influence update. The updated sphere excluded publicly owned open space as well as the Indian Valley, Black Point, and Green Point neighborhoods, reflecting the city’s adopted Urban Growth Boundary (UGB)¹⁵. The Commission’s 2007 update reaffirmed the 2002 sphere, recommending no change. No sphere changes have occurred since.

The current SOI is generally coterminous with present city boundaries with four exceptions (comprising a total of 1,384 acres): (1) the Loma Verde neighborhood; (2) the Vineyard Road area; and (3) Atherton Avenue between U.S. 101 and Bugeia Lane, and (4) portions of the St. Vincent properties abutting Novato to the south.¹⁶ See Figure 5-1. The County has designated approximately 56 percent of this land for very low- and low-density residential use and 27 percent for open space and conservation¹⁷.

Urban Growth Boundary

As discussed in Section 2, an SOI is a planning boundary determined by LAFCo that establishes the probable physical boundaries and service area of the city. Within a city’s jurisdictional boundary (established by LAFCo) a city may also develop policies for itself (such as an urban growth boundary), to guide development and the extension of its services. In 1997 the voters of

¹⁴ City of Novato. Draft General Plan 2035. 2016. Pgs. 1-3 & 1-4.

¹⁵ Marin LAFCo. *Periodic Update – Adopted Sphere of Influence for Cities and Special Districts in the Novato Area*. September 28, 2007.

¹⁶ City of Novato. *General Plan 2035 Policy White Paper, Urban Growth Boundary*. April 142014.
<https://novato.org/home/showdocument?id=11898>

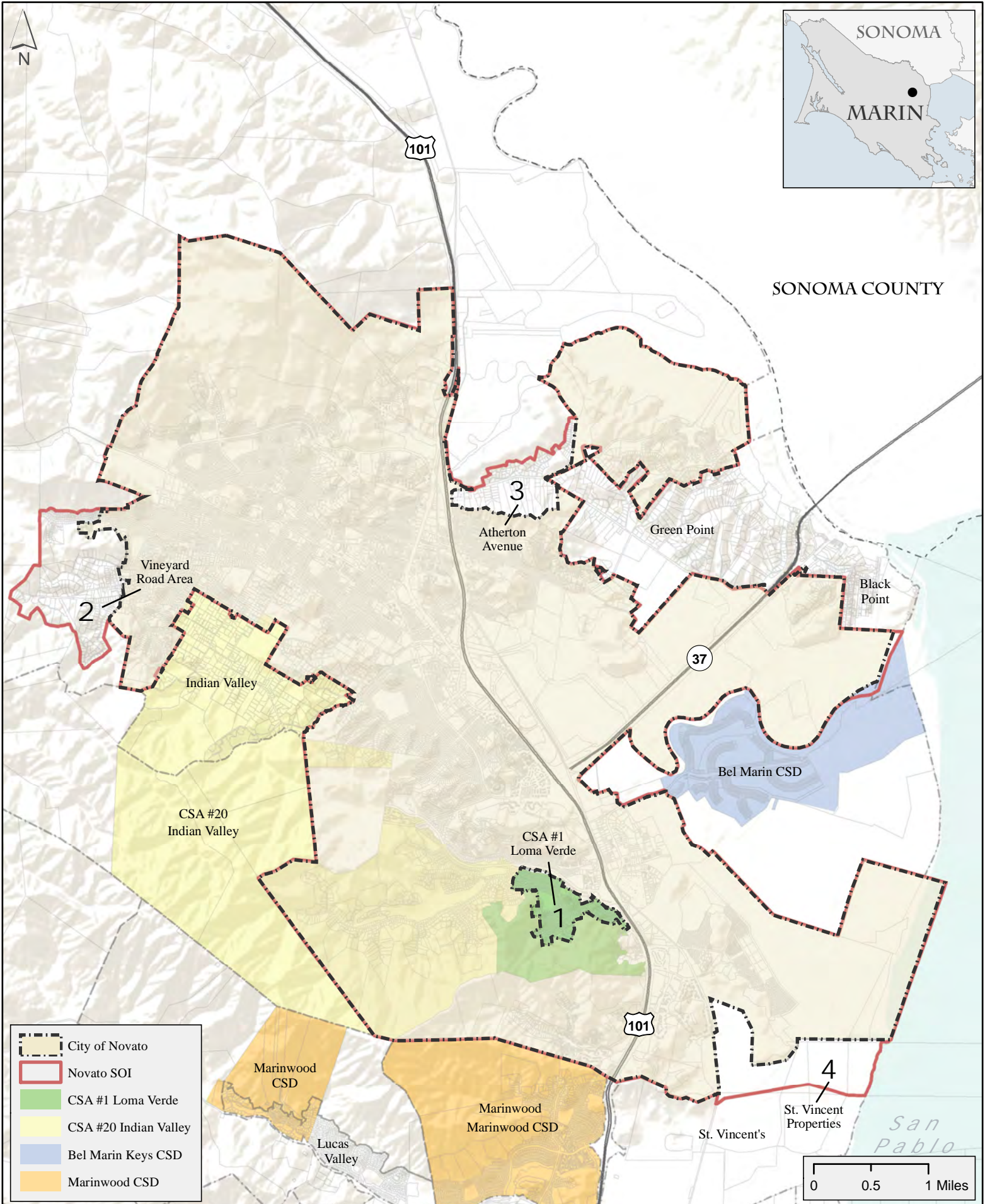
¹⁷ City of Novato. Draft General Plan 2035. 2016. Pg. 2-21.

Novato adopted an Urban Growth Boundary (UGB) to constrain the expansion of “urban” development (e.g., that which required sewer and water utilities) into the rural areas surrounding the incorporated City limits.

Initially established in 1997, Novato citizens reaffirmed the UGB and its associated policies to continue through 2037 via ballot Measure D in 2017. Established as coterminous with the city limit, there have been several minor amendments to the UGB to annex single or small groups of property to the city. The UGB’s intention was to protect the area surrounding the city from development, maintain agricultural uses, and maintain open space separators between itself and other nearby cities by limiting land use beyond the boundary to non-urban uses such as agricultural, conservation, parkland, and open space, with limited exceptions.

Novato’s UGB guides city decisions on land within its jurisdiction, however, given that the majority of land the UGB aims to protect is outside of the city’s jurisdictional boundary, and the city does not directly provide services like water and sewer (development-related services), land use and development in unincorporated areas surrounding are not directly within the Novato’s control. The City has the ability to comment on projects that occur outside the city limits but within its SOI. However, given that SOI is currently set to be generally coterminous with the city limit line and UGB (with exception of unincorporated areas discussed above), much of the unincorporated land bordering Novato is not required to concurrently annex to the City if seeking annexation to the Sanitary and/or Water Districts. Accordingly, while not required to do so, Marin LAFCo does send single-district annexations noticing to neighboring jurisdictions, it does not carry the same weight in the decision-making process when the jurisdiction has no planning oversight.

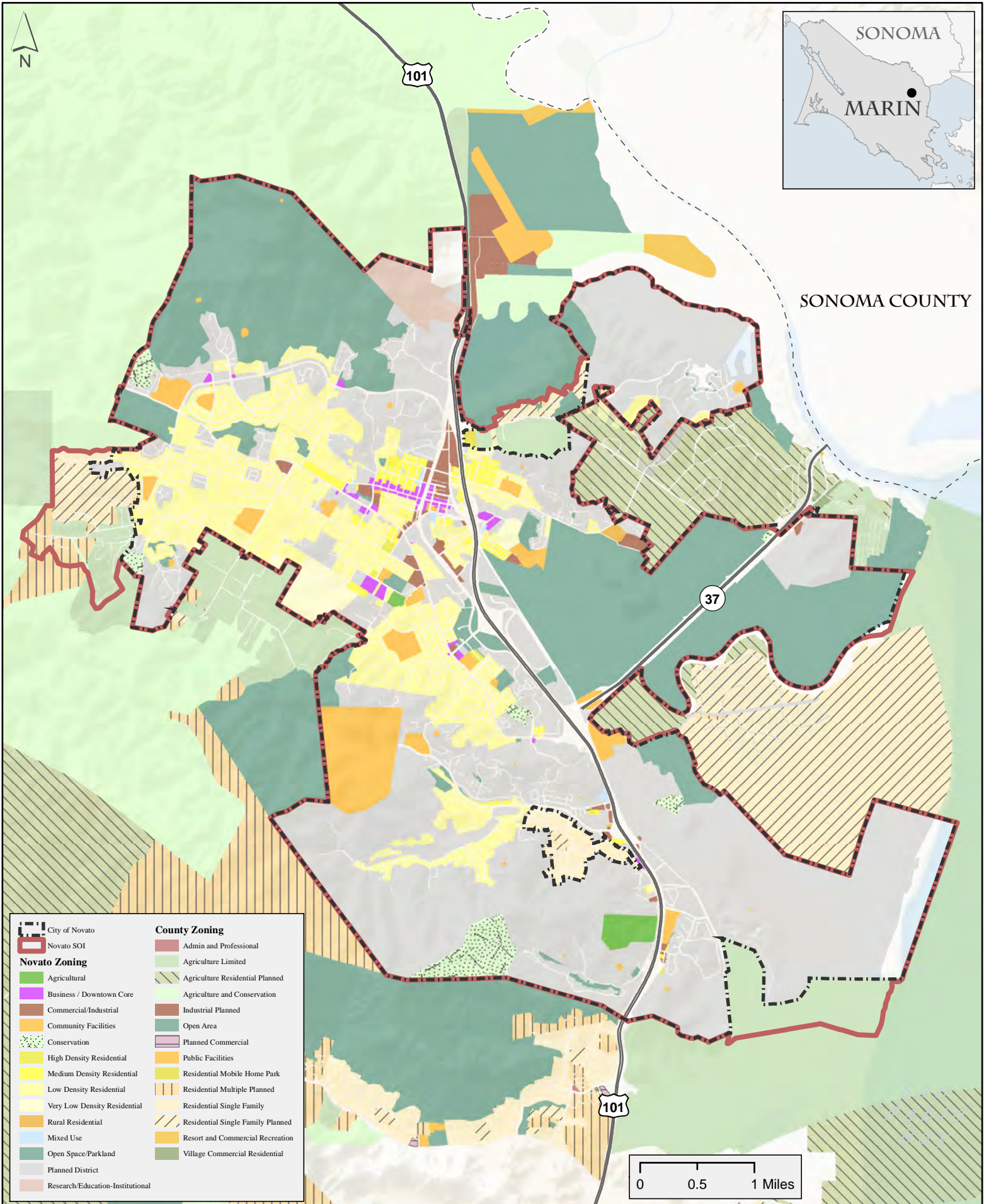
While the City does not have land-use authority over the unincorporated lands surrounding the City, there are tools available to them to further establish their region of interest. The Governor’s Office of Planning and Research (OPR) recommends that cities establish a planning area as a part of their general plan development. Should the City wish to have a more active role in land use decisions outside of its UGB, they could consider working together with the County and surrounding local agencies to delineate a Novato planning area and consider establishing formal agreements for processing development proposals within the area.



City of Novato Overview

Figure 5-1

Date: 7/23/2019



City of Novato Zoning

Figure 5-2

Date: 6/24/2019



5.4 MUNICIPAL SERVICES

The City of Novato and the surrounding area is served by a variety of public services and facilities. Many services are provided by independent public agencies other than the City: water supply is provided by the North Marin Water District; wastewater collection and treatment, and trash collection and recycling are provided by the Novato Sanitary District; fire protection is provided by the Novato Fire Protection District; Flood Control is provided by the Marin County Flood Control & Water Conservation District; schools are provided by the Novato Unified School District; and libraries are provided by the Marin County Free Library District. The Pacific Gas & Electric Company provides electricity and natural gas distribution, and Marin Clean Energy provides an alternative energy source. City facilities include the City Hall, the administrative offices building, the police station, and the Corporation Yard.

The City of Novato provides the following municipal services:

- Land use planning
- Stormwater drainage
- Streets and street lighting
- Recreation, park, and open space
- Law enforcement

The below sections describe the provision of services by Novato in more detail.

Land Use Planning

The Community Development Department is charged with providing city land use planning services. They assist the City Council, and ultimately the community, in planning for the City's future development, and reviewing proposed development projects for conformance with the City's adopted policies and ordinances and environmental laws. The Department also provides ongoing monitoring of deed restricted housing stock, including resales and rentals, and implementation of various housing programs contained in the Housing Element.

Within the department are several divisions:

Building Division

- Provides building permitting and inspection processes

Code Enforcement Division

- Enforces the Novato Municipal Code

Planning Division

- Develops and administers the City's General Plan, zoning regulations, and planning permit processes.

The primary City planning vehicle is the General Plan, the foundation for establishing goals, purposes, zoning, and activities allowed within the city. The City's General Plan was last completely updated and approved by City Council in December 1996. General Plan Elements have been updated since, such as the 2014 Housing Element. Since 2016, Novato has been updating the plan and a Draft General Plan 2035 is available on the city website (<https://novato.org/government/community-development/general-plan-update>). The City is also preparing a Draft 2019-27 Housing Element for State Housing and Community Development review.

Streets and Street Lighting

The city's Public Works Department provides design, construction, maintenance and operation of public use facilities, including all roads and street lighting. The Public Works Director serves as the City Engineer and manages the Administrative, Engineering and Maintenance Divisions. The Department employs 55.5 full-time equivalents (FTE) positions and maintains facilities, including parking lots, roads, parks, traffic signals, and street lights.

Projected departmental expenditures for 2019-20 are \$7,236,753 (12.5% of the General Fund expenditures), similar to the 2017-18 adopted budget. Projects completed by the Department as a part of their Capital Improvement Program. Approximately 13.8 million has been budgeted through the program for the 2019-20 fiscal year.

In the 2018-19 fiscal year, the department completed the following projects:

- Renovated the Dogbone Meadow dog park;
- Enhanced 7 pedestrian crossings and refreshed all school-zone crosswalks and signage;
- Completed Vineyard Rd. Improvements;
- Rebuilt retaining wall along Sunset Parkway;
- Built a Marin Valley Mobile Country Club retaining wall and walkway installations;
- Performed LED lighting upgrades to save \$20-30K in annual costs;
- Reduced flooding by pre-emptive storm drain maintenance; and
- Refurbished Pioneer Park restrooms

Department Goals for Fiscal Year 2019/20 include:

- Complete a fire-wise assessment of city-owned properties in conjunction with NFPD,
- Develop annual defensible space clearance program;
- Begin construction on Hill Recreation Area Central Hub Project;
- Review and update City's Development Impact and Public Works fees for services;
- Forecast long-range infrastructure funding needs;
- Repave Nave Drive and complete right-of-way acquisition for Grant Ave. Bridge Project;
- Increase the number of Parking Spaces downtown;
- Begin implementation of a Computer Maintenance Management System;
- Increase # of fuel-efficient vehicles in City fleet; and
- Continue organic sheet mulching and explore other options for eco-friendly weed control.

Recreation, Park, and Open Space

The Parks, Recreation & Community Services Department has oversight of City park and recreation facilities, programs, special events, classes, and childcare services. It offers a range of social and recreational programs and activities for all ages. From sports leagues and facility rentals to youth classes and senior events. They also manage park use.

The Department employs 23.3 FTE positions and oversees the operations of a range of facilities. The Culture and Recreation expenses for the city are budgeted \$5.3 million (13% of the General Fund expenditures) for the 2019-20 fiscal year.

City park facilities include 439 acres of parks at 29 park sites or approximately 8.5 acres per one thousand residents. Parks in Novato feature, among other amenities, hiking trails, playgrounds, playing fields, outdoor courts, amphitheater, a skate park, a dog park, a community swimming pool, and picnic areas.

Law Enforcement

The City of Novato provides law enforcement, dispatch, and emergency preparedness services to all areas within the city limit and response to nearby unincorporated neighborhoods as necessary. The Novato Police Department is located at 909 Machin Avenue in Novato. As a full-service agency, NPD is divided into the Operations Division and the Administrative Services Division each led by a Police Captain. The Novato Police Department maintains its own Dispatch Center. Dispatchers receive and handle calls, including 911 calls, 24 hours a day.

Projected expenditures for 2019 are 17 million (41% of the General Fund expenditures), similar to the 2017-18 adopted budget. There are approximately 82 staff in the department including 60 sworn personnel, and a volunteer program¹⁸. This equates to 1.07 full-time sworn officers per 1,000 population. The national average in 2016 (most recent available) was 2.17 full-time sworn officers per 1,000 population.

Department community engagement efforts include the Minors Access to Alcohol Prevention and Bicycle/Pedestrian Safety programs. The Novato Response Team is a special police team focused on crime prevention and intervention. It meets with residents to provide crime prevention tips, visits schools to mentor youth and reduce gang involvement and works with property owners of multifamily housing to ensure the safety of their residents and the surrounding community.

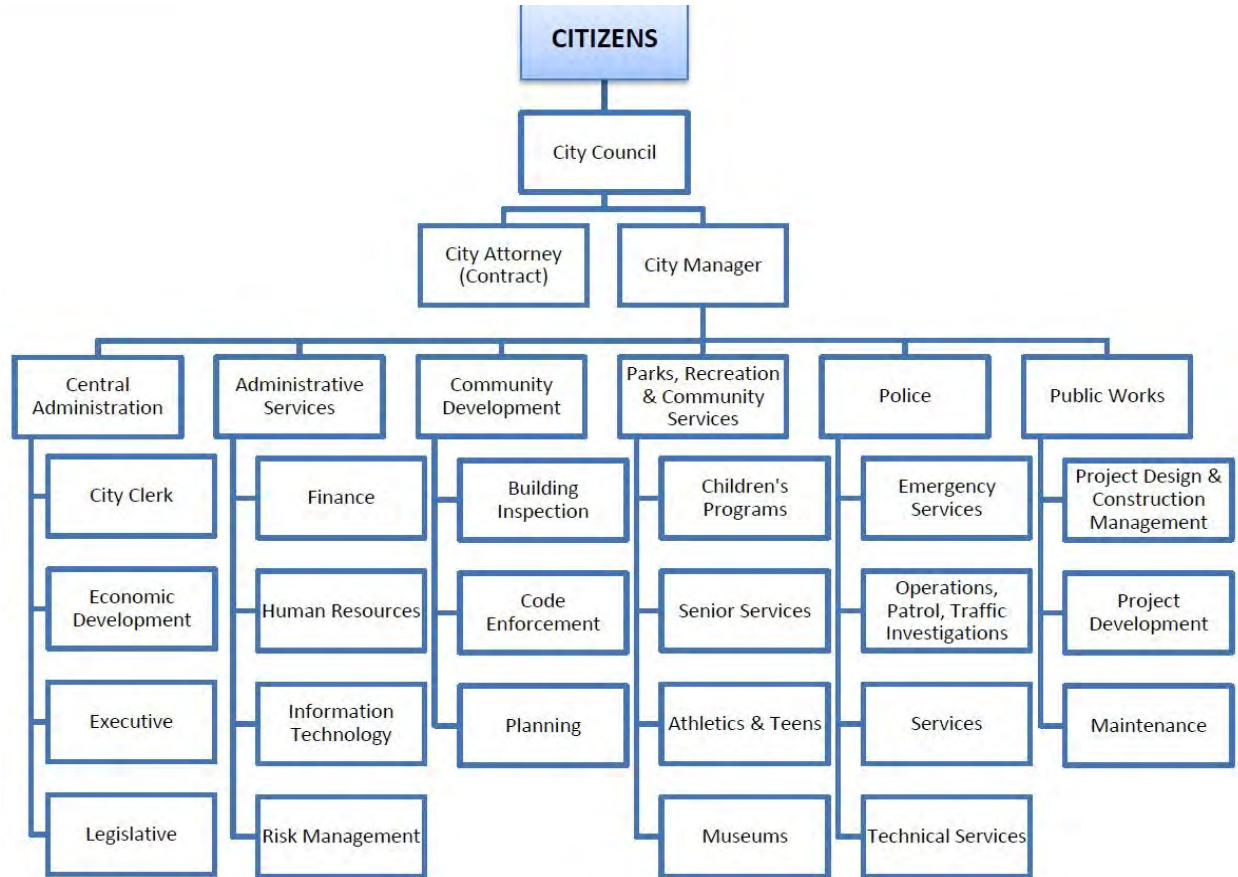
5.5 ORGANIZATIONAL STRUCTURE

The City of Novato was incorporated on January 20, 1960, as a general law city. The City Council is made up of five members, elected at large, serving four-year terms. The Mayor is selected from

¹⁸ City of Novato website. Police Department “About Us” page. Accessed July 3, 2019. <https://novato.org/government/police-department/about-us>

City Council members for a one-year term The Council operates under a council-manager form of government and directly appoint both the City Manager and the City Attorney.

City Council duties also include establishing legislation and policies governing the city; adopting all ordinances, resolutions, and major contracts; approving and modifying annual budgets; making appointments to advisory boards; commissions and committees. City Council meetings are scheduled the second and fourth Tuesday every month at 6:00 p.m. in the Novato City Hall Council Chambers located at 901 Sherman Avenue.



Staffing and City Operations

The City Manager is responsible for city operations management and policy implementation on behalf of the City Council. The City Manager is an at-will employee and administers the City of Novato’s departments. The City has 208.5 FTE employees and delivers municipal services through six departments: Central Administration, Police, Community Development, Public Works, Parks & Recreation, and Community Services¹⁹.

¹⁹ City of Novato Comprehensive Annual Financial Report for the Year Ended June 30, 2017. Pg. ii.

5.6 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

When conducting service reviews and reviewing proposals, LAFCo considers an agency's accountability for community service needs, including governmental structure, operational efficiencies, financial resources, and promoting public access.

The City offers multiple ways to keep citizens informed about services, meetings, finances and decision-making processes. Public notices are posted on the website. Past meeting agendas and meeting minutes may be found in the Public Meetings section of the City's website. The public may also provide verbal comments or complaints by phone or in person at City Hall during business hours and/or at City Council meetings during the public comment period.

5.7 FINANCIAL OVERVIEW

The City of Novato prepares an annual report on the City's financial statements in accordance with established governmental accounting standards. The most recent audited financial statement was prepared by the independent certified public accounting firm, Mann, Urrutia, Nelson, CPAs, for the fiscal year ending on June 30, 2017.

The City adopts an annual budget effective July 1 for the ensuing fiscal year. The budget reflects estimated revenues and expenditures. Appropriations and spending authorizations for projects in the capital projects funds and some special revenue funds are approved by the City Council on a multi-year basis. The City Council may amend the budget by resolution during the fiscal year in order to respond to emerging needs, changes in resources, or shifting priorities. Expenditures may not exceed appropriations at the fund level, which is the legal level of control. The City Manager is authorized to transfer budgeted amounts between accounts, departments or funds; the Council must approve any increase in the City's operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups.

Revenues and Expenditures

The Fiscal Year (FY) 2018-2019 expenditure budget for Novato is \$42.2 million (including appropriations and transfers out to other funds). See Figure 5-3. The expenditure budget is supported predominantly by a projected revenue of \$41.7 million. See Figure 5-4.

The FY 2018/19 budget is balanced and does not require the use of one-time reserves for ongoing expenditures, however, in the Final Budget adoption staff report, city staff noted that the City faces fiscal challenges that will remain unless the Council implements new revenue sources that create a sustainable revenue stream over future years. According to the report, approximately 70% of the city's expenditures are personnel costs which are appropriated for the purposes of providing services and programs for the residents of Novato. The city will either need to reduce personnel costs to a level that would offset future expenditure increases and/or evaluate and implement

multiple revenue growth strategies that will generate sufficient revenue to meet the future projected expenditure increases to the General Fund.

Figure 5-3: Novato Budget Expenditures

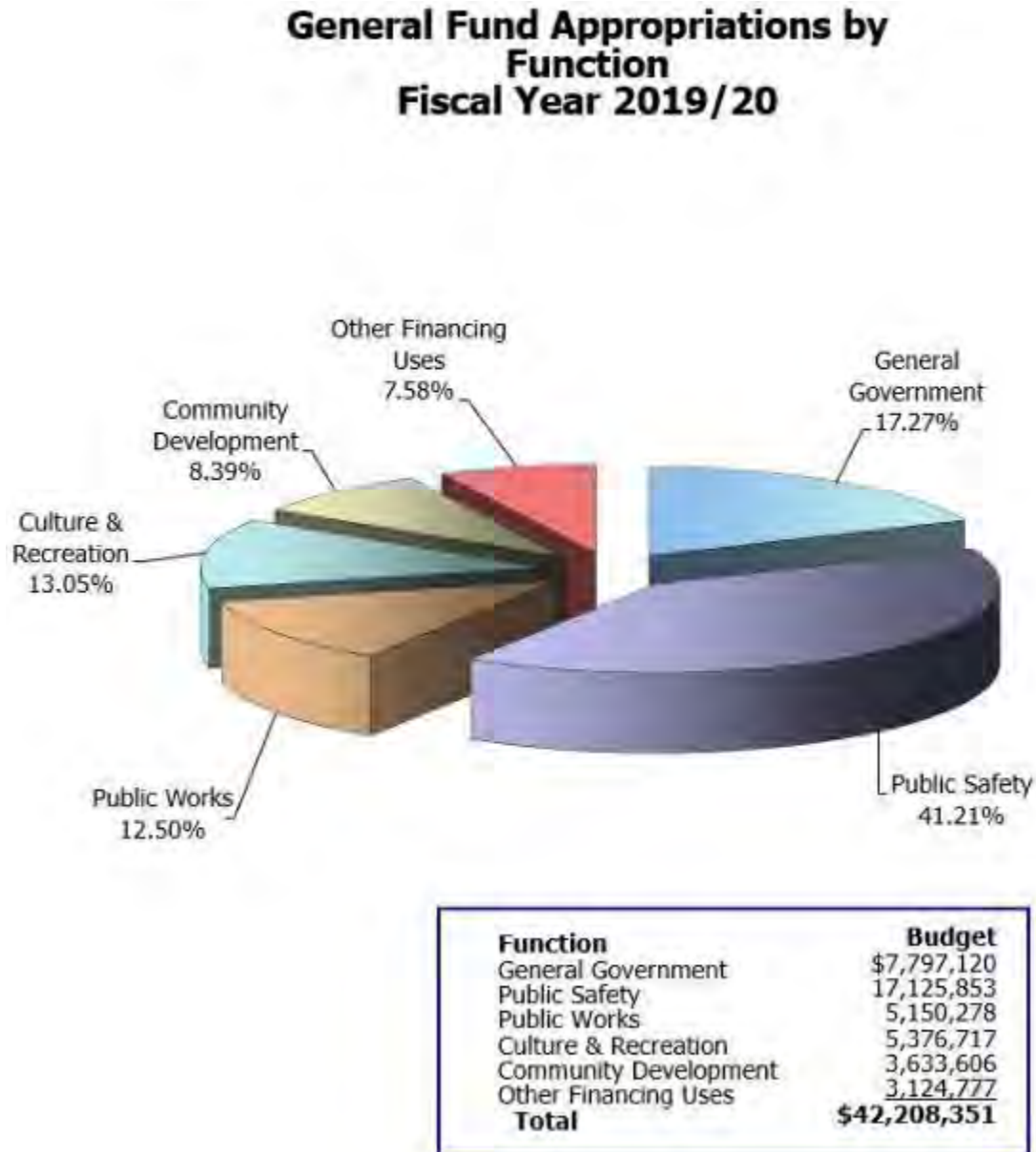


Figure source: City of Novato website, Finance page. Accessed July 12, 2019.

Figure 5-4: Novato Budget Revenues

General Fund Revenues by Category Fiscal Year 2019/20

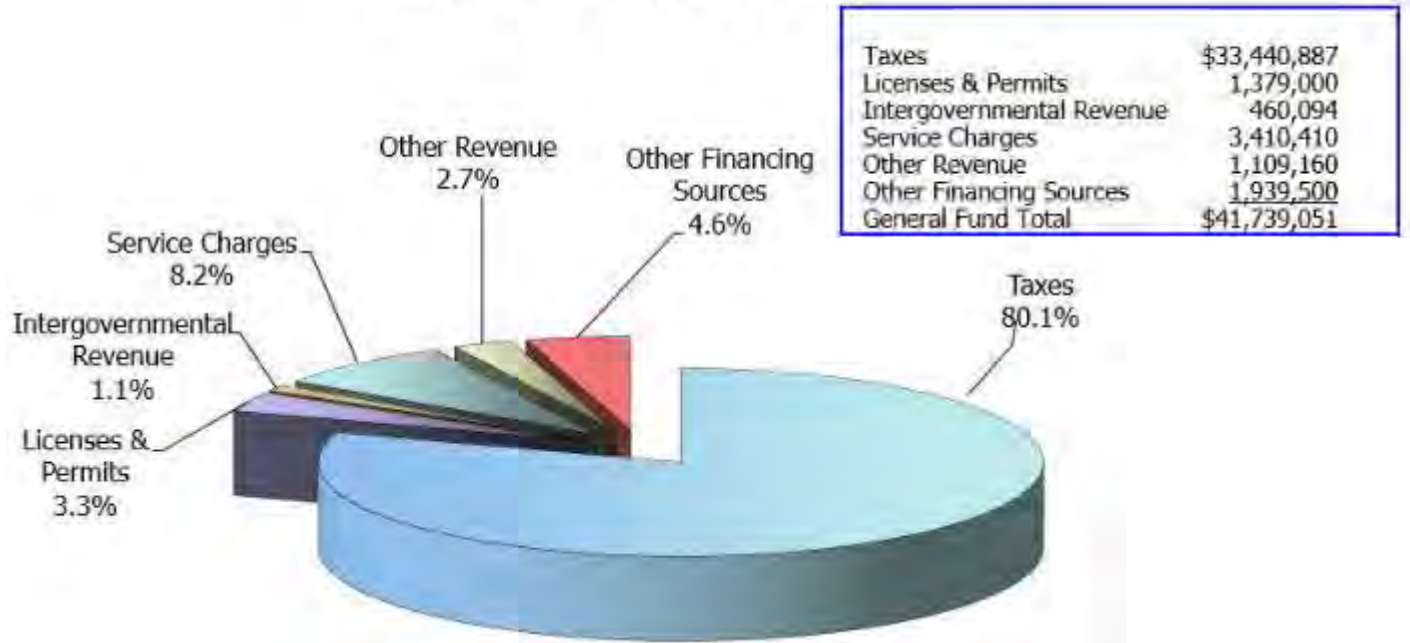


Figure source: City of Novato website, Finance page. Accessed July 12, 2019.

5.8 SUSTAINABILITY

The City of Novato was one of the first cities in Marin to adopt a Climate Action Plan in 2009. Since that time, they have worked to integrate sustainability actions into city operations and the community at large. Major past accomplishments include converting more than 4,000 streetlights to energy-efficient LEDs and switching over to Deep Green 100% renewable energy at all city facilities.

Currently housed within the Central Administration Department, Novato maintains a Sustainability Division which focuses on implementing the City’s Climate Change Action Plan, reducing greenhouse gas emissions and preserving natural resources in City operations and throughout the community. They have a Sustainability Coordinator who implements an internal staff Green Team, secures Green Business Certification for City operations, and provides support for community sustainability-related events.

Current division activities include: a range of education and outreach programs with a focus on reducing greenhouse gas emissions, adding electric vehicles to the city fleet, retrofitting several municipal buildings to be more energy and water efficient, reducing the environmental impact of city purchasing decisions, exploring options to increase municipal solar electricity generation, and rolling out a green commute program for city staff.

In the 2019/20 fiscal year, the City has prioritized the following items:

- Update the Climate Action Plan;
- Establish energy efficiency, water conservation and waste reduction targets for each City-owned Facility;
- Manage the Reimagining Citizenship program, fostering the next generation of community leaders;
- Implement expanded recycling programs at Hamilton Community Center and Margaret Todd Senior Center;
- Continue the Green Film Series and other public outreach and education events;
- Develop and implement targeted community action campaigns focused on renewable electricity, idling, food waste, and school travel;
- Support the implementation of the Clean Fleet Policy;
- Develop a community-wide Electric Vehicle Strategy; and
- Identify City-owned properties suitable for solar installations.

Recent program accomplishments noted in the FY 2019/20 budget include:

- Implemented lighting upgrade in the police station;
- Conducted quarterly Climate Action Roundtable meetings with the community;
- Hosted North Bay Climate Action Summit at the Buck Institute Marin/Sonoma Climate Action Summit, in conjunction with the state Global Climate Action Summit;
- Organized inaugural Green Living Festival to celebrate Earth Day;
- Submitted successful grant application to Cal Recycle for county-wide food waste prevention; and
- Established two community (Organic Waste and School Travel) and two staff (Green Facilities and Green Fleet) working groups to tackle sustainability issues.

6.0 NOVATO SANITARY DISTRICT

6.1 OVERVIEW

The Novato Sanitary District (NSD) was one of the first agencies formed in the Novato Region. The NSD boundary includes the city of Novato and surrounding populated areas. Being adjacent to San Pablo Bay provides for unique conservation activities, in that Recycled water can be transferred to wetland and agricultural sites to help promote restoration and farming (pasture) activities and to reduce treated water volumes discharged into the bay.

NSD was originally formed to manage solid waste in the Novato region. Now, NSD provides wastewater collection, solid waste disposal by a franchise agreement, and recycled water distributed by the North Marin Water District. In the upcoming years, NSD will continue to collaborate with other North Bay region wastewater and water service providers to increase recycled water use and share facilities.

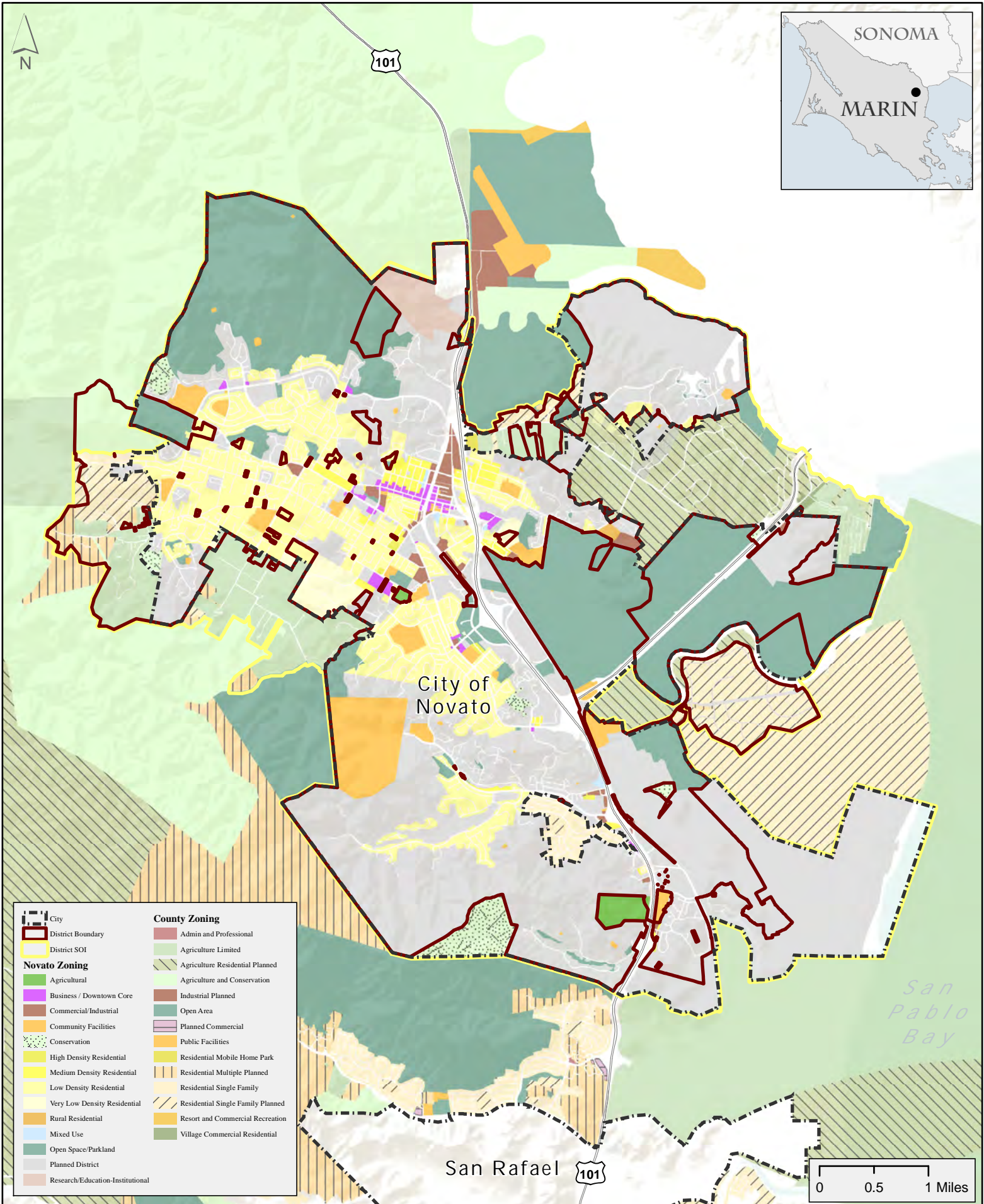
Table 6-1: Novato Sanitary District Overview

Novato Sanitary District	
Primary Contact	Sandeep Karkal, General Manager – Chief Engineer
Phone	(415) 892-1694
Office Location:	500 Davidson Street, Novato, CA 94945
Formation Date	1925
Services Provided	Wastewater Treatment, Recycled Water, Solid Waste Collection
Service Area	31.26 sq. mi.

6.2 FORMATION AND DEVELOPMENT

The NSD was formed in October 1925 after approval in a special election held September 30, 1925²⁰. The district was formed to provide oversight to sanitary systems in Novato, primarily solid waste disposal. Later on, in 1949, a collection system and primary treatment plant were built to serve community needs. Most recently, in 2011, NSD consolidated its aging Ignacio and Novato treatment plants into an upgraded facility at the Novato Treatment Plant (NTP) site. The upgraded plant is more energy-efficient and has the capacity to meet projected future needs.

²⁰ Marin County Board of Supervisors, Meeting Minutes October 5, 1925, Minute Book pg. 80.



Novato Sanitary District Zoning

Figure 6-2

Date: 6/21/2019



6.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

Novato Sanitary District's sphere of influence is coterminous with the outer edges of its jurisdictional boundary. The original district boundary encompassed a small portion of Novato. Over the years, multiple annexations took place as Novato expanded. The current boundary totals 20,006.4 acres which equates to 31.26 square miles. NSD serves communities within the City of Novato and those directly adjacent to the City boundary including Bel Marin Keys, Loma Verde, and neighborhoods surrounding Verissimo Hills Preserve and Ohair Park.

Within the NSD boundary, there are several parcels and small areas that are not included as part of the district. These properties have on-site wastewater systems and do not require NSD connections. They do remain within the NSD SOI in the event that future connections are needed.

6.4 MUNICIPAL SERVICES

Wastewater

NSD owns and operates a wastewater collection system, a municipal wastewater treatment plant (WWTP), and an effluent discharge outfall. The WWTP is the Novato Treatment Plant, which is currently designed for an average dry weather flow of 7.0 MGD. This plant was significantly upgraded and placed into service in 2011. Also, in 2010 NSD entered into an agreement with Veolia Water to operate the NSD treatment facilities on a contract basis. In 2018 the WWTP processed a total of 1,569.28 million gallons of wastewater. The maximum monthly flow was 200.92 million gallons in March and the minimum was 100.90 million gallons in September²¹.

NSD's wastewater collection system collects and transports wastewater flows to the WWTP through a series of gravity sewers and interceptors, pump stations, and force mains. The combined collection and conveyance systems include a total of about 235 miles of sewers with about 212 miles of gravity sewer lines ranging from 6-inch to 48-inch diameter, about 23 miles of force mains, 5 main pump stations, and 33 lift stations. The pump stations vary in capacity from about 50 GPM to about 5 MGD, and individual pumps range from 3 hp to 90 hp²².

Over the last two decades, NSD has been working on upgrading its aging facilities. The WWTP was upgraded in 2011 and the sewer collection system and pump stations have been going through upgrades since 2000. In FY 2019-20 NSD is anticipated to complete a Collection System Master Plan (CSMP) that will further identify needed improvements to its collection system for the next 10-20 years.

Rates

Residential rates for sewer service are calculated using Equivalent Dwelling Units (EDU) and the customer's water usage during the winter months. Rates are broken down into three tiers Low, Average, and high water-use. Details are provided below in Table 6-2.

²¹ 2018 Annual Operations and Maintenance Report for the Novato Sanitary District, Veolia Water West Operating Services, Inc., March 2019, pg. 22.

²² Novato Sanitary District, Sewer system Management Plan, August 2018, pg. I-1 to I-2.

Table 6-2: Novato Sanitary District Residential Sewer Service Charges

Tier	Percent of Average Winter Water Use	EDU	Cost per EDU 2018-2019
Low	25% or less	0.6	\$370
Average	26% to 199%	1.0	\$615
High	200% or more	1.8	\$1,105

Non-residential rates are based on building square footage, water use, and building type. A full non-residential categories and rates list is on the NSD website under Sewer Service Charges. Rates are scheduled to increase annually for both residential and non-residential service over the next few years. While the rates are set to increase, NSD works to keep customer costs down by maintaining a small staff, pursuing grants to cover project costs, and seeking low-interest loans for large capital improvements.

Recycled Water

The NSD participates in the North Bay Water Reuse Authority (NBWRA) which is a collaboration of several local agencies serving the North Bay region. NBWRA is implementing recycled water programs in two major phases that focus on infrastructure upgrades, storage, and providing recycled water for landscaping, agriculture, and wetland restoration. In Phase 1, NSD added recycled water production capacity and began to provide recycled water for distribution by the North Main Water District (NMWD)²³. In Phase 2, NSD will potentially work towards expanding its recycled water production capacity in conjunction with NMWD²⁴.

In 2018 NSD produced 165.414 million gallons of recycled water that was delivered by the North Marin Water District²⁵. The NSD works with North Marin Water District and Las Gallinas Valley Sanitary District to provide recycled water to large landscaped areas, golf courses, school and park areas, and several commercial uses. Additionally, during the summer months (June 1 to August 31) NSD sends its secondary treated effluent to its effluent storage ponds located near Deer Island, north of Hwy 37. This water is used to irrigate approximately 800 acres of pasture land that the NSD leases for grazing operations. The irrigation operations reduce the volume of treated water discharged into the bay. In 2018, 243 million gallons of treated effluent was used for irrigation.

Solid Waste Management

NSD contracts with a franchise service provider, Recology Sonoma-Marín (Recology), that manages recycling, composting, and garbage collection in the region. Recology has a “Waste Zero” vision that works by diverting waste from landfills. They utilize a three-bin system that

²³ North Bay Water Reuse Program, Project Descriptions, <http://www.nbwra.org/project-descriptions/>.

²⁴ North Bay Water Reuse Program, Program Overview – Summer 2015, <http://www.nbwra.org/wp/wp-content/uploads/NBWRA-Program-Overview-Summer-2105.pdf>.

²⁵ 2018 Annual Operations and Maintenance Report for the Novato Sanitary District, Veolia Water West Operating Services, Inc., March 2019, pg. 20.

includes compost, recycle, and trash. In 2018, the total waste generated and picked up by Recology was 55,046 tons, with 24,850 tons (45.14%) diverted through recycling processes.

The original franchise agreement was made with Novato Disposal Service in 2011. Since then, Recology bought out Novato Disposal Service and took over the remainder of the agreement which extends through December 31, 2025. Recology performs the responsibilities and duties as described in the agreement with the understanding that fees will be collected from customers for services rendered. Recology does not receive payment from NSD as part of the agreement²⁶.

Rates

Solid waste disposal rates are based on residential and commercial customer bin size and are charged on a monthly basis. Current rates are provided below in Table 6-3. A full list of residential and commercial rates along with extra services are on the Recology website²⁷.

Table 6-3: Recology Solid Waste Disposal Rates

Residential Carts	20 gal	32 gal	64 gal	96 gal
Residential Rates	\$13.26	\$21.20	\$42.37	\$63.58
Extra Pick Ups	\$6.50	\$6.50	\$6.50	\$6.50
Commercial Cart	20 gal	32 gal	64 gal	96 gal
Garbage Rate	-	\$22.96	\$44.07	\$66.09
Compost Rate	-	-	\$33.05	\$49.57

Note: All rates are per month and based on one collection per week. Additional charges apply for more frequent collections and commercial/multi-family units.

6.5 ORGANIZATIONAL STRUCTURE

Board of Directors

NSD is overseen by a five-member Board of Directors that are elected to four-year terms. The NSD is currently seeking changes to how the board members are elected. Previously, members were elected at large. Now, the board members will be elected by region within the NSD boundary.

Board members are entitled to compensation for their participation. Members receive \$225 per meeting or per day if multiple meetings are scheduled on the same day. The current Board members are listed below in Table 6-4.

Table 6-4: Novato Sanitary District Board Members

Member	Position	Experience	Term
William C. Long	President	Technical and Marketing Management	2022
Jerry Peters	Director	Airline and Property Management	2020
Jean Mariani	Director	Budget and Finance Management	2020
Carole Dillon-Knutson	Director	Geotechnical Consulting	2022
Vacant	Director	-	2022

²⁶ Amended and Restated Agreement Between Novato Sanitary District and Novato Disposal Service, Inc. for Solid Waste Collection, Processing, Diversion and Disposal, March 2011, pg. 49.

²⁷ <https://www.recology.com/recology-sonoma-marin/novato/rates/>.

Staffing and District Operations

NSD currently supports 23.32 Full-Time Equivalent employees including a General Manager that oversees operations²⁸. Operations are organized into several divisions including Project/Plant Management, Field Services, Collection Systems, and Engineering.

6.6 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Board meetings are held on the second Monday of every month at 5:30 pm at the District office. Meeting agendas, minutes, and handouts are on the District webpage (www.novatosan.com). The current meeting agenda is displayed on the homepage for easy access.

Annual Budget Review

NSD provides an annual budget to the Board for review and consideration. An independent financial auditor, Maze & Associates, has conducted the most recent annual audit of NSD's financial statements. Both the annual budget approved by the Board and the financial audit can be found online on NSD's website.

6.7 FINANCIAL OVERVIEW

NSD's primary source of revenues is from service fees. Additional revenue sources include property taxes, rental fees, and grants. Major expenses include the operation of the wastewater treatment plant and collection system, infrastructure upgrades, and administrative and engineering operations. A summary of NSD's financials is provided below in Tables 6-5 and 6-6.

Table 6-5: Novato Sanitary District Financial Audit Summary

Revenues	FY 2015-16 Actuals	FY 2016-17 Actuals	FY 2017-18 Actuals
Sewer Service Fees	\$16,222,876	\$16,843,212	\$17,655,740
Other Service Fees	\$207,416	\$193,006	\$147,410
Permit & Inspection Fees	\$46,283	\$28,479	\$27,141
Recycled Water Facility	\$100,433	\$177,285	\$138,258
AB939 – Solid Waste	\$11,513	\$354,134	\$376,426
Property Taxes	\$2,155,476	\$2,292,988	\$2,360,251
Franchise Fees	\$51,059	\$52,485	\$54,358
Rental Revenue	\$101,530	\$94,439	\$77,732
Interest Earnings	\$71,592	\$136,595	\$312,886
Gain/(Loss) on Assets	\$0	\$1,627	(\$34,250)
Grant Revenue	\$0	\$51,069	\$257,183
Other Non-Op Revenue	\$	\$227,891	\$0
Total Revenues	\$19,299,289	\$20,453,210	\$21,373,135

²⁸ Novato Sanitary District, Board of Directors Meeting Packet, June 10, 2019, pg. 108.

Expenditures	FY 2015-16 Actuals	FY 2016-17 Actuals	FY 2017-18 Actuals
Operating Expenses	\$8,392,467	\$9,173,987	\$9,131,926
Depreciation Expense	\$5,661,922	\$5,744,111	\$5,793,254
Non-Operating Expense	\$2,533,440	\$2,513,064	\$2,390,042
Total Expenditures	\$16,587,829	\$17,431,162	\$17,315,222
Net Total	\$2,711,460	\$3,022,048	\$4,057,913

Revenue

NSD's primary revenue source is service fees. As discussed above in Section 5.5, there is a tiered rate structure based on winter water use. In FY 2017-18 sewer service fees totaled over \$17.7 million accounting for 83% of NSD's total revenue. Fees for sewer services are billed annually on the County of Marin's property tax bills²⁹. An additional 11% of NSD's total revenue comes from property taxes which in FY 2017-18 totaled \$2,360,251.

Table 6-6: Novato Sanitary District Budget Overview

Revenues	FY 2016-17 Budget	FY 2017-18 Budget	FY 2018-19 Budget
Operating Revenue	\$10,108,692	\$10,654,033	\$11,282,802
Capital Revenue	\$10,015,352	\$10,926,445	\$11,035,274
Total Revenues	\$20,124,044	\$21,580,478	\$22,318,076
Expenditures	FY 2016-17 Budget	FY 2017-18 Budget	FY 2018-19 Budget
Operating Expense	\$9,972,648	\$10,329,235	\$10,740,490
Capital Expense	\$4,675,000	\$5,680,000	\$6,803,000
Debt Service	\$7,059,705	\$7,043,504	\$6,839,456
Total Expenditures	\$21,707,353	\$23,052,739	\$24,382,946
Net Total	(\$1,583,309)	(\$1,472,261)	(\$2,064,870)

Debt

NSD has several long-term debt obligations including Wastewater Revenue Certificates of Participation totaling \$13,410,000 and a State Revolving Fund Loan totaling \$59,463,938 as of June 30, 2018³⁰. The NSD's total debt is \$74,518,409 as of June 30, 2018.

NSD issued Refunding Bonds in 2017 to refund the 2011 Wastewater Revenue Certificates of Participation. These bonds have an interest rate of 2.03% that is payable twice per year³¹. In 2008, NSD was granted a loan for \$81,329,083 in order to construct upgrades to the Novato Treatment Plant. This loan is being repaid at a rate of 2.40% interest. For FY 2018-19 the anticipated principal paid is \$3,951,834 and the anticipated interest paid is \$1,427,123. The loan is scheduled to be paid in full by 2031³².

²⁹ Novato Sanitary District Comprehensive Annual Financial Report FY 2017-18 and FY 2016-17, pg. 19.

³⁰ Ibid. pg. 29.

³¹ Ibid. pg. 31.

³² Ibid. pg. 30.

Additional NSD liabilities include pension plans and other post-employment benefits for retirees. NSD contributes to the California Public Employees Retirement System (CalPERS) which provides various retirement to members and beneficiaries. For FY 2017-18 NSD employer contributions totaled \$327,385. As of June 30, 2018, NSD had a total net pension liability of \$5,544,711³³. NSD also pays a portion of the cost of health insurance for retirees under any group plan offered by CalPERS, subject to certain restrictions. In 2018 there were a total of 19 active place members and 34 retirees/beneficiaries receiving benefits³⁴.

Financial Planning/Capital Improvement

NSD provides a two-year Capital Improvement Budget for Board review and approval. This budget outlines projects scheduled to take place over the next two fiscal years and the funding mechanisms for each project. For the 2018-2020 budget, major projects include the North Bay Water Reuse Authority Phase 2 project implementation, which will be partially funded by the US Bureau of Reclamation WaterSMART program, capacity expansion of the Recycled Water Facility, and continued replacement of collection system components and laterals.

The largest cost centers for the Capital Improvement Program (CIP) are Collection System Improvements, budgeted at \$2.45 million for FY 2018-19 and the Recycled Water Facility Expansion, budgeted for \$2.02 million in FY 2018-19³⁵. CIP projects are reviewed on an annual basis and the Board is made aware of any changes for the upcoming fiscal years. Major initiatives are also identified in NSD’s annual financial audit. This allows NSD to adequately prepare and budget for needed system upgrades.

6.8 SUSTAINABILITY

Local agencies play a critical role in protecting natural resources and the environment through land conservation, water recycling, preserving open space, and renewable energy projects. NSD is working closely with other wastewater and water providers in the north bay region through the North Bay Water Reuse Authority. As discussed above in Section 5.5 – Recycled Water, NSD has already upgraded its recycled water capacity. Also, in the upcoming years, NSD will be working with the State Coastal Conservancy to potentially provide treated effluent to propagate and sustain a brackish marsh at the former Bel Main Keys V and Hamilton Air Force base sites.

The upgraded WWTP also decreased NSD energy use. It is estimated that approximately 528 MWh of energy is saved annually³⁶ which equates to 373 metric tons of carbon dioxide equivalent saved³⁷. The NSD will continue to work towards its vision of “Collecting and transforming Novato’s wastewater and solid waste into more valuable resources.”

³³ Ibid, pg. 40.

³⁴ Ibid. pg. 34

³⁵ Novato Sanitary District, Capital Improvement Program Committee Agenda Packet, May 31, 2018, pg. 13.

³⁶ Novato Sanitary Wastewater Facilities Upgrade Project PowerPoint Presentation, July 2010, slide 21.

³⁷ United States Environmental Protection Agency, Energy and the Environment, Greenhouse Gas Equivalencies Calculator, <https://www.epa.gov/energy/greenhouse-gas-equivalencies-calculator>.

7.0 NOVATO FIRE PROTECTION DISTRICT

7.1 OVERVIEW

The Novato Fire Protection District (FPD) was established in 1926 as an independent Special District from what was originally a volunteer fire department. The Novato FPD boundary encompasses 72 square miles in northern Marin County, California. This includes all of the City of Novato and surrounding unincorporated areas to the east, north, and west. The District has a population of approximately 66,000 persons. The last Municipal Service Review for the FPD was conducted in fall 2007 as part of the Novato Area Periodic Update.

Currently, the primary FPD function is to provide structural fire and emergency medical response to the City of Novato and surrounding areas as shown in Figure 7-1. The FPD also participates in many automatic and mutual aid agreements with nearby fire districts and responds to wildland fires as needed. The main administration building is also the site of the City of Novato and Novato Fire Protection District Joint Emergency Operations Center (EOC) during major disasters.

The FPD has close community ties and many of its members voluntarily support a number of Novato Fire Foundation programs including youth programs, toy drives, and education activities. As part of its community outreach program, the FPD hosts an annual open house and Art and Wine Festival where the community can visit any station to view equipment and interact with personnel.

Table 7-1: Novato Fire Protection District Overview

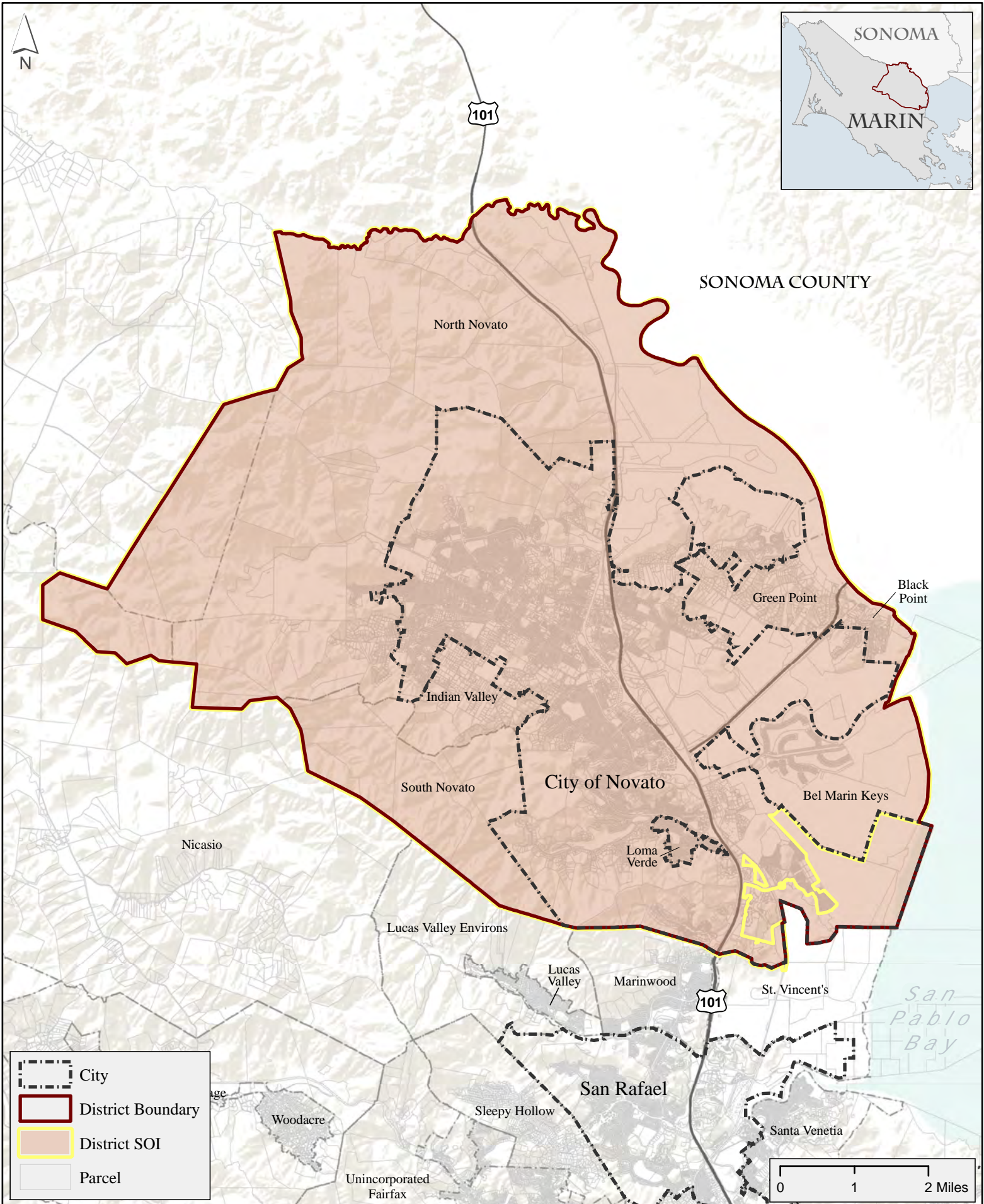
Novato Fire Protection District			
Primary Contact	Chief Bill Tyler	Phone	(415) 878-2690
Office Location:	95 Rowland Way, Novato, CA 94945		
Formation Date	1926		
Services Provided	Fire Protection and Emergency Response		
Service Area	44,479 acres	Population Served	~66,000

7.2 FORMATION AND DEVELOPMENT

Novato FPD formation was the result of community interest to provide basic services even before the town of Novato was created. Prior to the FPD, a small volunteer fire department, formed in 1894³⁸, served the area with hose carts and a chemical engine. After Novato was granted township, the FPD was established and its first commissioners appointed on July 7, 1926³⁹. It was established as an independent Special District whose legal authority and responsibilities are contained in the State of California Health and Safety Code Sections 13800 – 13970.

³⁸ Novato Fire Protection District Website. "Historical Timeline" page, Accessed June 20, 2019 - <https://www.novatofire.org/about-us/history/historical-timeline>

³⁹ Marin County Board of Supervisors, Regular Meeting Minutes, July 7, 1926, pg. 134.

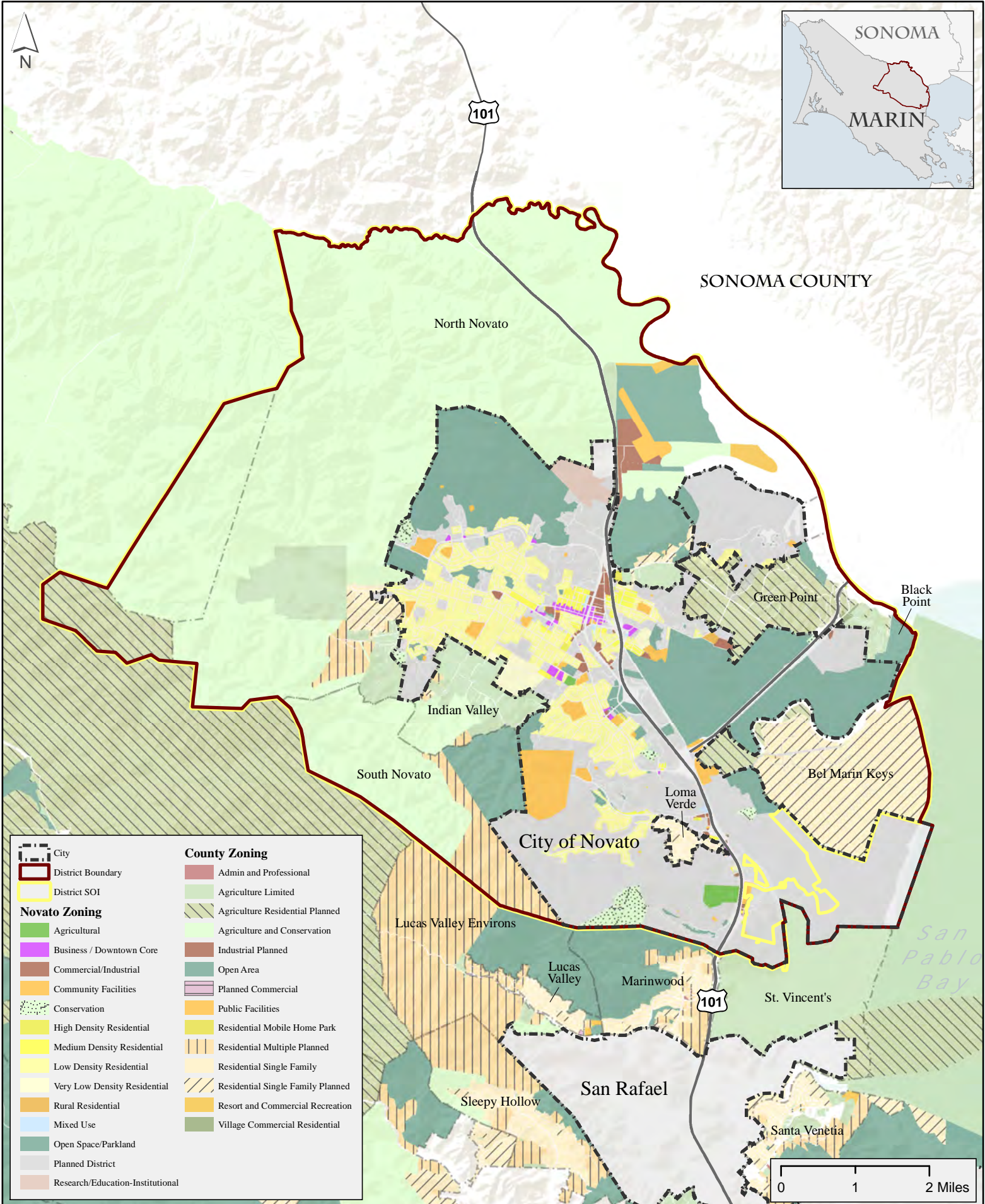


Novato Fire Protection District

Figure
7-1

Date: 6/24/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



Novato Fire Protection District Zoning

Figure 7-2

Date: 6/24/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

7.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

Novato FPD’s service boundary, which currently encompasses 70 square miles includes all of the City of Novato and outlying areas east to San Pablo Bay and up to the Sonoma County line. The current Sphere of Influence encompasses 69.5 square miles. In 1977 the Hamilton Air Force Base was detached from the FPD boundary, however, in 1999 the Ninth Circuit U.S. Court of Appeals determined that the detachment was not valid. In 2009, Marin LAFCo rescinded the action on the “Hamilton Field and Rafael Village Detachment” with LAFCo Board Resolution No. 09-03. This action rescinded the FPD boundary change but did not account for the SOI which was determined after the 1977 decision. Therefore, the FPD boundary is currently larger than the SOI.

There are County and City designated land uses in and around the FPD’s service boundary. Within the City of Novato boundary, land use authority falls under city jurisdiction. Unincorporated areas within the District are subject to Marin County Land use authority. Land use within the city is predominantly residential⁴⁰ but also includes commercial and mixed-use areas; business and industrial areas; and community and natural resource lands. The predominant land uses in unincorporated district territory are generally comprised of agricultural, public facility, open space, rural residential, and low-density residential lands Figure 7-2.

7.4 MUNICIPAL SERVICES

Fire Protection and Emergency Response

The FPD provides fire protection, emergency response, and paramedic services. Incident call types include emergency medical response, fire, service calls, good intention calls, natural disasters, and hazardous materials/conditions. The District has five stations with personnel covering three shifts. Each shift has one Battalion Chief, five Captains and five engine companies including a cross staffed truck and Type 3 engines. Staffing includes two front line paramedic ambulances, each staffed with two firefighter/paramedics. The District also has a Risk Reduction, Prevention, and Mitigation division, as well as Training and EMS divisions.

Novato FPD has been awarded a Class 1 Public Protection Classification rating by the Insurance Services Office (ISO), an organization that independently evaluates municipal fire protection efforts throughout the United States. An ISO rating of 1 is the highest possible that can be given to any fire department using this metric. Insurance companies often use ISO information combined with other factors to establish local property insurance rates – generally offering lower fire policy premiums in communities with better protection.

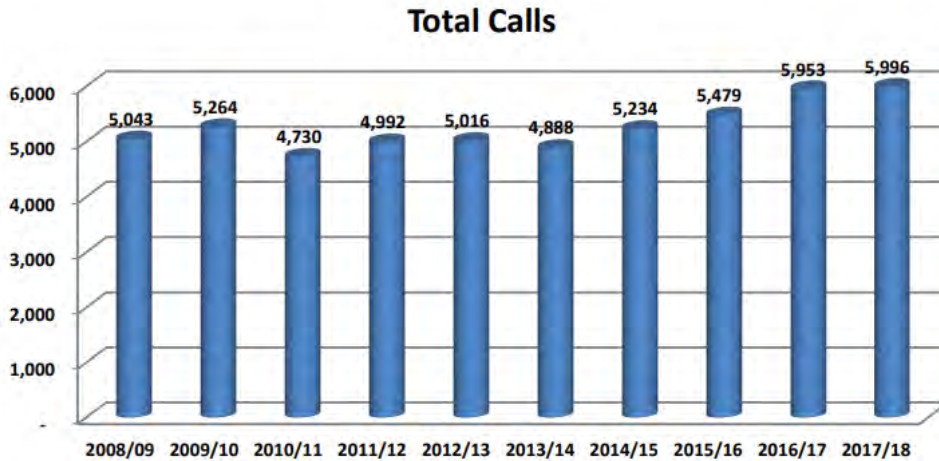
The FPD receives an average of 5,259.5 calls per year (2008 – 2018) with the majority being for Rescue/ Emergency Medical⁴¹. The call volume has increased steadily over the last five years

⁴⁰ City of Novato General Plan 2035. 2016. Pg. 1-4

⁴¹ Novato Fire Protection District, Comprehensive Annual financial Report for the Year Ended June 30, 2018, pg. 78.

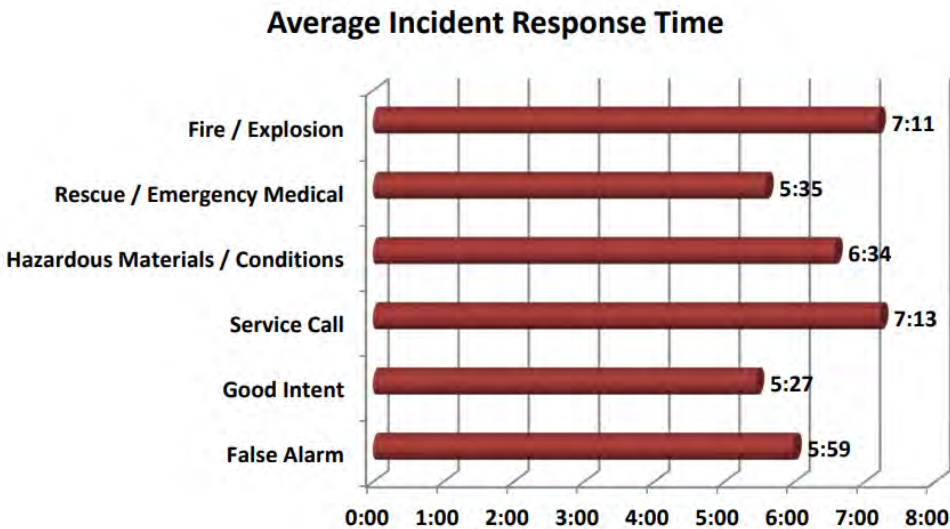
from 4,888 calls in 2013/14 to 5,996 in 2017/18. A summary of call numbers over the last 10 years is shown below in Figure 7-3.

Figure 7-3: Novato FPD Total Calls per Fiscal Year⁴²



During FY 2017-18 the FPD responded to 5,996 incidents. Of these, 68 percent were for emergency medical services and 2 percent were for fires. The average reported response time was 5 minutes 35 seconds for emergency medical services and 7 minutes 11 seconds for fires⁴³. A summary of incidents and response times is provided below in Figures 7-3 and 7-4.

Figure 7-4: Novato FPD Response Times by Incident Type (2018)⁴⁴

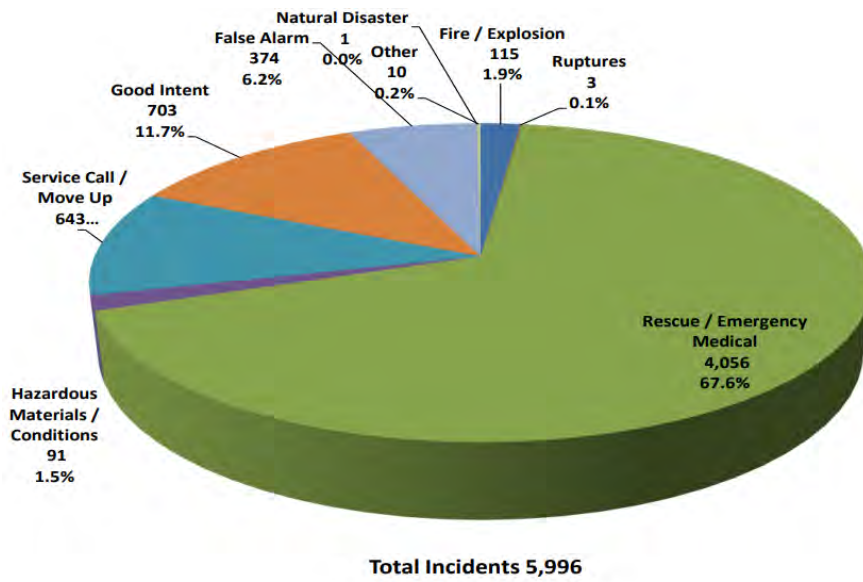


⁴² Ibid.

⁴³ Novato Fire Protection District, Popular Annual Financial Report, Fiscal Year Ended June 30, 2018. <https://www.novatofire.org/home/showdocument?id=8606>

⁴⁴ Ibid.

Figure 7-5: Novato FDP Emergency Responses by Incident Type (2018)⁴⁵



The FPD currently contracts with the Marin County Sheriff’s Department for dispatch services. Additionally, the City of Novato dispatch will route calls that come in for structural fire and/or medical services to the County Sheriff’s Department. This helps ensure that services are provided efficiently throughout the FPD service area.

Facilities and Apparatuses

The FPD owns, operates and maintains one administrative building and five stations as listed below:

- Administration Building - 95 Rowland Way, Novato, CA 94945
- Station 61 - 7025 Redwood Boulevard, Novato, CA 94945
- Station 62 - 450 Atherton Avenue, Novato, CA 94945
- Station 63 - 65 San Ramon Way, Novato, CA 94945
- Station 64 - 319 Enfrente Road, Novato, CA 94949
- Station 65 - 5 Bolling Drive, Novato, CA 94949

A facilities assessment was conducted in 2014 for all FPD owned buildings. The assessment identified the current building status and upcoming repair and/or replace needs. Station 64 was not included in this assessment as it was being rebuilt at the time of the assessment.

During the assessment, many of the buildings were found to be in fair to good condition with lifecycle replacements of building systems needed within the next 10 years⁴⁶. Having these assessments allows the FPD to plan ahead for major facility upgrades. Currently, the FPD is

⁴⁵ Ibid, pg. 8.

⁴⁶ EMG, Facility Condition Assessment of - Administration Building, Fire Station 61, Fire Station 62, Fire Station 63, Fire Station 65, 2014.

looking to renovate Station 62 which is also used for training. Renovations will include a new training tower and updated classrooms⁴⁷.

The FPD has a variety of apparatus that serve the community ranging from support vehicles to paramedic trucks. The FPD’s apparatus listed by station is provided below⁴⁸.

Station 61: Type 1 engine, Ambulance, Water Tender, B/C Command vehicle, Reserve Ambulance, Off-Road Utility, Reserve Type 1 Engine

Station 62: Type 1 Engine, 1 Reserve Type 1, 1 Ambulance, Golf Cart

Station 63: Type 1 engine, Type 3 engine, 1 Reserve Ambulance, Off-Road Utility

Station 64: Type 1 engine, Ladder Truck, Ambulance

Station 65: Type 1 engine, Type 3 engine, Medium Duty Rescue Unit, Off-Road Utility

Additionally, the Risk Reduction Prevention and Mitigation Division (RPM) utilizes several SUVs for inspections, investigations, and fire response. For Public Education purposes, the District maintains a utility vehicle and a golf cart. There are two pool vehicles (a hybrid car and a 12-passenger van) utilized for administrative needs.

The FPD utilizes a Vehicle Replacement Plan⁴⁹ to ensure that all vehicles remain in sound working order and are replaced when needed. Operations vehicles are replaced based on years of front-line service and are then placed in reserve. Table 7-2 summarizes the service time for each vehicle type. Having a Vehicle Replacement Plan allows the FPD to adequately plan for upcoming replacement costs and ensures that service needs can be fulfilled.

Table 7-2: Novato FPD Vehicle Service Times

Vehicle Type	Front-line Service (years)	Reserve (years)
All Engine Types	15	5
Ambulances	5	5
Aerial Trucks	20	5
Rescue	20	-
Water Tender	25	-
Command Vehicles	5	-

⁴⁷ Chief Bill Tyler, Personal Communication, June 5, 2019.

⁴⁸ Novato Fire Protection District, Comprehensive Annual Financial Report for the Year Ended June 30, 2018.

⁴⁹ Novato Fire Protection District, Novato FPD Fire Policy Manual, Policy 704.

Other Service Providers

The FPD is a member of the Marin Emergency Radio Authority (MERA) which is a countywide public safety and emergency radio system that allows emergency response agencies to communicate effectively with each other.

The FPD jointly operates the EOC with the City of Novato at the FPD administrative office. During a major emergency or disaster, the EOC provides a central location of authority and information with face-to-face coordination among personnel.

To the north of Novato is the City of Petaluma which provides emergency response services in Sonoma County and participates in an automatic aid agreement with the FPD for the response to wildland fires in the Mutual Threat Zone. To the south of Novato is the San Rafael region which has multiple emergency response agencies including Marinwood CSD, adjacent to the FPD boundary, and the City of San Rafael.

Several automatic and mutual aid agreements are in place to ensure a high level of service to area residents. The FPD currently has agreements with Lakeville Volunteer Fire Company; Marinwood Community Services District; Petaluma Fire Department; San Antonio Volunteer Fire Company; Marin County Fire Department. The FPD also is a party to a Mutual Threat Zone agreement with CalFire, Marin County Fire Department, and Sonoma County Fire – San Antonio that outlines a joint response to vegetation fires in the area of Highway 101 near the Sonoma and Marin County line⁵⁰. In the event of extraordinary events, the FPD is also party to the Marin County Fire Chiefs Mutual Aid Agreement which provides for county-wide mutual assistance and mobilization during emergencies⁵¹.

Additional public services in the area include water service provided by the North Marin Water District and sewer service provided by Novato Sanitary District. The City of Novato provides a range of municipal services including parks and recreation and police services.

7.5 ORGANIZATION STRUCTURE

Board of Directors

The Novato FPD has a five-member board that is elected to a four-year term. Elections for Board members were previously held at large in the FPD but are now transitioning to by-district elections so that each Board member will represent a specific area within the FPD.

⁵⁰ County Line Mutual Threat Zone Between Marin County Fire Department, Novato Fire Protection District, Sonoma County Fire Department, and California Department of Forestry and Fire Protection, June 2018.

⁵¹ Marin County Fire Chiefs Mutual Aid Agreement, Draft May 28, 2019.

Table 7-3: Novato FPD Board of Supervisors

Member	Position	Experience	Term Expiration
James Galli (jgalli@novatofire.org)	President	Battalion Chief	December 2020
Lj Silverman (ljsilverman@novatofire.org)	Vice-President	Firefighter/Paramedic	December 2020
Steve Metcho (smetcho@novatofire.org)	Secretary	Firefighter	December 2020
William “Bill” Davis (bdavis@novatofire.org)	Director	Registered Nurse	December 2022
Bruce Goines (bgoines@novatofire.org)	Director	USFS Fire Service	December 2022

The Board of Directors maintains current certificates for the CA Local Agency Ethics and California Sexual Harassment Prevention for Supervisors programs. Certificates for each of the board members can be found on the FPD website.

According to the Board of Directors’ policy (Policy 223), members are paid a sum of \$100 per meeting, workshop, study session, special meeting, and committee meeting up to a maximum of \$400 per month⁵². Information on meeting dates and payments is provided on the FPD website.

The Board of Directors is guided by Policy 223 which provides general duties of the board, roles and responsibilities, and training, both required and suggested.

Staffing and District Operations

The FPD currently staffs 78 employees working at five fire stations and one administrative building. Stations are regularly staffed with a combination of battalion chiefs, captains, engineers, firefighter/paramedics.

Currently, the FPD is seeking to fill vacancies in their RPM Division. Additional staffing positions that are desired, but do not yet have funding, are for a Wildfire Mitigation Specialist and a Training Captain. The Wildfire Mitigation Specialist would be responsible for conducting hazard assessments, providing vegetation management assessment and prescriptions, and drafting fuel reduction plans for the wildland-urban interface areas of the FPD. The Training Captain would be responsible for creating and implementing a fire training program. The FPD is currently looking into long-term strategies to fund these additional positions.

⁵² Novato FPD Fire Policy Manual, Policy 223, Board of Directors.

7.6 ACCOUNTABILITY AND TRANSPARENCY

Over the past several years, the FPD has made it a priority to maintain high accountability and transparency with all its activities. The FPD website (www.novatofire.org) provides information on Board meetings, financial reports, stations, history, employment, and more.

Meetings and Agendas

The FPD Board meets on the first Wednesday of every month at 6:00 pm at Fire Station 61 located at 7025 Redwood Boulevard in Novato. Special meetings are held as needed to go over specific topics such as the annual budget. Meeting agendas and minutes can be found on the FDP website (www.novatofire.org).

Annual Budget Review

the FPD prepares and adopts annual budgets covering revenues, operating, and capital expenses and fund balances. The FPD takes into consideration five distinct divisions when preparing the annual budget: Emergency Medical Services, Risk Reduction Prevention & Mitigation, Operations, Organization Resources & Support, and Training. The FPD vision statement is “To position the Fire District operationally and financially to create a sustainable future”.

7.7 FINANCIAL OVERVIEW

Almost all annual district revenue (84%), comes from property taxes. Additional revenue comes from service charges, State and Federal Government aid, sale of assets, California Office of Emergency Services reimbursements, ambulance billing, and other miscellaneous sources. The FDP aims to provide a high level of community service while maintaining sustainable fiscal practices. As is shown in Table 7-4, the past three years of audits show budget surpluses that help build the general fund.

Revenue

Revenue sources for the FPD come primarily from a portion of the 1% property tax and a parcel tax originally approved by voters in 1991 and later amended in 2002⁵³. Of the 1% property tax, the FPD receives an average of 17.3%⁵⁴ which amounts to approximately \$19.5 million for FY 2017-18⁵⁵. The voter-approved parcel tax amount, which has no sunset date, is inflation-adjusted every year by the Board. For FY 2018-19 the parcel tax rate is 9.16 cents per square foot for residential parcels and 13.73 cents per square foot for commercial/ industrial parcels. The FY 2017-18 tax rate was set at 8.87 cents per square foot residential and 13.30 cents per square foot commercial/industrial which amounted to approximately \$5.4 million for the FPD.

⁵³ County of Marin, Elections Department, Past Elections Results and Information, <https://www.marincounty.org/depts/rv/election-info/past-elections?tabnum=10>.

⁵⁴ Marin LAFCo, Periodic Update – Adopted Spheres of Influence for Cities and Special Districts in the Novato Area, September 28, 2007, pg. 4.

⁵⁵ Novato Fire Protection District, Annual Budget 2018-2019, pg. 9.

Table 7-4: Novato FPD Financial Audit Summary

Revenues	FY 2015-16 Audit	FY 2016-17 Audit	FY 2017-18 Audit
Charges for Services	\$3,867,554	\$3,780,142	\$4,531,999
Capital Grants and Contributions	\$27,862	\$70,722	\$0
Property Taxes	\$23,712,159	\$25,009,489	\$25,684,707
Investment Earnings	\$29,950	\$55,464	\$133,664
Non-Restricted Grants	\$86,993	\$84,983	\$84,756
Miscellaneous	\$170,767	\$164,000	\$252,398
Total Revenues	\$27,895,285	\$29,164,800	\$30,687,524
Expenditures	FY 2015-16 Audit	FY 2016-17 Audit	FY 2017-18 Audit
Personnel	\$15,431,417	\$22,140,885	\$22,990,911
Material and Services	\$4,378,374	\$3,777,604	\$3,883,965
Depreciation	\$1,442,580	\$1,458,984	\$1,386,291
Dept Fiscal Charges Interest	\$115,486	\$97,736	\$79,334
Total Expenditures	\$21,367,857	\$27,475,209	\$28,340,501
Net Total	\$6,527,428	\$1,689,591	\$2,347,023

Other sources of revenue for the district include but are not limited to, service charges, capital grants and contributions, investment earnings, impact fees, and Office of Emergency Services reimbursements. The FPD financials summary can be found in Tables 7-4 and 7-5.

Debt

The FPD expends approximately \$750,000 per year on debt service including principal and interest payments. Current debt obligations include the administration building mortgage and loan payments for Station 64 construction which was completed in September 2015⁵⁶. As of June 30, 2018, the FPD had approximately \$3,315,000 in outstanding debt.

The FPD also provides a pension plan for employees and is part of the Marin County Employees' Retirement Association (MCERA). MCERA provides retirement, disability, and death benefits based on the employee's years of service, age, and final compensation. As of June 30, 2017, the FPD Net Pension Liability was \$18,451,828 which is a decrease of approximately \$3.3 million from the prior year. The FPD pension funded ratio is 89.2% which is among the highest ratio for fire districts⁵⁷. In addition to the pension plan, the FPD provides post-retirement health care benefits to its retirees. For FY 17-18 the FPD contributed \$1,502,716 to the plan which has 73

⁵⁶ Ibid. pg. 9308-12.

⁵⁷ Cheiron, MCERA Actuarial Valuation Report as of June 30, 2018.

active members and 90 inactive employees or beneficiaries that are currently receiving benefit payments.

The FPD maintains a District credit card with a credit limit of \$175,000. As of July 11, 2018, the available credit was \$164,490. The card balance is typically paid in full every month so that no interest is accrued.

Table 7-5: Novato FPD Approved Budget Summary

Revenues	FY 2016-17 Adopted	FY 2017-18 Adopted	FY 2018-19 Adopted
Property Taxes	\$24,684,811	\$25,839,858	\$26,546,170
Revenue from Use of Money	\$16,032	\$34,830	\$68,084
Intergovernmental	\$389,766	\$329,983	\$329,756
Charges for Services	\$2,549,898	\$2,765,678	\$2,352,653
Other	\$686,608	\$433,001	\$1,191,503
Total Revenues	\$28,327,115	\$29,403,350	\$30,488,166
Expenditures	FY 2016-17 Adopted	FY 2017-18 Adopted	FY 2017-18 Adopted
Personnel	\$22,475,443	\$23,741,066	\$25,120,276
Services and Supplies	\$4,001,875	\$4,154,266	\$4,146,723
Debt Service	\$820,500	\$757,300	\$747,300
Total Expenditures	\$27,297,818	\$28,652,632	\$30,014,299
Net Total	\$1,029,297	\$750,718	\$473,867

Financial Audit

The Novato FPD contracts with an outside accounting firm, currently Maze & Associates, to prepare an annual report for each fiscal year to review the District’s financial statements in accordance with established governmental accounting standards. The most recent audited financial statement was prepared for the fiscal year ending June 30, 2018.

Financial Planning/Capital Improvement

The FPD maintains several designated reserve accounts as shown in Table 7-6. The FPD also maintains a committed fund that provides contingency funding in situations where actual revenue is 15% or more below expected revenue, or when a state of emergency is declared by the District Board or County of Marin for an area that falls within District boundaries. As of June 30, 2018, the balance for that fund was \$4,199,942.

Table 7-6: Novato FPD Reserve Funds

Reserve Fund	Balance ⁵⁸
EMS Capital Equipment Reserve	\$100,000
Unemployment Insurance	\$35,100
Management Information Systems	\$210,000
Apparatus and Equipment Replacement	\$3,322,000
Facility Capital Improvement	\$500,000
Retirement Unfunded Liability	\$1,000,000
Worker’s compensation Fund	\$1,150,400
Retiree Health Benefits	\$3,005,432
Future Debt Service	\$164,097
Protective Equipment Reserve	\$180,000
Compensated Absences	\$830,035
Total	\$10,497,064

7.8 WILDLAND FIRE PREPAREDNESS

Local agencies such as the Novato FPD play a critical role in protecting natural resources and the environment. Extended periods of drought, changing climate patterns, wind and low humidity have the potential to increase the occurrence and severity of wildland fires which could threaten structures and lives in the Wildland Urban Interface.

The FPD participated in the Community Wildfire Protection Plan that was released in 2016. This was a collaborative effort among fire agencies in the county, local fire organizations including FIRESafe Marin, land management agencies, and community stakeholders. Through this effort, areas of concern throughout the county were identified based on population, fire behavior, vegetation, and other factors. Additionally, several goals were stated and associated action items were created to better prepare the county for wildland fires. One such goal is to “Increase awareness, knowledge, and actions implemented by individuals and communities to reduce human loss and property damage from wildland fires, such as defensible space and fuels reduction activities, and fire prevention through fire safe building standards”⁵⁹. The FPD is working towards providing more education to the community about this topic and staffing of the RPM Division would further aid in the implementation of this goal

⁵⁸ Fund balances as of June 30, 2018. Novato Fire Protection District Annual Audit, Note 7.

⁵⁹ Marin County Fire Department and FIRESafe Marin, Community Wildfire Protection Plan, July 2016, Appendix D.

8.0 BEL MARIN KEYS COMMUNITY SERVICE DISTRICT

8.1 OVERVIEW

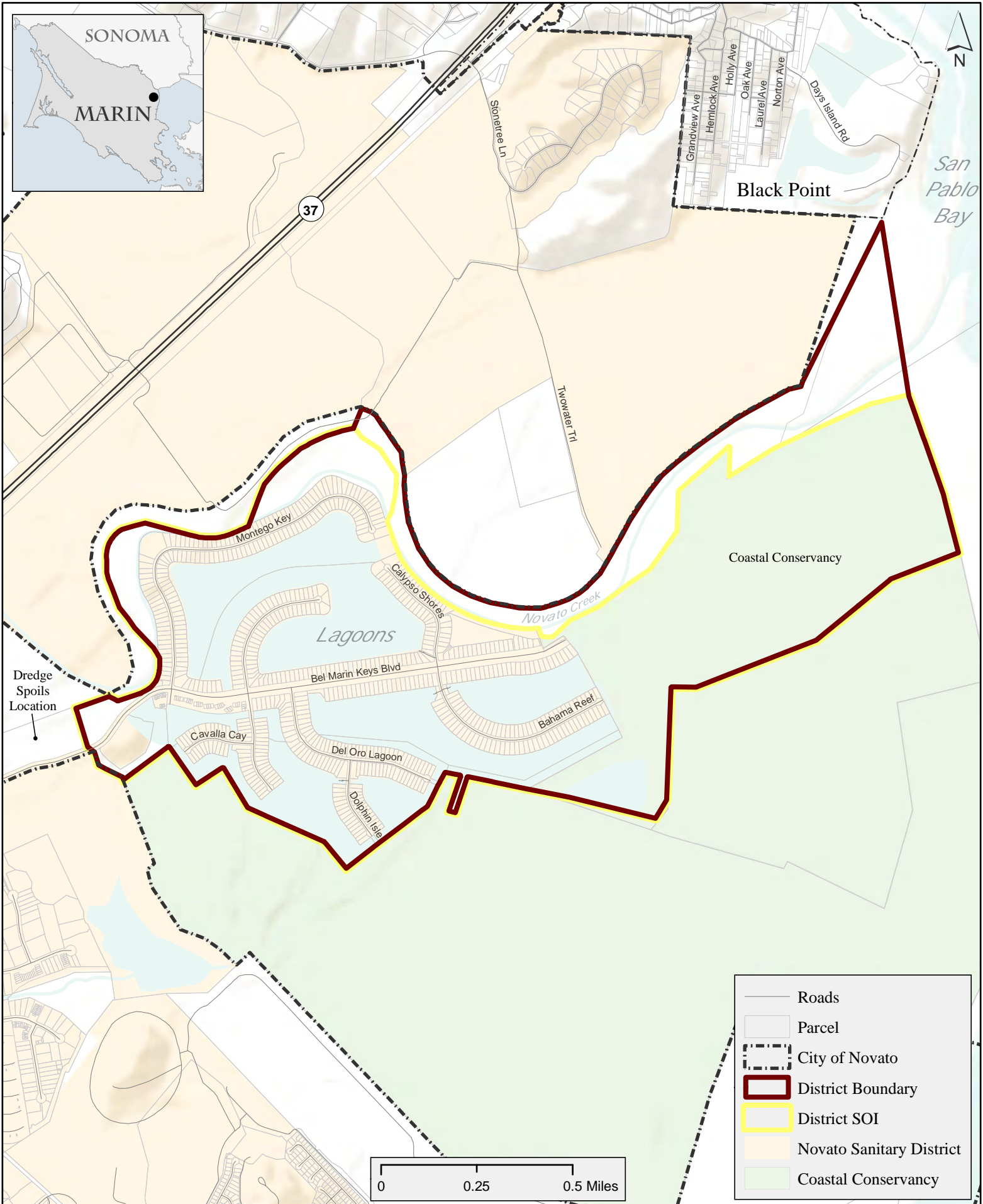
The Bel Marin Keys Community Services District (CSD) is located in the southeast Novato region between Highway 37 and Highway 101 and is accessed by Bel Marin Keys Boulevard. Within the westerly portion of the CSD is a unique community with lagoons that provides water access and recreation to Bel Marin Keys residents. It also maintains two locks that provide access to Novato Creek which flows into San Pablo Bay. The easterly portion of the CSD is California State Coastal Conservancy land with San Pablo Bay frontage that is part of the larger Hamilton Wetlands Restoration effort.

Table 8-1: Bel Marin Keys CSD Overview

Bel Marin Keys CSD			
Primary Contact	Noemi Camargo-Martinez	Phone	(415) 883-4222
Office Location:	4 Montego Key, Novato, CA 94949		
Formation Date	1961		
Services Provided	Lagoon Maintenance (including marine infrastructure and dredging), Public Facilities, Parks and Recreation (Open Space), Flood Protection Facilities, Street Lighting		
Service Area	4 sq. mi.	Population Served	1,530

The CSD provides a multitude of community services either directly or through contracts. Services and facilities include, but are not limited to, Novato Creek maintenance dredging, north and south lagoon maintenance, maintenance and operation of marine infrastructure assets, operation of a community center complete with kitchen and bar, four boat ramps of which three can be accessed by residents, eight parks, six open space areas, two islands, and street lighting maintenance. Water, wastewater, and fire services are provided by other agencies.

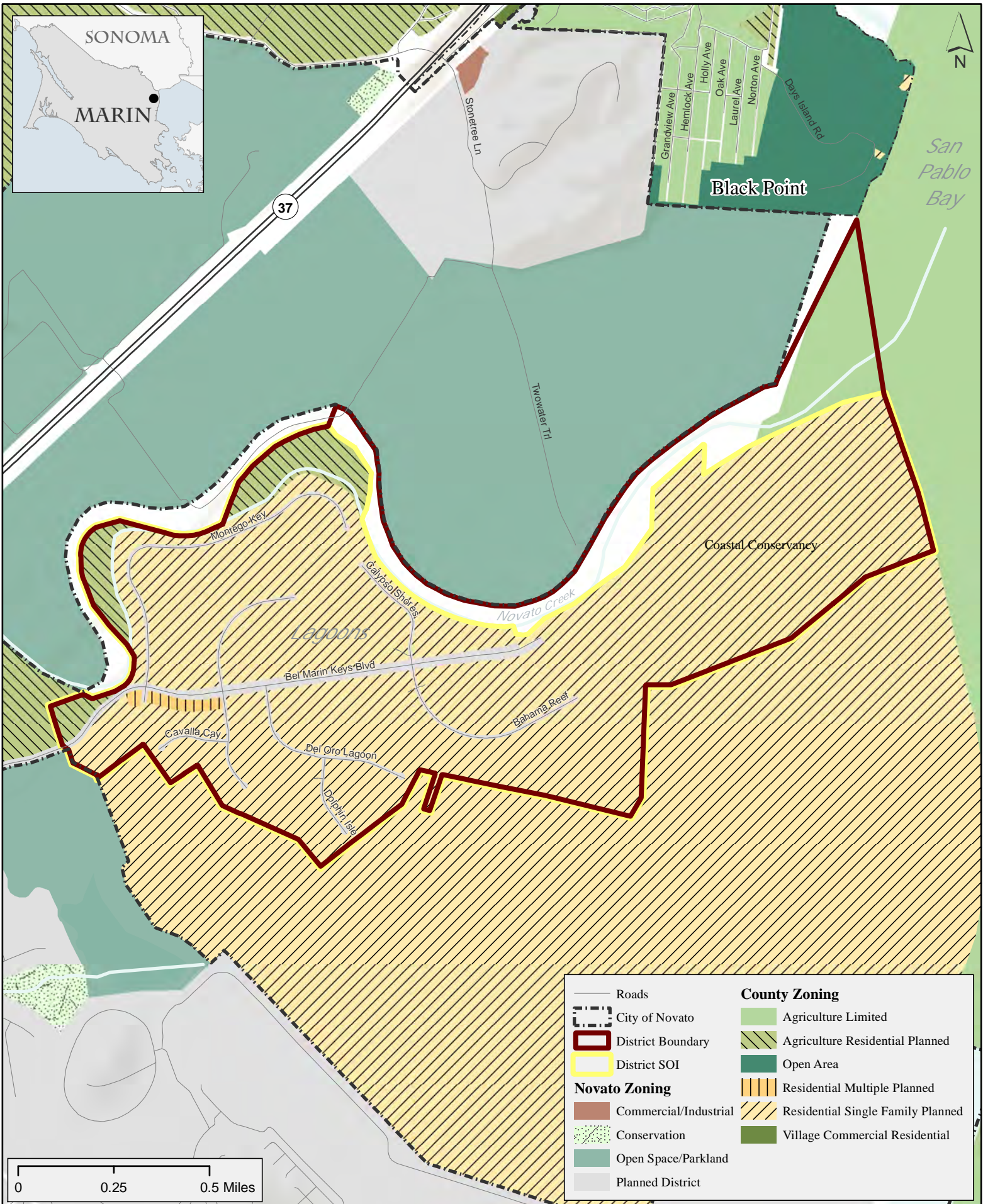
Services and facilities listed above require planning, budgeting, and in some cases permitting. Major projects such as levee maintenance and dredging require coordination with several agencies and stakeholders to ensure compliance with state and federal regulations. The CSD manages these projects and regular maintenance activities with a small staff and contract management services.



Bel Marin Keys Community Services District

Figure 8-1

Date: 6/24/2019



	Roads		County Zoning Agriculture Limited
	City of Novato		Agriculture Residential Planned
	District Boundary		Open Area
	District SOI		Residential Multiple Planned
	Novato Zoning Commercial/Industrial		Residential Single Family Planned
	Conservation		Village Commercial Residential
	Open Space/Parkland		
	Planned District		

0 0.25 0.5 Miles



Bel Marin Keys Community Services District

Figure 8-2

Date: 6/21/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

8.2 FORMATION AND DEVELOPMENT

Bel Marin Keys CSD was formed in 1961 to provide services for the new Bel Marin Keys housing development. Basic infrastructure was purchased by Marin County, after construction by the developer, using proceeds from the sale of serial bonds^{60,61}. Once initial construction of infrastructure was completed, certain systems were conveyed from the County to the appropriate agency. Lagoons were transferred to the CSD, the water supply system was transferred to the North Marin Water District and the sewer system was transferred to the Novato Sanitary District⁶².

In 1980, approximately 90 acres to the south of the original CSD was annexed for the development of Bel Marin Keys Unit IV. There were plans to develop additional land to the south and east as Bel Marin Keys Unit V. However, after years of deliberation, the parcels were purchased by the California State Coastal Conservancy and are now part of a greater wetland restoration effort taking place in the region.

8.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

Bel Marin Keys CSD's jurisdictional boundary is larger than its current sphere of influence. The boundary includes the Bel Marin Keys housing development, portions of Novato Creek, and California State Coastal Conservancy lands bordering San Pablo Bay. The boundary encompasses a total of 990 acres and the SOI encompasses a total of 855 acres.

8.4 POPULATION AND GROWTH

Bel Marin Keys is located in Census Blocks 1001, 1001, 1005, and 1006 of Tract 1043 in Marin County. According to the 2010 US Census, these blocks had a total population of 1,530. Since the sale of Bel Marin Keys V to the California Coastal Conservancy, there is no longer potential for further development in the area.

8.5 MUNICIPAL SERVICES

The CSD currently provides several services to the community including lagoon maintenance, marine infrastructure operation and maintenance, dredging, and parks and recreation. The CSD also owns and maintains a community center equipped with a full kitchen, bathrooms, and a bar. Additionally, the CSD provides street lighting through a contract with DC Electric.

Lagoon Maintenance

After initial waterways construction by developers, the lagoons were turned over to the CSD for management and maintenance. Waterways are tested for pathogens, in accordance with County of Marin Recreational Standards, once a month typically when a lagoon flushing event occurs. The lagoons are mechanically maintained at prescribed set water elevations and water quality is maintained by exchanging water (flushing) to and from Novato Creek. A flushing schedule is

⁶⁰ Marin County Board of Supervisors, Resolution 6981, October 24, 1961.

⁶¹ Marin County Board of Supervisors, Resolution 6980, October 24, 1961.

⁶² Ibid.

posted in the quarterly newsletter and signs are posted at the navigation locks to advise residents not to enter waters near the lock areas when flushing is occurring. Additional lagoon maintenance includes monthly inspection of buoys, regular inspection of the CSD's four boat ramps, debris removal, aquatic vegetation control, CSD dock inspections, and easement compliance along with other water-related maintenance items.

There are two navigation locks owned and maintained by the CSD. The south lock was originally built in 1985 and the north lock was built in 1974. These locks maintain and allow for lagoon water level management within the CSD while providing residents Novato Creek access. They also assist with seasonal flood control. The locks are operated by a controlled access system that residents receive after going through training on how to use the system.

In addition to lagoon maintenance, the CSD surveys Novato Creek performs debris removal in the creek and has previously conducted dredging to maintain adequate navigational depths and removal accreted materials from flood control structures.

The CSD also maintains the levee surrounding the south lagoon which is an 11,000-foot-long levee owned by the California State Coastal Conservancy (SCC) and bordering SCC land known as BMK V. The BMK V development was originally going to provide tax income for south levee maintenance. Now that the SCC owns the land, there is no revenue to support this maintenance. The CSD is currently working with the SCC to address levee improvement funding specific to cost incurred by the CSD. There is a project scheduled to be undertaken by the SCC in summer 2019⁶³ on the BMK V parcel.

Dredging

The CSD is responsible for dredging areas of the Bel Marin Keys lagoons and Novato Creek for water quality, flood control, and watercraft access. Maintenance dredging as undertaken requires planning, financing, permitting, dredging, and dredge material placement.

Planning

The last dredging event conducted by the CSD in Novato Creek was in 2005. The last dredging of the north lagoon was conducted in 2007. There are areas within the north lagoon that have a propensity for sediment accretion and as such, the CSD monitors and will conduct maintenance dredging as needed and budgets allow. Novato Creek is ideally dredged on a 20-year cycle although there is no specific funding for this⁶⁴.

A detailed October 2017 hydrographic survey mapped the Novato Creek channel with contours and comparisons to December 2013 and July 2016 hydrographic surveys to depict channel

⁶³ California State Coastal Conservancy, Projects, San Francisco Bay Area: <https://scc.ca.gov/projects/san-francisco-bay/>.

⁶⁴ Personal Communication, Noemi Camargo-Martinez – District Manager, June 3, 2019 and June 19, 2019.

changes. The 2017 survey results provide information on where future dredging activities may need to take place⁶⁵.

Financing

The District funds dredging activities for the lagoons through Measure D that was passed in 2001 and is discussed in further detail under Finances. Planned 2019 dredging activities include portions of Novato Creek around flood control structures which will be funded by Measure D. Other creek areas are currently not funded through Measure D. The last Novato Creek channel dredging, completed in 2005, was funded through bond Measure F which is also discussed below.

Permitting

In 2017 the CSD applied to the US Army Corps of Engineers for a 10-year maintenance dredging permit that included North Lagoon and portions of Novato Creek. The CSD is still operating under this permit and continues to work with other regulatory agencies such as the San Francisco Bay Regional Water Quality Control Board and the San Francisco Bay Conservation and Development Commission.

Dredging Activities

The CSD procures dredging services under public contracting guidelines as discussed under Contracting below. Prior dredging, summarized in Table 8-2, has utilized hydraulic dredge methods to remove build-up sediment. The dredged material is then pumped through a slurry pipeline and deposited at the nearby disposal site discussed below⁶⁶.

Table 8-2: Bel Marin Keys Dredging History

Year	Location	Approximate Volume (cubic yards)
1985	Novato Creek	40,000
2001	North Lagoon	15,000
2005	Novato Creek	100,000
2007	North Lagoon	220,000

9.0 Dredge Disposal

Dredged material from both the lagoons and the creek has been deposited on a 22-acre parcel owned and operated by the CSD to the west of Bel Marin Keys permitted as a Dredged Materials Management Site (DMMS)⁶⁷. The DMMS is adjacent to and runs along the north edge of Bel Marin Keys Boulevard across from Pacheco Pond. This parcel is outside of the CSD boundary.

⁶⁵ CLE Engineering, Novato Creek Condition Hydrographic Survey- October 2017, January 5, 2018.

⁶⁶ US Army Corps of Engineers, San Francisco District, SPN-2006-22397N Bel Marin Keys Maintenance Dredging, June 9, 2017.

⁶⁷ Ibid.

Parks and Recreation

The CSD owns 37 parcels within its boundary, many of which are maintained as park or open space areas. There are currently eight parks, six open space areas, and two islands. In 2012 county voters approved a sales tax (Measure A) to help fund park and recreation improvements in Marin County. The CSD receives an apportionment of those tax funds for Bel Marin Keys park and open space improvements.

The CSD held a community meeting to identify priority areas for Measure A funding and developed a timeline of improvements for many of the parks. The highest priority park identified by the community meeting was Montego Park. Residents indicated that a new multipurpose court and bocce ball course were desired. Replacement of existing tennis courts was completed in 2018 and other park and open space facilities will continue to be upgraded as funds become available.

The CSD offers play equipment in several park areas and has recently expanded its All Ages Fitness areas. These areas offer workout stations that include sit-up stations, chin-up bars, cycling, and other equipment to help promote fitness for all ages and abilities.

A continuing issue with park facilities, including Montego Park, is drainage. Flooding occurs in areas during high rainfall and limits accessibility to park facilities. The CSD has utilized pumps in the past to keep park areas free of water and is currently working on drainage upgrades that will provide a long-term solution to flooding issues.

Park and other landscaped areas are maintained through a contract with an outside company. The annual cost of landscaping in the CSD is approximately \$60,000. Additional areas maintained by the CSD include a moat, two front entry areas, a parking lot, two offices, and a community center.

9.2 ORGANIZATIONAL STRUCTURE

Board of Directors

Bel Marin Keys was formed as an independent special district and maintains a five-member Board of Directors elected to serve four-year terms. A current list of Board members is provided below in Table 8-3. Board members receive compensation of \$100 per meeting for their participation.

Table 8-3: Bel Marin Keys Board of Supervisors

Member	Position	Experience	Term
Vince Lattanzio	President	Landscape Design	2022
Darrick T. Chase	Vice-President	Family Law	2020
Mark Montobbio	Director	Law	2022
Mercy Angelopulos	Director	Technical Communications	2020
Cheryl Furst	Director	Business Management	2020

Staffing and District Operations

The CSD has one full-time staff member and one part-time staff member. Other staffing services, including a waterways manager, is provided by contract through Foth-CLE Engineering Group, LLC that is renewed every five years. Annual contract services are approximately \$120,000 for waterways management, \$100,000 for engineering and permitting, and \$20,000 for parks design and engineering.

9.3 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Board meetings are held the third Thursday of every month at the Community Center at 4 Montego Key in Novato. Board meeting agendas and minutes are posted on the CSD website for public access (<http://www.bmkcsd.us/agendas>).

Annual Budget Review

The CSD provides an annual budget to the Board for review and consideration. Separate budgets are prepared for the general obligation fund and Measure D funds. The CSD has a Measure D oversight subcommittee that meets semi-annually to accurately track and report the revenue and expenditures for Measure D which is specifically for lagoon maintenance. Separate reporting is conducted on Measure A in accordance with Marin County requirements. An independent financial auditor conducts an annual audit of the CSD's financial statements. The last audit, by R.J. Ricciardi, Inc., was conducted for the fiscal year ending June 30, 2018. Budgets and audits can be found on the CSD's website.

9.4 FINANCIAL OVERVIEW

Bel Marin Keys CSD is funded through a portion of the ad valorem property tax for properties served, two bond measures, and one parcel tax passed by voters in the CSD. Primary expenditures are for lagoons, marine infrastructure, Novato Creek, and park maintenance. See Table 8-4 for District revenues and expenses. Notably, in Fiscal Year 2017-18, the District had a significant increase in expenses. This is attributed to several unexpected capital outlay expenses for a culvert replacement and new tennis court. Such expenditures are not expected to be an annual occurrence in the future.

Revenues

The main source of revenue for the CSD is a portion of the ad valorem property tax collected and distributed by the County of Marin, special taxes, and bond measures (Measures A, D, E, & F) approved by voters living in the CSD boundary, or in the case of Measure A, the county. Taxes account for 99% of the CSD revenues with the other 1% coming from investment income and other revenue.

Measure A is a countywide measure that was approved by voters in 2012 and applies a one-quarter cent sales tax in order to fund county park areas⁶⁸. Once passed, the measure would be effective for nine (9) years making the sunset date November 2021. The CSD receives a portion of this tax to fund maintenance and improvements to park areas. In FY 2017-18 the total revenue from Measure A was \$57,461.

Measure D was passed by voters in November 2001 and levies a Parcel Tax that increases at a rate of 2% every year with no sunset date to provide regular long-term revenue for the CSD. This tax is to be used for operation and maintenance of the CSD’s marine facilities⁶⁹. In FY 2017-18 the total revenue from Measure D was \$481,488.

Measure E was passed by voters in November 2001 and allowed for the issuance of \$2,600,000 in special tax bonds to finance improvements to the CSD’s shared and public marine facilities for Community Facilities District No. 2001-1 (Marine Facilities Improvements). The bonds are to be repaid by a special tax levied on properties in CFD No. 2001-1 that is not to exceed \$385 per parcel⁷⁰. In FY 2017-18 the total revenue from Measure E was \$227,643 which was then passed through for loan payments. Once the bond refinancing loan is repaid, the special tax will no longer be levied.

Table 8-4: Bel Marin Keys CSD Financial Audit Summary

Revenues	FY 2015-16 Actuals	FY 2016-17 Actuals	FY 2017-18 Actuals
General Fund	\$506,039	\$521,319	\$543,639
Measure A	\$53,351	\$81,480	\$57,461
Measure D	\$469,739	\$476,631	\$493,324
Measure E and F	\$686,274	\$686,218	\$683,351
Total Revenues	\$1,715,403	\$1,765,648	\$1,777,775
Expenditures	FY 2015-16 Actuals	FY 2016-17 Actuals	FY 2017-18 Actuals
Measure A	\$36,835	\$31,071	\$78,709
Measure D	\$126,970	\$153,999	\$148,961
Loan Payments	\$639,761	\$639,764	\$639,761
Projects I and II	\$182,564	\$92,159	\$126,609
Maintenance	\$237,206	\$405,031	\$269,190
Capital Outlay	\$51,696	\$50,825	\$562,736
Other	\$340,479	\$303,293	\$323,964

⁶⁸ County of Marin, Past Elections Results and Information, November 6, 2012, Ballot Measure A.

⁶⁹ County of Marin, Past Elections Results and Information, November 6, 2001, Ballot Measure D.

⁷⁰ Ibid, Ballot Measure E.

Total Expenditures	\$1,615,511	\$1,676,142	\$2,149,930
Net Total	\$99,892	\$89,506	(\$372,155)

Table 8-5: Bel Marin Keys CSD Budget Summary

Revenues	FY 2016-17 Adopted Budget	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Operating	\$400,120	\$410,120	\$466,720
Capital Improvement	\$-	\$365,000	\$160,000
Measure D	\$450,235	\$468,971	\$481,000
Total Revenues	\$850,355	\$1,244,091	\$1,107,720
Expenditures	FY 2016-17 Adopted Budget	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Maintenance	\$120,400	\$122,200	\$202,040
Payroll Expenses*	\$138,096	\$137,206	\$156,718
Professional Fees	\$38,700	\$39,200	\$37,500
Utilities	\$27,376	\$28,156	\$29,536
General Operating			
Capital Improvement	\$-	\$365,000	\$128,000
Measure D	\$262,000	\$236,614	\$244,050
Other	\$64,458	\$63,632	\$26,734
Total Expenditures	\$651,030	\$992,008	\$824,578
Net Total	\$199,325	\$252,083	\$283,142

*This includes employee benefits and director fees.

Measure F was passed by voters in November 2001 and allowed for the issuance of \$5,600,000 in special tax bonds to finance improvements to the CSD's marine facilities for CFD No. 2001-2 (Dredging and Marine Improvements). More specifically, the bonds funded dredging of lagoons and Novato Creek, training walls in Novato Creek, water circulation system upgrades, and necessary extensions of private and public docks and piers. The bonds are to be repaid by a special tax levied on properties in CFD No. 2001-2 according to their area designation. Maximum annual tax rates range from \$330 to \$1,131⁷¹. In FY 2017-18 the total revenue from Measure F was \$455,495 which was then passed through for loan payments. Once the bond refinancing loan is repaid, the special tax will no longer be levied.

Measures D, E, And F were all proposed and passed in 2001 in order to provide needed funding for the CSD. Prior to these measures, there was not enough revenue to cover rising maintenance activities costs. Measure D now provides a long-term source of income for maintenance activities

⁷¹ Ibid, Ballot Measure F.

including water testing, lock maintenance, maintenance dredging, and annual management of the waterways. Measures E and F provided bond funding for large capital improvement projects and major dredging that was needed at the time. For FY 2017-18 Measure D taxes were \$686.38 per parcel, Measure E taxes were \$350.76 per parcel, and Measure F taxes ranged from \$287.26 to \$984.52 per parcel depending on location⁷². The total CSD taxes for these measures totaled \$1,321.40 to \$2,021.66. This does not include basic property tax or Measure A estimates.

Debt

The CSD has a long-term lease-finance agreement with PG&E with a loan balance of \$19,084 as of June 30, 2018, and two commercial loans with the Bank of Marin to re-finance Measure E and F Special Tax bonds. Those loans had a combined balance of \$2,698,165 as of June 30, 2018.

Contracting

The CSD participates in the California Uniform Public Construction Cost Accounting Program. Under this program, the CSD maintains an Informal Bid List of contracts that receive notices on projects taking place within the CSD. This program allows for contracting flexibility that eases costs to the CSD while still maintaining a competitive bid process.

Long-term Planning

The CSD is currently preparing a Capital Improvement Plan which is set to be finalized by Fall 2019. This plan will identify priority needs for the CSD and provide a schedule of improvements for several fiscal years allowing the CSD to plan ahead for future improvements.

9.5 SUSTAINABILITY

Bel Marin Keys has been working with residents on sustainable practices for both land and water. Community groups come together to help reduce household carbon footprints and the CSD has offered Clean and Green Boating seminars. Boating seminars include education of effective spill cleanup, safe fueling practices, reducing marine debris and proper sewage disposal.

Neighborhood groups have also worked with other organizations including the Greenbelt Alliance, Marin Conservation League, and Sierra Club to gain voter approval on laws that limit urban sprawl and maintain open spaces for community benefit.

Flooding remains an important issue to the CSD as high spring rain levels have caused levee breaches in adjacent neighboring parcels. The CSD will continue to work with other local agencies in order to identify critical needs and conduct flood control projects.

⁷² County of Marin, Department of Finance, Property Tax Bill Tax Roll Year 2017-18, <https://apps.marincounty.org/TaxBillOnline>.

10.0 COUNTY SERVICE AREA NO. 1 (LOMA VERDE)

10.1 OVERVIEW

CSA No. 1 is located south of Ignacio Boulevard as shown in Figure 9-1. The northerly developed Loma Verde neighborhood and Loma Verde Elementary School portions are unincorporated and the southerly Loma Verde Preserve portion is in the City of Novato. The neighborhood, which is completely surrounded by the City of Novato, is made up of mostly single-family homes with some apartments and townhomes. The main roads through the CSA are Alameda De La Loma which runs east and west, and Alameda Del Prado that runs parallel to Highway 101.

The CSA provides street light maintenance throughout the unincorporated area through a contract administered by the Marin General Services Authority, meridian maintenance along Alameda Del Prado, and has acquired open space for the county.

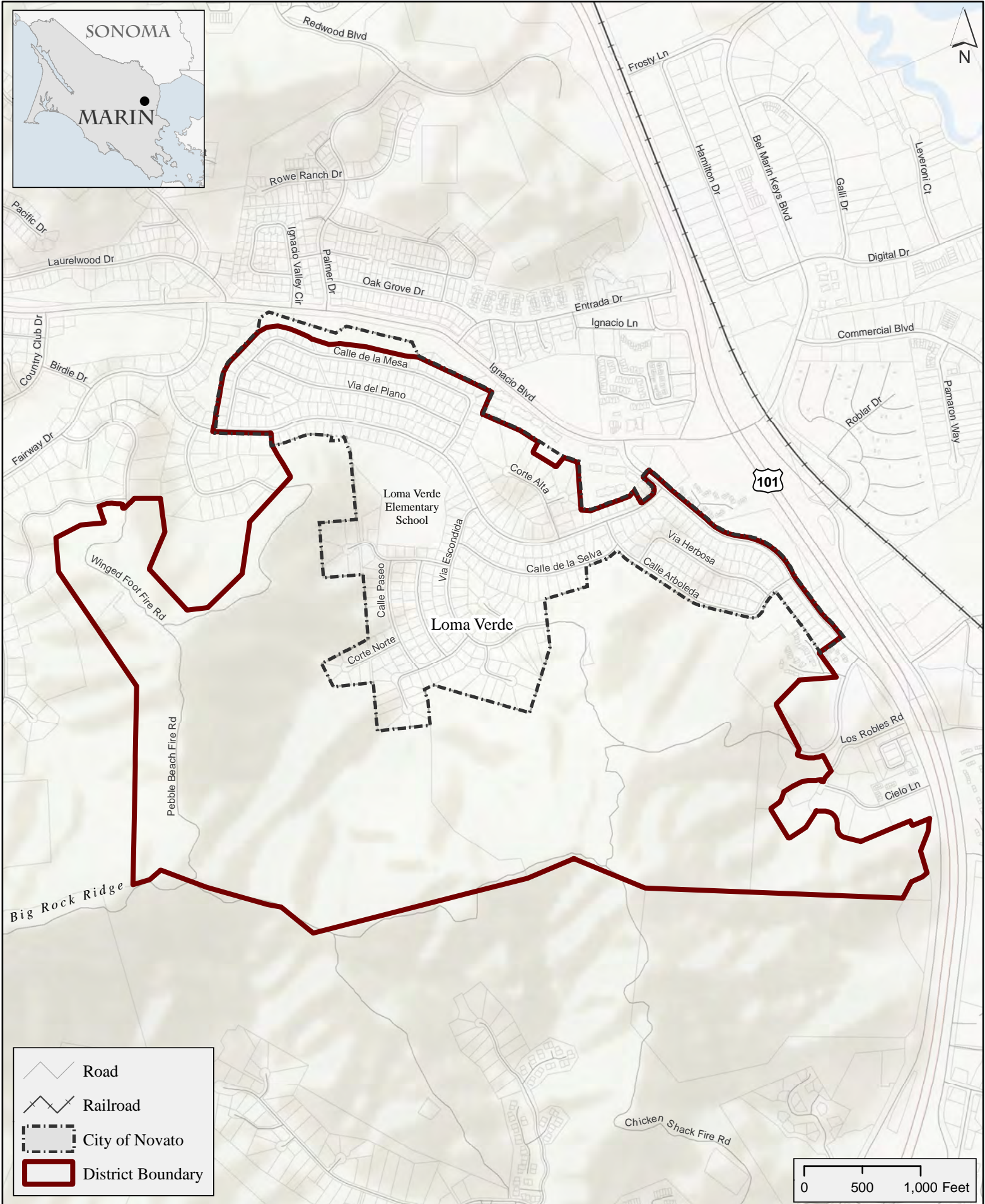
Table 8-1: CSA No. 1 Overview

CSA No. 6 – Loma Verde			
Primary Contact	Michael Frost – Deputy Director of Public Works		
Phone	(415) 473-3725	Email	mfrost@marincounty.org
Office Location	3501 Civic Center Drive, San Rafael, CA 94903		
Formation Date	1956		
Services Provided	Meridian Maintenance, Lighting, Open Space Street		
Service Area	503 acres		

10.2 FORMATION AND DEVELOPMENT

CSA No. 1 was formed by Marin County Board Resolution No. 4294 on January 1956 in order to provide County services to the area. Upon formation, no designation of specific services was made. In later years, specific resolutions were made to define services as lighting and parkway maintenance. In 1974 additional parcels were annexed to the CSA in order to provide open space for the community. This land acquisition was funded by the sale of bonds that were repaid by a special tax levied on properties within the CSA. Bonds were originally set to mature no later than 1995, at which point taxes would no longer be collected for bond repayment⁷³.

⁷³ Marin County Board of Supervisors, Resolution No. 75-74, March 18, 1975.

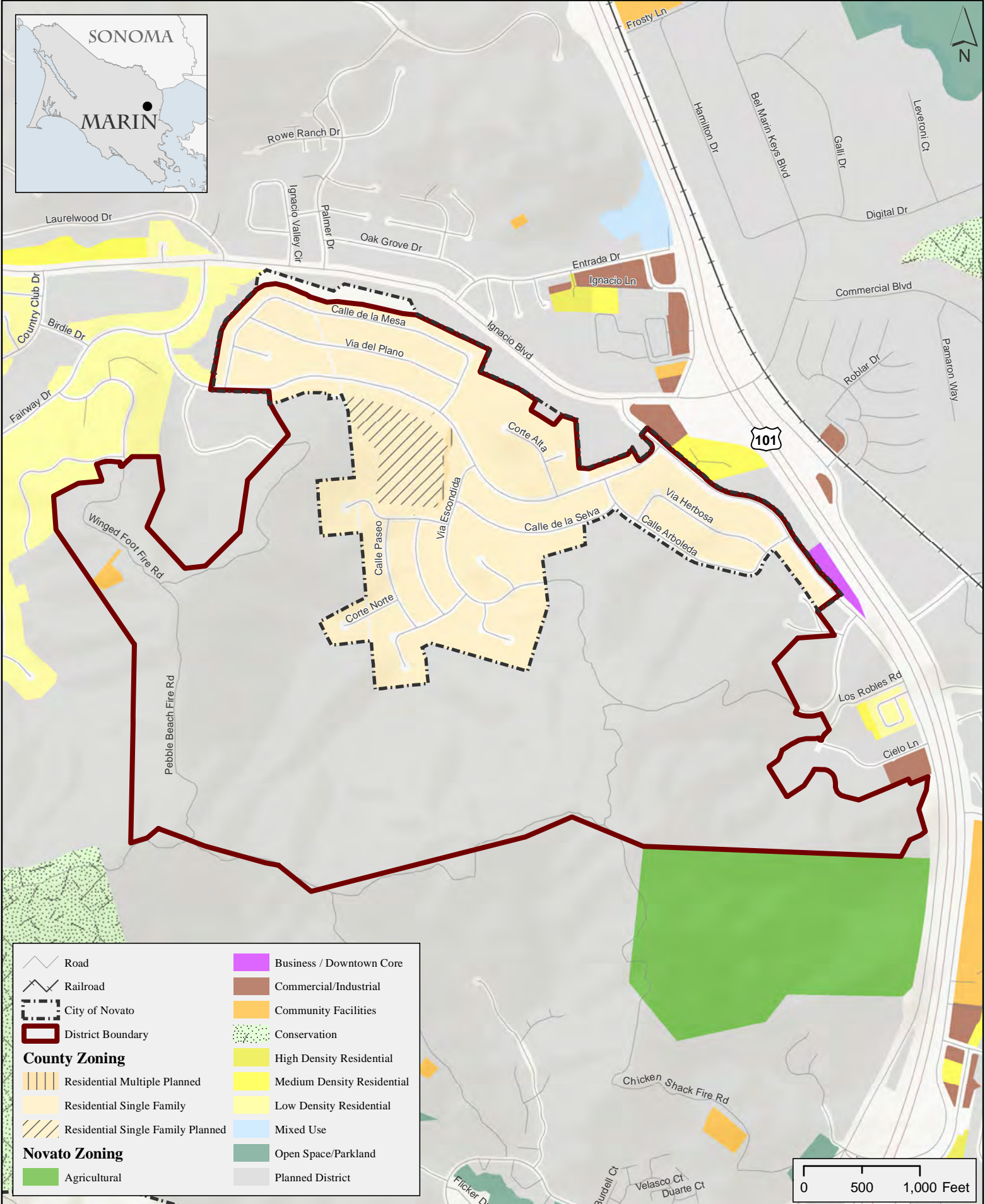


CSA No. 1 - Loma Verde

Figure
9-1

Date: 6/25/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



CSA No. 1 - Loma Verde Zoning

Figure 9-2

Date: 6/24/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

10.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 1’s jurisdictional boundary encompasses approximately 503 acres. The sphere of influence is coterminous. The original boundary encompassed only the Loma Verde neighborhood. In 1974, approximately 100 acres of land, now known as the Loma Verde Preserve, was annexed to the CSA for open space land acquisition and management. At the same time, the open space land was annexed, the original CSA boundary was designated as a CSA improvement district where taxes could be levied for services provided⁷⁴.

The Loma Verde neighborhood and elementary school are not part of the City of Novato. However, the surrounding open space is within the City. Land use in and around the CSA is primarily Open Space Low-Density Residential and public facility for the elementary school site.

10.4 MUNICIPAL SERVICES

Street Lighting and Maintenance

The County contracts with a private landscaping firm that provides services for many different areas in the region. Included in this larger contract is a small portion for landscaping maintenance of Alameda Del Prado in CSA No. 1. From Ignacio Boulevard to Posada Del Sol there is a meridian down Alameda Del Prado with trees, shrubs, and flowering plants that require regular maintenance. A maintenance schedule summary is provided below in Table 9-2.

Table 9-2: Summary of Maintenance Frequency for CSA No. 1

Maintenance Activity	Weekly	Monthly	Quarterly	Bi-Annually	Annually	As Needed
Irrigation (Mar-Oct)	X					
Fertilization					X	
Pruning					X	
Pest/Weed Control						X
Litter/Trash Removal	X					X
Curb and Gutter Cleaning						X
Irrigation System Inspection (Apr-Oct)		X				

There are approximately 101 street lights in CSA No. 1 maintained as part of the Marin County Street Light network through a county contract with DC Electric that is funded and administered by the Marin General Service Authority. The original contract was entered into in August 2015 and is renewed annually. Under this contract, lights are replaced every five years or more

⁷⁴ Marin County Board of Supervisors, Resolution No. 74-129, May 7, 1974.

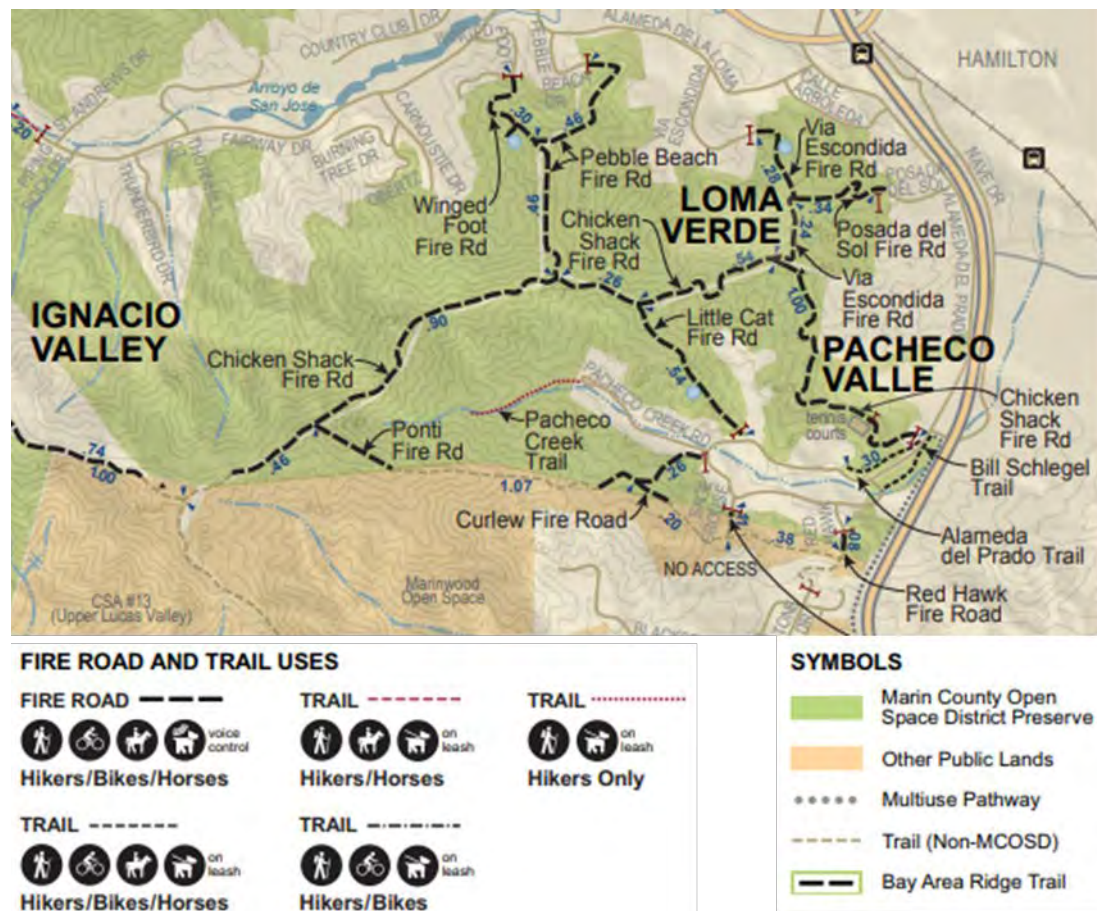
frequently as needed. Other street maintenance is overseen by the County Department of Public Works.

Recreation (Open Space Acquisition)

Loma Verde Preserve is south of the Loma Verde neighborhood. The preserve covers the northeast slope of Big Rock Ridge and offers dog-friendly hiking and horseback riding. It can be accessed at several points in CSA No. 1 including Pebble Beach Drive, Winged Foot Drive, Via Escondida, and Posada Del Sol. Many other footpaths also lead off of neighborhood streets into the preserve.

As discussed previously, the preserve was purchased with bond funds through CSA No. 1. It is approximately 100 acres in size and adjoins Ignacio Valley, Pacheco Valle, and Marinwood to provide large contiguous open space access for area residents. The Marin County Department of Parks and Open Space now manages the Loma Verde preserve as part of its open space system. A map of the preserve and connecting trails is provided in Figure 9-3.

Figure 9-3: Loma Verde Open Space Preserve Map⁷⁵



⁷⁵ Marin County Department of Parks and Open Space, Loma Verde Preserve Map, February 27, 2019.

10.5 ORGANIZATIONAL STRUCTURE

Board of Directors

CSA No. 1 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. Government Code Section (25212) grants the Board of Supervisors rights and powers to administer service areas.

The Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 329 in San Rafael. A current listing of members along with respective backgrounds can be found below in Table 9-3.

Table 9-3: County of Marin Board of Supervisors

Member	Position	Experience	Term
Damon Connolly (District 1)	Supervisor	Government	Expires January 2023
Katie Rice (District 2)	Vice-President	Government	Expires January 2021
Kate Sears (District 3)	President	Attorney	Expires January 2022
Dennis Rodoni (District 4)	2 nd Vice-President	Construction	Expires January 2021
Judy Arnold (District 5)	Supervisor	Government	Expires January 2023

Staffing and District Operations

As a dependent special district of the County, all administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller's Office required under Government Code Section (53891). District projects are overseen by county senior and principal engineers.

CSA No. 1 is primarily managed by the Department of Public Works which oversees the street lighting contract which is primarily held by the Marin General Services Authority. The Department of Parks and Open Space manages the meridian maintenance contract and the open space is managed as part of the county's broader open space program.

10.6 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

The Board of Supervisors meeting agendas, minutes, and recordings can be found online on the Marin County website. Board documents such as resolutions and ordinances can also be found on the Board of Supervisors page of Marin County's website.

Annual Budget Review

The County of Marin contracts with an independent financial auditor, Clifton Larson Allen, to conduct an annual financial report. CSA No. 1 is included in the report under the Budgetary Comparison Schedule for County Service Areas Fund. The latest audit was prepared for the year ending June 30, 2018.

Every year the County Department of Public Works develops a CSA budget and presents it to the Board of Supervisors for review and approval. It is based on prior years' expenses and anticipated upcoming fiscal year infrastructure upgrades and maintenance costs.

10.7 FINANCIAL OVERVIEW

CSA No. 1 is funded through a portion of the ad valorem property tax for properties served. Properties taxed are those within the original CSA boundary which was designated an improvement district of the CSA in 1974⁷⁶. The taxes collected are solely for meridian maintenance. The open space portion of the CSA receives funding and management through the County Department of Parks and Open Space. Street lighting is funded by the Marin General Services Authority.

Table 9-4: CSA No. 1 Financial Summary

Revenues	FY 2016-17 Actuals	FY 2017-18 Estimated	FY 2018-19 Adopted Budget
Current Secured Property Tax	\$41,519	\$43,276	\$34,136
Use of Money and Property	\$1,566	\$3,474	\$261
Intergovernmental Revenues	\$197	\$196	\$205
Total Revenues	\$43,282	\$46,946	\$34,602
Expenditures	FY 2016-17 Actuals	FY 2017-18 Estimated	FY 2018-19 Adopted Budget
Services and Supplies	\$1,016	\$3,120	\$70,500
Interfund Expense	\$7,298	\$7,497	\$7,080
Total Expenditures	\$8,314	\$10,617	\$77,580
Net Total	\$34,968	\$36,329	(\$42,978)
Fund Balance (Start of FY)⁷⁷	\$274,532	\$309,521	\$345,851

⁷⁶ Marin County Board of Supervisors, Resolution No. 74-129, May 7, 1974.

⁷⁷ Frost, Michael – Department of Public Works, Personal Communication, June 25, 2019.

Maintenance of the Alameda Del Prado meridian costs the CSA approximately \$982 per month (\$11,784 per year) depending on monthly service activities. This is a small portion of the approximately \$26,433 monthly County landscaping contract ⁷⁸. All other CSA activities are funded by other county sources including the Marin General Services Authority and the Marin County Department of Parks and Open Space. This allows the CSA to grow and maintain a healthy fund balance that can be used for emergency repairs or other unforeseen costs as needed.

Sustainability

Local agencies play a critical role in protecting natural resources and the environment through land conservation, water recycling, preserving open space, and renewable energy projects. CSA No. 1 provides ample open space for community residents to enjoy and utilizes water-efficient landscaping to reduce municipal water consumption. In addition, street lights were updated to LED lights in 2011 to decrease CSA and county energy usage.

⁷⁸ Gardeners' Guild, County of Marin – Parks, Open Spaces & Cultural Services Landscape Maintenance, May 2019 Invoice.

11.0 COUNTY SERVICE AREA NO. 20 (INDIAN VALLEY)

11.1 OVERVIEW

CSA No. 20 is located in the southwest Novato region and provides open space-related services. It encompasses over 7 square miles of both incorporated and unincorporated territory that includes the Indian Valley and Ignacio Valley Open Space Preserves which are managed by the Marin County Department of Parks and Open Space.

The CSA conducts special projects in open space areas within the CSA boundary. This includes improved trails, access, and wildland fire prevention measures for the Marin County Club and Indian Valley communities.

Table 10-1: CSA No. 20 Overview

CSA No. 20 – Indian Valley	
Primary Contact	Jim Chayka, Superintendent Marin County Parks
Phone	(415) 473-3639
Office Location:	Marin County Parks, 3501 Civic Center Drive, #260, San Rafael, CA 94903
Formation Date	1974
Services Provided	Parks and Recreation (Open Space Services)
Service Area	4,620 acres (7.2 miles)

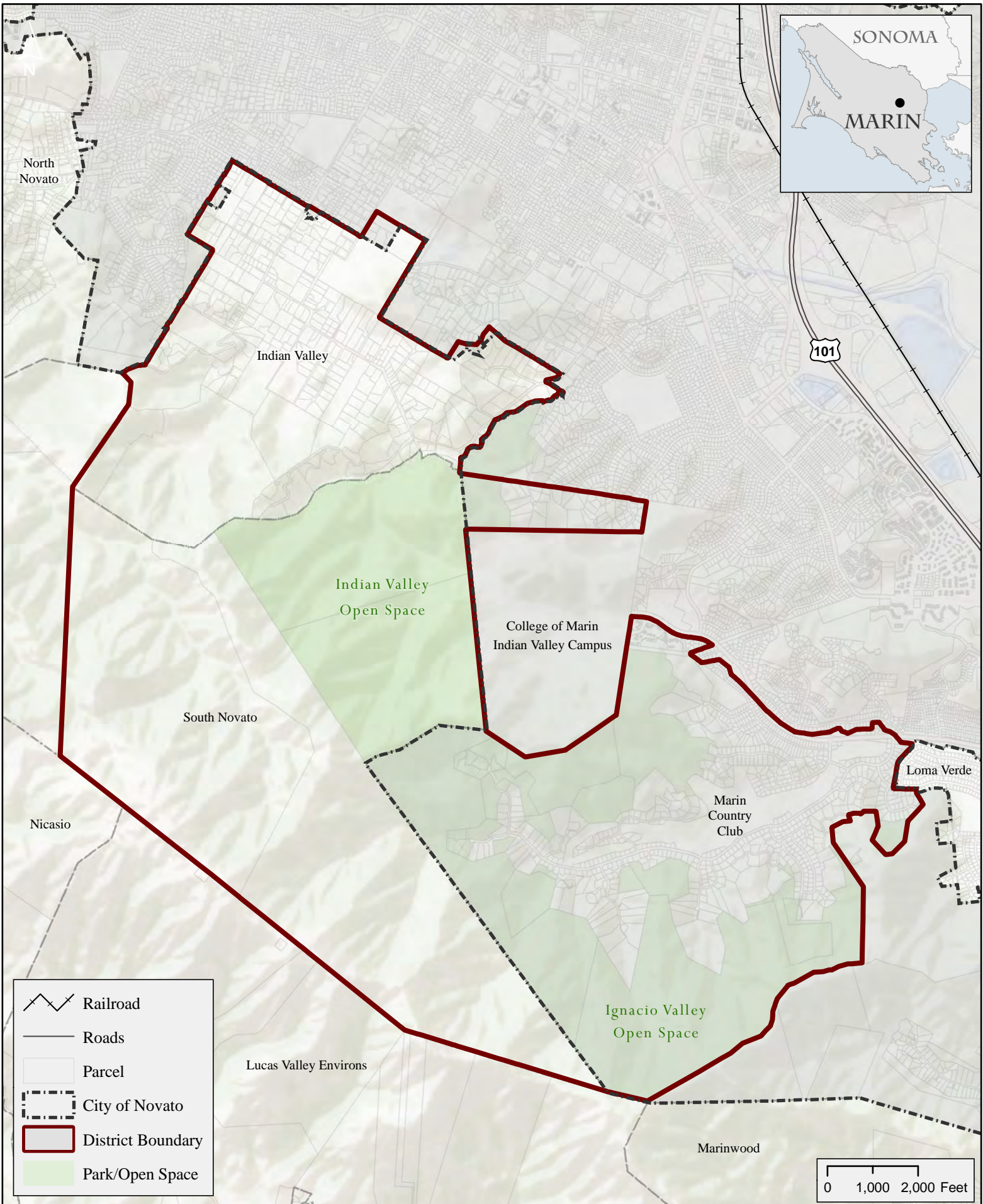
11.2 FORMATION AND DEVELOPMENT

CSA No. 20 was formed by Board Resolution 74-371 in November 1974. The types of services designated by the Board at the time of formation were “Local park and recreation facilities and services”. The CSA was partially funded by a bond in 1975 for the acquisition of 1,300 acres. The bonds were scheduled to be paid in full by 1995⁷⁹.

11.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 20’s jurisdictional boundary encompasses 4,620 acres of land. Portions of the CSA are within the City of Novato boundary and subject to the City’s Zoning. The sphere of influence is coterminous. Primary land use designations in the CSA area are Open Space, Low-Density Residential, Conservation, and Agriculture with some Community Facilities and Planned Residential. The CSA boundary surrounds the College of Marin – Indian Valley Campus off of Ignacio Boulevard which is also the main access point for much of the open space. Additional access points include Indian Valley Road to the north and Fairway Drive to the south.

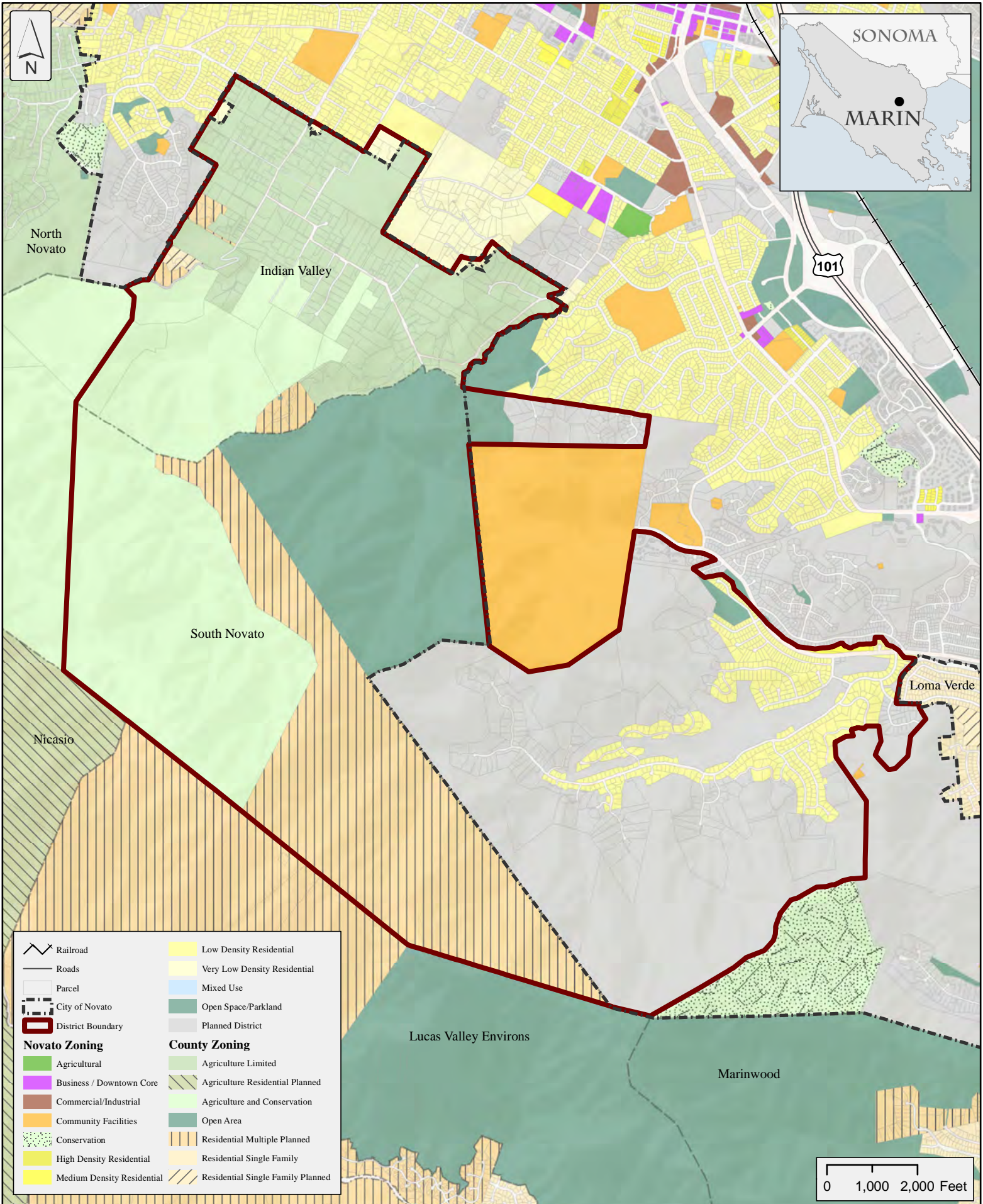
⁷⁹ Marin County Board of Supervisors, Resolution 75-143, May 13, 1975.



CSA No. 20 - Indian Valley

Figure
10-1

Date: 6/25/2019



CSA No. 20 - Indian Valley Zoning

Figure
10-2

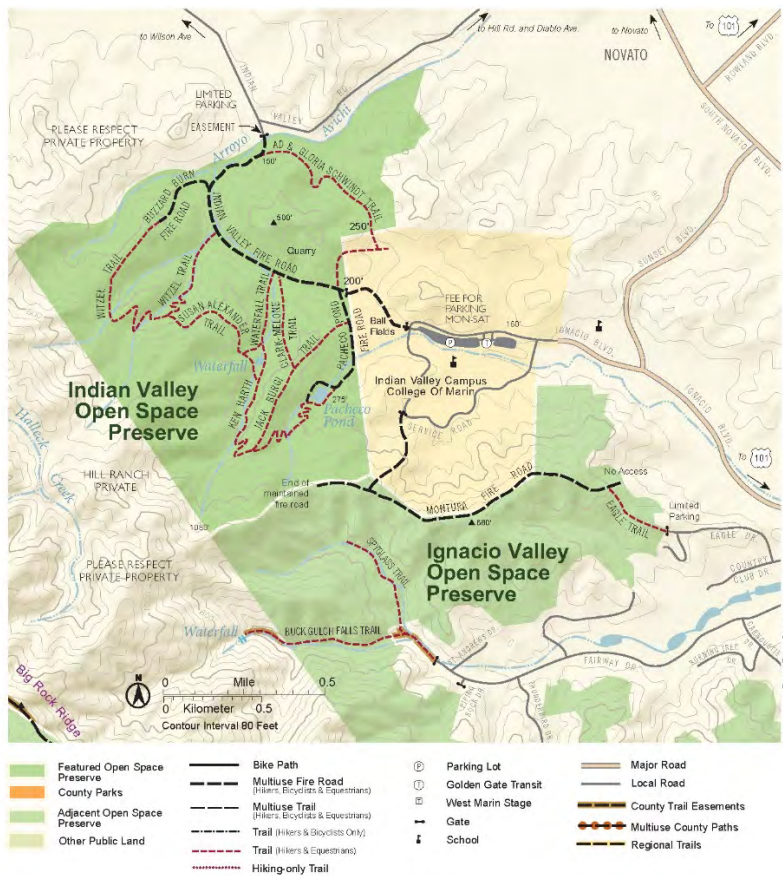
Date: 6/24/2019

11.4 MUNICIPAL SERVICES

Parks and Recreation

CSA No. 20 provides access to open space near the communities of Indian Valley and Marin County Club. The two open space preserves in the CSA, Indian Valley and Ignacio Valley, are managed as part of the larger Marin County open space system. Open space activities include biking, hiking, fishing, and horseback riding. A map of the open space area is shown in Figure 10-3.

Figure 10-3: Indian Valley and Ignacio Valley Open Space Trail Map⁸⁰



Funds collected by the CSA are primarily used to conduct special projects within the CSA area at the direction of the Advisory Board and for the benefit of the communities adjacent to the preserves. Completed projects include decommissioning of illegal trails and fencing of sensitive habitats⁸¹. Recently the CSA has been looking at funding for re-alignment of Indian Valley Fire Road⁸². However, due to rising wildland fire concerns, the CSA is now looking at funding fire fuel reduction including removing brush, downed trees, and dead or dying trees.

⁸⁰ Marin County Department of Parks and Open Space, June 27, 2017.

⁸¹ CSA 20 Advisory Board, Meeting Minutes for April 13, 2015.

⁸² CSA 20 Advisory Board, Draft Meeting Minutes for September 11, 2017.

11.5 ORGANIZATIONAL STRUCTURE

Board of Directors

CSA No. 20 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. A list of the current Board of Supervisors can be found in Section 8.6.

Advisory Board

CSA No. 20 is guided by a five-member Advisory Board that meets at least once per year. Members of this board are appointed to two-year terms by the County Board of Supervisors. Current members of the advisory board are provided below in Table 10-3. The Advisory Board meets to review budget items and planned projects for the upcoming year. They also provide input to county staff and provide recommendations to the County Board of Supervisors.

Table 10-2: CSA No. 20 Advisory Board Members

Member	Position	Term
Rodney Bosche	Advisor	10-17-19
Gary Frugoli	Advisor	09-12-19
Jonathan Gasson	Advisor	10-31-19
R. Craig Knowlton	Advisor	10-17-19
Ron Witzel	Advisor	02-13-20

Staffing and District Operations

As a dependent special district of the County, all CSA functions are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller's Office required under Government Code Section (53891). The CSA is primarily administrated by Marin County Department of Parks and Open Space and specific CSA projects are overseen by county senior and principal engineers.

11.6 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Meeting agendas, minutes, and handouts can be found on the Marin County Parks webpage under CSA No. 20 Advisory Board.

Annual Budget Review

CSA No. 20 includes draft budgets as a hyperlink on the meeting agenda webpage. These draft budgets are excerpts from the County's MUNIS system. The CSA is also included in the County's annual financial audit under Budgetary Comparison Schedule County Service Areas Fund. The most recent audit was conducted for the year ending June 30, 2018.

11.7 FINANCIAL OVERVIEW

CSA No. 20 is funded through a portion of the ad valorem property tax from properties within the CSA boundary. There is no other CSA funding and expenses are limited to administration costs in most years except for when special projects, such as improving trails and fuel reduction measures, are approved by the Advisory Board. A summary of the CSA's annual finances is provided in Table 10-5 below.

Special projects for the CSA are funded out of the reserve balance built up for the CSA. As of September 2018, the total fund balance for CSA No. 20 was \$160,745.02. Trail realignment was scheduled for FY 2018-19 which was approved at \$100,000. However, these activities were paused due to new direction from the Advisory Board. The fund balance will instead be carried over and utilized to fund fuel reduction projects in the area⁸³.

Table 10-3: CSA No. 20 Financial Summary

Revenues	FY 2016-17	FY 2017-18	FY 2018-19
	Actuals	Adopted Budget	Adopted Budget
Current Secured Property Tax	\$12,119	\$12,611	\$12,511
Use of Money and Property	\$657	\$1,446	\$200
Intergovernmental Revenues	\$58	\$58	\$30
Total Revenues	\$12,834	\$14,115	\$12,741
Expenditures	FY 2016-17	FY 2017-18	FY 2018-19
	Actuals	Adopted Budget	Adopted Budget
Services and Supplies	\$0	\$0	\$100,000
Capital Assets	\$0	\$0	\$0
Interfund Expense	\$84	\$84	\$0
Total Expenditures	\$84	\$84	\$100,000
Net Total	\$12,750	\$14,031	(\$87,259)

11.8 SUSTAINABILITY

CSA No. 20 is primarily composed of open space lands that connect to other Marin County Department of Parks and Open Space preserves and public lands. Warmer temperatures and longer drought periods increase the potential for wildfires in these areas that may threaten structures in the CSA. Currently planned fuel reduction projects will help decrease wildfire potential and provide better protection for CSA residents

⁸³ Jim Chayka, Marin County Department of Parks and Open Space, Personal Communication, June 13, 2019.

12.0 COUNTY SERVICE AREA NO. 25

12.1 OVERVIEW

County Service Area No. 25 (CSA No. 25) is a dependent, single-purpose special district organized to provide park and open space services pursuant to County Service Area Law (California Government Code Section 25210 et seq.). CSA No. 25 was formed in 1975 to fund the acquisition and preservation of the Mount Burdell area. This area, identified in the Marin County Parks and Open Space Strategic Plan, is an important land conservation area and a major element of a proposed greenbelt extending from Rush Creek wetlands to Stafford Lake Park. Since its formation, the Marin Open Space District, now a part of Marin County Department of Parks, has managed the Mount Burdell Preserve. CSA No. 25 currently provides no services and has no budget, fund balance, funding sources, or expenditures. As such, CSA No. 25 is considered inactive.

Table 12-1: CSA No. 25 Overview

CSA No. 25 – San Marin			
Primary Contact	Jim Chayka, Superintendent Marin County Parks		
Phone	(415) 473-3795	Email:	jchayka@marincounty.org
Office Location:	3501 Civic Center Drive, Suite 260 San Rafael, CA 94903		
Formation Date	1975	Services Provided	Inactive

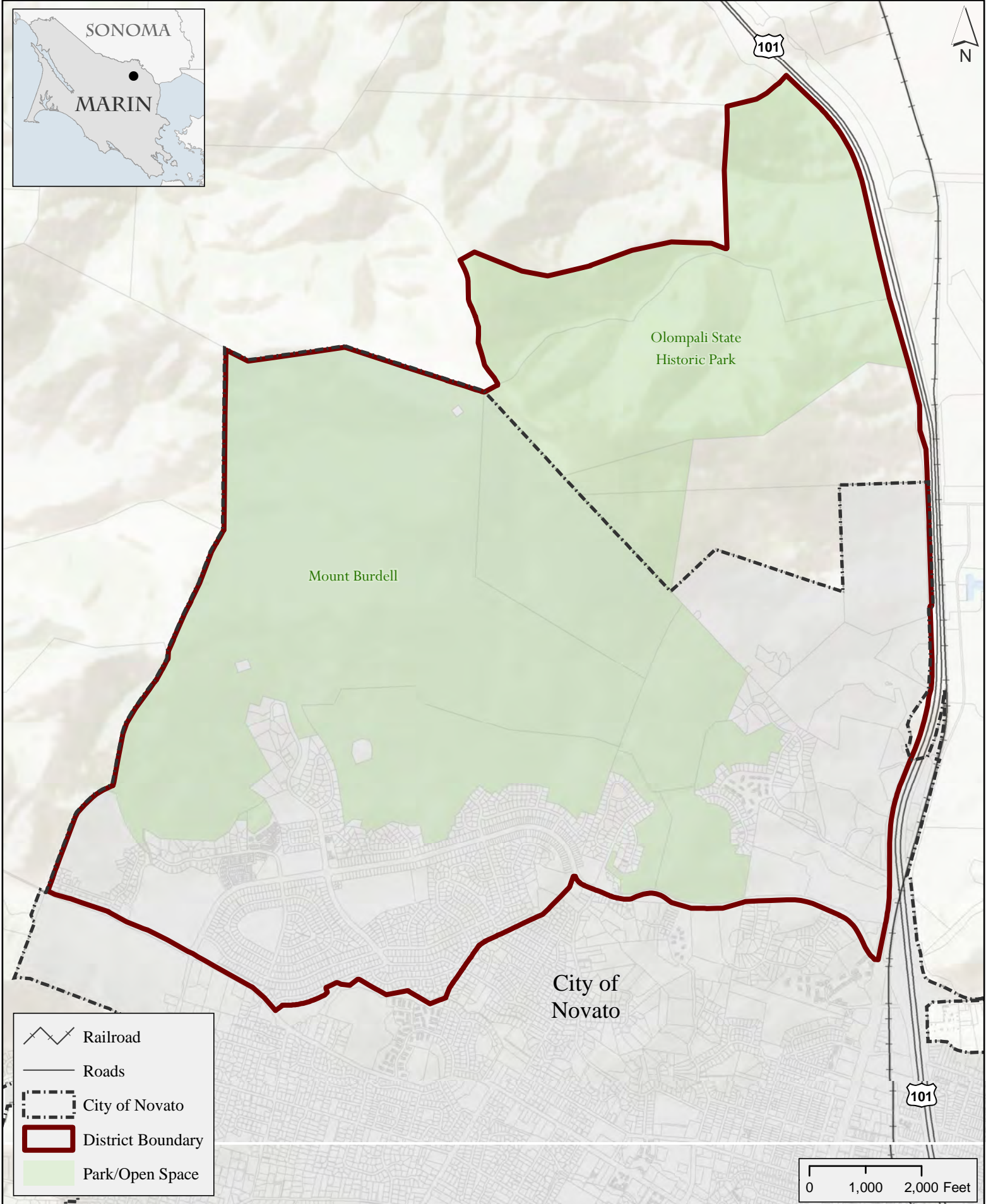
12.2 FORMATION AND DEVELOPMENT






CSA No. 25 was formed in July 1975 by Board Resolution 75-224 as a means to raise funds for the purchase of several properties around Mount Burdell. The types of services authorized at its formation were local park and recreation facilities and services. The property purchase funded by the CSA included Exxon, Great Western, Nunes, and Exeter Equity holdings around Mount Burdell. Acquisition of the properties took place from 1976 to 1978 with the last property, Exeter, being purchased in February 1978⁸⁴. Purchase was funded by bond sales in the amount of \$700,000 for the acquisition of the 1,266 acres and sale of land banked property as discussed below. Upon acquisition of the properties, the land was immediately conveyed to the Marin County Open Space District⁸⁵.

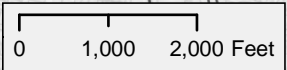
A portion of the Exxon property, approximately 49 acres, was to be used for land banking. This property was sold to private enterprise for development purposes to help offset the cost of the total land purchase for CSA No. 25. Sale of land was expected to total no less than \$250,000. Any

⁸⁴ Marin County Department of Public Works, Board of Supervisors Memorandum Re: Joint CSA #25/ Open Space District Purchase of Exeter Equities Property – Mt. Burdell, February 9, 1978.

⁸⁵ Marin County Open Space District, Joint Powers Agreement with County Service Area No. 25, January 18, 1977.



-  Railroad
-  Roads
-  City of Novato
-  District Boundary
-  Park/Open Space



CSA No. 25 - San Marin

Figure 11-1

12.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 25 was originally established with a boundary encompassing approximately 3,535 acres around Mount Burdell as shown in Figure 11-1. This includes the bond purchase area of 1,266 acres and additional land to the northeast which is now a portion of Olompali State Park.

12.4 MUNICIPAL SERVICES

As discussed previously, CSA No. 25 was formed primarily as a funding mechanism to purchase open space parcels. In January 1977 the Marin County Open Space District and CSA No. 25 entered into a Joint Power Agreement which identified the funding commitments, ownership, and management functions for each participating agency. As part of the agreement, all lands purchased by the CSA were immediately conveyed to and managed by the Open Space District. Additionally, the Open Space District was to consult with the CSA Advisory Board on land stewardship activities⁸⁷.

12.5 ORGANIZATIONAL STRUCTURE

As a dependent special district, the Marin County Board of Supervisors serves as the CSA's governing body. The five-member Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael. Upon the CSA's formation, an Advisory Board was created to consult with the Open Space District. However, that board has since been disbanded and there is no currently active Advisory Board. CSA functions would be carried out by various county departments, however, as mentioned previously, CSA No. 25 currently provides no services and is currently inactive.

12.6 FINANCIAL OVERVIEW

Currently, CSA No. 25 provides no services and has no funding, no expenditures, and no fund balance. Marin County does not prepare an annual budget for this CSA. Originally, revenues generated from property taxes were used to pay off a \$700,000 general obligation bond that was used to acquire several properties for open space. Following the bond repayment, which was scheduled to be completed by 1997⁸⁸, the CSA no longer has an operating budget and has since been inactive.

12.7 GOVERNANCE STRUCTURE OPTIONS

In 2017, Senate Bill 448 (Weickowski) was passed to streamline the process for LAFCoS to dissolve inactive special districts. The new legislation requires the State Controller's Office to create a list of inactive districts annually and to notify applicable LAFCoS in which the inactive special districts are located. In accordance with Government Code (G.C.) Section 56879, the Commission must adopt a resolution initiating dissolution of inactive districts meeting the above definition within 90 days of notice from the State Controller's Office. Following the adoption of

⁸⁷ Ibid, 4.

⁸⁸ Marin County Board of Supervisors, Resolution No. 77-40, February 1, 1977.

the resolution, the Commission must then hold a public hearing on the dissolution within an additional 90 days. Unless evidence is provided that qualifies the district as being active, the Commission must dissolve the district.

An inactive district is defined as a district that meets all the following criteria as set forth in G.C. Section 56042, as follows:

- a) The special district is as defined in Government Code Section 56036, which specifies a special district as “an agency of the state, formed for general law or special act, for the local performance of governmental or proprietary functions...”
- b) The special district has no financial transactions in the previous fiscal year.
- c) The special district has no assets and liabilities.
- d) The special district has no outstanding debts, judgements, litigation, contracts, liens, or claims.

CSA No. 25 meets the above criteria but has not yet been listed by the State Controller as inactive. Based on the County Auditor’s Office determination that CSA 25 is inactive, LAFCo, in coordination with the County and the State Controller’s Office, should take the appropriate steps to dissolve the district pursuant to G.C. Section 56879. Further, because CSA No. 25 has no assets, liabilities, outstanding debts, judgments, contracts or claims, there is no need to designate a successor agency for the district.

13.0 SERVICES EVALUATION AND DETERMINATIONS

13.1 REGIONAL MUNICIPAL SERVICES

In conducting a service review, the commission shall comprehensively review all of the agencies that provide the identified service or services within the designated geographic area. Services reviewed, on a regional scale, provide LAFCo with a broader understanding of service adequacy and efficiency. Evaluations consider service levels, service demand, financing challenges and opportunities, infrastructure needs and deficiencies, opportunities for shared facilities, and governance structure options. The commission may assess various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies. Written determinations address mandatory factors required under the statute.

a) Regional Considerations for Fire & Emergency Response Services

Fire protection and emergency response services in the Novato region are provided by the Novato Fire Protection District. The FPD maintains a budget of over \$30 million dollars that is spread over five distinct divisions. The FPD is able to support 78 staff that work at five fire stations and one administrative building.

The FPD participates in a number of regional collaborations including the Marin Emergency Radio Authority and jointly operates an Emergency Operations Center with the City of Novato. It also has several automatic aid agreements in place with regional emergency response agencies including the Marin County Fire Chiefs Mutual Aid Agreement which allows for county-wide mobilization during emergencies.

Currently, the FPD is seeking funding to fill vacancies in its Risk Reduction, Prevention, and Mitigation division. By expanding this division, the FPD would be able to better support residents in the Wildland Urban Interface by conducting hazard assessments and drafting fuel reduction plans. This could decrease the number of losses associated with wildland fires which is a growing threat to communities all throughout California.

b) Regional Considerations for Wastewater and Solid Waste Collection Services

The Novato Sanitary District provides wastewater collection and recycled water services. It also provides solid waste collection services through a contract agreement with Recology Sonoma Marin. NSD operates a central treatment facility that was recently upgraded in 2011 and maintains hundreds of miles of pipeline throughout the Novato region. It is also able to provide approximately 165 million gallons of recycled water that is delivered by the North Marin Water District.

Recent upgrades to the Novato WWTP have allowed NSD to improve their level of service while also planning for future development and growth in the region. The NSD has also been working on upgrading its sewer collection system since 2000. With hundreds of miles of pipeline in a range of conditions, upgrades will continue to take place. In FY 2019-20 the NSD will complete a

Collection System Master Plan that will identify needed improvements to its collection system. Having this long-range planning document will allow the NSD to adequately budget for needed upgrades over the next decade and seek out additional funding as needed for larger projects.

c) Regional Considerations for Parks and Recreation Services

Parks and recreation remain an integral part of the communities in the Novato region. The region has ample opportunity for recreation and could better serve residents in some areas by conducting long-term planning and considering governance structure and boundary changes.

d) Long-Term Planning

Parks and recreation services in the Novato region are mainly overseen by the City of Novato and the Marin County Department of Parks and Open Space. Additional park and recreation services are provided by Bel Marin Keys. These agencies have developed long-term planning documents that help guide capital improvement projects throughout the region. Another agency, CSA No. 20, could also benefit from such a document. CSA 20 exists for the purpose of enhancing features and amenities within the Indian Valley Open Space Preserve, which is managed by Marin County Open Space District. While CSA 20 reports that the utilize the current Marin County Open Space District planning documents to help inform decisions made by the Advisory Board. A long-term planning document specific to the Indian Valley Preserve, such as a list of project priorities, could help inform decisions made by the Advisory Board and help track management of funds and services.

e) Governance Structure and Boundaries

The Marin County Department of Parks and Open Space manages much of the open space area in the Novato Region including areas within the boundaries of CSAs Nos. 1, 20, and 25. This provides for consolidated management responsibilities and coordinated planning. In the case of CSA No. 25, all lands purchased by the CSA were transferred to the Open Space District which is now the Marin County Department of Parks and Open Space. As such, CSA No. 25 has no assets, revenue, or expenditures. It meets the criteria set forth by the State Controller's Office for an inactive district and is eligible for the State's inactive district list which would lead to the dissolution of the district. As the CSA has accomplished its original goal of land acquisition and no longer provides services to the region, this is a reasonable course of action.

f) Funding

In recent years the recreation facilities in the Novato region have benefited from Measure A funds. However, these funds are due to sunset in 2021. The City has also noted that revenues for Parks and Recreation and other City departments are highly dependent on community participation in programs. The cost of providing these services is anticipated to increase at a greater rate than revenues. Both the County and the City may consider researching additional long-term funding mechanisms, such as another bond measure or extension of the existing sales tax measure (Measure A), to continue funding park and recreation services in the Novato region.

g) Regional Considerations for Police Services

The City of Novato Police Department serves residents within and directly adjacent to the City's boundary. Unincorporated areas of the Novato region are served by the Marin County Sheriff Office from their patrol unit's Main Station in the City of San Rafael and the California Highway Patrol.

The City of Novato Police Department maintains a police force of approximately 20 patrol units and runs a range of community engagement efforts. Community efforts such as the Novato Response Team focus on crime prevention and neighborhood safety. The efforts of the police force have contributed to lower crime rates and very low citizen complaints. The department has an annual budget of over \$15.5 million which accounts for approximately 38% of the City's General Fund budget.

h) Regional Considerations for Roads & Street Lighting Services

The City of Novato Public Works Department is responsible for maintaining City facilities including roads, traffic signals, and thousands of street lights. The department works to improve pedestrian crossings, convert lights to LED in an effort to conserve energy, maintain adequate retaining walls, and repave roads along with many other regular maintenance and improvement projects.

Road maintenance outside of the City of Novato is the responsibility of Marin County. Major access roads to unincorporated areas include Bel Marin Keys Boulevard in Bel Marin Keys, Alameda de la Loma in Loma Verde, Harbor Drive in Black Point, Atherton Avenue in Green Point, and Indian Valley Road in Indian Valley. Major state roads include Highway 101 and Highway 37 which are maintained by Caltrans.

One issue that may arise in the future is the inundation of roads by sea-level rise. While much of Novato is anticipated to not be impacted by sea-level rise, according to the Marin Shoreline Sea Level Rise Vulnerability Assessment for the Novato region, some areas along San Pablo Bay and the Petaluma River could be impacted. In the event of 10" of sea-level rise and a 100-year Storm Surge event, approximately half of Bel Marin Keys Streets and portions of Green Point could see substantial flooding.

Another issue arising with road and street lighting services is the City's ability to continue funding departments at current and anticipated future levels. The City has noted that the rising cost of employee compensation, contributions to medical premiums, and workers compensation is exceeding revenue increases which may lead to funding deficits. The City may want to look at other sources of long-term revenue to help offset these rising costs.

i) Regional Considerations for Dredging Services

Dredging takes place in navigable creeks and rivers in the region. Bel Marin Keys CSD provides maintenance dredging services for its North Lagoon and portions of Novato Creek near flood control structures. Additional dredging in the region is conducted by the US Army Corps of Engineers along the Petaluma River.

Bel Marin Keys CSD has been able to secure funding for regular maintenance of their North Lagoon through passing of Measure D. However, Novato Creek remains largely unfunded. The

last dredging that took place in 2005 and was funded by the passing of Measure F. Ideally the creek is dredged on a 20-year cycle to maintain the navigation channel. When the next major dredging of the creek is scheduled the CSD will need to consider additional funding options such as another bond measure or potential cost-sharing opportunities.

j) Regional Considerations for Planning

The City of Novato is the major jurisdiction within the document's study area. While the largest in the area, water and sewer service are provided by other agencies. The provision of these services, along with land use authority, are some of the major factors determining development and growth. This means that growth on the unincorporated edges of the city is not generally at the discretion of the city, making it challenging for them to plan and provide for growth on their boundaries.

While Novato cannot have direct control over the unincorporated lands surrounding the City, there are tools available to them to further establish their region of interest. The Governor's Office of Planning and Research (OPR) recommends that cities establish a planning area as a part of their general plan development. Novato should work together with the County and surrounding communities to delineate a Novato Planning Area and consider establishing formal agreements for processing development proposals in this area.

13.2 MUNICIPAL SERVICE REVIEW DETERMINATIONS

1) Growth and population projections for the affected area.

- a) Projected near-future growth is expected to be moderate. The Novato population is expected to increase to a total population of 53,900 by 2025 with an estimated annual growth rate of 0.3 percent.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

- a) There are no identified DUCs within the Study Area.

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

- a) As noted above, there are no unincorporated communities within the Study Area that have been identified as disadvantaged.

4) Financial ability of agencies to provide services.

- a) The City of Novato, Novato Sanitary District, Novato Fire Protection District, Bel Marin Keys CSD, and the County Service Areas all prepare annual budgets and prepare financial statements in accordance with established governmental accounting standards. The City Council, NSD, FPD, and CSD Boards, and County Board of Supervisors may amend their budgets by resolution during the fiscal year in order to respond to emerging needs, changes in resources, or shifting priorities. Expenditures may not exceed appropriations at the fund level, which is the legal level of control.
- b) The City Manager, Chief Engineer, Fire Chief, CSD General Manager, and County Administrative Officer are authorized to transfer budgeted amounts between accounts, departments or funds under certain circumstances, however; the City Council, NSD, FPD, and CSD Boards, and County Board of Supervisors must approve any increase in the operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups. Audited financial statements are also prepared for the City, NSD, FPD, CSD, and County by independent certified public accounting firms.
- c) While additional revenues are needed to provide some services and maintain infrastructure covered in this MSR, the agencies meet their financial responsibilities to provide services.

5) Status of, and opportunities for, shared facilities.

- a) The Marin County Department of Parks and Open Space provides shared services for CSA Nos. 1 and 20 by managing open space areas and preserves within the CSAs' boundaries.
- b) The Novato Sanitary District is able to provide recycled water to the region that is distributed by the North Marin Water District.
- c) The Novato Fire Protection District operates an Emergency Operations Center jointly with the City of Novato and participates in multiple regional agreements for aid and operations.

6) Accountability for community service needs, including governmental structure and operational efficiencies.

- a) CSA No. 20 may consider a long-term planning document outlining special project needs within the boundaries of the CSA that include fuel reduction, trail realignment, and parking solutions along with other projects as deemed appropriate by the Advisory Board.

7) Any other matter related to effective or efficient service delivery, as required by commission policy.

- a) No other matters relating to the effective or efficient service delivery have been identified.

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Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Item No. 4 (Public Hearing)

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: Final Draft - San Rafael Area Municipal Service Review

Background

During the August 8th LAFCo meeting, Planwest presented to the Commission the draft San Rafael Area Municipal Service Review (MSR). That was also the end of the public comment period. LAFCo received comments from 12 different people. The Commission at the August meeting had received all written comments. After completion of the public comment period, LAFCo staff and Planwest reviewed comments and Planwest created a Final Draft (attachment 1). While we received a lot of public comment, not all of it pertained to things that could be addressed by the MSR. A table (attachment 2) was created to highlight the items being addressed in public comment and whether that item resulted in a change to the MSR. Staff has responded to all who submitted comment with what we were able to or unable to address in the MSR, given the comment did not pertain to what the MSR can review. This final draft has been shown with the impacted jurisdiction to ensure that we got all detailed changes they requested correct. Only a couple of minor edits were made based on that last review. The final draft that is being presented to you today is the culmination of countless hours of hard work by Planwest and all the jurisdiction staffs being reviewed by the MSR. LAFCo staff would like to thank them for their time and efforts.

From this MSR staff has 5 items (attachment 3) that should be added to LAFCo's workplan moving forward. Those items include reaffirming the Sphere of Influence (SOI) for the districts not looking to make changes, dissolve CSA 23, change the boundary and SOI for CSA 18, creation of a LAFCo working group around fire services in the San Rafael area, and work with the City of San Rafael on meeting with residents of unincorporated islands.

Staff Recommendation for Action

1. Staff recommendation – Approve the attached resolution on San Rafael MSR and work plan with any amendments as desired by the Commission.
2. Alternative Option – Continue consideration of the item to the next regular meeting, and provide direction to staff, as needed.

Attachment:

- 1) Final Draft of San Rafael MSR
- 2) Table of public comments made
- 3) Workplan from MSR
- 4) Resolution approving MSR

Administrative Office

Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
www.marinlafco.org

Damon Connolly, Regular
County of Marin

Dennis J. Rodoni, Regular
County of Marin

Judy Arnold, Alternate
County of Marin

Sashi McEntee, Chair
City of Mill Valley

Sloan Bailey, Regular
Town of Corte Madera

Matthew Brown, Alternate
City of San Anselmo

Craig K. Murray, Vice Chair
Las Gallinas Valley Sanitary

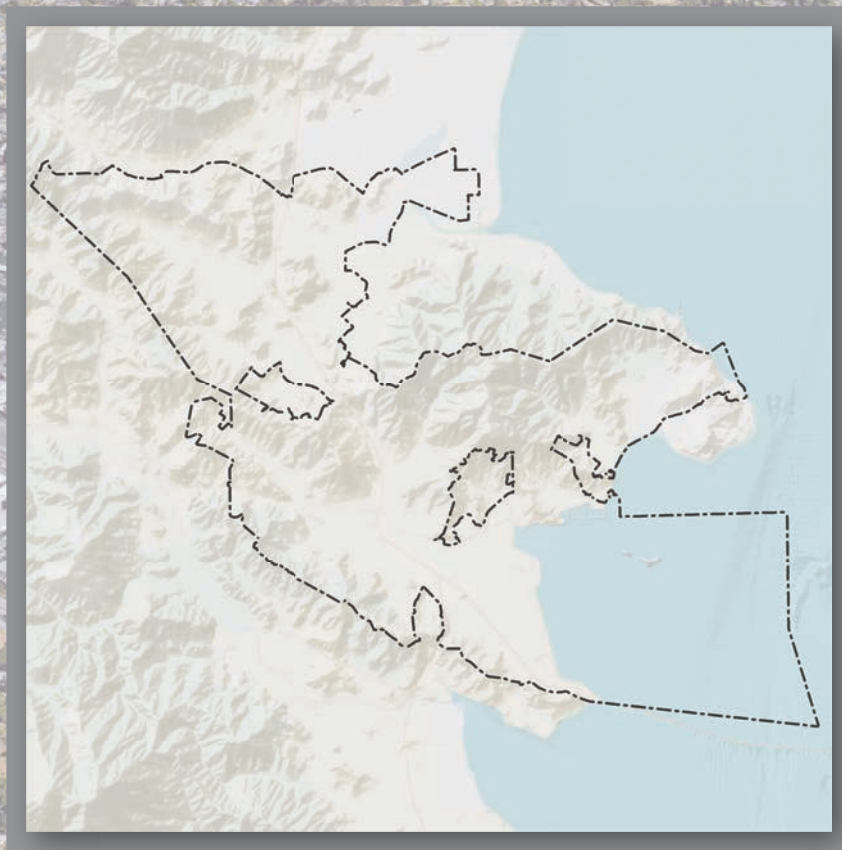
Lew Kious, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

MARIN LAFCO SAN RAFAEL REGIONAL MUNICIPAL SERVICES REVIEW



October 2019



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Marin Local Agency Formation Commission

Municipal Service Review

San Rafael Region

for Commission Adoption Oct 10, 2019

PREFACE

This Municipal Services Review (MSR) documents and analyzes services provided by local governmental agencies in the San Rafael region. Specifically, it evaluates the adequacy and efficiency of local government structure and boundaries within the region and provides a basis for boundary planning decisions by the Marin Local Agency Formation Commission (LAFCo).

Context

Marin LAFCo is required to prepare this MSR in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.), which took effect on January 1, 2001. The MSR reviews services provided by public agencies—cities and special districts—whose boundaries and governance are subject to LAFCo. The analysis and recommendations included herein serve to promote and coordinate the efficient delivery of local government services and encourage the preservation of open space and agricultural lands.

Commissioners, Staff, Municipal Services Review Preparers

Commissioners

Sashi McEntee, Chair	City	City of Mill Valley
Craig Murray, Vice Chair	Special District	Las Gallinas Valley Sanitary District
Damon Connolly	County	District 1 Supervisor
Dennis Rodoni	County	District 4 Supervisor
Sloane Bailey	City	Town of Corte Madera
Lew Kious	Special District	Almonte Sanitary District
Larry Loder	Public	Commission
Chris Skelton	Public Alternate	Commission
Tod Moody	Special District Alternate	Sanitary District #5
Matt Brown	City Alternate	City of San Anselmo
Judy Arnold	County Alternate	District 5 Supervisor

Staff

Jason Fried	Executive Director
Candice Bozzard	Commission Clerk
Jeren Seibel	Policy Analyst

MSR Preparers



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Appendices

Appendix A – List of References with Web Links

1.0 INTRODUCTION

1.1 ROLE AND RESPONSIBILITY OF LAFCO

Local Agency Formation Commissions (LAFCos) were established in 1963 and are political subdivisions of the State of California responsible for providing regional growth management oversight in all 58 counties. LAFCos' authority is currently codified under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH"), which specifies regulatory and planning powers delegated by the Legislature to coordinate and oversee the establishment, expansion, and organization of cities and special districts as well as their municipal service areas.

Guiding LAFCos' regulatory and planning powers is to fulfill specific purposes and objectives that collectively construct the Legislature's regional growth management priorities under Government Code (G.C.) Section 56301. This statute reads:

"Among the purposes of the commission are discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing governmental services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities."

LAFCo decisions are legislative in nature and not subject to an outside appeal process. LAFCos also have broad powers with respect to conditioning regulatory and planning approvals so long as not establishing terms that directly control land uses, densities, or subdivision requirements.

Regulatory Responsibilities

LAFCos' principal regulatory responsibility involves approving or disapproving all jurisdictional changes involving the establishment, expansion, and reorganization of cities and most special districts.¹ More recently LAFCos have been tasked with also overseeing the approval process for cities and districts to provide new or extended services beyond their jurisdictional boundaries by contract or agreement as well as district actions to either activate a new service or divest an existing service. LAFCos generally exercise their regulatory authority in response to applications submitted by the affected agencies, landowners, or registered voters.

Recent CKH amendments now authorize and encourage LAFCos to initiate on their own jurisdictional changes to form, consolidate, and dissolve special districts consistent with current and future community needs. LAFCo regulatory powers are described in Table 1.1 below.

¹ CKH defines "special district" to mean any agency of the State formed pursuant to general law or special act for the local performance of governmental or proprietary functions within limited boundaries. All special districts in California are subject to LAFCo with the following exceptions: school districts; community college districts; assessment districts; improvement districts; community facilities districts; and air pollution control districts.

Table 1-1: LAFCo's Regulatory Powers

Regulatory Powers Granted by Government Code (G.C.) Section 56301	
• City Incorporations / Disincorporations	• City and District Annexations
• District Formations / Dissolutions	• City and District Detachments
• City and District Consolidations	• Merge/Establish Subsidiary Districts
• City and District Outside Service Extensions	• District Service Activations / Divestitures

Planning Responsibilities

LAFCOs inform their regulatory actions through two central planning responsibilities: (a) making sphere of influence (“sphere”) determinations and (b) preparing municipal service reviews. Sphere determinations have been a core planning function of LAFCOs since 1971 and effectively serve as the Legislature’s version of “urban growth boundaries” with regard to cumulatively delineating the appropriate interface between urban and non-urban uses within each county. Municipal service reviews, in contrast, are a relatively new planning responsibility enacted as part of CKH and are intended to inform – among other activities – sphere determinations. The Legislature mandates, notably, all sphere changes as of 2001 be accompanied by preceding municipal service reviews to help ensure LAFCOs are effectively aligning governmental services with current and anticipated community needs.

1.2 MUNICIPAL SERVICE REVIEWS

Municipal service reviews were a centerpiece to CKH’s enactment in 2001 and are comprehensive studies of the availability, range, and performance of governmental services provided within a defined geographic area. LAFCOs generally prepare municipal service reviews to explicitly inform subsequent sphere determinations. LAFCOs also prepare municipal service reviews irrespective of making any specific sphere determinations in order to obtain and furnish information to contribute to the overall orderly development of local communities. Municipal service reviews vary in scope and can focus on a particular agency or governmental service. LAFCOs may use the information generated from municipal service reviews to initiate other actions under their authority, such as forming, consolidating, or dissolving one or more local agencies.

All municipal service reviews – regardless of their intended purpose – culminate with LAFCOs preparing written statements addressing seven specific service factors listed under G.C. Section 56430. This includes, most notably, infrastructure needs or deficiencies, growth and population trends, and financial standing. The seven mandated service factors are summarized in the following table.

Table 1-2: Mandatory Determinations

Mandatory Determinations / Municipal Service Reviews (G.C. Section 56430)
1. Growth and population projections for the affected area.
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to affected spheres of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies.
4. Financial ability of agencies to provide services.
5. Status and opportunities for shared facilities.
6. Accountability for community service needs, including structure and operational efficiencies.
7. Matters relating to effective or efficient service delivery as required by LAFCo policy.

1.3 MARIN LAFCO COMPOSITION

Marin LAFCo is governed by a 7-member board comprising two county supervisors, two city councilmembers, two independent special district members, and one representative of the general public. Each group also appoints one “alternate” member. Each member must exercise their independent judgment, separate from their appointing group, on behalf of the interests of all residents, landowners, and the public. Marin LAFCo’s current commission membership is provided below in Table 1-3.

Table 1-3: Marin LAFCo Commission Membership

Name	Position	Agency Affiliation
Sashi McEntee, Chair	City	<i>City of Mill Valley</i>
Craig Murray, Vice Chair	Special District	<i>Las Gallinas Valley Sanitary District</i>
Damon Connolly	County	<i>District 1 Supervisor</i>
Dennis Rodoni	County	<i>District 4 Supervisor</i>
Sloane Bailey	City	<i>Town of Corte Madera</i>
Lew Kious	Special District	<i>Almonte Sanitary District</i>
Larry Loder	Public	<i>Commission</i>
Chris Skelton	Public Alternate	<i>Commission</i>
Tod Moody	Special District Alternate	<i>Sanitary District #5</i>
Matt Brown	City Alternate	<i>City of San Anselmo</i>
Judy Arnold	County Alternate	<i>District 5 Supervisor</i>

Marin LAFCo is independent of local government and employs its own staff. Its offices are located at 1401 Los Gamos Drive, Suite 220 in San Rafael. Information on Marin LAFCo’s functions and activities, including reorganization applications, are available by calling 415-448-5877 by e-mail to staff@marinlafco.org or by visiting www.marinlafco.org.

2.0 EXECUTIVE SUMMARY

This study represents Marin LAFCo’s scheduled regional municipal service review local agencies in the San Rafael region of eastern central Marin County. The underlying aim of the study is to produce an independent assessment of municipal services in the region over the next five to ten years relative to the Commission’s regional growth management duties and responsibilities. The information generated as a part of the study will be directly used by the Commission in (a) guiding subsequent sphere of influence updates, (b) informing future boundary changes, and – if merited – (c) initiating government reorganizations, such as special district formations, consolidations, and/or dissolutions.

2.1 AFFECTED PUBLIC AGENCIES

This report focuses on eight agencies operating in San Rafael Region as listed below and shown in Figure 2.1.

Table 2-1: San Rafael Regional MSR Agencies

San Rafael Agency Name
City of San Rafael
Marinwood Community Services District
CSA No. 6 (Gallinas Creek)
CSA No. 9 (Northbridge)
CSA No. 13 (Upper Lucas Valley)
CSA No. 18 (Las Gallinas)
CSA No. 19 (San Rafael unincorporated area)
CSA No. 23 (Terra Linda)

Together, these agencies provide a range of municipal services to the communities in which they serve, including:

Water

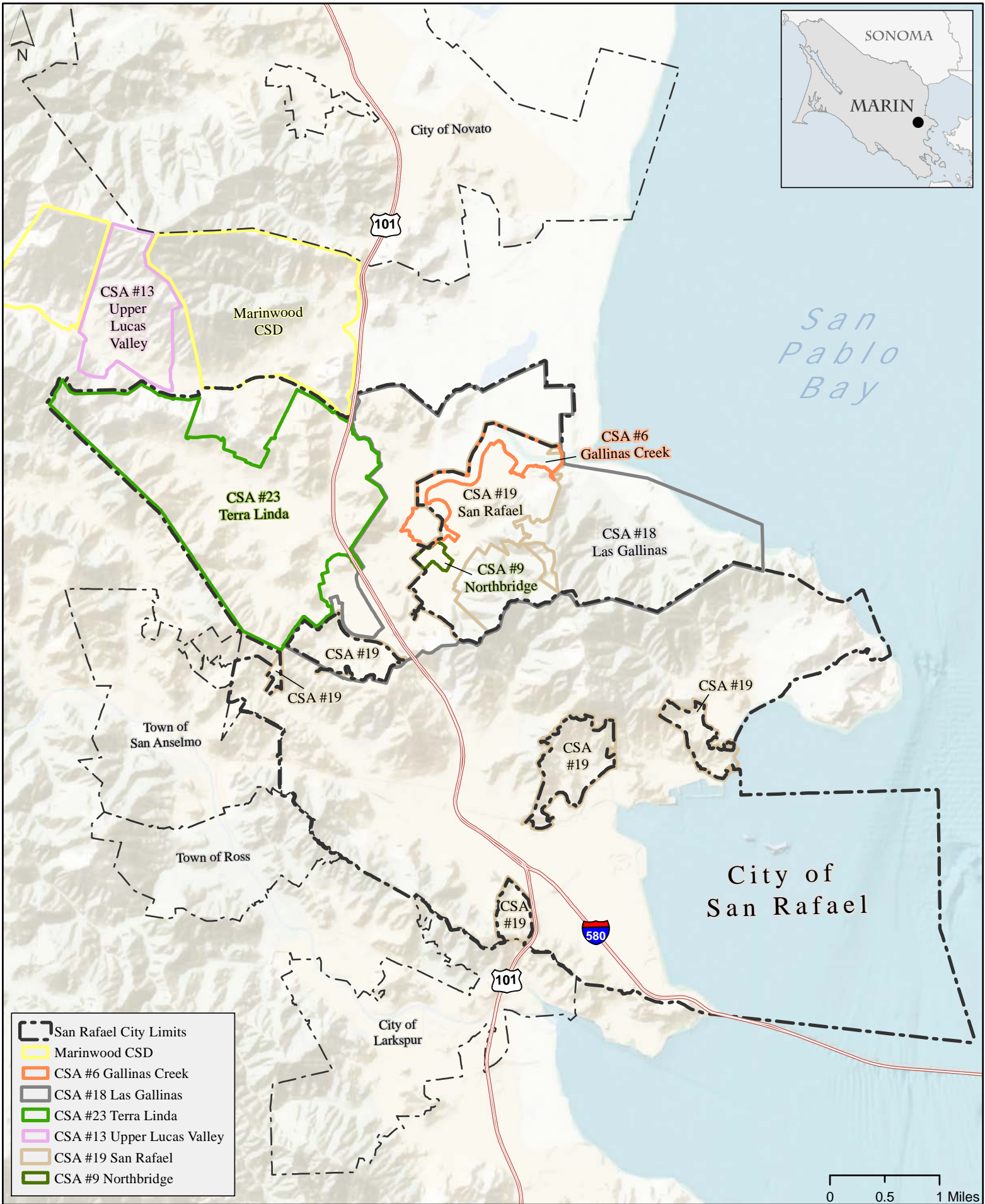
Water services include access to, treatment of and distribution of water for municipal purposes. An in-depth review of countywide water services was prepared by Marin LAFCo in 2016.

Wastewater

Wastewater services include the collection, transmission, and treatment of wastewater. An in-depth central Marin County wastewater services review was prepared by Marin LAFCo in 2017.

Fire Protection and Emergency Services

Fire protection and emergency services consist of firefighting and fire prevention, emergency medical response, hospital service, ambulance, and rescue services. These services are interrelated in nature and overlap in functional application.



San Rafael Regional Area

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
 2-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

Parks and Recreation Services

Parks and recreation services include the provision and maintenance of parks and recreation services.

Open Space Management

Open Space land is commonly set aside for recreation and stormwater management purposes, as well as for natural resource protection, preservation of cultural and historic resources, preservation of scenic vistas, and many other reasons.

Channel Maintenance

Channel maintenance includes periodic dredging of creek channels and disposal.

Roadway Services

Roadway services include construction, maintenance, planning of roads, and roadway lighting. In the San Rafael region, streetlights are maintained by the Marin General Services Authority.

It is important to note that the Marin Municipal Water District and the Las Gallinas Sanitary District provide water and sewer services to the study area and were reviewed in comprehensive MSRs in 2016 and 2017, respectively. The San Rafael Sanitation District also provides sewer service to the Central San Rafael area. While those services will not be reviewed in depth in this study, a brief overview and consideration of their provision in the San Rafael region are crucial for the regional scope of this study.

2.2 PLANS, POLICIES, STUDIES

Key references and information sources for this study were gathered for each district considered. The references utilized in this study include published reports; review of agency files and databases (agendas, minutes, budgets, contracts, audits, etc.); Master Plans; Capital Improvement Plans; engineering reports; EIRs; finance studies; general plans; and state and regional agency information (permits, reviews, communications, regulatory requirements, etc.). Additionally, the consulting team, in coordination with the LAFCo Executive Officer, contacted each agency with requests for information.

The MSR study area includes communities within the City as well as unincorporated areas adjacent to the city. In the areas entirely outside of the City, Marin County has the primary authority over local land-use and development policies (and growth). The City of San Rafael has authority over land use and development policies within the City. City, County, and Community plans were vital for the collection of baseline and background data for each agency. The following is a list of documents used in this MSR preparation:

- City and County General Plans
- Specific Plans
- Community Plans
- Agency databases and online archives (agendas, meeting minutes, website information)

2.3 AGENCY AND PUBLIC PARTICIPATION

Consistent with the approved scope of work, this MSR has been prepared with an emphasis on soliciting outside public review and comment as well as multiple input opportunities from affected agencies. This included an agency startup meeting hosted by Marin LAFCo staff with a presentation by the consultants preparing the MSR, information requests sent to individual agencies, draft agency profiles also sent to agencies, and review of the draft report prior to Commission action.

The public was also invited to provide comments during a 30-day review period before the Commission hearing on the MSR. During that time the public was very engaged and provided comments to Marin LAFCo on various agencies. Of note were comments received on three separate matters. The Los Ranchitos Improvement District expressed their desire to be removed from the City of San Rafael's Sphere of Influence and provided reasoning for remaining a part of the County. The Greenbelt Alliance urged the Commission to designate areas as open space lands or community separators. Lastly, several community members from CSA No. 18 expressed concerns over changing the CSA boundary. The Commission appreciates this public involvement and has noted these and other comments for future consideration.

This Final MSR is posted on the Commission's website (www.marinlafco.org) and may also be reviewed at the LAFCo office located at 1401 Los Gamos Drive, Suite 220 in San Rafael during open hours.

Should members of the public wish to engage further in local government activities, the following table provides information on San Rafael regional agencies' meeting times and locations.

Table 2-2: San Rafael Regional Agencies' Meeting Information

Agency	Governing Body	Meeting Date/Time	Meeting Location	Televised/Streaming	Website
City of San Rafael	City Council	1st and 3rd Mondays at 7:00pm	San Rafael City Hall Council Chambers 1400 Fifth Ave - Room 203 San Rafael, CA 94901	Televised on Local Channel 27 and available as video and audio recording online at City Council website.	https://www.cityofsanrafael.org/public-meetings/
Marinwood Community Services District	Board of Directors	2nd Tuesday at 7:30pm	Marinwood Community Center 775 Miller Creek Road San Rafael, CA 94903	Available online at Marinwood CSD YouTube Channel: https://www.youtube.com/channel/UC0dvM2PvtsEzE25eRAf4Jmg	http://www.marinwood.org/about-us/board-agendas
County Service Area No. 6 Gallinas Creek	Advisory Board/ County Board of Supervisors	Once per year or more as needed	Marin Center Friends of Marin Center Room 10 Avenue of the Flags San Rafael, CA 94903	N/A	https://www.marincounty.org/depts/pw/divisions/public-services/county-service-areas
County Service Area No. 9 Northbridge	County Board of Supervisors	2nd and 4th Tuesday at 9:00am	County of Marin Civic Building 3501 Civic Center Drive - Suite 329 San Rafael, CA 94903	Webcasts available on Board of Supervisors website.	https://www.marincounty.org/depts/bs/meeting-archive
County Service Area No. 13 Upper Lucas Valley	County Board of Supervisors	2nd and 4th Tuesday at 9:00am	County of Marin Civic Building 3501 Civic Center Drive - Suite 329 San Rafael, CA 94903	Webcasts available on Board of Supervisors website.	https://www.marincounty.org/depts/bs/meeting-archive
County Service Area No. 18 Las Gallinas	Advisory Board/ County Board of Supervisors	Twice per year or more as needed	County of Marin Civic Building 3501 Civic Center Drive - Suite 260 San Rafael, CA 94904	N/A	https://www.marincountyparks.org/about-us/boards-and-commissions/csa18
County Service Area No. 19 San Rafael Fire	County Board of Supervisors	2nd and 4th Tuesday at 9:00am	County of Marin Civic Building 3501 Civic Center Drive - Suite 329 San Rafael, CA 94903	Webcasts available on Board of Supervisors website.	https://www.marincounty.org/depts/bs/meeting-archive
County Service Area No. 23 Terra Linda (<i>Inactive</i>)	County Board of Supervisors	2nd and 4th Tuesday at 9:00am	County of Marin Civic Building 3501 Civic Center Drive - Suite 329 San Rafael, CA 94903	Webcasts available on Board of Supervisors website.	https://www.marincounty.org/depts/bs/meeting-archive

2.4 WRITTEN DETERMINATIONS

The Commission is directed to prepare written determinations to address the multiple governance factors enumerated under G.C. Section 56430 anytime it prepares a municipal service review. These determinations are similar to findings and serve as independent statements based on information collected, analyzed, and presented in this study's subsequent sections. The underlying intent of the determinations is to identify all pertinent issues relating to the planning, delivery, and funding of municipal services as it relates to the Commission's role and responsibilities. An explanation of these seven determination categories is provided below.

1. Growth and Population

This determination evaluates existing and projected population estimates for the City of San Rafael and the adjacent unincorporated communities within the study area. The ability of each provider to accommodate growth and demand projections is considered in Chapter 4, Agency Profiles.

2. Location and Characteristics of any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence.

This determination was added by Senate Bill (SB) 244, which became effective in January 2012. A disadvantaged community is defined as an inhabited community of 12 or more registered voters having a median household income of 80 percent or less than the statewide median household income.

3. Capacity and Infrastructure

Also discussed is the adequacy and quality of the services provided by each agency, including whether sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions. This is detailed in Chapter 4 for each provider.

4. Financing

This determination provides an analysis of the financial structure and health of each service provider, including the consideration of rates and service operations, as well as other factors affecting the financial health and stability of each provider. Other factors considered include those that affect the financing of needed infrastructure improvements and compliance with existing requirements relative to financial reporting and management.

5. Shared Facilities

Opportunities for districts to share facilities are described throughout this MSR. Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined, along with cost avoidance measures that are already being utilized. Occurrences of facilities sharing are listed and assessed for more efficient delivery of services.

6. Government Structure and Local Accountability

Accountability and governance are described in Chapter 4 for each provider. This subsection addresses the adequacy and appropriateness of existing boundaries and spheres

of influence and evaluates the ability of each service provider to meet its demands under its existing government structure. Also included is an evaluation of compliance by each provider with public meeting and records laws (Brown Act).

7. Other Matters Related to Effective or Efficient Service Delivery, as Required by Commission Policy

Marin LAFCo has specified the sustainability of local agencies as a priority matter for consideration in this MSR. Sustainability is not simply about the environment but can consider the overall sustainability of an organization and its ability to continue to provide services efficiently for many years to come. Sustainable local governments that take practical steps to protect the environment and our natural resources through land conservations, water recycling and reuse, preservation of open space and opting to use renewable energy are the key players in determining the sustainability of the region.

In addition, other matters for consideration could relate to the potential future SOI determination and/or additional effort to review potential advantages or disadvantages of consolidation or reorganization.

A summary of determinations regarding each of the above categories are provided in Chapter 12 of this document and will be considered by Marin LAFCo in assessing potential future changes to an SOI or other reorganization.

3.0 REGIONAL SETTING

The MSR study area consists of Marin County's northern central 101 corridor serving the San Rafael, Marinwood, San Venetia, and Lucas Valley communities. Eight public agencies, including six County Service Areas (CSA), are included (See Figure 3.1). Not evaluated but located within the study area are several agencies that have recently been evaluated by Marin LAFCo in prior MSRs (See Table 3.2).

Many distinct communities lie within and adjacent to the San Rafael Study Area. These communities are served by a number of municipal service providers that have been established over time to meet local conditions and needs. While jurisdictional boundaries define the geographical extent of an agency's authority and responsibility to provide services, there are several instances of overlapping boundaries and service responsibilities in the Study Area. These service arrangements and relationships for providing fire protection, parks and recreation, open space management, and other municipal services within the Study Area are described in this report.

Within the Study Area, all incorporated and unincorporated communities are within the current boundary or service area of a fire protection and emergency medical service provider. The only developed areas not provided sanitary sewer service are some parcels in unincorporated portions of Santa Venetia, Country Club, and Bayside Acres. The Marin Municipal Water District provides water for domestic use and fire-flow to the entire San Rafael Study Area (except some areas west on Lucas Valley Road).

The City of San Rafael provides a full range of city services and community facilities within the city's corporate limits. As the largest incorporated city in Marin, San Rafael is the urban center and county seat for the County of Marin. The City encompasses approximately 14,380 acres (22.5 square miles) within its boundary. The City's sphere of influence (SOI) includes an additional 18.5 square miles and includes several pockets of unincorporated territory that are surrounded or substantially surrounded by the city. These *unincorporated islands* are discussed in more detail below.

Several County Service Areas (CSAs) have been established to fund services within and adjacent to San Rafael. These CSAs are governed by the Marin County Board of Supervisors and administered by County staff. CSAs provide a means of funding expanded service levels in areas where residents are willing to pay for the extra service. For instance, CSA No. 6 provides Gallinas Creek channel maintenance dredging for navigation purposes; CSA No. 9 provides parkway (median strip) pedestrian easements and landscape maintenance for the unincorporated properties in the Civic Center and Santa Venetia neighborhoods; CSA No.18 provides parks and recreation facilities and services to the incorporated and unincorporated areas of northern San Rafael; and CSA No. 19 provides fire protection services for the unincorporated island areas through contract with the City of San Rafael Fire Department.

There are also several agencies that provide open space management and other services to the northern portion of the Study Area. CSA No. 23 manages open space lands within the incorporated Terra Linda community, which is entirely within the San Rafael city limits. Marinwood CSD is an

independent special district governed by an elected board that provides open space management, parks and recreation, street lighting, and fire protection services to the unincorporated community of Marinwood and surrounding areas. Notably, Marinwood CSD has two distinct service areas that are separated by CSA No. 13. These two service areas include various urbanized communities including Marinwood, Lucas Valley, Casa Marinwood, Roundtree, Miller Creek Gardens, Miller Creek Ranch, Lucas Valley Estates, and Las Gallinas Ranch. CSA No. 13 provides open space and fire protection services to the Upper Lucas Valley territory between the two CSD areas. This jurisdictional configuration ensures fire-related and open space services are available to the whole region, whereas, parks and recreation and street lighting are only provided to areas within the Marinwood CSD boundaries.

West of San Rafael and outside the Study Area lies the incorporated Town of San Anselmo to the northwest and the Town of Ross to the southwest. Both cities have boundaries that partially adjoin the City of San Rafael. Also outside the Study Area is the Sleepy Hollow Fire Protection District (Sleepy Hollow FPD), which provides fire-related services to the unincorporated Sleepy Hollow community. These communities will be evaluated in a separate regional MSR.

South of San Rafael and also outside the Study Area lies the City of Larkspur and the unincorporated community of Kentfield, the latter of which is served by Kentfield Fire Protection District (Kentfield FPD). Again, these communities will be evaluated in an upcoming regional MSR. Both agency boundaries also partially adjoin the San Rafael city limits. Notably, the City of Larkspur's city boundary and SOI overlap the City of San Rafael's SOI in a small region of about 4.5 acres in the Old Quarry Road North area.

Figure 3-1: San Rafael Regional Services Map

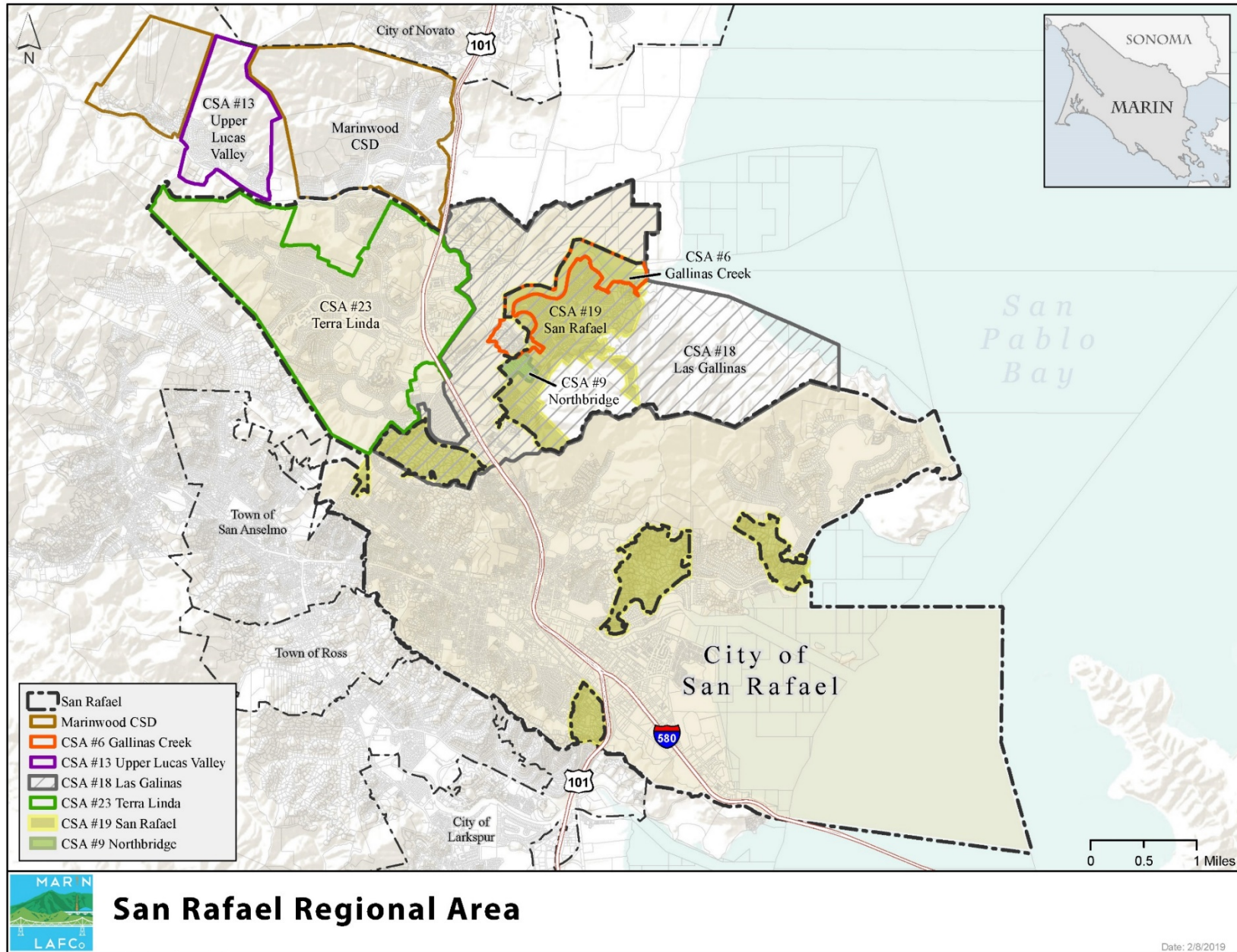


Table 3-1: San Rafael Study Area Service Providers Overview

Agency	Evaluated in this MSR?	Year Formed	Services Provided	Area within Agency Boundary	Agency SOI	LAFCo Considerations
City of San Rafael <i>Charter City</i>	Yes	1874	Police Fire Paramedic Parks & Recreation Road Maintenance & Construction Flood Control	14,380 acres (22.5 sq. mi.)	11,820 acres (18.5 sq. mi.) Not coterminous	Unincorporated Islands, Extraterritorial Services
Marinwood CSD <i>Government Code 6100</i>	Yes	1955	Fire Protection Parks and Recreation Open Space Management Street Lighting	1,464 acres (2.3 sq. mi.)	2,708 acres (4.2 sq. mi.) Not Coterminous	Extraterritorial services to CSA 13, which is not in SOI
CSA # 6 (Gallinas Creek) <i>Government Code 25210, et seq.</i>	Yes	1964	Channel Maintenance	309 acres (0.48 sq. mi.)	Coterminous with District boundary	
CSA #9 (Northridge) <i>Government Code 25210, et seq.</i>	Yes	1965	Parkway (median strip) Landscape Maintenance	44 acres (0.07 sq. mi.)	Coterminous	
CSA #13 (Upper Lucas Valley) <i>Government Code 25210, et seq.</i>	Yes	1967	Fire Protection Open Space Management	624 acres (1 sq. mi.)	Coterminous with District boundary	Overlapping service responsibilities
CSA #18 (Las Gallinas) <i>Government Code 25210, et seq.</i>	Yes	1973	Parks & Recreation	3,914 acres (6.1 sq. mi.)	Coterminous with District boundary	
CSA #19 (San Rafael unincorporated area) <i>Government Code 25210, et seq.</i>	Yes	1974	Fire Protection	1,699.7 acres (2.7 sq. mi.)	Coterminous with District boundary	Serves unincorporated islands
CSA # 23 (Terra Linda) <i>Government Code 25210, et seq.</i>	Yes		Open Space Management	2,350 acres (6.7 sq. mi.)	Coterminous with District boundary	Consider Consolidation?
Las Gallinas Valley Sanitary District <i>Health & Safety Code 6400</i>	No, see LAFCo's Central Marin Wastewater Services Study (2017)	1955	Wastewater including collection, treatment, and disposal	-	-	-
San Rafael Sanitation District <i>Health & Safety Code 6400</i>	No, see LAFCo's Central Marin Wastewater Services Study (2017)	1949	Wastewater collection only	-	-	-
CSA #31 (unincorporated Marin County) <i>Government Code 25210, et seq.</i>	No, see LAFCo's MSR Schedule	1994	Fire Protection	-	-	-
Marin County Parks and Open Space District			Open Space Management Parks & Recreation	-		Dependent District of County
Central Marin Sanitation Agency <i>Joint Powers Authority Government Code 6500</i>	No, see LAFCo's Central Marin Wastewater Services Study (2017)	1979	Wastewater including collection, treatment, and disposal	-	-	-
Marin Municipal Water District <i>Government Code 6100</i>	No, see LAFCo's Central Marin Wastewater Services Study (2017)	1914	Water (domestic) Wastewater (recycling only)	-	-	-

3.1 UNINCORPORATED ISLANDS

The State Legislature has recognized that pockets of unincorporated territory which are surrounded or substantially surrounded by incorporated cities, typically known as “islands,” create governance and service delivery inefficiencies and deficiencies. Marin LAFCo’s Unincorporated Island policy encourages annexations of islands to cities to further reduce and/or eliminate islands to provide more orderly local governmental boundaries and cost-efficiencies. The City of San Rafael also addresses already developed unincorporated islands in its General Plan, noting that annexation of such lands “should be dependent on resident interest, the cost/revenue implications of the provision of city services to the area, and the availability of city services”².

There are six unincorporated islands within the City of San Rafael, including Bayside Acres, California Park, Country Club, Los Ranchitos, Point San Pedro, Santa Venetia, and Upper Sun Valley. Additionally, the Lucas Valley region between the two separate boundary areas of the Marinwood CSD and the St. Vincent/Silveira region east of Marinwood merit consideration as islands. Each of these neighborhoods are described in more detail in the discussion below (see Table 3.2).

Bayside Acres

Bayside Acres is an unincorporated subdivision along Point San Pedro Road, primarily developed with large single-family homes on hillside lots. Homes located west of Point San Pedro and along the Bay are developed on smaller lots. It is a contiguous island and accessible by city streets. A few Bayside Acres properties have been annexed into San Rafael over the years. This area is about 149 acres in area and is considered one of San Rafael’s less-dense neighborhoods.

The Bayside Acres subdivision was created from a ranch in the 1910s. The Bayside Acres Homeowners Association (HOA) currently serves the subdivision. The HOA was formed when the subdivision was established and all parcel owners were required to be members. However, the mandatory requirement was dropped and it became voluntary in 1957³.

Bayside Acres is currently receiving city fire protection services through CSA No. 19 and wastewater through San Rafael Sanitation District. However, there are some parcels not hooked up to the wastewater system, and instead utilize on-site septic systems. The County Sheriff office provides law enforcement services, with the San Rafael police department responding to calls as needed.

The San Rafael General Plan 2020 notes that growth in this unincorporated area is not expected; however, the annexation of more properties into the city will remain a possibility⁴.

² San Rafael General Plan 2020 / Land Use, Pg. 18.

³ Bayside Acres Home Owners Association. “A History”, accessed 1/16/18. <https://baysideacres.org/>

⁴ San Rafael General Plan 2020. Pg. 87

Table 3-2: Unincorporated Territory in San Rafael Study Area

	Unincorporated Area	Acreage	Unincorporated, Substantially Surrounded Island?	Development Potential	Land Use	Water	Wastewater	Fire/Emergency Medical Response	Police/Sheriff
City of San Rafael Region	Bayside Acres	149	Yes, 100% surrounded by San Rafael	Predominantly built-out	Residential only	MMWD	San Rafael SD	CSA #19 / San Rafael	County
	California Parks	99	Yes, 75% surrounded by San Rafael	Predominantly built-out, some development potential remaining on the Scheutzen parcels	Residential only	MMWD	San Rafael SD	CSA #19 / San Rafael	County
	Country Club	298	Yes, 100% surrounded by San Rafael	Predominantly built-out	Residential only	MMWD	San Rafael SD	CSA #19 / San Rafael	County
	Los Ranchitos	230	Yes, 100% surrounded by San Rafael	Predominantly built-out	Residential, Parks and Recreation	MMWD	Las Gallinas Valley SD	CSA #19 / San Rafael	County
	Point San Pedro (Quarry)	303	Yes, 100% surrounded by San Rafael	Significant future development potential, but dependent on additional planning and development under Marin County General Plan	Mineral Resource, Reclamation Area	MMWD	None.	CSA #31	County
	Santa Venetia	1,220	Yes, 50% surrounded by San Rafael	Predominantly built-out	Residential, Commercial, and Open Space	MMWD	Las Gallinas Valley SD	CSA #19	County
	Upper Sun Valley	148	Yes, shares boundaries with both San Anselmo and San Rafael. Both cities' SOIs overlap part of island area	Undeveloped open space designated for multi-family residential development	Residential only	MMWD	San Rafael SD	CSA #31 / San Rafael	County
	North of San Rafael Region	Lucas Valley	3,322	No, primarily surrounded by Marinwood CSD		Residential, Open Space	MMWD	None.	CSA #13 / Marinwood CSD
St. Vincent's/Silveira		1,929	No, developed area within Marinwood CSD's SOI	Significant future development potential, but dependent on additional planning and development under Marin County General Plan	Agricultural and Env Resource	MMWD	Las Gallinas Valley SD	CSA #31 / Marinwood CSD	County
Marinwood		1,464	No, shares approx. 25% of boundary with San Rafael		Residential, Commercial, Open Space	MMWD	Las Gallinas Valley SD	Marinwood CSD	County

California Park

California Park is an unincorporated neighborhood located east of the Bret Harte neighborhood in the southern portion of the San Rafael area. Though substantially surrounded by incorporated San Rafael, this region's southern border is the City of Larkspur.

The 99-acre California Park neighborhood consists of single-family homes and apartments. It includes the undeveloped Scheutzen Subdivision, which is located along Auburn Street and consists of very small lots within a wetland area. The San Rafael General Plan 2020 notes that this neighborhood has some development potential remaining on the Scheutzen parcels⁵.

California Park is currently receiving city fire protection services through CSA No. 19 and wastewater through San Rafael Sanitation District. The County Sheriff office provides law enforcement services, with the San Rafael police department responding to calls as needed.

Initial consideration has been given to this area for annexation into the City of San Rafael due to expressed landowner interest. However, Marin LAFCo considers resident interest and cost of providing services in annexation proposals.

Country Club

The Country Club neighborhood is located within San Rafael east of Highway 101 off of Point San Pedro Road. It is a contiguous island exclusively accessible from city streets. The neighborhood features large single-family homes on hillside lots, with unincorporated portions along the San Rafael Creek that are developed with single-family homes and multi-family development. Consisting of 298 acres, with an estimated 300 homes, as an older, fully developed neighborhood, minimal future growth is anticipated.

This neighborhood currently receives city fire protection services through CSA No. 19 and through San Rafael Sanitation for sewer. However, the residences in the area predominantly utilize on-site septic systems. The County Sheriff office provides law enforcement services, with the San Rafael police department responding to calls as needed. The San Rafael General Plan 2020 notes that annexation of some properties into the City may occur consistent with LAFCo policies⁶.

Los Ranchitos

Los Ranchitos is located west of Highway 101 and north of San Rafael Hill. It is a contiguous island exclusively accessible from city streets. The unincorporated 225-acre Los Ranchitos community features single-family homes on 1-acre minimum lots zoned for agricultural uses including horses and other livestock. The current Marin County General Plan allows low-density development, designating the neighborhood as single-family residential at 1 unit per 1 to 5 acres, and planned residential at 1 unit per 1 to 10 acres. The community is nearly completely built out.

The hilly terrain of Los Ranchitos, near the ridgeline, is under the County's Ridge and Upland Greenbelt (RUG) overlay. The Marin Countywide Plan designates these areas as "visually

⁵ San Rafael General Plan 2020. Land Use (NH47), Pg. 18.

⁶ San Rafael General Plan 2020. pg. 100, Country Club callout box.

prominent ridgelines” and are considered “community separators”^{7,8}. Preservation is encouraged in these areas to help maintain contiguous greenbelt areas.

The Los Ranchitos Improvement Association, established in 1952, represents the homeowners and residents of the Los Ranchitos community. The LRIA mission is to maintain the spirit of the neighborhood and to help its residents preserve their very special way of life.⁹ The LRIA has continually expressed interest in preventing annexation to the City of San Rafael, citing that Los Ranchitos acts as an urban separator between the City and the Terra Linda Valley/Sleepy Hollow Open Space. A 2015 proposal to LAFCo clearly indicates LRIA’s objective to maintain Los Ranchitos as an unincorporated community separate from the City of San Rafael. In 2018 as the Commission was initiating the San Rafael Area MSR, the LRIA leadership met with staff to reiterate their interest in not being incorporated into the City of San Rafael. Additionally, the San Rafael General Plan 2020 does not identify any specific future vision for this area.

Point San Pedro

Point San Pedro is a 300-acre unincorporated area located on the east side of Highway 101 down Point San Pedro Road along the San Pablo Bay Peninsula. It is contiguous with the city on one side with the rest of the area being bordered by San Pablo Bay. The primary uses in the area are the San Rafael Rock Quarry and McNear’s Brickyard site. Both are currently operational; however, the Marin County General Plan designation intends for the ultimate reclamation of the San Rafael Rock Quarry and McNear’s Brickyard site at the time the quarrying operations cease. Currently, a small portion of the site’s northeast quadrant is undergoing reclamation, while operations continue.

The reclamation plan allows for mining operations through 2024. However, in December 2018 the quarry filed an application with the County to amend its reclamation plan to allow mining through the end of 2039¹⁰. The future of the Quarry site is now a matter for consideration by the Marin County Board of Supervisors, as well as the City of San Rafael in developing its 2040 General Plan. The Marin County General Plan assumes that at such time as reclamation of the site occurs, it would be annexed to the City of San Rafael. However, should annexation not take place, the General Plan contemplates development under the County’s jurisdiction through a Specific or Master Plan to determine residential densities, commercial floor area, and habitat protection areas. In general, uses would be primarily residential, a marina, and limited supporting commercial¹¹. Currently, fire services are provided by CSA No. 31. The County Sheriff office provides law enforcement services, with the San Rafael police department responding to calls as needed.

Santa Venetia

Santa Venetia is a 1,200-acre neighborhood of over 1,600 homes centrally located in unincorporated Marin County immediately to the east of Highway 101 and is bordered by the City of San Rafael to the north, south, and west. The community is surrounded by a variety of natural

⁷ Marin GeoHub, Ridge and Upland Greenbelt, August 7, 2019.

⁸ Marin Countywide Plan, Glossary, “Community Separator”, pg. 5-27 and Map 2.6 Los Ranchitos Land Use Policy Map.

⁹ <http://www.losranchitos.org/>

¹⁰ Point San Pedro Road Coalition. Quarry FAQs. Accessed January 28, 2019. <https://sprcoalition.org/quarry/faq/>

¹¹ Marin County General Plan pg. 3-45

features and open space areas, primarily composed of County managed open space and China Camp State Park. Although primarily residential in character, the community supports several small commercial areas as well as educational and religious uses.

Santa Venetia has its own community plan, adopted by the County in 2017. Much of Santa Venetia was built out by the 1980s and the potential for additional development in the community is limited. Annexation is not addressed in Santa Venetia's Community Plan, nor San Rafael's General Plan 2020; However, sea-level rise¹², seismic hazards, and urban services costs associated with area infrastructure conditions suggest annexation to be unlikely in the near future.

The Santa Venetia neighborhood is currently receiving fire protection services through CSA No. 19. Santa Venetia receives wastewater service from Las Gallinas Valley Sanitary District.

St. Vincent's/Silveira

The St. Vincent's and Silveira area consists of approximately 1,110 acres east of Highway 101 in the unincorporated area of the County between the cities of San Rafael and Novato. The area includes two properties: the 770-acre Catholic Youth Organization/St. Vincent's School for Boys and the 340-acre Silveira Family ranch. There are a number of protected resource areas on the St. Vincent's and Silveira lands, which include: tidelands; diked baylands, of which a portion is owned by the Las Gallinas Valley Sanitary District and used for wastewater ponds and irrigation; Miller Creek and its riparian corridor; lands within the 100-year floodplain; and hills leading up to Pacheco Ridge at the northern boundary of the site¹³.

The Marin Countywide Plan, first adopted in 1973, effectively designated urban reserve area properties to be considered for suburban or urban development upon eventual annexation to the City of San Rafael. In 2003, the San Rafael City Council decided not to annex the properties and submitted a request to LAFCo to remove these lands from the City's SOI. In June 2006, LAFCo removed the properties from San Rafael's SOI based on the isolation of these areas from the city's existing public safety facilities and due to limited street access between these areas and the city.¹⁴

Today the area serves as a physical and visual separator between the cities of Novato and San Rafael. This area is currently in institutional and agricultural use. The County of Marin General Plan provides for urban development of a portion of St. Vincent's/Silveira west of the Northwest Pacific rail line and for continued urban use, which is now within the Marinwood CSD's SOI.

The St. Vincent's/Silveira neighborhood is currently receiving services through CSA No. 31 via a contract with Marinwood CSD for fire protection. The County Sheriff office provides law enforcement services, with the San Rafael police department responding to calls as needed.

Upper Sun Valley

The unincorporated portion of the Sun Valley neighborhood centers around the Mount Tamalpais Cemetery. The cemetery itself was incorporated into San Rafael in 2010, which left the remaining unincorporated Sun Valley territory within San Rafael's SOI split into two small islands, one north

¹² Marin County General Plan pg. 2-80

¹³ Marin County General Plan pg. 3-224

¹⁴ Marin LAFCo Resolution 06-06, Resolution Amending the Sphere of Influence of The City of San Rafael.

and one south of the cemetery. Additional unincorporated territory is contiguous with the above-mentioned southern Sun Valley island; however, it is included within San Anselmo's SOI.

The southern island (within San Rafael's SOI) is comprised of two parcels, both of which are zoned multi-family residential but are currently undeveloped. The northern island consists of 6 primarily undeveloped parcels also designated for multi-family residential development.

The County General Plan notes that the farm adjacent to the cemetery should be annexed to the City of San Rafael at such a time that it is developed¹⁵.

Sun Valley receives city fire protection services through CSA No.19 (northern portion) and CSA No. 31 (southern portion). The County Sheriff office provides law enforcement services to the entirety of the area, with the San Rafael police department responding to calls as needed.

Upper Lucas Valley

This 3,322-acre unincorporated neighborhood is located in north San Rafael west of Highway 101 on Lucas Valley Road. This neighborhood is a within the separate and distinct Lucas Valley area, with its southernmost development contiguous with the San Rafael city limits. The east and west sides of the neighborhood are contiguous with Marinwood CSD. The area is developed with around 800 single-family homes on large lots and some retail. Famously, this area's homes are the work of modernist builder/developer Joseph Eichler. His highly recognizable and stylish homes can be found throughout Lucas Valley and Eastern Marinwood. The Upper Lucas Valley subdivision was the final Eichler project in Lucas Valley and maintains its own Association, the Lucas Valley Homeowners Association.

CSA No. 13 entirely encompasses the Upper Lucas Valley Neighborhood. Refer to Chapter 4 (CSA No. 13 profile) for further discussion of the Upper Lucas Valley and services provided to the community.

3.2 GROWTH AND POPULATION

LAFCo is required to make a determination in this MSR on growth and population. When planning for the provision of future services and infrastructure it is important to have ready access to accurate growth and population projections. This MSR also identifies and considers disadvantaged communities and growth and population data contribute to that analysis. The region's growth rates are based on historical development patterns, the County and San Rafael's general plans, regional estimates from the Association of Bay Area Governments and California Department of Finance, and information provided by special districts.

Land Use

Marin County is generally considered an "infill" county, with new development guided to existing urbanized areas. The Marin Countywide Plan (2007) serves to guide County conservation and development through policies that protect open space and "community separators" in the city-centered corridors. Marin County's 520 square miles is only 11% developed with urban uses, and only 5% of the remaining land is potentially developable under existing policies. Agricultural lands

¹⁵ Marin County General Plan pg. 3-231

make up 36% of the County's total area, parklands 33%, and the remaining 15% in public or private open space use¹⁶.

Within the Study Area, the City of San Rafael is the predominant feature and growth driver. It encompasses about 22 square miles of land area and contains another five square miles of water and tidelands associated with San Rafael Bay. More than 55% of the city's land is vacant, open space, parks, or public lands; however, very little of this land is available for development¹⁷.

Increasingly, the region's communities rely on the reuse of underutilized land to meet land use and housing needs. Remaining developable vacant lands in the Study Area are in the St. Vincent's, Silveira Ranch, Canalways, East San Rafael, and other localized areas.

Current Population

Marin County experienced progressive growth between 1950 and 1960 when the population jumped substantially from 85,619 to 146,820, an increase of 72%. Compared to other Bay Area counties, Marin County has since experienced slow population growth rates between three and five percent¹⁸. Overall Marin remains the slowest growing county in the Bay Area.

Within the Study Area, many of the unincorporated areas have already extensively been developed, as discussed in Table 3.2. Several of the larger communities within the Study Area have Census population data available.

Projected Growth and Development

Projected growth in the study area is expected to be moderate. While the County's population is expected to grow approximately 13% by 2040¹⁹, the City of San Rafael expects population growth of approximately 19% in the same time period (an additional 7,900 people). Such growth is estimated to be the highest population growth rate within Marin County and represent approximately one-third of the projected growth countywide²⁰. For further population discussion for the City of San Rafael, see Chapter 4 Agency Profiles.

The amount and rate of population growth expected in unincorporated areas within the city's SOI varies significantly from area to area. General Plan build-out capacity for some areas, such as St. Vincent's/Silveira and San Rafael Quarry have significant future development potential, but such development is subject to additional planning and development and redevelopment under the jurisdiction of Marin County. With respect to the fully surrounded island pockets within San Rafael, except for Upper Sun Valley, they are predominantly built out, with little relative future development potential. See Table 3.2 (islands) for further details.

16 Marin LAFCo. San Rafael Regional Municipal Service Review. 2006.

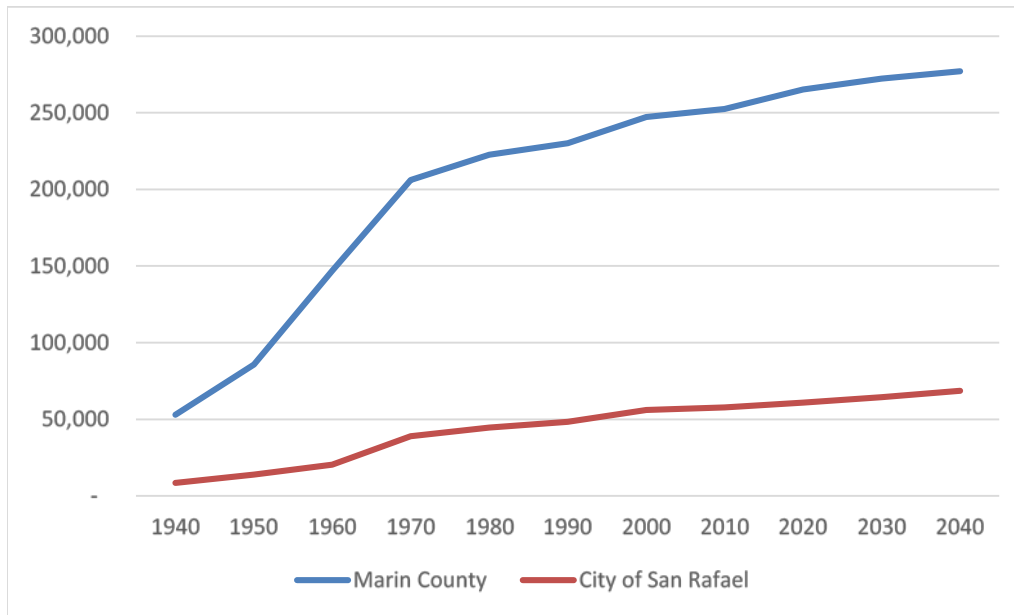
17 Marin LAFCo. San Rafael Regional Municipal Service Review. 2006.

18 Marin LAFCo. San Rafael Regional Municipal Service Review. 2006.

19 City of San Rafael. San Rafael General Plan 2020. Pg. B1-9.

20 Ibid.

Figure 3-2: Population Growth Trend and Estimate



Historic Population estimates sources from U.S. Census data. San Rafael projected growth rates sourced from ABAG Projections in San Rafael General Plan 2020, Pg. B1-9. Marin County growth estimates sourced from CA Dept. of Finance, *County Growth Projections*.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this review, including the location and characteristics of any such communities within or contiguous to the SOIs established in the Study Area. A DUC is an unincorporated geographic area with 12 or more registered voters with a median household income of 80% or less of the statewide median household income. The identification of DUCs is to ensure that the needs of these communities are addressed when considering service extensions and/or annexations to unincorporated areas.

Within the Study Area, several census tracts covering San Rafael’s Canal neighborhood meet the disadvantaged community criteria. However, given this neighborhood is entirely within the San Rafael city limits, it does not qualify as a DUC. No other communities within the Study Area have been identified as disadvantaged.

3.3 REGIONAL PLANNING

Sustainability

Historically, Marin County has prioritized efforts to support healthy, safe, and sustainable communities while maintaining the county’s unique environmental heritage. More recently in 2018, the County developed *Drawdown: Marin*, a community-driven campaign to reduce greenhouse gas emission and to prepare for climate change impacts. The County, with substantial community input, is working to eliminate fossil fuel use and “drawdown” carbon emissions.

Sustainability practices that seek to enhance the mutually supportive relationship between the natural and built environments vary across local governments. Local public agencies play a critical role in managing natural resources and protecting the environment through land conservation, open space preservation, and renewable energy projects. By taking advantage of opportunities to invest in energy efficiency, renewable energy, water conservation, wastewater reuse, and other sustainability practices, local agencies can improve the fiscal health of their organizations and the economic prosperity of the residents and businesses they serve.

Within the Study Area, agencies are working to promote sustainability and resiliency.



4.0 CITY OF SAN RAFAEL

4.1 OVERVIEW

The City of San Rafael is located 17 miles north of San Francisco in Marin County and is situated along Highway 101 between the community of Marinwood and the City of Larkspur, with its southernmost border meeting the northern end of the Richmond Bridge. Set along the shore of San Pablo Bay, the City enjoys a mild Mediterranean-like climate year-round. It encompasses 22.5 square miles with an estimated population of 60,651. As the County’s largest city, San Rafael is the urban center and county seat for Marin.

San Rafael provides a range of municipal services, including police, fire protection and emergency response, parks and recreation, road maintenance, flood control, and street lighting. Water and wastewater services to the region are provided by several special districts. See *Municipal Services* Section below.

Table 4-1: City of San Rafael Overview

City of San Rafael	
City Manager:	Jim Schutz
Main Office:	1400 Fifth Avenue, San Rafael, California
Formation Date:	1874
Services Provided:	Fire, Police, Paramedic, Parks & Recreation, Road Maintenance & Construction, Flood Control
City Boundary:	22.5 sq. mi. city limit; 18.5 sq. mi. SOI
Population Served:	60,651
Budget:	\$148,829,258

4.2 JURISDICTIONAL BOUNDARY

Incorporation and City Boundary

Originally the site of several Coast Miwok peoples’ villages and then the San Rafael Arcángel (1817) Mission, San Rafael became Marin County’s first incorporated city in 1874. Early population growth stemmed from the city’s proximity to San Francisco, the San Rafael connection to the North Pacific Railroad, and the establishment of a U.S. Navy degaussing site (operated through World War II)²¹. Growth radiated outward from San Rafael’s downtown areas, with the northern neighborhoods annexed in the 1950s, ‘60s, and ‘70s. With the city’s proximity to the Bay Area, moderate climate conditions, and relative rural character, the area continues to attract residents and businesses. Today, the City of San Rafael’s jurisdictional boundary is 22.5 square miles (14,8311 acres), 75% of which is land and 25% bay and tidelands. See Figure 4-1.

Sphere of Influence

San Rafael’s Sphere of Influence (SOI) extends 18.5 square miles beyond its jurisdictional boundary and includes the unincorporated neighborhoods of Santa Venetia, Bayside Acres, Los

21 SanRafael.com. “The History of San Rafael, California”. <http://www.sanrafael.com/channel/History-Of-San-Rafael/6200>

Ranchitos, California Park, Country Club, as well as large extents of San Pablo Bay, as shown in Figure 1 (See Section 1, Regional Setting, for full discussion of San Rafael area unincorporated neighborhoods). The SOI was originally established by LAFCo in 1982 and was last reviewed and updated in 2006²². Notably, the 2006 update excluded three areas (Lucas Valley, Marinwood, and St. Vincent's/Silveira) from the City's SOI. They are now included within Marinwood CSD's SOI.

Out of Agency Services

G.C. Sections 56133 & 56134 set forth LAFCo's out of agency services oversight role. San Rafael currently provides fire and emergency response services by contract outside of its boundary within its SOI and support services to Marinwood CSD and Upper Lucas Valley Areas. Further fire services discussion is in Section 4.7 (Fire and Emergency Response).

4.3 POPULATION AND GROWTH

As discussed in the Regional Setting, San Rafael experienced significant growth between 1950 and 1970. Since then, the city has continued to grow, but at a slower rate. Currently, San Rafael has an estimated population of 60,651²³. The Association of Bay Area Governments (ABAG) projects that San Rafael will continue to experience the highest population growth rate within Marin County (0.5%)²⁴. ABAG estimates the city's population will increase by nearly 11,000 from the 2010 population, to reach a projected 2040 population of 68,700, representing approximately one-third of the projected growth for the entire county.

4.4 LAND USE AND GEOGRAPHIC FACTORS

When reviewing municipal services and making a sphere determination, LAFCo evaluates current and future land uses in the area, including agricultural and open space.

Land Use

San Rafael's General Plan 2020 serves as the key visioning document for the City's desired land use and related management policies. The primary land use designations within city limits include Parks/Open Space (43%), Single-Family Residential (35%), Industrial/Light Industrial and Public/Quasi-Public (13%), Multifamily Residential (5%), and Commercial & Office (4%). A land use map is provided in Figure 4-2.

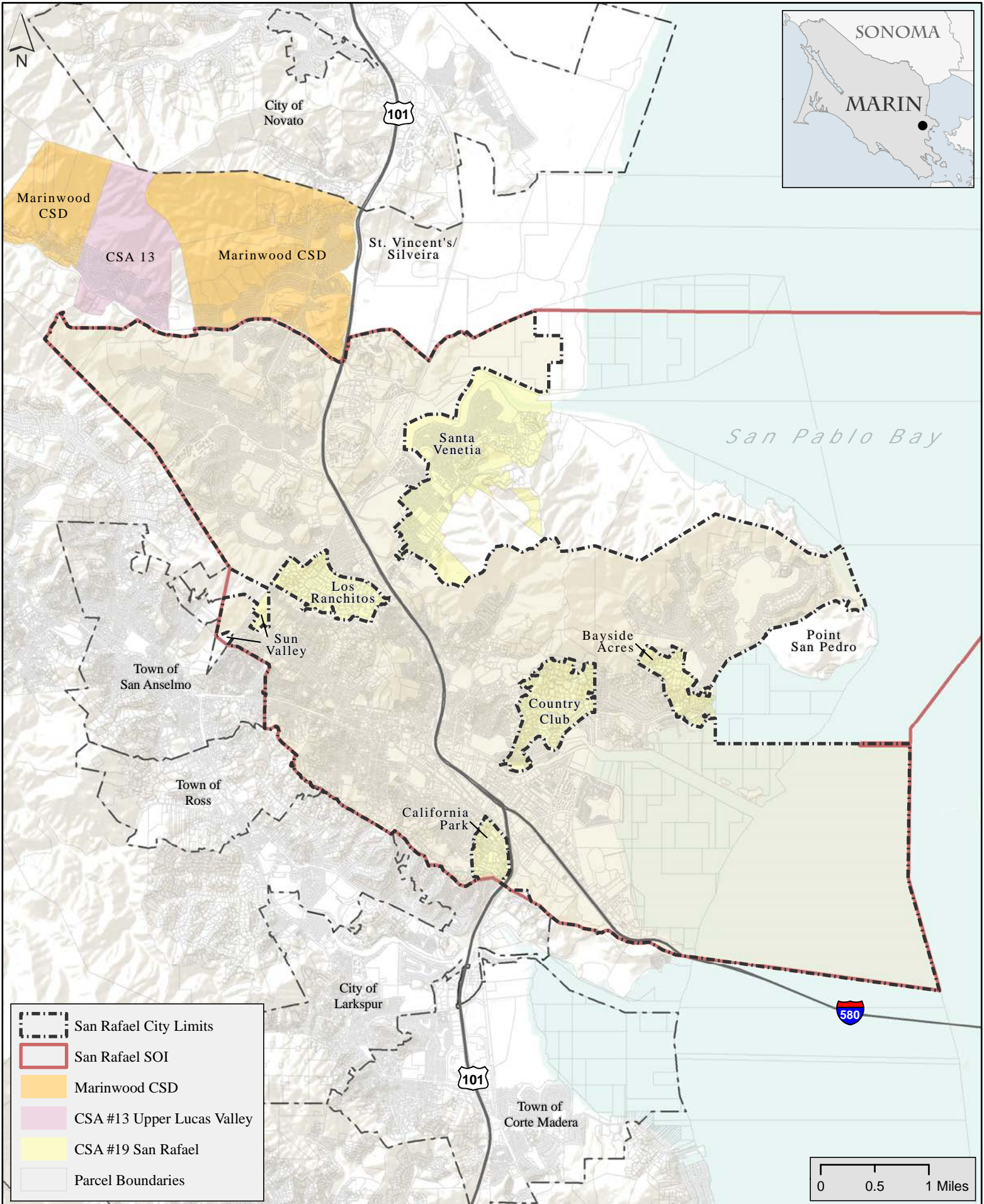
Open Space

Natural features and resources have shaped San Rafael's urban growth and form. Resident planning interests have enabled large swaths of protected open space to remain within city limits. The City of San Rafael General Plan 2020 recognizes the benefits of maintaining open space and natural resources for their economic, recreational, and ecological value. Both the General Plan Open Space and Conservation Elements include policies that address public uses, restoration, and resource management.

²² Marin LAFCo Resolution 06-06

²³ California Department of Finance. DOF Population Projection Press Release "New Demographic Report Shows California Population Nearing 40 Million Mark with Growth Of 309,000 In 2017". Published May 1, 2018.

²⁴ City of San Rafael. San Rafael General Plan 2020. Pg. B1-8.



City of San Rafael

Figure 4-1

San Rafael actively owns and maintains much of the open space within the city boundary. In 1972, San Rafael voters approved a bond measure to purchase open space. Since then San Rafael has secured over 3,285 acres of open space within the city limits.

4.5 ORGANIZATION STRUCTURE

Governance

San Rafael is a charter city operating under a council-manager form of government, in which legislative and policy functions are vested in the City Council, while the City Manager conducts the day-to-day city business. There are four councilmembers and an elected Mayor. Starting in 2020, the city will utilize a district-based election system for each of the four council seats. Councilmembers are required to live in the district they represent and are elected only by the registered voters of that district. The Mayor is elected at-large. All members serve four-year terms.

City Council duties include establishing legislation and policies governing the city; adopting all ordinances, resolutions, and major contracts; approving and modifying annual budgets; making appointments to advisory boards; commissions and committees; and appointing the City Manager and City Attorney. City Council meetings are scheduled the first and third Mondays every month at 7:00 p.m. in the San Rafael City Hall Council Chambers located at 1400 Fifth Avenue.

Administration

The City Manager is appointed by the City Council and is responsible for city operations management and policy implementation on behalf of the City Council. The City Manager is an at-will employee and administers the City of San Rafael's departments. The City is in the process of reorganizing and a new organization chart will be prepared. The current staffing level is 410.5 Full-Time Equivalent (FTE) positions.

4.6 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews and reviewing proposals, LAFCo considers an agency's accountability for community service needs, including governmental structure, operational efficiencies²⁵, financial resources, and promoting public access²⁶.

The City offers multiple ways to keep citizens informed about services, meetings, finances and decision-making processes. Public notices are posted on the website. Past meeting agendas and meeting minutes may be found in the *Public Meetings* section of the City's website. The public may also provide verbal comments or complaints by phone or in person at City Hall during business hours and/or at City Council meetings during the public comment period. City Council meetings are also available to view on the local government channel and can be streamed online from the City's website.

²⁵ CA G.C. 56430(6)

²⁶ CA G.C. 56881(2)

4.7 MUNICIPAL SERVICES

San Rafael provides a range of municipal services, including police, fire protection and emergency response, parks and recreation, road maintenance, flood control, and street lighting. The City also partners with outside agencies for the provision of certain municipal services, including water treatment and distribution, wastewater collection, treatment and disposal, and garbage collection. A description of these services is provided below.

Fire and Emergency Response

Fire-related services for San Rafael are provided by the San Rafael Fire Department. They provide a full range of fire protection services, including fire suppression, rescue, advanced life support (ALS) and emergency medical services, hazardous material control, and fire prevention services. Projected general fund expenditures for FY 2018-19 are \$18.7 million (25% of the General Fund expenditures), up from the \$18.3 million approved for the previous year.

The San Rafael Fire Department works closely and cooperatively with neighboring fire departments to provide service to its community and surrounding areas. It maintains shared services agreements with Marinwood CSD, and CSA No. 19.

The Department operates an administrative office and seven fire stations located throughout the City. Currently, they employ paid personnel including a Fire Chief, Deputy Chief and Battalion Chiefs, Fire Captains, Fire Engineers, Firefighters/Paramedics, Emergency Manager, Environmental Manager, Fire Prevention and Administrative Staff, and a Fire Mechanic. They also have volunteer staffing (but does not include Firefighter volunteer staffing). Most calls for Department service are medical in nature.

The San Rafael Fire Department receives additional support from the San Rafael Fire Foundation, a community nonprofit organization formed in 2014. The organization supports San Rafael firefighters and paramedics by funding technology, equipment, training, and public outreach through donations.

Agreement Between the City of San Rafael and Marinwood CSD

The City of San Rafael Fire Department and Marinwood CSD have entered into a number of contractual fire service agreements dating back as far as 1973 to provide shared services in the northern extent of San Rafael and Marinwood CSD's service area. Through the most recent agreement, a Joint Exercise of Powers Agreement (JPA) initiated in April 2014, San Rafael provides the District with administrative capacity, training, supplies, and response support. In return, the District provides primary service call response in the City's northern neighborhoods (over 50% of District's total annual service calls), giving faster response times for area residents. The agreement remains in place unless terminated by one of the parties, with a 90-day notice.

In October 2018, longtime Marinwood CSD fire Chief Tom Roach retired. To fill the open position, the District amended its existing JPA with San Rafael to include Fire Chief Officer Services to be provided by the City at a \$96,320.00 annual District cost (includes a 3% annual escalator for first 5 years then a City re-evaluation). Such an agreement further codifies the shared services partnership between the two agencies.

Agreement Between San Rafael and CSA No. 19 – Unincorporated San Rafael Neighborhoods

Marin County and San Rafael have had an ongoing agreement since 1976 to provide fire protection services to the unincorporated neighborhoods within CSA No. 19, including: Santa Venetia, Los Ranchitos, Country Club, Bayside Acres, and California Park²⁷. San Rafael provides a primary response to calls within CSA No. 19’s jurisdiction, and the County (CSA No. 19) leases land at 3530 Civic Center Drive (Station 57) to the City. The “Lease Agreement” and “Fire Protection Services Agreement,” each has a 10-year term and were last renewed in 2016. Under these agreements, the City pays market value to lease the land where Fire Station 57 is located, and the County compensates the City for fire protection services from a negotiated \$1.3 million “base rate”. This amount increases each year by the same salary increase percentage set by the firefighter collective bargaining agreement. Station facility maintenance and renovation costs are split between the two agencies.

Law Enforcement

The City of San Rafael provides law enforcement and dispatch services to all areas within the city limit and response to nearby unincorporated neighborhoods as necessary. The San Rafael Police Department is located on the lowest level of City Hall, at 1400 Fifth Avenue in San Rafael.

Projected expenditures for 2019 are 25 million (33% of the General Fund expenditures)²⁸, similar to the 2017-18 adopted budget. The Police Department employs 92.8 full-time equivalents (FTE) positions, including 63 sworn officers. This equates to 1.07 full-time sworn officers per 1,000 population. The national average in 2016 (most recent available) was 2.17 full-time sworn officers per 1,000 population²⁹.

Over the last ten years, the San Rafael police calls for service have increased by 21%, while physical arrests (adult and juvenile) have decreased by 55%. Traffic and parking violations are also down for the same time period, by 52% and 19% respectively. See Table 2 below for further calls for service and law violation details.

Department community engagement efforts include “Coffee with a Cop” meet-and-greets, National Night Out, Camp Chance, a youth academy at Davidson Middle School, and use of social media to connect with constituents. Recently, the Department merged its Crisis Response Unit with Novato, in an effort to reduce costs and leverage shared resources.

²⁷ City of San Rafael. City Council Staff Report. Topic: County Service Area 19 Fire Protection and Lease Agreement. June 20, 2016.
http://cityofsanrafael.granicus.com/DocumentViewer.php?file=cityofsanrafael_ea23def85a6f192655493a2667a3492c.pdf

²⁸ City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. *Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit*. June 18, 2018.

²⁹ United States Bureau of Justice. *Full-Time Employees in Law Enforcement Agencies, 1997 -2016*. Shelley Hyland, BJS Statistician. Published August 28, 2018. <https://www.bjs.gov/content/pub/pdf/ftelea9716.pdf>

Table 4-2: City of San Rafael Police Department Service Indicators

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Calls for service	42,227	42,227	39,512	39,537	42,707	51,261	55,805	57,026	53,567	51,013
Crimes (type: Part I)	2,352	2,352	2,180	2,101	2,523	2,289	2,533	2,523	2,392	2,326
Arrests (adult & juvenile)	4,487	4,487	3,102	2,981	2,951	3,227	3,450	3,453	2,526	2,019
Traffic violations	5,777	5,777	8,190	4,048	3,448	4,498	4,168	3,252	3,341	2,758
Parking violations	44,913	42,806	34,590	32,492	30,881	38,814	36,398	34,803	36,169	36,208

Source: City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. 167-168

Public Works

The Public Works Department’s municipal service responsibilities include developing and maintaining city facilities, parks, and infrastructure; street lighting; flood control, and roads. The Department employs 63 full-time equivalents (FTE) positions and maintains over 30 facilities, including parking lots, 173 miles of road, 20 parks, 89 traffic signals, 4,435 street lights, and extensive stormwater drainage systems³⁰. Much of this infrastructure was built in the 1950s and 1960s, and the Department reports that the public facilities, such as community centers, playing fields, and parks are heavily utilized and show significant wear and tear. The City’s stormwater and road system are also reported as aging³¹.

Projected departmental expenditures for 2018-19 are 11.8 million (16% of the General Fund expenditures), a slight increase from 11.5 million in the 2017-18 adopted budget. Projects completed by the Department as a part of their Capital Improvement Program (current cycle: FY 2018-19 to 2020-21) are funded separately from the General Fund. Approximately 13.8 million has been budgeted through the program for the 2019-20 fiscal year.

The City reports that needed long-term capital and infrastructure improvements for City-owned property far exceeds \$500,000 per year and stormwater infrastructure needs exceed \$850,000 per year³². The City utilizes a Capital Improvement Program (CIP), updated every three years to prioritize projects. The Program reports that identified projects exceed available funding, which means the City must defer a considerable number of projects until additional funding sources are available. To address the funding shortfall, the City reports it is actively seeking better long-term funding strategies for these projects, including:

- More aggressive pursuance of grant funding for non-Right of Way capital projects.
- Ballot measure to raise current per-parcel Stormwater Assessment.

³⁰ City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. 170.

³¹ City of San Rafael Department of Public Works. 3- Year Capital Improvement Program, FY 2018-19 to FY 2020-21. Published June 18, 2018.

³² City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit. June 18, 2018.

- Alternative funding mechanisms: assessment districts or public-private partnerships.

Recent projects completed by the Department include:

- Completed Fire Station 52 and nearing completion of Fire station 57.
- Started construction of new Public Safety Center. Completion anticipated in summer 2020.
- Completed Downtown San Rafael improvements for SMART including coordinated traffic signals, queue cutters, wider sidewalks, and crosswalk changes.
- Completed installation of solar on the Boro Community Center and Public Works building.
- City Hall and Terra Linda Community Center Roof Replacement.
- Boyd Gate House – Exterior Painting and other improvements.
- Mission and E Street Parking Lot Resurfacing (Menzies).
- Freitas Las Gallinas Intersection Improvements.
- Second and Grand Avenue Intersection Improvements
- 3rd and Irwin Intersection Paving Improvements.
- G Street Drainage and Roadway Improvements.
- Falkirk Cultural Center - Reroofing.
- Tera Linda Community Center – Floor replacement.

Major new projects identified in the FY 2018-19 to FY 2020-21 CIP include:

- Innovative Deployment of Enhanced Arterials (IDEA).
- Rice Drive to 2nd Street Multi-use Path Phase 2.
- Terra Linda Community Center HVAC replacement.
- 5th Avenue and C Street Garage seismic repair.
- 3rd Street and Lootens Place seismic repair.
- 3rd Street and A Street Garage seismic repair.
- 3rd Street and C Street Garage seismic repair.
- Southern Heights Boulevard bridge replacement.
- 3rd Street and Hetherton Street intersection improvements.
- Francisco Boulevard East sidewalk widening.
- 3rd Street rehabilitation.

Parks and Recreation (Community Services Department)

The Community Services Department (CSD) has oversight of City park and recreation facilities, programs, special events, classes, and child care services. The CSD employs 21 full-time equivalents (FTE) positions and oversees the operations of a range of facilities. The Recreation and Childcare Funds, operated by the CSD have budgeted \$4.9 million (6% of the General Fund expenditures) and \$3.8 million, respectively, for the 2018-19 fiscal year. Fee income covers approximately 63% of the Recreation budget, 100% of the Childcare budget, and 75% of the Preschool program³³.

³³ City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit. June 18, 2018.

City park facilities include 142 acres of parks at 25 park sites, three community centers, one cultural center, a community pool, and athletic facilities. In its 2020 General Plan, the City notes that it has an abundance of citywide, regional park and open space land; however, there are several neighborhoods inadequately served by local recreation facilities³⁴. The City utilizes several standards to monitor how park and recreation services are meeting community needs, including:

- Standards:
 - Maintaining, and where possible exceeding, a recreation standard of three acres of park and recreation facilities per 1,000 residents.
 - Currently, based on population estimates and 393 developed parkland in city limits³⁵, there are 6.5 acres of parkland per 1,000 residents.
- Park Development Criteria (used as a guide to improving the park system):
 - Neighborhood parks should serve populations of at least 3,000 within a radius of one-half mile and have a minimum size of three acres.
 - Community parks should serve a population of 10,200 to 30,000 within a radius of three to five miles
- Neighborhood Recreational Needs
 - Serve all neighborhoods with parks that meet the needs of the community. Priority areas should include Canal, Dominican, and Montecito neighborhoods.
- City Recreational Needs
 - Provide opportunities for recreational activities for boys and girls, teens, and adults through the creation of additional facilities.
- Review of Needs
 - Conduct a review of San Rafael’s recreational, facility, and program needs as part of the five-year update to the General Plan and amend policies as needed.

Park facility improvements are planned for and accomplished through the City’s CIP, which includes \$3.7 million over the three-year planning period for park infrastructure and facilities. The program also identifies another \$535,200 in unfunded projects. These projects account for 12% of the total CIP funding. There are no Park Master Plan updates currently scheduled.

³⁴ City of San Rafael. San Rafael General Plan 2020. Pg. 251.

³⁵ City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. VI.

Table 4-3: City of San Rafael Parks and Recreation Components

Component	Count
Recreation class participants (2018)	12,842
City parks	25
City parks acreage	142
Playgrounds	14
City trails	20
Community gardens	2
Community centers	3
Cultural Center	1
Swimming pools	1
Tennis courts	10
Basketball courts	5
Baseball/softball diamonds	5
Soccer/football fields	2

Source: City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. 167-168

Wastewater

Wastewater services to the City of San Rafael are provided by several local agencies. Within the majority of the City, wastewater is collected and transported by the San Rafael Sanitation District (SRSD) to the Central Marin Sanitation Agency (CMSA) for treatment and disposal. In the north-eastern area of San Rafael, generally in the Terra Linda neighborhood, wastewater services are provided through the Las Gallinas Valley Sanitary District (LGVSD). LGVSD independently collects, treats, and disposes of wastewater within its jurisdiction. All three agencies are reviewed separately in Marin LAFCo’s *Central Marin Wastewater Municipal Service Review* (2017). Below is a brief overview of each agency.

Las Gallinas Valley Sanitary District

LGVSD is an independent special district, a separate local agency from the City of San Rafael. It encompasses an approximate 9.4 square mile jurisdictional boundary within east-central Marin County. About 36% of its jurisdictional area is within San Rafael City limits, and another 63% covers unincorporated County territory – notably, the Marinwood and Santa Venetia communities. The 1% remainder extends into the City of Novato. See Figure 4-3.

LGVSD currently provides wastewater, recycled water, and solid waste collection. Wastewater services are provided through LGVSD’s 112-mile collection system that conveys wastewater to the District’s treatment facility before discharging into Miller Creek or using it for beneficial purposes through a recycled water program. The District’s governing board is comprised of five members who are either elected at-large or appointed in lieu of a consented election to staggered four-year terms. The Board regularly meets on the second and fourth Thursday each month at the LGVSD Administrative Office located at 300 Smith Ranch Road in San Rafael.

Figure 4-2: Las Gallinas Valley Sanitary District Service Area

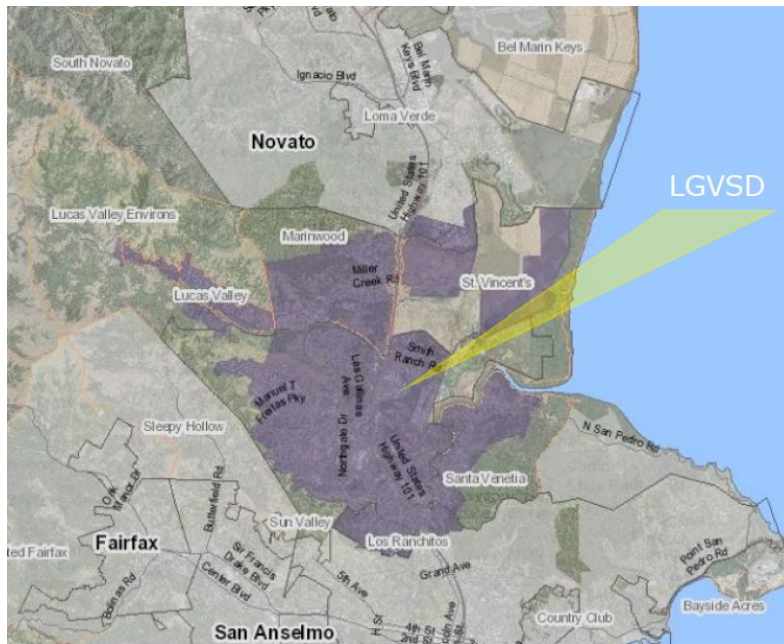


Figure source: Marin LAFCo, Central Marin Wastewater MSR, 2017.

Central Marin Sanitation Agency

CMSA is a Joint Powers Authority which provides wastewater treatment and disposal services on behalf of its four-member agencies including the San Rafael Sanitation District. Located in east-central Marin County, the City of San Rafael comprises 19% of the Authority's jurisdictional land area. LGVSD is not a member agency of CMSA.

San Rafael Sanitation District

SRSD is a dependent special district that provides wastewater collection and transportation services to the San Rafael region. See Figure 4-4 for SRSD boundaries. As a dependent special district, its three board members are appointed rather than elected independently at large. Two appointments are made by the San Rafael City Council and the third by the County Board of Supervisors. The Board currently meets on the 4th Friday each month at 9:00 a.m. at the San Rafael City Hall located at 1400 Fifth Avenue in San Rafael. As a regional service provider, the District serves approximately 13 square miles, 58% of which is within the City of San Rafael. The rest of the District area is unincorporated and within Marin County's jurisdiction – with a small remainder in the City of San Anselmo.

The City and the district have a series of shared-services agreements. San Rafael contracts with SRSD to provide a variety of staff support services to the District, ranging in scope from accounting to information technology. The District also contracts with the City to maintain the collection systems in San Rafael and surrounding unincorporated areas. These employees are paid through the City's payroll department and participate in the City's cost-sharing multiple-employer

defined benefit pension and healthcare benefits.³⁶ Such agreements further codify the shared services partnership between the two agencies.

Figure 4-3: San Rafael Sanitation District Service Area

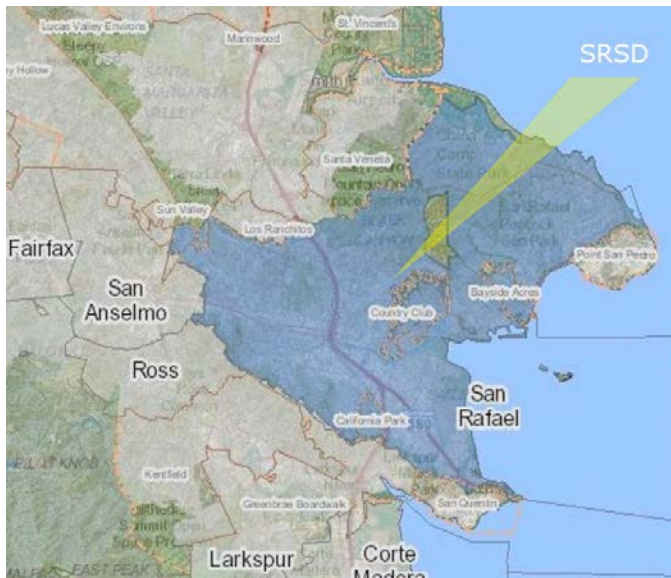


Figure source: Marin LAFCo, *Central Marin Wastewater MSR*, 2017.

Water

San Rafael region water services are provided by the Marin Municipal Water District (MMWD), an independent special district, separate from the City of San Rafael. The District's services are reviewed separately in Marin LAFCo's *Countywide Water Service Study* (2016).

MMWD's jurisdictional boundary spans 148 square miles, 61% of which is unincorporated with the remaining 39% in 10 cities/towns, including the entirety of San Rafael. MMWD is presently authorized to provide three specific services within its jurisdictional boundary: (a) domestic water; (b) non-potable water; and (c) recreation. The District's governing board is comprised of five members who are elected by electoral divisions to staggered four-year terms. The City of San Rafael residents are represented by two electoral divisions – with Division 1 encompassing the northern half of San Rafael and Division 2 primarily covering the southern half. MMWD currently meets on the first and third Tuesday at 7:30 P.M. of each month at the District's Administrative Office at 220 Nellen Avenue in Corte Madera.

4.8 FINANCIAL OVERVIEW

The City of San Rafael prepares an annual report on the City's financial statements in accordance with established governmental accounting standards. The most recent audited financial statement was prepared by the independent certified public accounting firm, Maze and Associates

³⁶ City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. 43.

Accountancy Corporation, which issued an unqualified, or “clean” opinion on the City’s financial statements for the fiscal year ending on June 30, 2018.

The City adopts an annual budget, effective July 1 for each fiscal year. The budget reflects estimated revenues and expenditures, except for the capital projects funds and the Peacock Gap Assessment District Debt Service Fund. Appropriations and spending authorizations for projects in the capital projects funds and some special revenue funds are approved by the City Council on a multi-year basis. The City Council may amend the budget by resolution during the fiscal year in order to respond to emerging needs, changes in resources, or shifting priorities. Expenditures may not exceed fund level appropriations, which is the legal level of control. The City Manager is authorized to transfer budgeted amounts between accounts, departments or funds; the Council must approve any increase in the City’s operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups.

Revenues and Expenditures

The FY 2018-2019 expenditure budget for San Rafael is \$148,829,258. This reflects all funds and operations for the City, including active capital projects. The expenditure budget is supported predominantly by a projected revenue of \$142,532,576, with the remaining difference coming from funds retained from previous periods for capital projects and prior year unallocated resources.

For the FY 2018-19, the City reports³⁷ that funds for general operations are projected to be \$1.3 million, or 1.6% higher than those of the previous year; however operating uses are projected to grow by a larger amount: \$2.0 million, or 3.5% over the previous year. This has been the case for the previous two fiscal years as well, whereby expenses grew at a faster rate than revenues, causing an operating deficit. Under the FY 2018-19 Budget, funds are projected to continue to have a positive balance at fiscal year end; however, the General Fund balance is expected to decrease because of the operational deficit. The City notes that should this trend continue, the remaining unassigned funds (~\$762,000) will be used to cover general operations. See Figure 4-5.

In addition to municipal services in the General Fund, the annual expenditure plan includes provisions for the Homeless Initiative, participation in the Major Crimes Task Force, and continued massage enforcement. The growth in expenditures is also fueled by increases in personnel costs, including step increases, and increases in compensation based on collective bargaining contract commitments³⁸. The City expects the fiscal year 2018-2019 contributions made to the Marin County Employees Retirement Association (MCERA) to represent approximately 14% (17 million) of total City-wide expenditures.

³⁷ City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit. June 18, 2018.

³⁸ Ibid.

Table 4-4: San Rafael Fund Balances³⁹

Fund	Projected Balances July 1, 2018	Sources (Revenues and Transfers)	Uses (Expenditures and Transfers)	Projected Balance June 30, 2019
General Fund	\$1,635,966	\$80,189,911	\$81,063,636	\$762,241
General Plan	\$1,995,128	\$392,752	\$385,105	\$2,002,775
Special Revenue/Grant/Trust	\$20,513,576	\$25,452,024	\$27,919,683	\$18,045,917
Enterprise (Parking)	\$2,629,668	\$5,076,300	\$5,695,676	\$2,010,292
Internal Service/ Capital Replacement	\$7,831,697	\$17,102,489	\$19,449,538	\$5,484,648
Assessment Districts	\$468,226	\$780	\$0	\$469,006
Capital Project Funds	\$821,089	\$35,042,700	\$35,040,000	\$823,789
Adj for ISF Charges/Transfers	\$0	(\$20,724,380)	(\$20,724,380)	\$0
City-wide Totals	\$35,895,350	\$142,532,576	\$148,829,258	\$29,598,668

The City derives revenue from several sources. Primary revenue sources include sales tax (28%), property tax (25%), and Measure E - the Transaction & Use Tax (16%). One-third of Measure E funds are allocated to public safety facilities construction and improvements. Other revenues include business tax, transient occupancy tax, Cannabis sales tax, development fees, Vehicle License Fee backfill, permits, and charges for services.

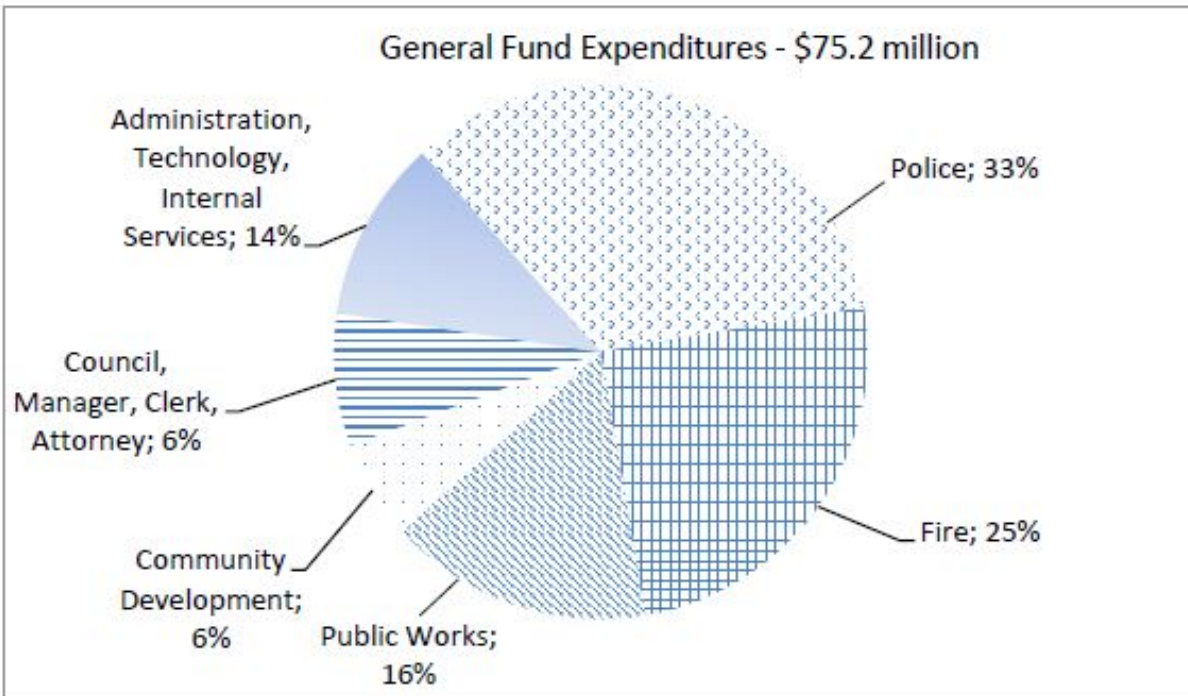
General Fund

The General Fund spending for the current fiscal year is estimated to be \$77.0 million. This fund accounts for most of the general operations of the City and major services to residents and businesses (such as police, fire suppression and prevention, planning, building, library, parks, streets, engineering, traffic enforcement and management, cultural programs). The following chart summarizes the fiscal year allocation of planned General Fund Expenditures by major function (excluding Operational Transfers Out of \$1.85 million to the Pre-School and Recreation Fund⁴⁰).

³⁹ Ibid.

⁴⁰ Ibid, Exhibit I – General Fund Proposed Budget FY 2018-2019.

Figure 4-2: City of San Rafael General Fund Expenditures⁴¹



Debt

The City generally incurs long-term debt to finance projects or purchase assets which will have useful lives equal to or greater than the related debt. High debt levels can overburden a municipality while low debt levels may indicate underutilized capital investment capacity. A summary of governmental and business-type activities debt obligations for the fiscal year ended June 30, 2018, are as follows:

⁴¹ Ibid., pg. 7.

Figure 4-3: San Rafael Long-Term Debt Obligation

	Authorized and Issued	Balance June 30, 2017	Additions	Retirements	Balance June 30, 2018	Current Portion
Governmental Activities:						
2018 Authority Lease Revenue Bonds 4.00%-5.00%, due 6/1/2034	\$45,485,000		\$45,485,000		\$45,485,000	
Add: unamortized bond premium			8,248,397	\$121,300	8,127,097	
2010 Taxable Pension Obligation Bonds 6.00%-6.25%, due 7/1/2025	4,490,000	<u>\$4,390,000</u>		<u>205,000</u>	<u>4,185,000</u>	<u>\$420,000</u>
Total Pension Obligation Bonds		<u>4,390,000</u>	<u>53,733,397</u>	<u>326,300</u>	<u>57,797,097</u>	<u>420,000</u>
PG & E City Hall HVAC Retrofit Note Payable 0.00%, due 11/30/2023	334,585	212,558		33,280	179,278	33,280
PG & E Street Light Retrofit Note Payable 0.00%, due 8/31/2019	233,896	90,765		41,892	48,873	41,892
PG & E CEC Efficiency Note Payable 1.00%, due 12/22/2017	1,178,813		<u>1,080,800</u>		<u>1,080,800</u>	
Total Governmental Long-term Debt		<u>\$4,693,323</u>	<u>\$54,814,197</u>	<u>\$401,472</u>	<u>\$59,106,048</u>	<u>\$495,172</u>
Business-type Activities						
PG & E Parking Lot Lighting Retrofit Note Payable 0.00%, due 11/30/2023	\$66,380	\$41,388		\$6,817	\$34,571	\$6,816
2012 Authority Lease Revenue Refunding Bonds 2.00-4.00%, due 4/1/2033	6,750,000	5,444,999		270,000	5,174,999	275,000
Less: unamortized bond discount		<u>(11,422)</u>		<u>(725)</u>	<u>(10,697)</u>	
Total Enterprise Fund Debt		<u>\$5,474,965</u>		<u>\$276,092</u>	<u>\$5,198,873</u>	<u>\$281,816</u>

Reserves

The City of San Rafael has established a General Fund Emergency Reserves policy, to maintain a minimum target reserve levels of 10% of annual General Fund expenditures. General Fund Emergency Reserves are projected to increase from \$7.2 million to \$7.4 million for FY 2018-19⁴², maintaining the minimum target reserve levels. Other reserve funds include the general liability and workers compensation reserves, which are used to fund projected claims in those respective areas.

⁴² City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit. June 18, 2018.

4.9 SUSTAINABILITY

In April 2009, the City adopted a Climate Change Action Plan, assessing its greenhouse gas “footprint” and proposed policies and programs to reduce greenhouse gas emissions citywide by 25% from 2005 levels by 2020. The plan outlines specific programs for attaining sustainable lifestyles, building standards, environmental protection, and economic development within the city⁴³. By 2016, emissions had been reduced by 18%.

San Rafael’s Draft Climate Action Plan 2030⁴⁴ notes that emissions are on track to meet the City’s local reduction target of 25% by 2020. The City of San Rafael has implemented 48 of the 54 measures in the original Climate Change Action Plan, completing the majority of those that could be completed and moving most of the rest into an ongoing implementation status.

The City has already adopted and implemented several policies that promote sustainable building standards and lifestyle choices. San Rafael incorporates the California Green Building Standards (CalGreen) code regulations to guide sustainable construction practices. Prior to adopting the Climate Change Action Plan, San Rafael was one of the first Bay Area cities to adopt a mandatory Green Building Ordinance in 2007. The ordinance requires that all new residential buildings be Green Point Rated, and all new commercial or civic buildings be LEED (Leadership in Energy & Environmental Design) certified.

The draft 2030 Climate Change Action Plan establishes targets similar to California’s goals to reduce emissions to 40% below 1990 levels by 2030 and 80% below 1990 levels by 2050. The Plan lays out measures that will meet the 2040 target and put the City on a trajectory to meet the 2050 goal.

⁴³ City of San Rafael. San Rafael General Plan 2020. Pg. B4-5.

⁴⁴ City of San Rafael. Draft Climate Action Plan 2030. October 2018.

<https://www.cityofsanrafael.org/documents/draft-climate-action-plan-2030/>

5.0 MARINWOOD COMMUNITY SERVICES DISTRICT

5.1 OVERVIEW

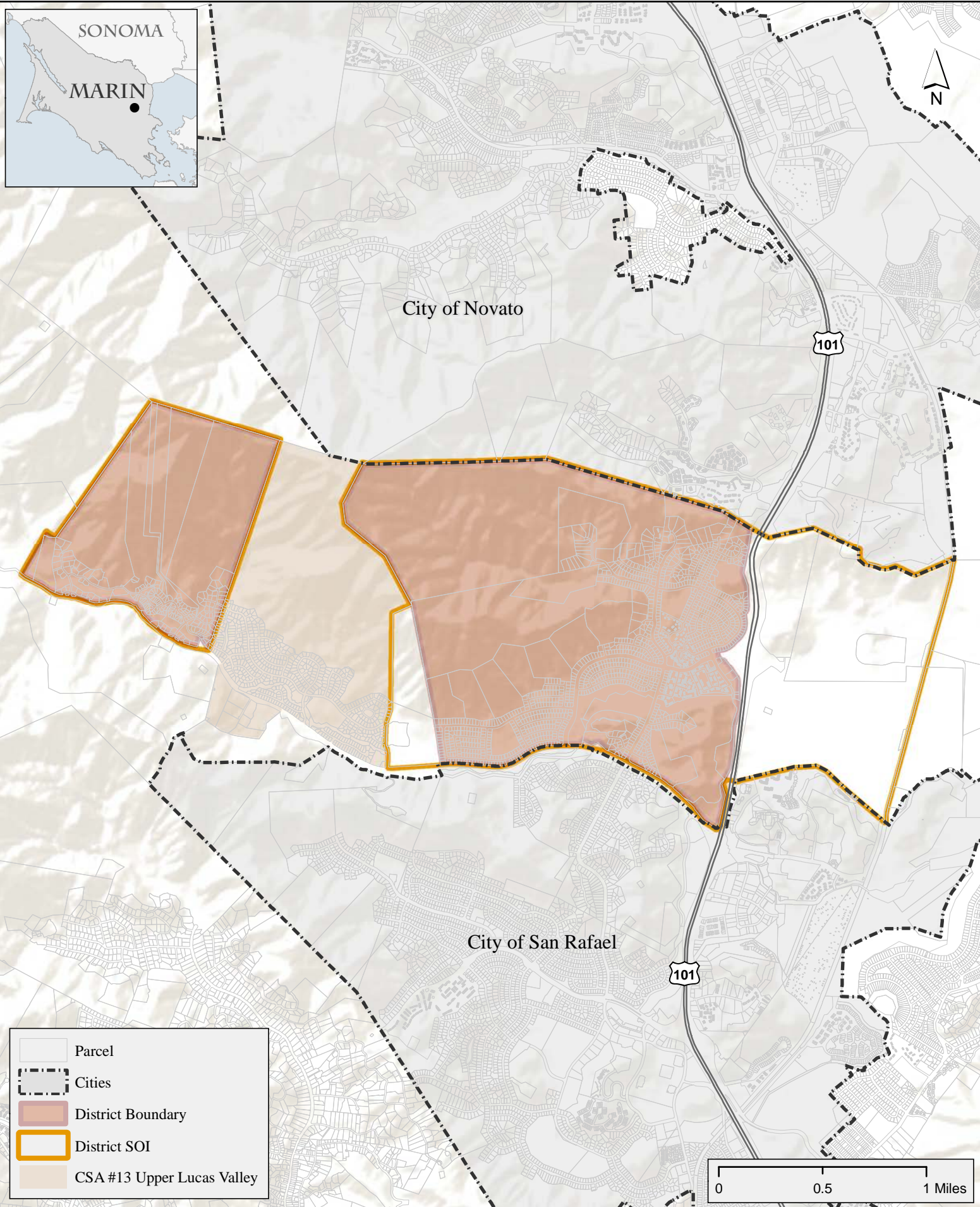
Marinwood Community Services District (CSD) is an independent, multi-purpose special district organized pursuant to California G.C. Section 61000 et seq. The District provides fire protection and emergency medical services, street lighting, open space management, and parks and recreation services to the unincorporated community of Marinwood and surrounding areas. An overview of the CSD is provided in Table 5-1.

Marinwood CSD is located west of U.S. 101 between the northern boundary of the City of San Rafael and the southern boundary of the City of Novato. The District is approximately 1,984 acres in size with a population of approximately 4,200 residents. The CSD boundaries include various urbanized areas, including Marinwood, Lucas Valley, Casa Marinwood, Roundtree, Miller Creek Gardens, Miller Creek Ranch, Lucas Valley Estates, and Las Gallinas Ranch. The Marin Municipal Water District provides municipal water service and the Las Gallinas Valley Sanitary District provides wastewater service to the CSD’s inhabited areas. The County provides sheriff, community development, library, and street maintenance services. Marinwood CSD surrounds Upper Lucas Valley on two sides and provides contract fire and emergency services to the community.

Figure 5-1 shows the current Marinwood CSD boundary and SOI, as well as the district boundaries of other service providers near Marinwood CSD. The land use around the CSD is shown in Figure 5-2.

Table 5-1: Marinwood CSD Overview

Marinwood Community Services District			
Primary Contact	Eric Dreikosen, District Manager: edreikosen@marinwood.org		
Location	775 Miller Creek Road, San Rafael, CA 94903		
Formation Date	1960	Enabling Legislation	G.C. §61000 et seq.
Services Provided	Fire Protection, Parks and Recreation, Open Space, Street Lighting		
Other Municipal Service Providers	Marin Municipal Water District; Las Gallinas Valley Sanitary District		
District Boundary	1,984 acres (based on GIS boundary shapefiles)		
Population Served	4,200 (based on Census Block data)		

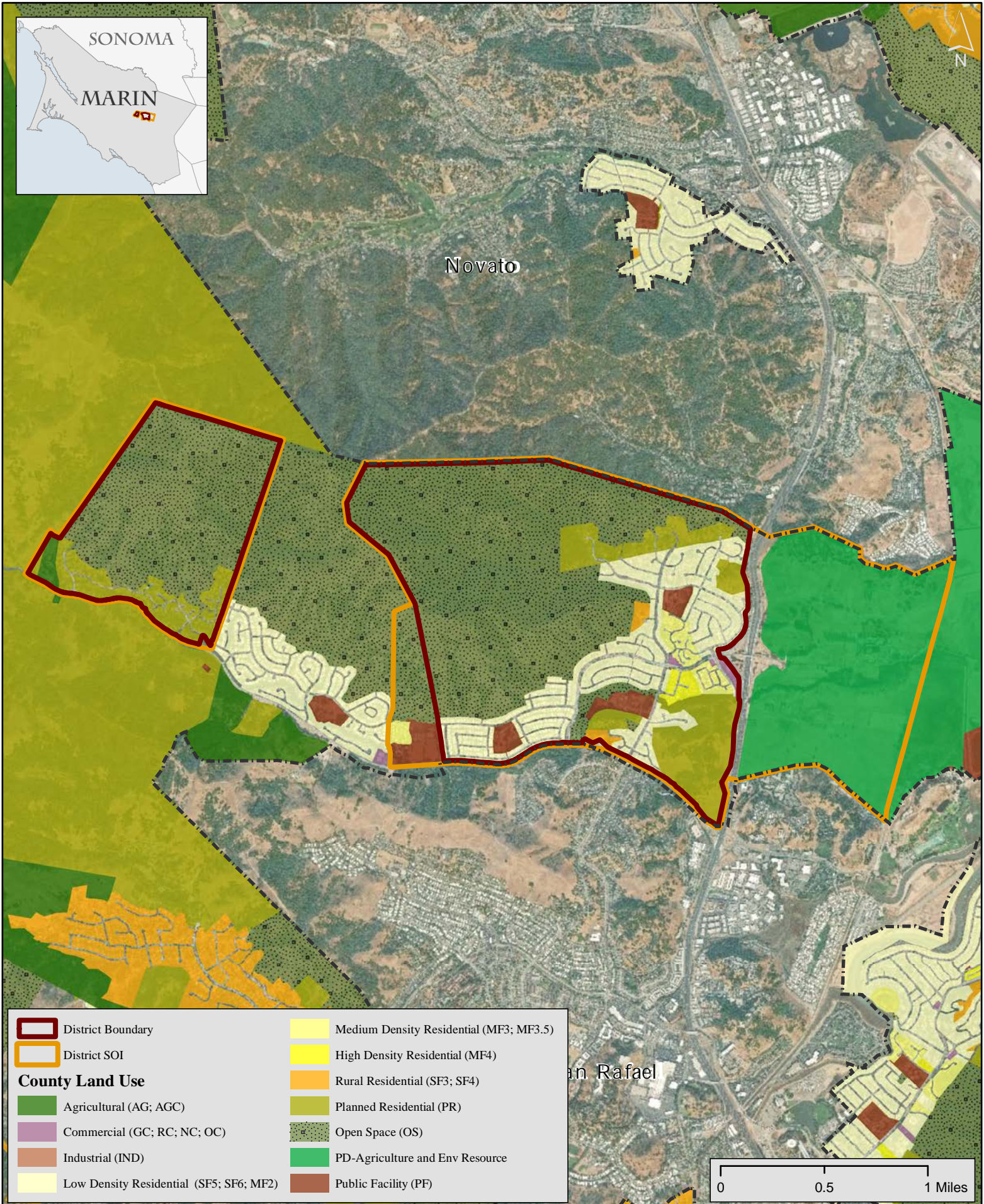


Marinwood Community Services District

Figure 5-1

Date: 5/2/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



Marinwood Community Services District Land Use Designations

Figure
5-2

Date: 12/18/2018

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

5.2 FORMATION AND DEVELOPMENT

The first homes in Marinwood were built near Highway 101 in 1955. At that time the closest San Rafael city boundary was four miles to the south, at the top of Puerto Suello Hill, and the closest Novato boundary was six miles to the north. In order to provide municipal services to the growing community, particularly for fire protection, as well as to secure bond financing for Marinwood Park, the firehouse, community center and pool, the Marinwood CSD was formed in 1960.

In 1972, the community again voted to tax itself to purchase open space on the ridge bordering the community to preserve it from development. The original purchase of 321 acres has grown to more than 812 acres as additional parcels have been purchased and developers are required to set aside land as open space.

Notably, the District formation excluded Upper Lucas Valley, which lies between two distinct jurisdictional areas of Marinwood CSD. Upper Lucas Valley was developed in 1961 as one of Joseph Eichler's last projects, keeping itself separate from Marinwood CSD and the San Rafael city limits. It has its own community center, pool, stables, cable TV and broadband service. It has long-standing Covenants, Conditions & Restrictions (CC&Rs) that prevent second stories and teardowns. It has its own zoning district in the County Zoning Code with design guidelines to preserve the architectural character of the Eichler homes.

5.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

Marinwood CSD's boundary is approximately 1,568 acres in size and includes two distinct areas separated by CSA No. 13 – Upper Lucas Valley. The Marinwood CSD SOI encompasses approximately 2,704 acres including agricultural/environmental resource lands on the east side of Highway 101 north of the City of San Rafael.

5.4 POPULATION AND GROWTH

There is an Upper Lucas Valley-Marinoood Census Designated Place (CDP)⁴⁵, so population statistics are available for the District; however, the CDP encompasses the neighboring community of Upper Lucas Valley and is, therefore, larger than the CSD. Based on the 2010 US Census for the Lucas Valley-Marinoood CSD, there are 6,094 residents in the area, which is a decrease from the 2000 Census which showed a total of 6,357 residents in the CDP.

5.5 MUNICIPAL SERVICES

Fire Services

Marinwood CSD provides a full range of fire protection services, including fire suppression, rescue, advanced life support (ALS) and emergency medical services, hazardous material control, and fire prevention services. The Marinwood Fire Department works closely and cooperatively with neighboring fire departments to provide service to its community and surrounding areas. It maintains shared services agreements with the City of San Rafael and

⁴⁵ The U.S. Census Bureau defines CDPs as: "The statistical counterparts of incorporated places, and are delineated to provide data for settled concentrations of population that are identifiable by name but are not legally incorporated under the laws of the state in which they are located."

CSA No. 13. As a result of these agreements and in conjunction with other mutual aid agreements, the District's operational fire service area extends beyond District boundaries. They serve the nearby unincorporated areas of Upper Lucas Valley, St. Vincent's/Silveira, and the incorporated northern neighborhoods of San Rafael, as well as some southern neighborhoods of Novato.

The Marinwood CSD operates a single fire station located at Miller Creek Drive near Lucas Valley Road. The District primarily utilizes paid staff and maintains a training program for volunteer personnel. Currently, they employ nine full-time paid personnel and a contract Fire Chief, three Shift Captains, and several firefighters/paramedics. Volunteer staffing includes a Volunteer Battalion Chief and up to 20 volunteer firefighters. On average, the Marinwood Fire Department responds to approximately 1,300 calls for service annually, most of which are medical in nature. Beyond service calls, Department activities include training, equipment maintenance, structure and vegetation management inspections, CERT support, and public outreach.

The District has expressed concern for the needs of the growing community and the District's ability to continue providing adequate emergency response services. Internal financial forecasting indicates that expenditures for fire and emergency response services will quickly outpace revenues for the District⁴⁶.

Agreement Between Marinwood CSD and the City of San Rafael

The City of San Rafael Fire Department and the Marinwood CSD have entered into a number of contractual fire service agreements dating back as far as 1973. Through the most recent agreement, a Joint Exercise of Powers Agreement (JEPA) initiated in April 2014, San Rafael provides the District with administrative capacity, training, supplies, and response support. In return, the District provides primary response to service calls in the northern neighborhoods of the City (over 50% of District's total annual service calls), giving faster response times for San Rafael residents in the area. The agreement is to remain in place until participation is terminated by one of the parties, with a 90-day notice.

In October 2018, longtime Marinwood CSD fire Chief Tom Roach retired. To fill the open position, the District amended its existing JEPA with San Rafael to include Fire Chief Officer Services to be provided by the City at a cost to the District of \$96,320.00 annually, including a 3% annual escalator for first 5 years then a re-evaluation by City of San Rafael⁴⁷. This agreement further codifies the shared services partnership between the two agencies.

Agreement Between Marinwood CSD and CSA No. 13 – Upper Lucas Valley

The Marinwood CSD provides fire and emergency services to the residents of CSA No. 13 through an annual agreement between the District and the County. The contract specifies that the District agrees to provide fire protection and rescue services to the residents and property owners of CSA No. 13, on the same basis as it provides services to the residents and property

⁴⁶ Marinwood CSD, Marinwood Comments to Draft San Rafael Regional MSR, August 8, 2019.

⁴⁷ Marinwood CSD, Review of Current Shared Services Agreement with San Rafael Memo, October 9, 2018.

owners of the District. CSA No. 13 currently pays the District approximately \$601,317.00 annually for contract services. The exact amount is adjusted every year using an agreed-upon formula, based on the percentage of building square feet within CSA No. 13 as compared to the combined square footage of both Marinwood CSD and CSA No. 13.

Other Outside Agency Services

The District also contracts with the County to provide fire protection services to the area referred to as “County Farm” on Jeanette Prandi Road. The area includes the juvenile hall, court and community schools, Marin County Open Space district facilities and Rotary Valley Senior Village.

Parks, Recreation and Open Space

The District identifies its Parks and Recreation services as an essential service, providing a highly-valued gathering place for their community. They note that in many ways, the Marinwood community is recognized by these services and it is a big part of their identity.

Marinwood CSD provides a variety of recreational facilities and programs. Seasonal swimming and year-round tennis lessons are available for all ages. Other classes including CPR, First Aid, and Lifeguard Training are also offered. Day and specialty camps are held throughout the year to provide recreation opportunities for youth. The District estimates that it serves 500-600 youths per day through its programs and employs 175-200 part-time staff during the peak of summer (pool & camp). They note that staffing is always a challenge; however, space to implement programs is the primary challenge for recreation programming. The programs are popular, especially summer day camps, and district-owned space is currently maxed out. More space would enable them to provide more programming. Currently, the majority of available camps sell-out months in advance with significant waiting lists.

A number of District facilities are available to the community for private rentals including the reception hall, swimming pool, classroom, and various picnic and park areas. These rental facilities are all located at Marinwood Park, 775 Miller Creek Road in San Rafael.

In addition to its facilities and programs, the District also facilitates several community events including Music in the Park (summer), themed holiday events for youth, and other annual events.

The Parks and Recreation Department also maintains street landscaping, including the Miller Creek Road and Blackstone Drive center medians, the landscaped berms in Lucas Valley Estates, and the pedestrian lanes connecting many of Marinwood’s streets. The Department also maintains park facilities and grounds including Marinwood Park, Las Gallinas Park, and Creekside Park. These parks are described in more detail below.

Marinwood Park

Marinwood Park, the largest of the District parks, is located on Miller Creek Road adjacent to the Marinwood Community Center, Fire Station, and pool. The park consists of two large lawns, a fenced playground divided into a tot and youth area, barbecues, four tennis courts,

and picnic tables. There is access to a creek and plenty of hiking paths along Miller Creek and on Church Hill.

Las Gallinas Park

The Las Gallinas mini-park is located near Miller Creek Middle School at the entrance to a multi-use trail connecting Las Gallinas to Miller Creek Road. There is a small park and a playground.

Creekside Park

The Creekside Park is located on Creekside Drive in Lucas Valley Estates and consists of a tennis court, fenced-in tot playground, and a larger playground.

Maintenance Facility

Marinwood CSD owns a district maintenance facility located at the northern end of Marinwood Park. The facility includes office area and storage, which is used to store district equipment and supplies used for park, open space, and facility maintenance purposes. Originally built in 1965, the District reports that the maintenance facility is in poor condition and potential flooding makes the facility unusable during heavy rain. In 2016 the Marinwood CSD made the park maintenance facility replacement a priority project. Marin County Measure A funding has been earmarked specifically for this project. The District maintains a spreadsheet with anticipated timing for each facility need, not only for the maintenance facility, but other District facilities as well.

Open Space

Marinwood CSD owns and maintains over 800 acres of open space, including much of the Miller Creek corridor, ridges overlooking the community, and Blackstone Canyon. Fire roads and trails afford many hiking and biking opportunities in the area.

The District has noted that current equipment and staffing levels make it challenging to maintain such large areas of open space and that they may consider a future transfer of ownership to another organization, should the provision of this service become unsustainable.

Street Lighting

Marinwood CSD owns, operates, maintains, and funds the cost of street lighting within the community. Notably, Lucas Valley Estates does not have any street lighting facilities, which was an intentional design of the original developer. Street lighting services are funded through a \$15 per parcel special assessment. The assessment only applies to parcels with lighting. Expenditures incurred for services beyond the assessment revenues, such as large maintenance needs, come out of the general fund.

5.6 ORGANIZATIONAL STRUCTURE

Board of Directors

Marinwood CSD is governed by a five-member board of Directors. Members serve four-year terms and must be residents of Marinwood CSD. Board meetings are held at 7:30 PM on the

second Tuesday of each month at the Marinwood Community Center at 775 Miller Creek Road, San Rafael, CA 94903.

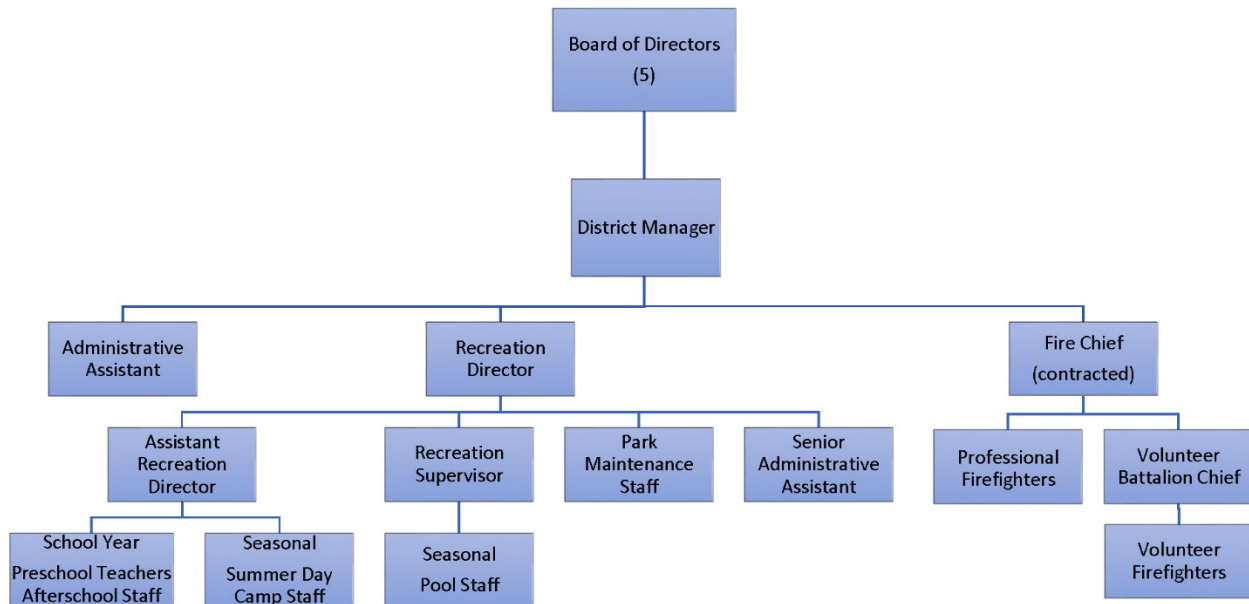
The Marinwood CSD Board of Directors has two advisory commissions, including a Fire Commission and a Parks and Recreation Commission that oversee the routine operations of those District services. The five-member advisory commissions make recommendations to the Board of Directors regarding policy and budgetary matters. All Board and Commission meetings are open to the public. Agendas and meeting information are published online at www.marinwood.org

Staffing and District Operations

Marinwood CSD employs on average 18 full-time employees, in addition to a contract Fire Chief, as well as approximately 200 part-time, seasonal, and volunteer positions. The District Manager oversees the operations of the District and reports to the Board of Directors.

Figure 5-3: Marinwood CSD Organization Chart

Marinwood Community Services District Organization Chart



5.7 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews, LAFCo considers an agency's accountability for community service needs, including governmental structure, operational efficiencies⁴⁸, financial resources, and promoting public access⁴⁹. Marinwood CSD offers multiple ways to keep citizens informed about services, meetings, finances and decision-making processes. Public notices are posted on the website. Past meeting agendas and meeting minutes may be found in the archive section of the District's website. The public may also provide verbal comments or complaints by phone or in person at the CSD office during business hours and/or at District meetings during the public comment period.

Marinwood CSD Meetings and Agendas

Agendas and minutes of board meetings are posted on the District's website as required by the Brown Act (AB 2257).⁵⁰ A Brown Act amendment (G.C. Section 54954.2) effective January 1, 2019, requires local agencies to comply with new agenda posting requirements including a prominent, direct link on their primary web pages to the current meeting agenda.⁵¹ In addition, agendas must be in a format that is retrievable, downloadable, indexable, and electronically searchable by commonly used Internet search applications.⁵² District meeting agendas and minutes are currently posted online on the District's website and are easily searchable.

Annual Budget Review

The District posts its annual budgets and audits on its webpage through a link located on the finance page of the website⁵³. Currently, the public can access, and download the District's budgets and audits going back at least five fiscal years online through the District's website. Budgets are prepared and presented to the board of directors by the General Manager for approval and adoption on an annual basis.

5.8 FINANCIAL OVERVIEW

The District Fiscal Year (FY) 2018-19 operating budget is \$5,747,238.00, a decrease of \$310,135 from FY 2017/18. It receives the majority of its revenue from property taxes, and three special taxes: fire, park maintenance, and street lighting. Another revenue is from fees generated from recreational programs such as swimming pool and community building use, and from recreation programs ranging from daycare and summer camp, to dance lessons. The majority of CSD expenditures are for staffing and other personnel-related services including benefits and retirement. Table 5-2 shows an abbreviated budget for the district. Property taxes are allocated across departments. The District reports that their financial forecasts show required expenditure growth quickly out pacing available revenue growth.

⁴⁸ G.C. 56430(6)

⁴⁹ G.C. 56881(2)

⁵⁰ Amendment to the Brown Act Provides for New Website and Agenda Requirements.

<https://www.hansonbridgett.com/Publications/articles/2017-07-public-agency-brown-act>

⁵¹ Amendment to the Brown Act Provides for New Website and Agenda Requirements

<https://www.hansonbridgett.com/Publications/articles/2017-07-public-agency-brown-act>

⁵² Ibid

⁵³ <http://www.marinwood.org/finance>

Table 5-2: Marinwood CSD Revenues and Expenditures for FY 2017-18 and FY 2018-19

Revenues	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Current Secured Property Tax	\$1,499,855	\$1,550,000
Other Property Taxes	\$72,421	\$73,000
Special Tax Assessment	\$1,440,481	\$1,488,242
Parks & Recreation	\$1,854,487	\$2,081,409
OES Reimbursements	\$486,562	\$0
CSA No. 13 Contract	\$627,014	\$615,843
Other Revenues Combined	\$302,188	\$301,520
Total Revenues	\$6,283,008	\$6,110,014
Expenditures	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Salaries – Regular Staff	\$1,537,160	\$1,519,351
Salaries – PT/Seasonal Staff	\$894,377	\$983,606
Benefits – Medical	\$534,823	\$573,930
PERS – Pension	\$487,795	\$546,520
Workers Compensation Insurance	\$244,420	\$159,814
Social Security & Medicare	198,483	\$203,925
Rec Program Contractors	\$134,668	\$181,929
Land & Building Maintenance	\$573,000	\$54,500
Rec Program Supplies & Services	\$273,000	\$263,040
Capital Outlay - Improvements	\$66,750	\$48,000
Capital Outlay – New Equipment	\$78,000	\$63,000
Capital Reserves Designation	\$100,000	\$100,000
Other Expenditures Combined	\$934,897	\$1,049,623
Total Expenditures	\$6,057,373	\$5,747,238
Net Total	\$225,635	\$362,776

Financial Audit

Marinwood CSD is required to submit a complete financial audit to the County and State annually. The most recent CSD audit was conducted in 2018 by Certified Public Accountants at R.J. Ricciardi, Inc.

5.9 SUSTAINABILITY AND WILDFIRE

Local agencies play a critical role in protecting natural resources and the environment through land conservation, water recycling, preserving open space, and renewable energy projects. Marinwood CSD utilizes recycled water for landscaping where available and has converted street lights to LEDs to the extent feasible throughout the District.

Warmer temperatures and longer drought periods increase the potential for wildfires that may threaten structures in the District. Marinwood CSD is part of the countywide Community Wildfire Protection Plan, maintained by FireSafe Marin. The District would benefit from continued community education, preparedness, and mitigation efforts, including encouraging communities to seek FireWise certification from the National Fire Protection Association.

6.0 COUNTY SERVICE AREA NO. 6 – GALLINAS CREEK

6.1 OVERVIEW

County Service Area No. 6 (CSA No. 6) was formed by Board Resolution No. 8118 in 1964 and encompasses an approximate 308.4 acres. CSA No. 6 is a single-purpose dependent special district which provides maintenance dredging for navigation purposes to the unincorporated area along the South Fork of Gallinas Creek. Table 6-1 below provides an overview of the CSA.

The South Fork Gallinas Creek borders the community of Santa Venetia in San Rafael. The community was built on a tidal marshland that was dredged and filled starting in 1911⁵⁴. The marsh was raised by six to eight feet and canals were created to provide water access for future residents. Levees were also created to help keep tidal and flood waters at bay.

CSA No. 6 follows the South Fork of Gallinas Creek from its mouth at San Pablo Bay inland to the community of Marin Lagoon. The boundary includes parcels with Creek frontage, and an estimated 87 piers or docks⁵⁵. An overview map is provided in Figure 6-1 and a land use map is provided in Figure 6-2.

Additional service districts within and around CSA No. 6 include CSA No. 9 (Median Maintenance), CSA No. 18 (Parks and Recreation), CSA No. 19 (Fire Protection Services), Las Gallinas Valley Sanitary District, Marin Municipal Water District, and Flood Zone 7 – Santa Venetia of the Marin County Flood Control and Water Conservation District. A portion of CSA No. 6, the Marin Lagoon development, is also within the San Rafael city limits.

Table 6-1: CSA No. 6 Overview

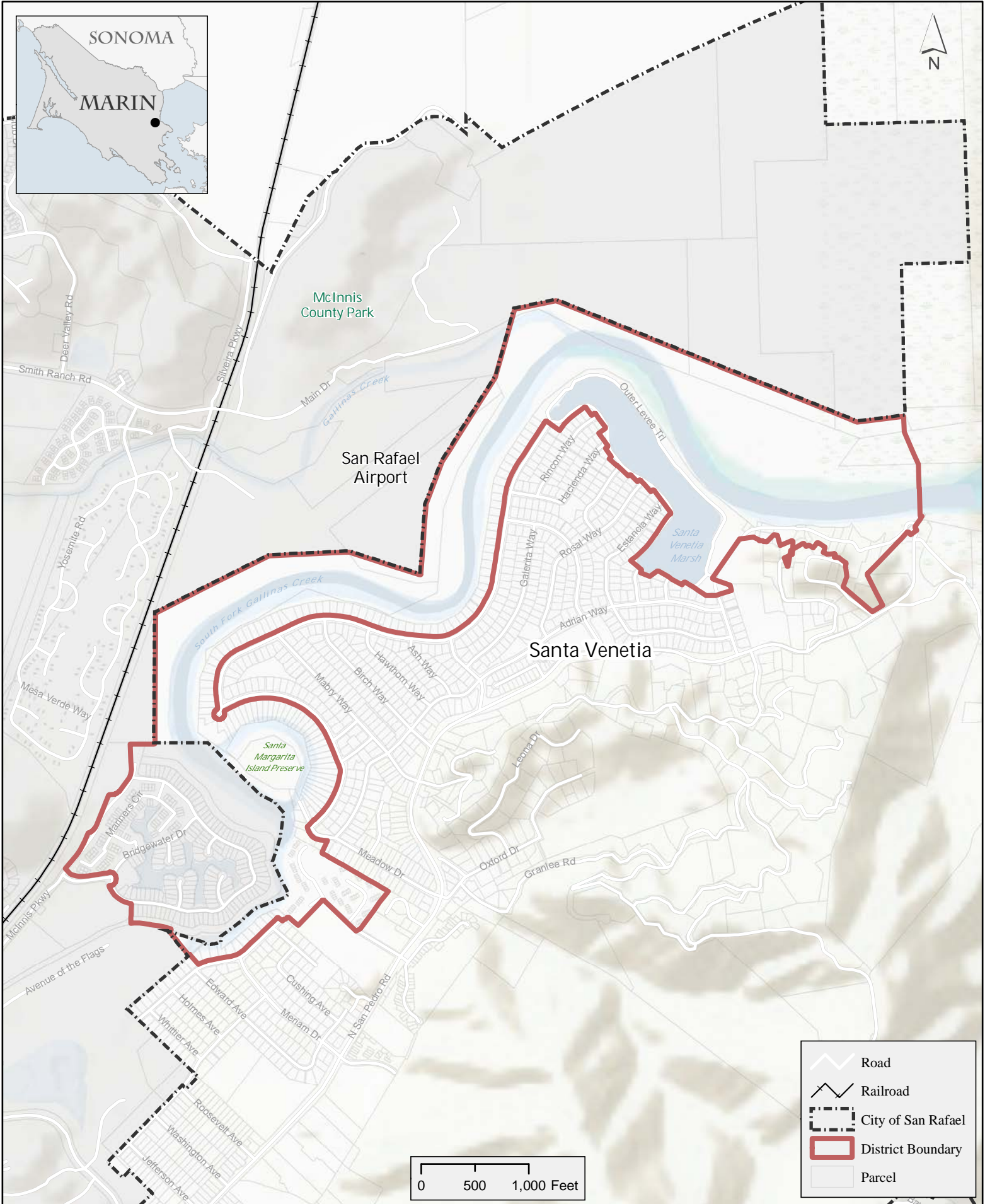
CSA No. 6 - Gallinas Creek			
Primary Contact	Roger Leventhal		
Phone	(415) 473-3249		
Office Location:	Department of Public Works, 3501 Civic Center Dr #304, San Rafael, CA 94903		
Formation Date	1964	Services Provided	Dredging
Service Area	308.4 acres	Population Served	1,214

6.2 FORMATION AND DEVELOPMENT

CSA No. 6's establishment was the result of landowners interest in dredging services for Gallinas Creek. The original boundary of the CSA encompassed 270.8 acres along the South Fork of Gallinas Creek. In 1988, the 37.6-acre Marin Lagoon development was annexed to the CSA which brought the total area up to 308.4 acres. At the time, increasing the area allowed the CSA to obtain a larger portion of the basic property tax that funds activities in the CSA. Now, with Prop 218 and the County's property tax exchange agreements, annexation today would not change the proportion of basic property tax funds assigned to a CSA or other special district.

⁵⁴ Santa Venetia Community Plan, February 2017, Chapter 2: Background

⁵⁵ Based on Google Earth imagery from September 2018.



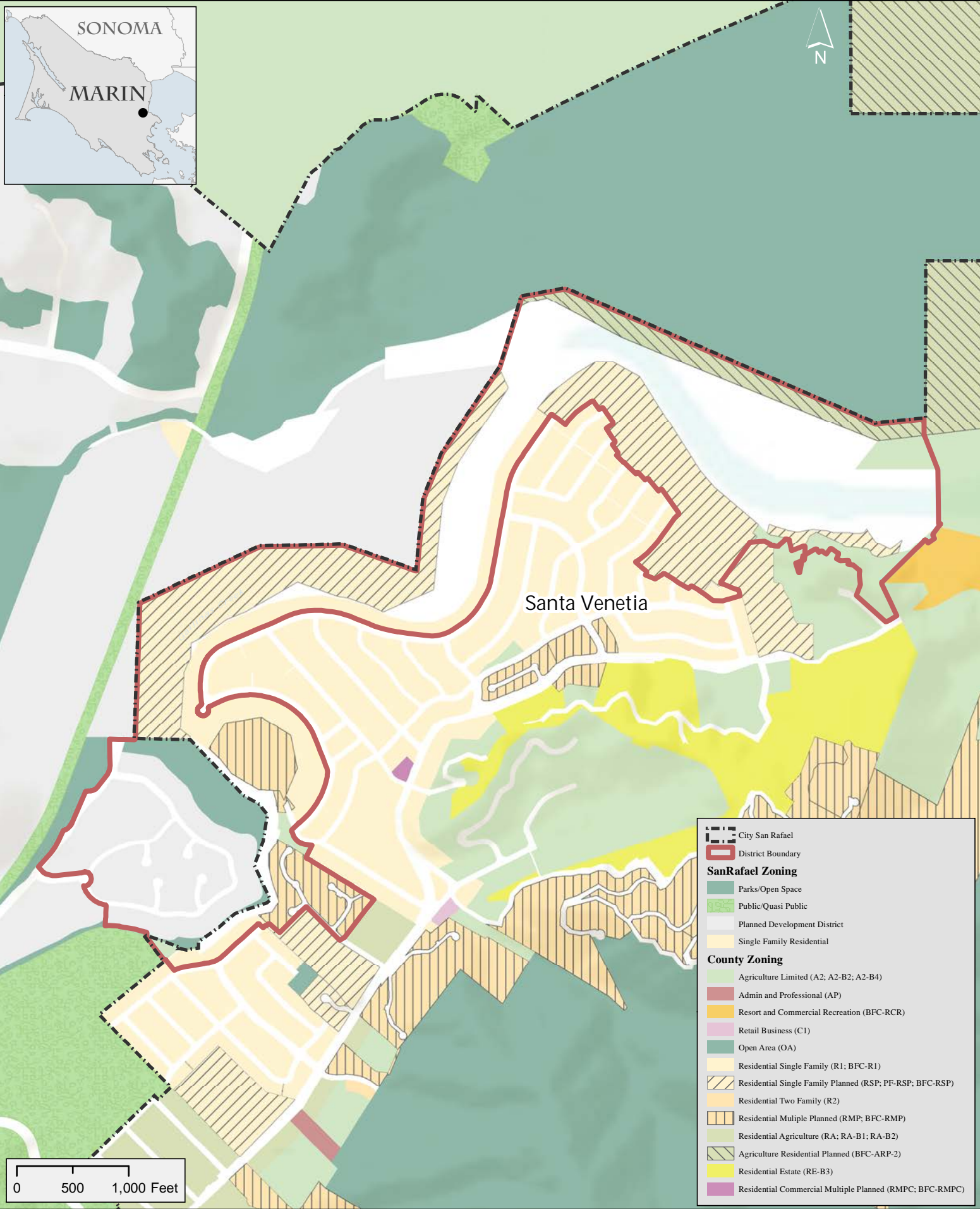
CSA No. 6 - Gallinas Creek

Mapping provided by:
PLANWEST PARTNERS, INC.

Map Date: 5/24/2019

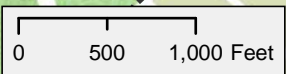
Figure 6-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



Santa Venetia

	City San Rafael
	District Boundary
SanRafael Zoning	
	Parks/Open Space
	Public/Quasi Public
	Planned Development District
	Single Family Residential
County Zoning	
	Agriculture Limited (A2; A2-B2; A2-B4)
	Admin and Professional (AP)
	Resort and Commercial Recreation (BFC-RCR)
	Retail Business (C1)
	Open Area (OA)
	Residential Single Family (R1; BFC-R1)
	Residential Single Family Planned (RSP; PF-RSP; BFC-RSP)
	Residential Two Family (R2)
	Residential Multiple Planned (RMP; BFC-RMP)
	Residential Agriculture (RA; RA-B1; RA-B2)
	Agriculture Residential Planned (BFC-ARP-2)
	Residential Estate (RE-B3)
	Residential Commercial Multiple Planned (RMPC; BFC-RMPC)



CSA No. 6 - Gallinas Creek Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
6-2

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

The property owners with Lower Gallinas Creek frontage along the southern bank have an interest in maintaining recreational boating access and have historically worked with Marin County Department of Public Works to maintain channel depths in the creek by dredging. The channel is prone to sediment buildup that reduces navigational capacity. The channel has been dredged four times since the CSA's establishment; most recently in 1992-94⁵⁶.

6.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 6's sphere of influence is coterminous with its jurisdictional boundary which follows Gallinas Creek from the west at the intersection of Edward Ave and Mark Twain Ave, to its discharge point in San Pablo Bay. It includes a total of 479 parcels. Land uses within the CSA boundary include Single Family Residential, Multiple Residential, Planned Bayfront Zone, Planned Development, Commercial, and Agriculture. The majority of the residential lots within the CSA have been developed.

6.4 POPULATION AND GROWTH

CSA No. 6 is within Census Tract 1060.02 and is made up of Census Blocks 1004, 1005, 1007, 1020, 2000, 2001, 2006, 2007, 2010, 2021, 2022, 2023 and 3003. According to 2010 US Census data, the combined population of these blocks is 1,214. All developable parcels within the CSA boundary have been developed and increased growth is unlikely.

The CSA is also within the community of Santa Venetia, which is Census Tract 1060.02. In 2010, the US Census reported a population of 5,625, which is a decrease from the 2000 population of 5,745.

6.5 MUNICIPAL SERVICES

Dredging

CSA No. 6 was formed to provide dredging services for the South Fork Gallinas Creek in order to provide boating access for creekfront properties. Dredging consists of removing built-up sediment from the main channel of the creek and disposing of the sediment at a designated disposal site. Based on anecdotal information from community members, siltation begins impeding boat passage within three to seven years of dredging⁵⁷.

Marin County staff have been working on plans for the next round of dredging which may begin as early as 2020 depending on final design elements and permitting. Staff is recommending a geomorphic dredge design which was developed by the Marin Flood Control District. While this type of dredging has not been fully proven yet, it is anticipated that it will be less costly than traditional dredging designs and create a narrower channel that should be more self-maintaining over time.

The proposed dredging will utilize hydraulic dredging means and take place over approximately 10,500 feet (2 miles) from the confluence of the north and south forks of Gallinas Creek to Meriam

⁵⁶ County of Marin, Public Works, Information for CSA No. 6 and CSA No. 29:
<https://www.marincounty.org/depts/pw/divisions/public-services/county-service-areas>

⁵⁷ County of Marin, Public Works, Lower Las Gallinas Creek Dredge Channel Conceptual Design Study, March 2015.

Drive. It will increase channel depth to between 2.5 and 4 feet below the Mean Lower Low Water (MLLW) level and remove approximately 97,000 cubic yards of sediment from the channel⁵⁸. These depths and volume may change based on the approved final design.

A sediment disposal site is still being determined. Two potential locations for disposal are the McInnis County Park and Las Gallinas Valley Sanitary District Uplands Site. Both sites provide opportunities for shared resources. McInnis County Park is a marsh area that is going through a restoration process. The park could use the sediment for fill material that is needed as part of the restoration and could potentially receive a grant for the disposal/fill process. This would decrease costs for CSA No. 6 which could reserve funds for a subsequent dredging project.

The geomorphic dredging design will decrease the amount of sediment that needs to be removed from the channel which will also help reduce costs. However, it will not provide the same depth as traditional dredging and is not planned to reach the docks in the channel which may cause more limited boat access than traditional dredging. A summary of prior dredging volumes is provided below in Table 6-2.

Table 6-2: Gallinas Creek Past Dredging Volumes

Year(s)	Dredge Depth (MLLW)	Volume (cy)
1966	-5.9+1' OD	460,000
1973	-5.9'	114,200
1981	-3.9' to -4.6'	70,440
1992/94	-3.9' to -4.6'	138,348
2020 (Proposed)	-2.5' to 4.0' +1 OD	~97,000

Permitting for the dredging project is underway and will potentially be completed in early 2020. A project study report prepared by Winzler & Kelly in 2010 recommends several agencies for permitting including United States Army Corps of Engineers, National Marine Fisheries Service, United States Fish and Wildlife Service, California Department of Fish and Game, and San Francisco Bay Conservation and Development Commission.

6.6 ORGANIZATIONAL STRUCTURE

Board of Directors

CSA No. 6 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. G.C. Section 25212 grants the Board of Supervisors rights and powers to administer service areas. A county service area may only provide those services authorized in its formation resolution unless the Board of Supervisors applies to and receives authorization from LAFCo for activation of a latent power.

⁵⁸ Cleengineering, Las Gallinas Dredging Sampling and Analysis Plan, April 2017

The Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 329 in San Rafael. A current listing of members along with respective backgrounds follows in Table 6-3.

Table 6-3: County of Marin Board of Supervisors

Member	Position	Experience	Term
Damon Connolly (District 1)	Supervisor	Government	Expires January 2023
Katie Rice (District 2)	Vice-President	Government	Expires January 2021
Kate Sears (District 3)	President	Attorney	Expires January 2022
Dennis Rodoni (District 4)	2 nd Vice-President	Construction	Expires January 2021
Judy Arnold (District 5)	Supervisor	Government	Expires January 2023

Advisory Board

The Board of Supervisors appoints members to an Advisory Board that oversees CSA No. 6 and advises the Board of Supervisors on necessary actions. This Advisory Board meets once a year to review budgeted items and planned projects including design and engineering of upcoming dredging projects. A written update is provided in the fall unless a meeting is needed to discuss a special topic. The Advisory Board consists of five appointees as noted below in Table 6-4. Two of the advisors are typically appointed from the Marin Lagoon neighborhood.

Table 6-4: CSA No. 6 Advisory Board Members

Member	Position	Term
William Adkison	Advisor	Appointed 07-26-11
Marlene Braverman	Advisor	Appointed 03-01-11
Bob Haar	Chairperson	Appointed 03-24-09
Kenneth King	Advisor	Appointed 07-27-10
Ellen Stein	Vice-Chairperson	Appointed 09-13-16

Staffing and District Operations

As a dependent special district of the County, all administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller’s Office required under G.C. Section 53891. District projects are overseen by county senior and principal engineers.

6.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Advisory Board meetings are held once per year and more often as needed. The meeting date, time, and location are posted on the Marin Watershed Program website. Also posted on the website

are agendas, staff reports, and prior meeting minutes. In 2018, the Advisory Board only met once. The spring meeting was held on April 4, 2018, to discuss surveys of Gallinas Creek and planned dredging operations. The most recent Advisory Board meeting was held on March 6, 2019.

Annual Budget Review

CSA No. 6 posts draft budgets on the Marin Watershed Program Website as part of meeting packet materials. The draft budgets include actuals for the prior year, a proposed budget for the upcoming year, and a planned budget for the following year. The CSA is included in the County of Marin Comprehensive Annual Financial Report as a line item under Public Protection on the Budgetary Comparison Schedule.

6.8 FINANCIAL OVERVIEW

CSA No. 6 is funded through a portion of the ad valorem property tax for properties served. Every year county staff prepares a proposed budget for Advisory Board recommendation and Board of Supervisors approval. Details of three current years are provided below in Table 6-5.

Table 6-5: CSA No. 6 Financial Summary

Revenues	FY 2016-17 Actuals	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Secured Property Tax	\$219,083	\$219,083	\$220,179
Total Revenues	\$219,083	\$219,083	\$220,179
Expenditures	FY 2016-17 Actuals	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Staffing	\$31,671	\$27,292	\$67,021
Professional Services	\$57,176	\$90,318	\$240,000
Miscellaneous	0	\$4,000	\$0
Total Expenditures	\$88,847	\$121,610	\$307,021
Net Total	\$130,236	\$97,473	(\$86,842)
Projected Fund Balance	\$2,444,382	\$2,577,332	\$2,490,489

The CSA is working with other county partners on shared planning and design which may have the potential to reduce costs for the CSA. However, in the event that cost sharing does not occur, CSA No. 6 has no other means to fund dredging activities on a routine schedule. Future dredging costs are anticipated to rise which may require a better long-term funding mechanism for the CSA. Creation of long-term budget forecasts and an ideal maintenance schedule would help determine what additional funding sources should be considered such as special assessments or taxes.

6.9 SUSTAINABILITY

Local agencies play a critical role in protecting natural resources and the environment. CSA No. 6 is researching the best methods for dredging the South Fork of Gallinas Creek that will protect sensitive marshland habitats while still providing adequate boating access. The proposed geomorphic dredging will also help reduce costs for the district and potentially lengthen the amount of the time between necessary dredging which may help the CSA maintain an adequate budget for future activities.

7.0 COUNTY SERVICE AREA NO. 9 – NORTHBRIDGE

7.1 OVERVIEW

County Service Area No. 9 (CSA No. 9) was formed by Marin County Board of Supervisors Resolution No. 8657 in 1965 and encompasses an approximate 46-acre jurisdictional boundary. CSA No. 9 is a dependent special district and provides landscape maintenance to the street and median strip of the unincorporated properties in the Civic Center and Santa Venetia areas. CSA No. 9 provides a limited range of municipal services either directly or by contract with other governmental agencies or private companies. A CSA No. 9 overview is provided in Table 7-1.

The Northbridge neighborhood can be accessed by Meriam Drive from the North San Pedro Road and Woodoaks Drive intersection in San Rafael. Meriam Drive extends northwest through the neighborhood offering street parking on either side and has a landscaped median that extends from North San Pedro Road to Mark Twain Avenue for a total distance of 1,243 feet. Landscaping within the median consists of well-established trees, shrubs, grasses, and vines. Additionally, several utility poles have been placed within the median to service the neighborhood.

Additional service districts within and around CSA No. 9 include CSA No. 6 (Dredging), CSA No. 18 (Parks and Recreation), CSA No. 19 (Fire Protection Services), Las Gallinas Valley Sanitary District, and Marin Municipal Water District.

Table 7-1: CSA No. 9 Overview

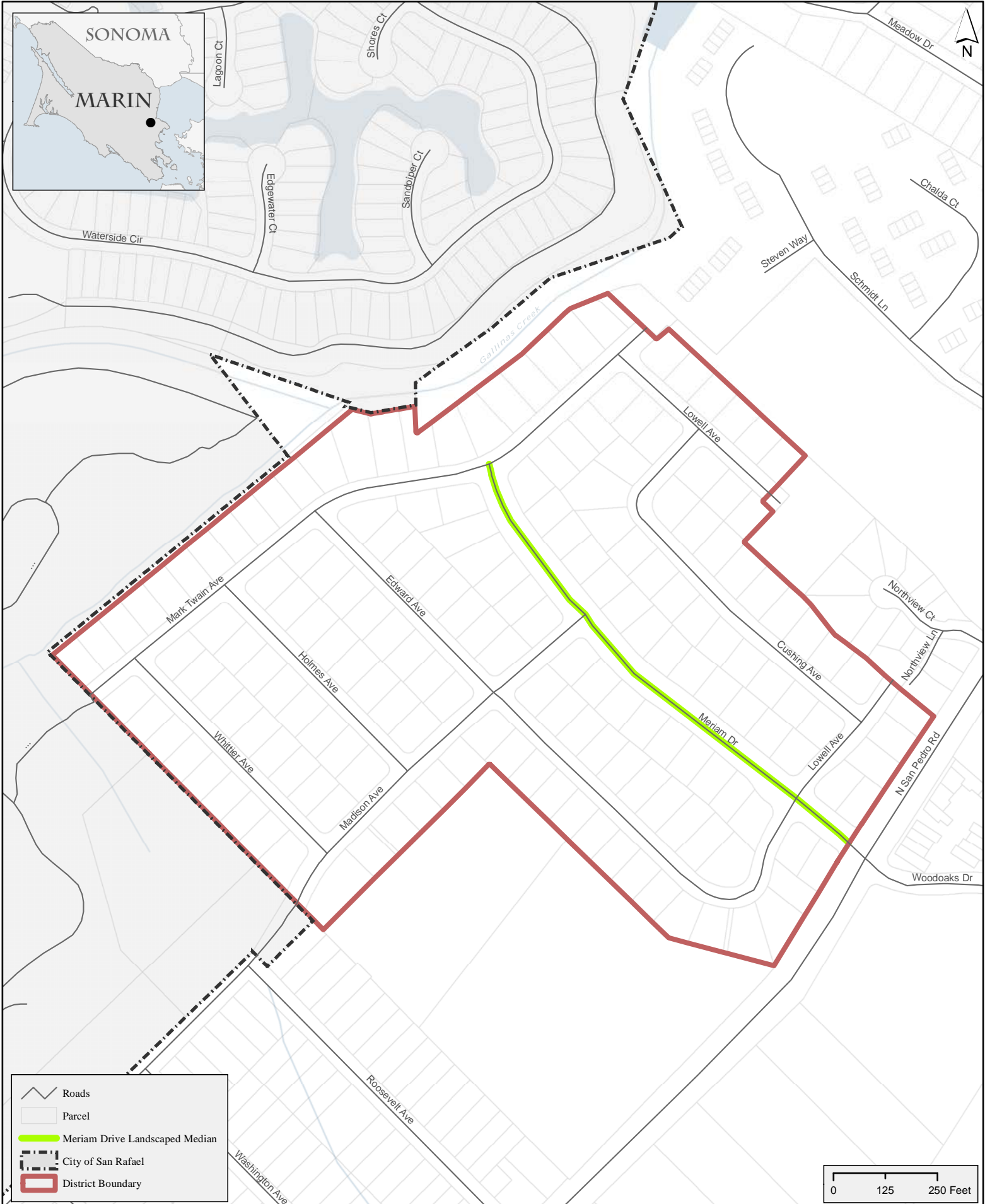
CSA No. 9 - Northbridge			
Primary Contact	James Chayka		
Phone	(415) 473-3639		
Office Location	Marin County Parks, 3501 Civic Center Drive, #260, San Rafael, CA 94903		
Formation Date	1965		
Services Provided	Parkway (Median) Landscape Maintenance		
Service Area	46 acres	Population Served	406

7.2 FORMATION AND DEVELOPMENT

CSA No. 9's establishment was the result of a petition by more than 10% of the areas registered voters directly to the County Board of Supervisors. A public hearing was held and subsequently, CSA No. 9 was established by County Board Resolution No. 8657 in September 1965.

7.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 9's jurisdictional boundary encompasses 46 acres. Surrounding land use is primarily medium and high residential with some public and open space lands. CSA No.9's sphere of influence is coterminous with its jurisdictional boundary, as shown in Figure 7-1. Land use around CSA No.9 is shown in Figure 7-2.

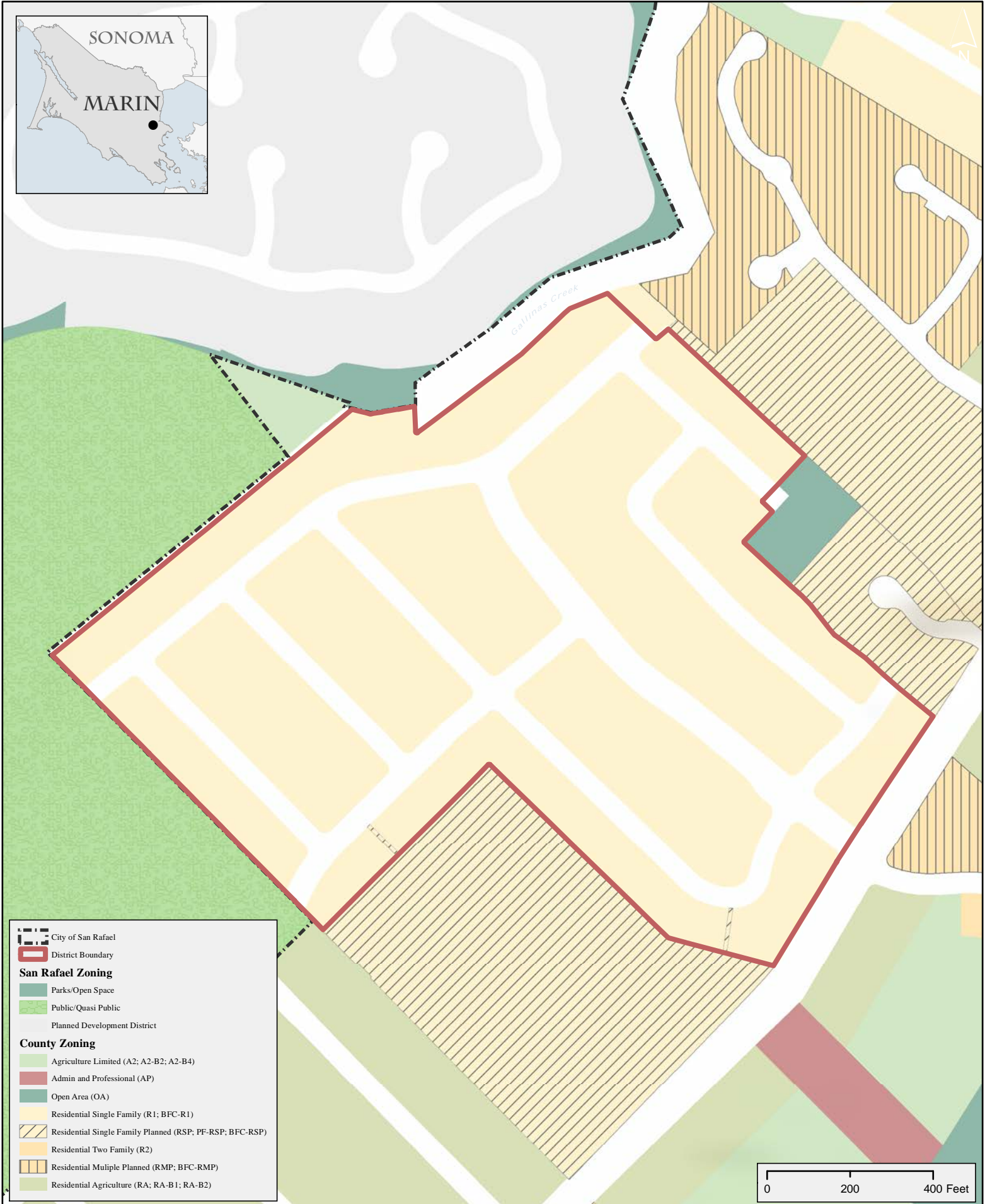


CSA No. 9 - Northbridge

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
7-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



City of San Rafael

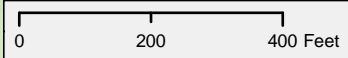
- District Boundary

San Rafael Zoning

- Parks/Open Space
- Public/Quasi Public
- Planned Development District

County Zoning

- Agriculture Limited (A2; A2-B2; A2-B4)
- Admin and Professional (AP)
- Open Area (OA)
- Residential Single Family (R1; BFC-R1)
- Residential Single Family Planned (RSP; PF-RSP; BFC-RSP)
- Residential Two Family (R2)
- Residential Multiple Planned (RMP; BFC-RMP)
- Residential Agriculture (RA; RA-B1; RA-B2)



CSA No. 9 - Northbridge Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
7-2

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

The CSA is within the Santa Venetia community which is an Unincorporated Island. The Santa Venetia community has a specific Community Plan and has a neighborhood association overseen by a volunteer board. The neighborhood association has a subcommittee and special fund for median and curb maintenance. Volunteer work groups gather once a month to conduct maintenance in areas around the community, not including the Northbridge neighborhood. This association is valuable to the community and has the opportunity to work closely with County staff on community service needs.

7.4 POPULATION AND GROWTH

The CSA includes 175 total assessor parcels. All parcels within the boundary are developed single-family residences. The CSA is made up of several Census Blocks including 2005, 2023, 2024, 2025, 2026, 2027, 2028, 2029, and 2030. Utilizing population counts from the 2010 US Census and average household size for those blocks whose area is larger than the CSA boundary, the population is an estimated 406.

7.5 MUNICIPAL SERVICES

Landscape Maintenance

CSA No. 9, through Marin County Parks, contracts with Gardeners’ Guild for regular maintenance of the median strip along Meriam Drive. Regular maintenance includes irrigation, litter removal, mowing, curb and gutter cleaning, pruning, and fertilizing. A maintenance schedule summary is provided below in Table 7-2.

Table 7-2: CSA No. 9 Maintenance Schedule Summary

Maintenance Activity	Weekly	Monthly	Quarterly	Bi-Annually	Annually	As Needed
Irrigation (Mar-Oct)	X					
Fertilization				X		
Pruning					X	
Pest/Weed Control						X
Litter/Trash Removal	X					X
Mowing			X			
Curb and Gutter Cleaning						X
Irrigation System Inspection (Apr-Oct)		X				

It has been noted by County staff that residents within CSA would like to see a higher level of service in the CSA including better signage and maintenance practices. A planning document outlining the needs and desires of the community would help determine long-term budget needs.

7.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors and Advisory Board

CSA No. 9 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. G.C. Section 25212 grants the Board of Supervisors rights and powers to administer service areas. A county service area may only provide those services authorized in its formation resolution unless the Board of Supervisors applies to and receives authorization from LAFCo for activation of a latent power.

The Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 329 in San Rafael. A current listing of members along with respective backgrounds can be found in Table 6-3 in Section 6.6.

Staffing and District Operations

As a dependent special district of the County, all administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller's Office required under G.C. Section 53891. Maintenance activities are contracted out to a landscape company.

7.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

County Board of Supervisors meetings are held three times a month at 3501 Civic Center Drive, Room 330, San Rafael. Meeting dates, times, agendas, and minutes are posted on the Marin County website.

Annual Budget Review

County staff prepares and submits an annual budget for Board review and approval. Maintenance for CSA No. 9 is included in a larger contract with Gardeners' Guild.

7.8 FINANCIAL OVERVIEW

CSA No. 9 is funded by property taxes and an approved special tax collected from parcels within its boundary. An annual budget is prepared for the County of Marin and includes details for special districts within the county. A summary of three years' budgets for CSA No. 9 is provided below in Table 7-3.

Table 7-3: CSA No. 9 Financial Summary⁵⁹

Revenues	FY 2016-17 Actuals	FY 2017-18 Estimated	FY 2018-19 Adopted Budget
Current Secured Property Tax	\$17,812	\$18,537	\$18,150
Other Revenue	\$314	\$488	\$0
Total Revenues	\$18,126	\$19,025	\$18,150
Expenditures	FY 2016-17 Actuals	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Services and Supplies	\$16,483	\$19,659	\$23,175
Interfund Expense	\$5,810	\$5,980	\$6,173
Total Expenditures	\$22,293	\$25,639	\$29,348
Net Total	(\$4,167)	(\$6,614)	(\$11,198)

County staff makes an effort to minimize the amount of maintenance needed for the Meriam Drive median strip in order to keep costs down for the CSA and operate within budget limitations. However, rising costs of maintenance are creating a budget deficit. The current revenue from property taxes and other sources is not sufficient to cover annual expenditures. Since there is a budget deficit and the community has expressed an interest in a higher level of service, the CSA could look at other sources of long-term revenue, such as a special assessment, that can help provide a more sustainable budget.

Financial Audit

The County of Marin operates an Internal Audit Unit within its Department of Finance. The unit provides continuous monitoring of the County’s activities and reports to management staff on the results of risk evaluations.

7.9 SUSTAINABILITY

Warmer temperatures and extended drought periods have the potential to increase the amount of water used to maintain landscaped areas. This not only puts a strain on resources but also has the potential to raise costs for the CSA. Looking into the use of recycled water and/or use of drought tolerant plants may help reduce the need for potable water in periods of extended drought.

⁵⁹ Financial data pulled from County of Marin, 2018-2019 Final Budget.

8.0 COUNTY SERVICE AREA NO. 13 - UPPER LUCAS VALLEY

8.1 OVERVIEW

County Service Area No. 13 (CSA No. 13) is a dependent special district established in 1967 and organized pursuant to California G.C. Section 25210 et seq. CSA No. 13’s activated powers under LAFCo include fire protection & emergency services, recreation services, and erosion control & soil conservation. A summary of CSA No. 13 is provided in Table 8-1.

Located west of U.S. 101 between the northern boundary of the City of San Rafael and the southern boundary of the City of Novato, CSA No. 13 covers 624 acres (~1 square mile) of the unincorporated Lucas Valley area, located in the northwest portion of Gallinas Valley and includes a portion of the Nunes Ranch. The CSA is surrounded on two sides by Marinwood CSD and fire and emergency services are provided to the community through a contract with Marinwood CSD fire department. Figure 8-1 shows the current CSA No. 13 - Upper Lucas Valley boundary and SOI, Marinwood CSD and SOI, and the district boundaries of other service providers near the CSA. Land use from the Marin County General Plan is shown in Figure 8-2.

Table 8-1: CSA No. 13 Overview

CSA No. 13 Upper Lucas Valley			
Contact:	Daniel Eilerman, Assistant County Administrator		
Fire Services Contact:	Erik Driekosen, Marinwood Community Services District Fire Department (via contract)		
Formation Date:	1967	Enabling Legislation:	Gov. Code Sec. 25210 et. seq.
Services Provided:	Fire Protection and Parks and Recreation		
District Boundary:	624 Acres		
Budget:	\$887,000 (FY 2019-20)		

8.2 FORMATION AND DEVELOPMENT

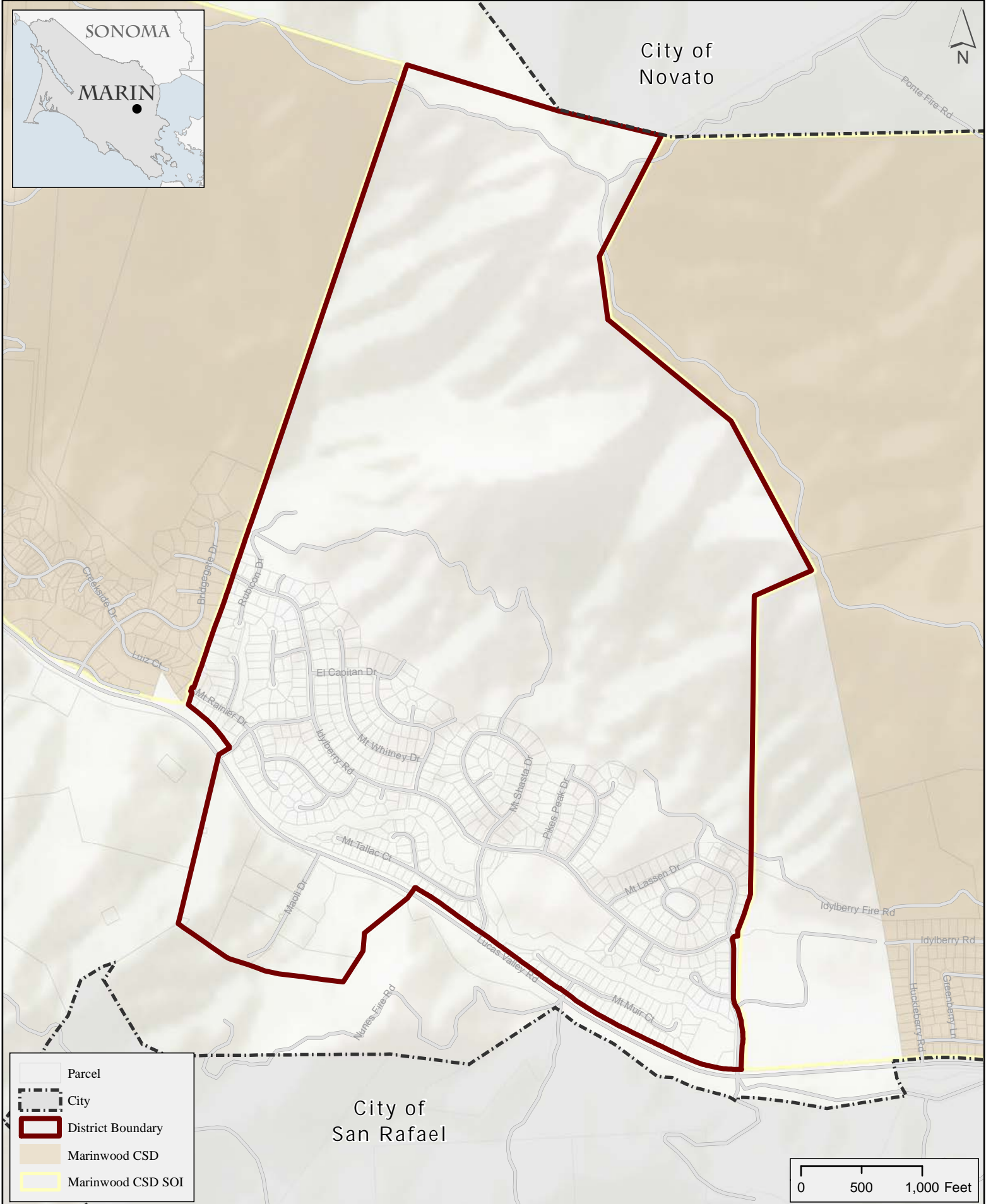
Upper Lucas Valley has remained an unincorporated community since its development in the early 1960s as one of developer Joseph Eichler’s last projects. The neighborhood maintains a well-organized homeowners association (the Lucas Valley Homeowners Association, or "LVHA") which provides several community amenities and has policies in place to maintain the integrity of the Eichler development. Marin County enforces zoning standards and design guidelines specifically to preserve the architectural character of the Eichler homes.








City of Novato



Ponte Fire Rd



City of San Rafael

-  Parcel
-  City
-  District Boundary
-  Marinwood CSD
-  Marinwood CSD SOI



CSA No. 13 - Upper Lucas Valley

Mapping provided by:
PLANWEST PARTNERS, INC.

Map Date: 5/24/2019

Figure
8-1

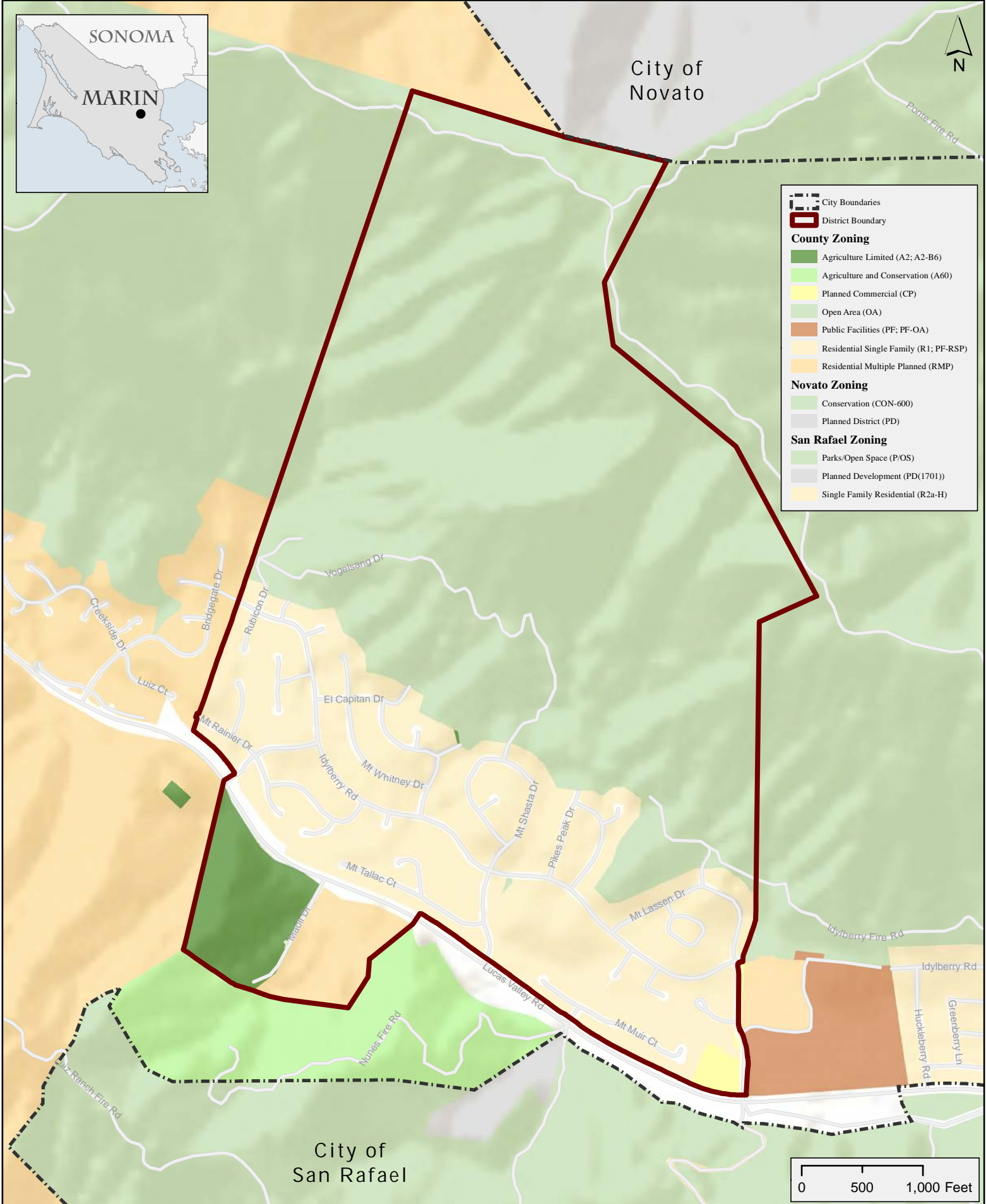
Sources: Boundaries, Roads, Parcels: Marin Map GIS.



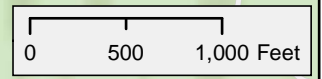
City of
Novato



	City Boundaries
	District Boundary
County Zoning	
	Agriculture Limited (A2; A2-B6)
	Agriculture and Conservation (A60)
	Planned Commercial (CP)
	Open Area (OA)
	Public Facilities (PF; PF-OA)
	Residential Single Family (R1; PF-RSP)
	Residential Multiple Planned (RMP)
Novato Zoning	
	Conservation (CON-600)
	Planned District (PD)
San Rafael Zoning	
	Parks/Open Space (P/OS)
	Planned Development (PD(1701))
	Single Family Residential (R2a-H)



City of
San Rafael



CSA No. 13 - Upper Lucas Valley Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.

Map Date: 5/24/2019

Figure
8-2

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

CSA No. 13 formed in 1967 to provide fire protection to the community. A county service area may only provide those services authorized in its formation resolution unless the Board of Supervisors applies to and receives LAFCo authorization for activation of a latent power. In 1971 LAFCo approved the activation of a latent power of the CSA, allowing the agency to provide local park and recreation facility services as an extended service within said District⁶⁰. In 2004, the CSA's services were again extended to include erosion control and soil conservation⁶¹ for mitigation of flood risk along Miller Creek, as resources allow.

8.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 13's sphere of influence is coterminous with its jurisdictional boundary and encompasses approximately one square mile. Their sphere was last reviewed and updated by LAFCo in 2006.

8.4 POPULATION AND GROWTH

There is an Upper Lucas Valley-Marino Wood Census Designated Place (CDP)⁶², so population statistics are available for the area; however, the CDP also encompasses the neighboring community of Marino Wood and is, therefore, larger than CSA No. 13. Based on the 2010 US Census for the Lucas Valley-Marino Wood CSD, there are 6,094 residents in the area, which is a decrease from the 2000 Census which showed a total of 6,357 residents in the CDP. Given that the land within CSA No. 13 consists of a developed neighborhood and County-owned open space, the population within the CSA will likely remain consistent with the current population.

8.5 MUNICIPAL SERVICES

Parks and Recreation

CSA No. 13 is the primary service provider for open space maintenance in the unincorporated areas of Upper Lucas Valley. Under G.C. Section 25213 (County Service Area Services and Facilities), CSA No. 13's Recreation service power includes providing services and facilities for parks, parkways, and open space. These activities are limited largely to vegetation management on an as-needed basis.

The County owns and operates the approximately 380-acre open space preserve located in CSA No. 13. Open space preserves are generally kept in a natural condition for environmental and wildlife habitat protection with only low-intensity recreation amenities provided. Although owned by Marin County, the open space area is not a part of the County's Open Space District, also referred to as Marin County Parks (See Figure 8-3, below).

The County Administrator's office indicates that it does not provide trail maintenance or manage recreational facilities on the property, and maintenance activities occur as needed and are largely limited to vegetation management and annual/pre-storm maintenance of several trash racks. They

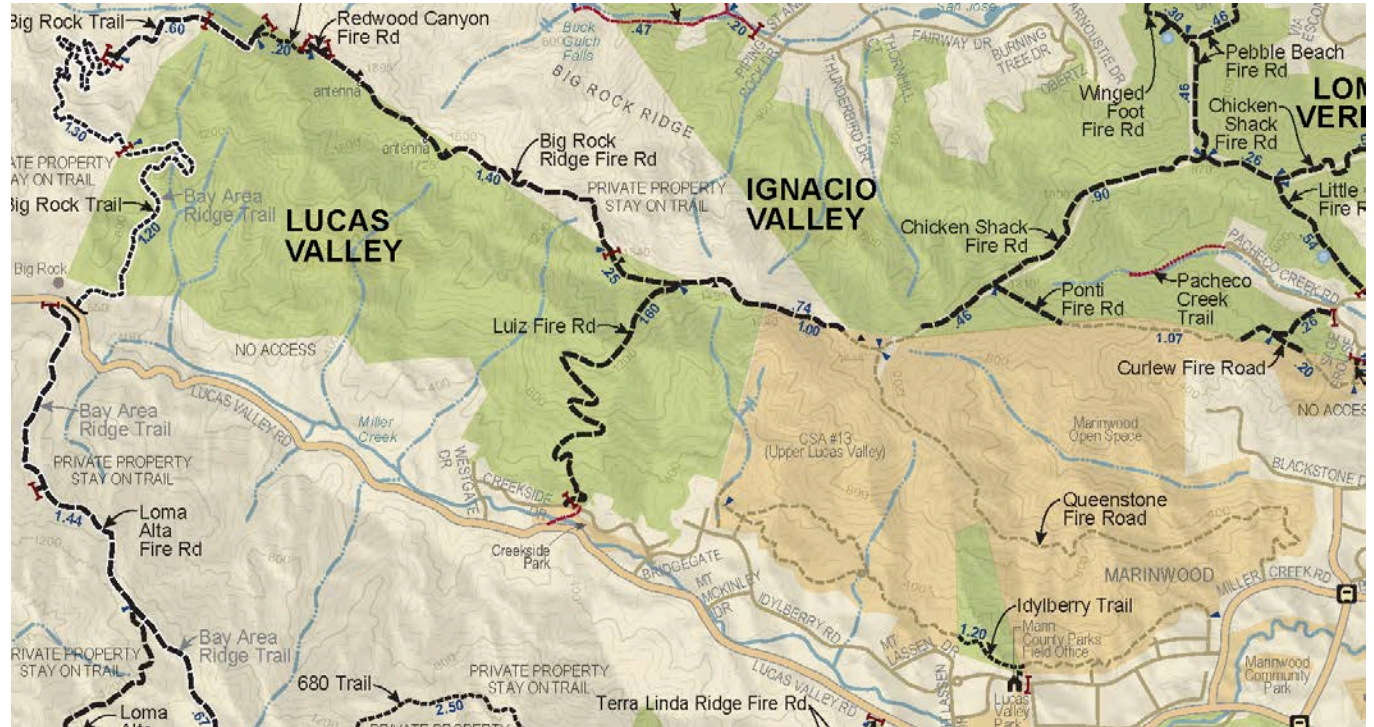
⁶⁰ Marin County Board of Supervisors Resolution 71-365, Resolution Directing the Provision of Additional Types of Extended Services Within County Service Area No. 13. December 28, 1971.

⁶¹ Marin County Board of Supervisors Resolution 2004-63, Resolution Directing the Provision of Additional Types of Extended Services Within County Service Area No. 13. June 29, 2004.

⁶² The U.S. Census Bureau defines CDPs as: "The statistical counterparts of incorporated places, and are delineated to provide data for settled concentrations of population that are identifiable by name but are not legally incorporated under the laws of the state in which they are located."

further noted that CSA No. 13’s current funding constraints limit the County’s capacity to manage the CSA No. 13 open space area like Marin County Parks manages its open space preserves, nor does it have an adequate budget for larger activities/capital projects.

Figure 8-3: Lucas Valley Preserve Map



(Excerpt of Marin County Park’s Lucas Valley Preserve Map)

Fire Services

The Marinwood CSD provides fire and emergency services to the residents of CSA No. 13 through an annual agreement between the District and the County. See Marinwood CSD profile for complete details of Marinwood CSD fire operations. The contract specifies that the District agrees to provide fire protection and rescue services to the residents and property owners of CSA No. 13, on the same basis as it provides services to the residents and property owners of the District. CSA No. 13 currently pays the District approximately \$600,000 annually for contract services. The amount is adjusted every year using an agreed-upon formula, based on the building square foot percentage within CSA No. 13 as compared to the combined Marinwood CSD and CSA No. 13 square footage.

Erosion Control & Soil Conservation

In 2004 the Lucas Valley Home Owners Association Board of Directors requested and the Marin County Board of Supervisors approved⁶³ the extension of services of CSA No.13 to provide erosion control and soil conservation along the portion of Miller Creek that flows through CSA

⁶³ Marin County Resolution No. 2004-63, *Directing the Provision of Additional Types of Extended Services within County Service Area No. 13*. June 29, 2004.

No. 13. Currently, CSA No. 13 provides vegetation and drainage management on an as needed basis within available resources.

8.6 ORGANIZATIONAL STRUCTURE

As a dependent special district, the Marin County Board of Supervisors is the CSA's governing body. The five-member Board of Supervisors generally meets most Tuesdays of every month at 9:00 a.m. in the Marin County Civic Center Building located at 3501 Civic Center Drive, Room 330 in San Rafael. The Board of Supervisors determines policy, adopts annual budgets, fixes salaries, is responsible for ensuring that mandated functions are properly discharged, and supervised.

CSA No. 13 operates under the direction of the elected Board of Supervisors. As a dependent special district of the County, any administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller's Office required under G.C. Section 53891. The Marin County Administrator's Office administers CSA No. 13 and provides necessary support for maintaining and servicing the District. Department personnel is used for administration of the District and open space management service, as needed.

8.7 FINANCES

Revenues and Expenses

CSA No. 13 revenue sources come primarily from apportionment of the voter-approved 1% property tax that amounts to approximately \$550,000 annually (See Table 8-2). The parcel tax is a special tax identified by the State Controller as "102240 CSA No. 13 Upper Lucas Valley Fire" to be used for fire protection, prevention, and suppression services⁶⁴. Levied at a rate of 12 cents per square foot of "improvement" per parcel annually, as assessed by the Marin County Assessor's Office, this tax provides approximately \$140,000 per year to CSA No. 13 and does not have a sunset date. Total annual revenues for the CSA average \$750,000 annually, consisting largely of secured property tax revenues.

The bulk of the CSA's expenses correlate to fire-related services and its contract with Marinwood CSD for these services. Other expenses account for minor administration costs and limited open space/creek maintenance services (See Table 8-2). CSA No. 13's 2018-19 FY and 2019-20 FY budgeted expenses are anticipated to exceed revenues, but historic conservative budgeting practices afford services within available resources. Any overages would be absorbed by the CSA's fund balance that historically fluctuates between \$500,000 and \$600,000. There are no debt obligations for CSA No. 13.

⁶⁴ California State Controller Special Districts Parcel Tax Report, Fiscal Year 2016-17. <https://www.sco.ca.gov/Files-ARD-Local/LocRep/2016-17%20Parcel%20Tax%20Report.pdf>

Table 8-2: CSA No. 13 Revenues and Expenditures for FY 2017-18 and FY 2018-19

Revenues	FY 2017-18 Actuals	FY 2018-19 Adopted Budget
Property Tax	\$546,755	\$577,823
Special Tax Assessment (102240)	\$138,986	\$140,000
Other Taxes	\$50,418	\$42,450
Investment Income	\$7,179	\$3,010
Misc. Revenues	\$1,600	\$0
Intergovernmental	\$2,604	\$2,500
Total Revenues	\$747,542	\$765,783
Expenditures	FY 2017-18 Actuals	FY 2018-19 Adopted Budget
Tax Collection Fees	\$1,104	\$0
SB2557 Admin Fees	\$8,403	\$8,500
Maintenance- Buildings and Improvement	\$23,762	\$25,000
Services & Supplies - Miscellaneous	\$17,351	\$150,000
Professional and Special Services	\$627,014	\$675,000
Interfund Expenses and Cost Rec	\$7,639	\$12,148
Total Expenditures	\$685,273	\$870,648
Net Total	\$62,269	-\$104,865

For sustained fire protection & emergency services, recreation services, and erosion control & soil conservation, the County coordinates with the City of San Rafael, Marinwood CSD, and the Marin Open Space District to provide these services and maintain recreation resources for community benefit. This includes mutual aid fire protection and emergency response services and service cost sharing. However, rising services cost are exceeding the current property tax revenue.

Financial Audit

The County of Marin operates an Internal Audit Unit within its Department of Finance. The unit provides continuous monitoring of the County’s activities and reports to management staff on the results of risk evaluations.

8.8 SUSTAINABILITY

Warmer temperatures and longer drought periods increase the potential for wildfires that may threaten structures in the CSA. Local fire agencies may want to continue education efforts and collaboration through the Community Wildfire Protection Plan that promote Firewise Communities as outlined by the National Fire Protection Association.

9.0 COUNTY SERVICE AREA NO. 18 - LAS GALLINAS

9.1 OVERVIEW

County Service Area No. 18 (CSA No. 18) is a dependent single-purpose special district organized to provide parks and recreation services pursuant to County Service Area Law (California G.C. Section 25210 et seq). CSA No. 18 consists of approximately six square miles (3,914 acres) and includes both incorporated and unincorporated territory in the northern San Rafael area. An overview of CSA No. 18 is provided in Table 9-1. Figure 9-1 shows the current CSA No. 18 boundary and SOI, and the agency boundaries of other service providers near CSA No. 18. Land use areas around the CSA are shown in Figure 9-2. The San Pedro Open Space Preserve is currently managed by the Marin County Department of Parks and Open Space with fire services being provided by CSA No. 19 and CSA No. 31.

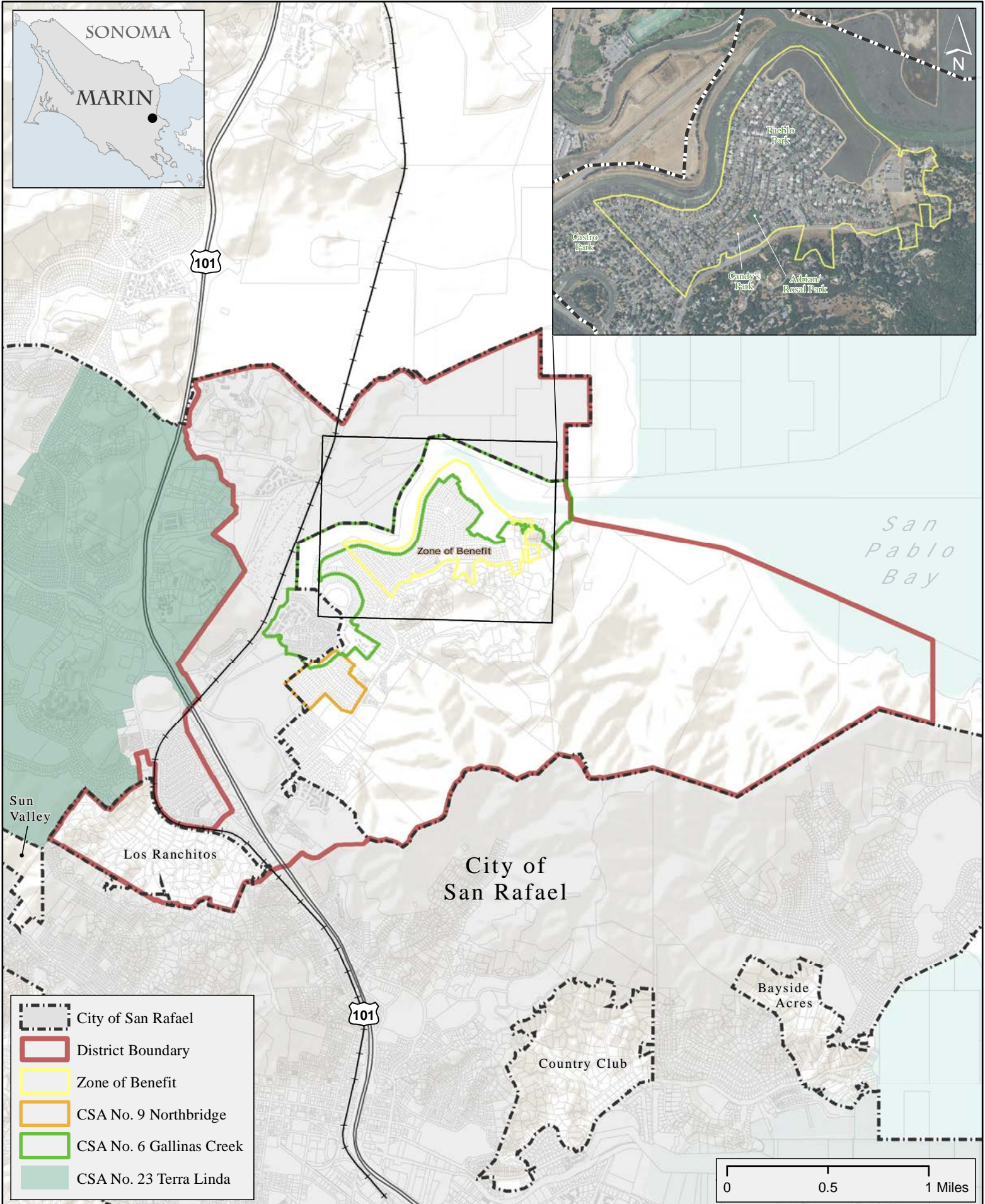
Table 9-1: CSA No. 18 Overview

CSA No. 18 - Las Gallinas			
Primary Contact	Jim Chayka, Superintendent Marin County Parks		
Phone:	(415) 473-3639	Email:	jchayka@marincounty.org
Location:	3501 Civic Center Drive, Suite 260 San Rafael, CA 94903		
Formation Date	1973		
Services Provided	Parks and Recreation		

9.2 FORMATION AND DEVELOPMENT

CSA No. 18 was formed in 1973 for the purposes of providing local park and recreation facilities and services (LAFCo Resolution No. 73-10 and Marin County Board of Supervisors Resolution No. 73-242). At the time of formation, CSA No. 18 boundaries were drawn to include unincorporated parcels within the San Pedro Mountain viewshed. Following formation, a 20-year, \$500,000 assessment district bond was approved to fund the acquisition and preservation of 257 acres of the San Pedro Mountain as open space. Following the bond repayment in 1994, the Marin County Open Space District took over San Pedro Mountain management as an open space preserve.

A separate entity within the CSA No. 18 boundary, formerly known as the Gallinas Village Community Services District (CSD), was originally established in 1957 for developing and maintaining local parks and a community sewer system. In 1964 the sewer system was transferred to the Las Gallinas Valley Sanitary District, while the CSD continued to develop and maintain parks. However, in 1986 the CSD was dissolved, with CSA No. 18 serving as the successor agency (LAFCo Resolution No. 85-16 and Marin County Board of Supervisors Resolution No. 86-34). This action resulted in the creation of a “Zone of Benefit” within CSA No. 18 (which coincided with the former CSD boundaries), whereby all property tax revenue would continue to be collected to benefit services to the “Gallinas Village Community”. In addition, an Advisory Board consisting of five members was established to make recommendations to the Board of Supervisors concerning local services. The Zone of Benefit is shown in Figure 9-3.

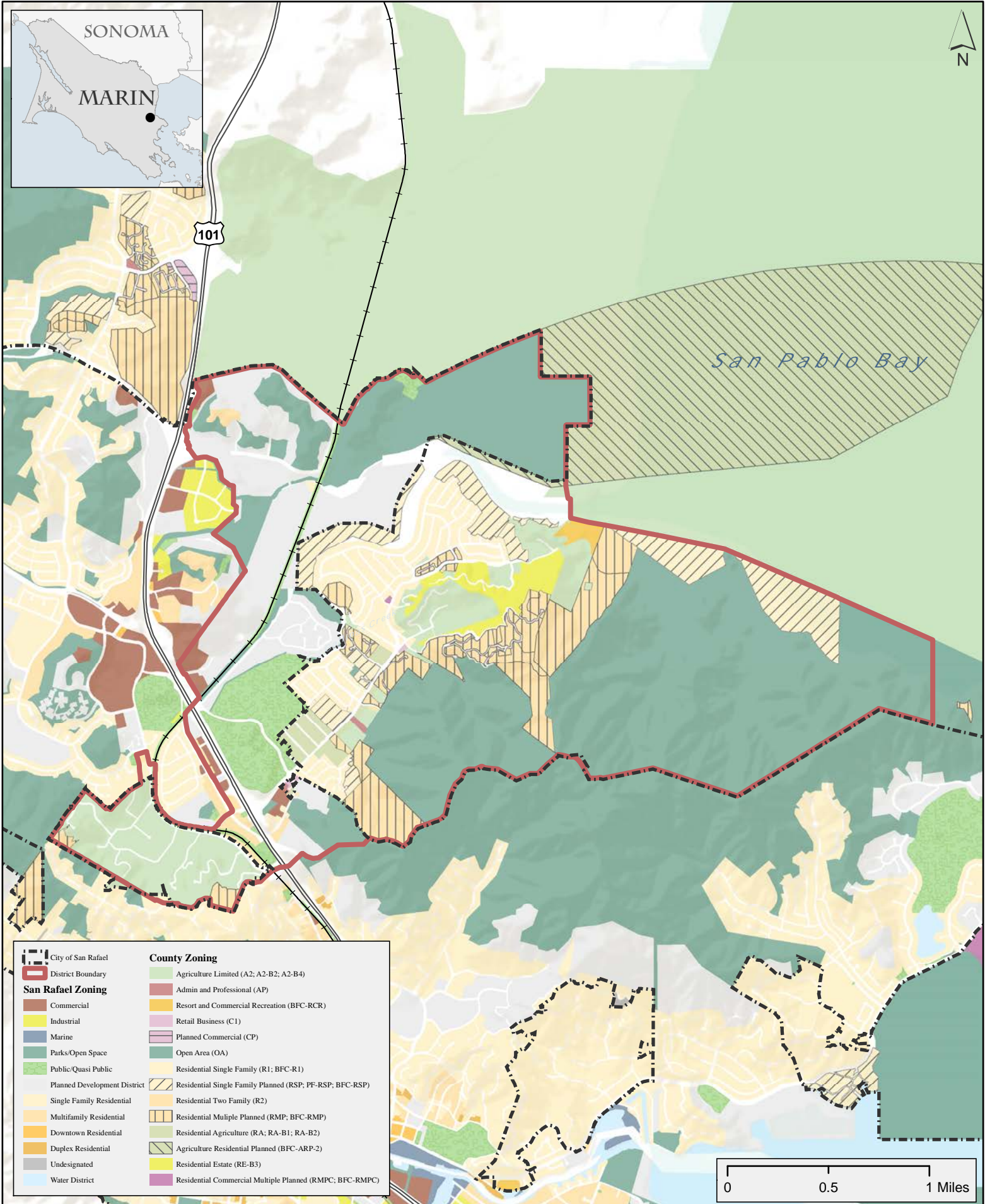


CSA No. 18 - Las Gallinas

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
 9-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



	City of San Rafael		Agriculture Limited (A2; A2-B2; A2-B4)
	District Boundary		Admin and Professional (AP)
San Rafael Zoning			Resort and Commercial Recreation (BFC-RCR)
	Commercial		Retail Business (C1)
	Industrial		Planned Commercial (CP)
	Marine		Open Area (OA)
	Parks/Open Space		Residential Single Family (R1; BFC-R1)
	Public/Quasi Public		Residential Single Family Planned (RSP; PF-RSP; BFC-RSP)
	Planned Development District		Residential Two Family (R2)
	Single Family Residential		Residential Multiple Planned (RMP; BFC-RMP)
	Multifamily Residential		Residential Agriculture (RA; RA-B1; RA-B2)
	Downtown Residential		Agriculture Residential Planned (BFC-ARP-2)
	Duplex Residential		Residential Estate (RE-B3)
	Undesignated		Residential Commercial Multiple Planned (RMPC; BFC-RMPC)
	Water District		

CSA No. 18 - Las Gallinas Zoning

Mapping provided by: **PLANWEST PARTNERS, INC.** Figure 9-2

Map Date: 5/24/2019

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

9.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

The jurisdictional boundary for CSA No. 18 encompasses a total of 3,914 acres and has remained unchanged since formation. The CSA boundary included only unincorporated territory at the time of formation; however, annexations to the City of San Rafael have occurred over time resulting in approximately 1,286 acres in the western portion of CSA that overlaps with the city. Currently, the CSA No. 18 SOI is coterminous with the district boundary.

As discussed previously, a Zone of Benefit was established within CSA No. 18 as part of the dissolution of Gallinas Valley CSD in 1986. Currently, property taxes are only collected within this Zone of Benefit and are intended to benefit and support services or facilities within the zone. Considering the majority of CSA No. 18 facilities and associated funding are tied to the Zone of Benefit, the district has been exploring various boundary and funding options, including reducing the boundary of the CSA to match the boundaries of the Zone of Benefit. Should a boundary reduction be considered further, an SOI reduction would be necessary.

9.4 POPULATION AND GROWTH

The area population is approximately 9,200 based on the 2010 census.

9.5 MUNICIPAL SERVICES

Parks and Recreation

As mentioned previously, CSA No. 18 was originally formed to fund the acquisition and preservation of the San Pedro Mountain area. Following bond repayment in 1994, the Marin County Open Space District took over the management of the San Pedro Mountain Open Space Preserve. Today, CSA No. 18 maintains four parks, including the Adrian-Rosal Park, Castro Park, Pueblo Park and Candy’s Park (Table 9-2). Three of the four parks (excluding Castro Park) are located within the CSA No. 18 Zone of Benefit and were transferred to the CSA as part of the dissolution of Gallinas Valley CSD in 1986. Castro Park was acquired in 1994 and added to the facilities maintained by CSA No. 18.

Table 9-2: CSA No. 18 Parks, Recreation and Open Space

Facility	Type	Acreage	Amenities and Services
Adrian-Rosal Park	Mini-Park	0.7	Multi-Purpose Turf Area, Picnic Area, Drinking Fountain, and BBQ
Castro Park	Neighborhood Park	1.5	Benches, Drinking Fountain, Picnic Tables, Playfields, Playground
Pueblo Park	Mini-Park	2.0	Tennis Court, Half Basketball Court, Picnic Area, Playground Equipment
Candy’s Park	Mini-Park	0.1	Benches, Drinking Fountain, Picnic Tables, Playground

(Source: Marin Countywide Plan Parks and Recreation Technical Background Report)

Adrian-Rosal

Adrian-Rosal Park is a small mini-park (0.70 acres) serving a local neighborhood in Santa Venetia. The park is on the corner of Adrian Way and Rosal Way and shares boundaries on two sides with residences. Facilities include a multipurpose turf area, small picnic area, drinking fountain, and a barbeque. The picnic and BBQ pit areas are ADA accessible. Marin County Parks plans to install a restroom facility and complete a picnic area enhancement project.

Castro Park

Formerly a Little League baseball field, Castro Field Park is a unique mini-park (1.49 acres) enclosed by the neighborhood it serves. The park boundaries are marked by neighboring residential fences and street access is across easements between lots. The park was first renovated in 2003 and another renovation was completed by Marin County Parks, in conjunction with CSA No. 18, in 2014. Facilities include a children's play area, turf volleyball court, picnic tables with BBQs, and an open turf area. The walking path, play area, and picnic tables are ADA accessible.

Pueblo Park

Pueblo Park is a small but very popular mini-park (two acres) serving the surrounding neighborhood in Santa Venetia. The park is situated between Descanso Way and Hacienda Way. Facilities include a tennis court, a half basketball court, a large multi-purpose turf area, a small picnic area, and playground. The play areas, tennis court, and basketball court are ADA accessible.

Candy's Park

Candy's Park is a very tiny pocket park (0.1 acres) serving the Santa Venetia neighborhood that surrounds it. It includes a small gated playground for young children, a climbing structure, tot swing, and picnic area. The playground is ADA accessible.

9.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors and Advisory Board

As a dependent special district, the Marin County Board of Supervisors serves as the CSA's governing body. The five-member Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael. The Board of Supervisors determines policy, adopts annual budgets, fixes salaries, and is responsible for overseeing mandated district functions as carried out by various county departments.

As noted previously, a CSA No. 18 Advisory Board was established by the Board of Supervisors as part of the Gallinas Valley CSD dissolution in 1986. The Board of Supervisors appointed Advisory Board consists of five members, serving two-year terms (Table 9-3). The Board acts in an advisory capacity to Marin County Parks staff and the Board of Supervisors on matters relating to funding, management and operation of parks and open space facilities and services within the boundaries of CSA No. 18. The Advisory Board typically meets twice a year in February and September, unless there is a pressing need to meet more frequently. Advisory Board meetings are also held at the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael.

Table 9-3: CSA No. 18 Advisory Board

Advisor	Term Expiration
Joyce Clements	2020
Gina Hagen	2019
Linda Levey	2020
Ellen Stein	2019
Karen Thompson	2019

Staffing and Agency Operations

As a dependent special district of the county, the Marin County Parks and Open Space Department administers CSA No. 18 and provides necessary staffing for operating and maintaining district facilities and services. In addition, all CSA-related administrative services are provided by other county departments as needed. For instance, the County Department of Finance conducts an annual audit of the district's finances as part of the county's audit process and completes annual financial reports for the State Controller's Office required under G.C. Section 53891.

9.7 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews, LAFCo considers an agency's accountability for community service needs, including governmental structure, operational efficiencies, financial resources, and promoting public access⁶⁵. Currently, CSA No. 18 offers multiple ways to keep citizens informed about its services, meetings, finances, and the decision-making processes, with the CSA No. 18 Advisory Board serving as the primary conduit between the community, Marin County Parks staff, and the Board of Supervisors. The Advisory Board has a dedicated webpage on the Marin County Parks website where current and past agendas and minutes, current board membership, and contact information is posted in accordance with the Brown Act⁶⁶. In addition, all meetings are properly noticed and time is provided for public comment at each meeting.

9.8 FINANCIAL SUMMARY

The majority of the CSA No. 18 budget comes from property tax revenue which is generated within the Zone of Benefit area. Other revenue is generated from grants and other smaller sources. According to the Annual Financial Transactions Reports published by the State Controller's Office, CSA No. 18's total revenues for FY 2016-17 were \$155,335, whereas total expenditures were \$177,795. Additional revenue is needed to offset costs associated with park operations and maintenance. CSA No. 18 currently does not have a capital improvement plan; however, Marin County Parks has been working with the CSA No. 18 Advisory Committee to explore alternate boundary and funding options as discussed in more detail in the following section.

⁶⁵ G.C. 56881(2)

⁶⁶ (<https://www.marincountyparks.org/about-us/boards-and-commissions/csa18>)

Table 9-4: CSA No. 18 Revenues and Expenditures

Revenues	FY 2016-17	FY 2015-16	FY 2014-15
Taxes and Assessments	\$153,290	\$143,024	\$135,072
Revenue from Use of Money	\$1,313	\$717	\$751
Intergovernmental Funds	\$729	\$736	\$748
Total Revenues	\$155,335	\$144,477	\$136,571
Expenditures			
Services & Supplies	\$124,043	\$230,406	\$59,538
Other	\$53,752	\$59,426	\$43,129
Total Expenditures	\$177,795	\$289,832	\$102,667
Net Total (Deficit)	(\$22,460)	(\$145,355)	\$33,904

Source: California State Controller's Office

9.9 GOVERNANCE STRUCTURE OPTIONS

As discussed above, CSA No. 18 is principally funded by property taxes collected within the Zone of Benefit boundary (formerly the Gallinas CSD service area). While CSA No. 18 is authorized to provide park and recreation services within the Zone of Benefit and the CSA boundary as a whole, there must be a nexus between properties and improvements/services that are funded by revenues collected within the Zone of Benefit. In addition, increasing operations and maintenance costs are exceeding available revenue to fund district services. As such, the CSA No. 18 Advisory Board along with Marin County Parks staff have begun to explore alternate boundary and funding options, as summarized below:

- 1) Maintain the status quo (make no changes): maintain all current boundaries and continue operations as currently being delivered.
- 2) Reduce CSA No. 18 boundaries to reflect the current Zone of Benefit with the inclusion of Castro Park as an "island" park within which CSA No. 18 would continue to maintain.
- 3) Reduce CSA No. 18 boundaries to include areas from Meadow Drive east to Sunnoaks/Bayhills Drive. The parcels in this amended CSA No. 18 boundary that are not currently part of the Zone of Benefit would ideally be asked to vote on a special assessment to allow them to contribute financially to CSA No. 18.

LAFCo staff recommendation would be to shrink the boundaries of CSA 18 to only include the Zone of Benefit and have the SOI encompass the immediately surrounding areas that might be added to district later once neighbors in surrounding areas have agreed to assessment and join the CSA in a similar manner as the current members of the Zone of Benefit.

10.0 COUNTY SERVICE AREA NO. 19 – SAN RAFAEL FIRE

10.1 OVERVIEW

County Service Area No. 19 (CSA No. 19) was formed in 1974 and encompasses an approximate 2.65 square mile jurisdictional boundary. CSA No. 19 is a dependent special district and provides structural fire protection services to the unincorporated areas of McNear’s Beach, Bayside Acres, Country Club, California Park, Sun Valley, Los Ranchitos, San Pablo-Tarrant Circle Area, and Santa Venetia. It contracts with the City of San Rafael to provide fire protection and emergency response services to the residents. The CSA boundary can be seen in Figure 10-1. Land use around the CSA is shown in Figure 10-2.

Table 10-1: CSA No. 19 Overview

CSA No. 19 - San Rafael			
Primary Contact	Daniel Eilerman, Assistant County Administrator		
Fire Contact	Chief Christopher Gray, City of San Rafael Fire Department		
Phone	(415) 473-7364	E-Mail	DEilerman@marincounty.org
Office Location	3501 Civic Center Drive, Suite 325, San Rafael, CA 94903		
Formation Date	November 1974		
Services Provided	Fire Protection and Emergency Response		
Population Served	5,575	Area Served	2.65 sq. mi. (1,696 ac.)

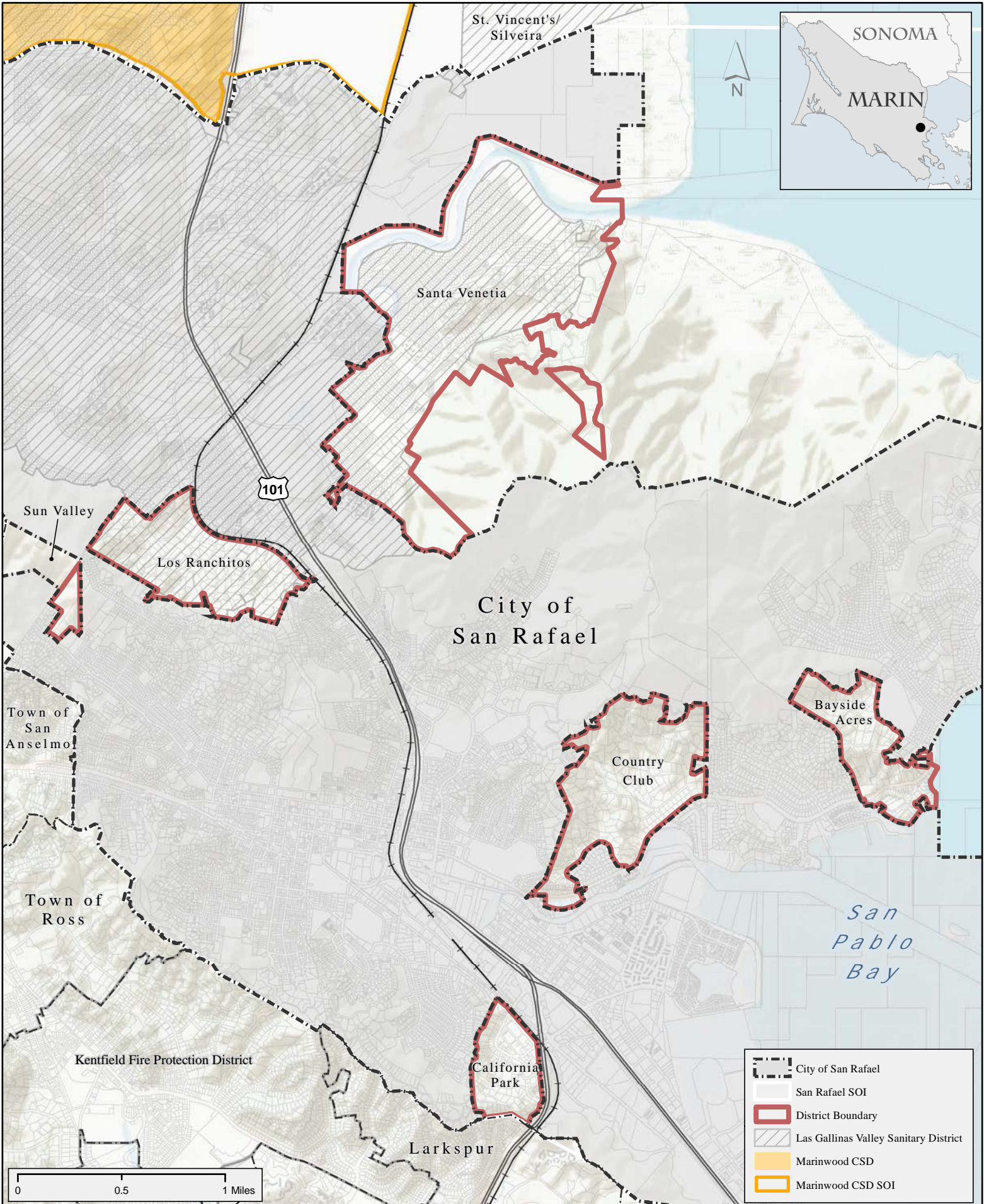
10.2 FORMATION AND DEVELOPMENT

CSA No. 19 was formed as a result of a special election held in November 1974 that passed with 74% in favor of formation. It was established by Board Resolution 74-394 in November 1974 to provide structural fire protection to nine different areas within unincorporated portions of the county. A summary of the areas and approximate acreage is provided in Table 10-2 below. In February 1976, the County and City of San Rafael entered into an “Agreement for Fire Protection Services in and Around County Service Area 19”. At this point, the City assumed full fire protection responsibilities for CSA No. 19⁶⁷. In 2016, the County and San Rafael entered into new 10-year lease and operation agreements that automatically renew for additional 10-year periods through 2056 unless terminated with 36 months’ notice.

Table 10-2: CSA No. 19 Areas and Acreage (1974)

Area Name	Approximate Area (acres)	Area Name	Approximate Area (acres)
California Valley	100	Sun Valley	32.5
Mobile Home Site	1.48	Los Ranchitos	440
Bellevue	70	Santa Venetia	820
Bayside Acres	130	Country Club	280
McNears	90	Total	1,964

⁶⁷ San Rafael City Council Agenda Report, County Service Area 19 Fire Protection and Lease Agreement, June 20, 2016.

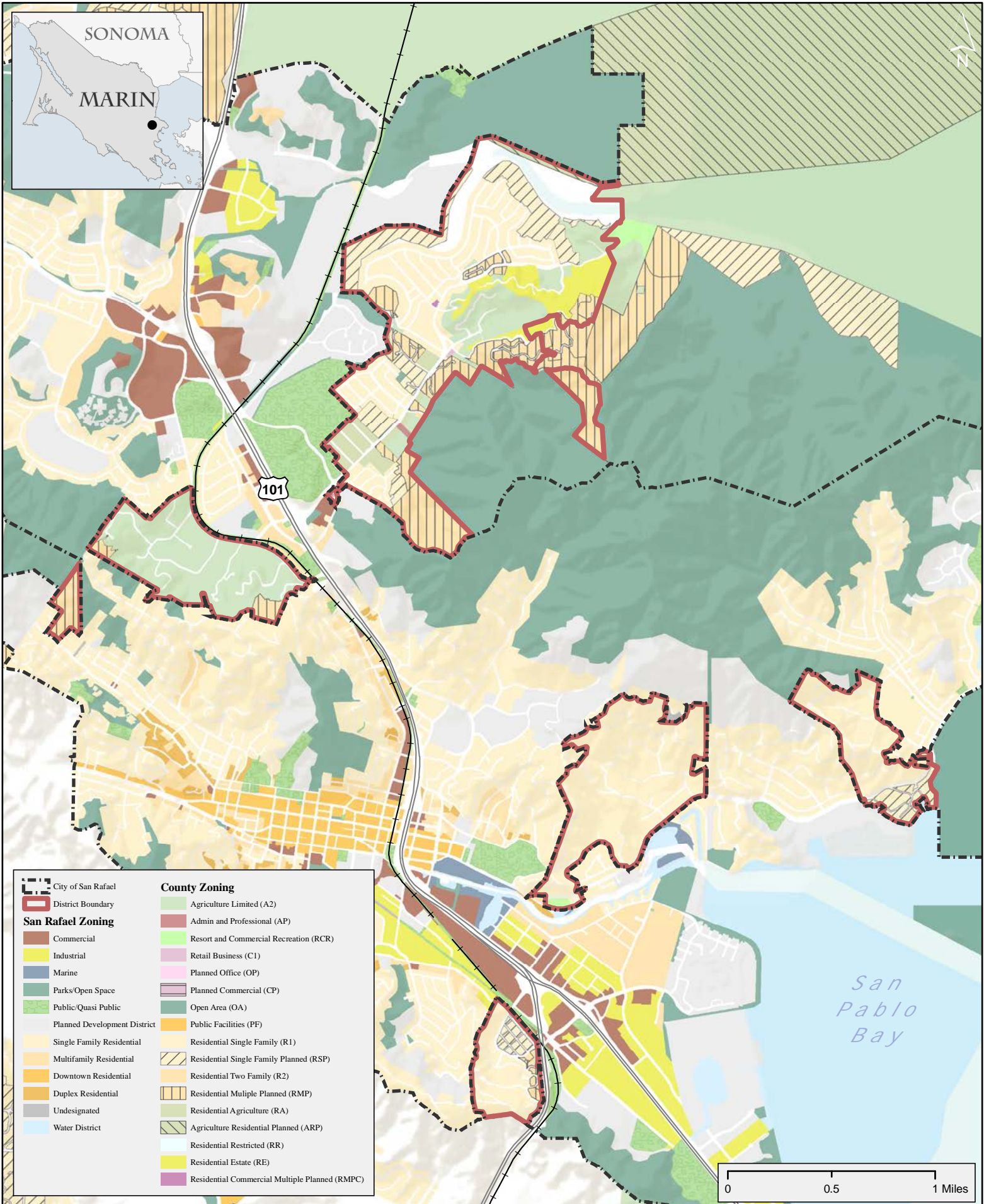


CSA No. 19 - Unincorporated San Rafael

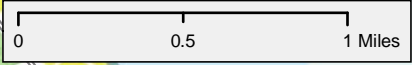
Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure 10-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



City of San Rafael		County Zoning	
	District Boundary		Agriculture Limited (A2)
San Rafael Zoning			Admin and Professional (AP)
	Commercial		Resort and Commercial Recreation (RCR)
	Industrial		Retail Business (C1)
	Marine		Planned Office (OP)
	Parks/Open Space		Planned Commercial (CP)
	Public/Quasi Public		Open Area (OA)
	Planned Development District		Public Facilities (PF)
	Single Family Residential		Residential Single Family (R1)
	Multifamily Residential		Residential Single Family Planned (RSP)
	Downtown Residential		Residential Two Family (R2)
	Duplex Residential		Residential Multiple Planned (RMP)
	Undesignated		Residential Agriculture (RA)
	Water District		Agriculture Residential Planned (ARP)
			Residential Restricted (RR)
			Residential Estate (RE)
			Residential Commercial Multiple Planned (RMPC)



CSA No. 19 - Unincorporated San Rafael Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure 10-2

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

A CSA No. 19 reorganization was proposed in 1996 which would have taken Seaview Avenue out of the CSA boundary and annexed to the City of San Rafael. However, the proceedings were abandoned due to written protests by area property owners.

10.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 19's current jurisdictional boundary encompasses approximately 1,696 acres based on current GIS layers. Land use around the CSA area is primarily low density and rural residential with large areas of open space adjacent to CSA boundaries. Additional land uses include planned residential, high-density residential, commercial, and public facilities.

10.4 POPULATION AND GROWTH

CSA No. 19 serves several unincorporated communities in the San Rafael area. Utilizing US Census data from 2010 and current GIS layers, the population is estimated at 5,575. The area land uses, primarily low-density residential, open space and park areas, have limited growth potential.

According to American Community Survey estimates for 2013-2017, the City of San Rafael, which provides fire protection services for CSA No. 19, has an estimated population of 59,180. This is higher than the 57,713 population that was reported in the 2010 US Census which indicates that the area is growing in population. This has the potential to increase the number of incidents for the City of San Rafael Fire Department.

10.5 MUNICIPAL SERVICES

CSA No. 19 provides municipal services through contracts with other governmental agencies or private companies. Municipal services provided by the City of San Rafael through contracts include fire and emergency response as defined below.

Fire and Emergency Response

CSA No. 19 contracts with the City of San Rafael to provide fire protection services to its service area. The City of San Rafael operates Fire Station 57 located across from the Marin County Civic Center which is the primary station for services to CSA No. 19. Recently, the City of San Rafael approved construction contracts for two new fire stations including Station 57. Demolition was completed in early 2017 and construction will be complete early summer 2019. While the facility is under construction, Station 57 staff are temporarily housed at Station 53 on Joseph Court.

The City provides a primary response to calls within CSA No. 19's jurisdiction, and the County (CSA No. 19) leases land at 3530 Civic Center Drive (Station 57) to the City. The "Lease Agreement" and "Fire Protection Services Agreement," each has 10-year terms and were last renewed in 2016. Under these agreements, the City pays market value to lease the Fire Station 57 site, and the County compensates the City for fire protection services from a negotiated \$1.85 million "base rate". This amount increases each year by the same salary increase percentage set by the firefighter collective bargaining agreement between a minimum of 3% and a maximum of 7%. Station facility maintenance and renovation costs are split between the two agencies.

Under the negotiated 2016 Fire Protection Service Agreement between the City and CSA No. 19, the closest available unit is dispatched to an incident. This arrangement allows units to be

dispatched from any City fire station which provides faster response times to CSA No. 19 residents in the Santa Venetia and Los Ranchitos areas ⁶⁸.

The City and County have a separate contract for paramedic services in areas of the county which includes CSA No. 19. The recently completed Station 57 has a dedicated ambulance bay which will help better serve CSA residents.

10.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors

CSA No. 19 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. G.C. Section 25212 grants the Board of Supervisors rights and powers to administer service areas. A county service area may only provide those services authorized in its formation resolution unless the Board of Supervisors applies to and receives authorization from LAFCo for activation of a latent power.

Staffing and District Operations

CSA No. 19 operates under the direction of the elected Board of Supervisors. The CSA contracts with the City of San Rafael to provide structural fire protection and paramedic services to residents.

As a dependent special district of the County, all administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller's Office required under G.C. Section 53891.

10.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

The county Board of Supervisors meets the second and fourth Tuesday of every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 329 in San Rafael. Meeting agendas, minutes, and recordings are provided on the Marin County website.

Annual Budget Review

County Staff prepares and submits an annual budget for Board review and approval. Contract amounts for CSA No. 19 are provided in the annual county budget along with capital asset and intergovernmental expenditures.

⁶⁸ Ibid.

10.8 FINANCIAL OVERVIEW

CSA No. 19 utilizes County Staff for financial review and budget facilitation. A summary of the CSA’s budget is provided below in Table 10-3. Revenues for the CSA come from basic property taxes and special taxes approved by voters within the CSA for paramedic services. Current district property and special tax revenue are less than costs to provide services. Based on 2016 negotiated contract with the City, fire protection services costs will continue to rise between 3% and 7% annually.

Table 10-3: CSA No. 19 Financial Summary⁶⁹

Revenues	FY 2016-17 Actuals	FY 2017-18 Estimated	FY 2018-19 Adopted Budget
Secured Property Tax	\$2,514,415	\$2,620,649	\$2,608,034
Use of Money and Property	\$43,002	\$81,908	\$10,014
Intergovernmental	\$12,051	\$11,939	\$12,500
Total Revenues	\$2,569,468	\$2,714,496	\$2,630,548
Expenditures	FY 2016-17 Actuals	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Services and Supplies	\$2,300,000	\$1,962,850	\$2,286,309
Capital Assets	\$635,387	\$2,158,166	\$3,598,400
Interfund Expense	\$15,876	\$272,876	\$344,239
Total Expenditures	\$2,951,263	\$4,393,892	\$6,228,948
Net Total	(\$381,795)	(\$1,679,396)	(\$3,598,400)

The County works closely with the City of San Rafael to provide shared facilities to benefit the community as a whole. The County leases land to the City for Fire Station 57 and the City provides fire protection and emergency response services to the County. This allows for cost sharing of facilities and services. However, the rising cost of services is exceeding the current revenue generated by property taxes.

Financial Audit

The County of Marin operates an Internal Audit Unit within its Department of Finance. The unit provides continuous monitoring of the County’s activities and reports to management staff on the results of risk evaluations.

10.9 SUSTAINABILITY

Warmer temperatures and longer drought periods increase the potential for wildfires that may threaten structures in the CSA. Local fire agencies may want to continue education efforts and collaboration through the Community Wildfire Protection Plan that promote Firewise Communities as outlined by the National Fire Protection Association.

⁶⁹ Based on County of Marin 2018-2019 Final Budget.

11.0 COUNTY SERVICE AREA NO. 23 - TERRA LINDA

11.1 OVERVIEW

County Service Area No. 23 (CSA No. 23) is a dependent, single-purpose special district organized to provide park and open space services pursuant to County Service Area Law (California G.C. Section 25210 et seq). CSA No. 23 was formed in 1975 to fund the acquisition and preservation of the Terra Linda/Sleepy Hollow Divide for conservation and open space purposes in coordination with the City of San Rafael and the Marin County Open Space District. In 1991, the Marin County Open Space District took over the ownership and management of the Terra Linda/Sleepy Hollow Preserve. An overview of CSA No. 23 is provided in Table 11-1.

Today, CSA No. 23 provides no services and has no budget, fund balance, funding sources, or expenditures. As such, CSA No. 23 has achieved its original acquisition purposes and is currently inactive. The current district boundary is shown in Figure 11-1. Land use around the CSA is shown in Figure 11-2.

Table 11-1: CSA No. 23 Overview

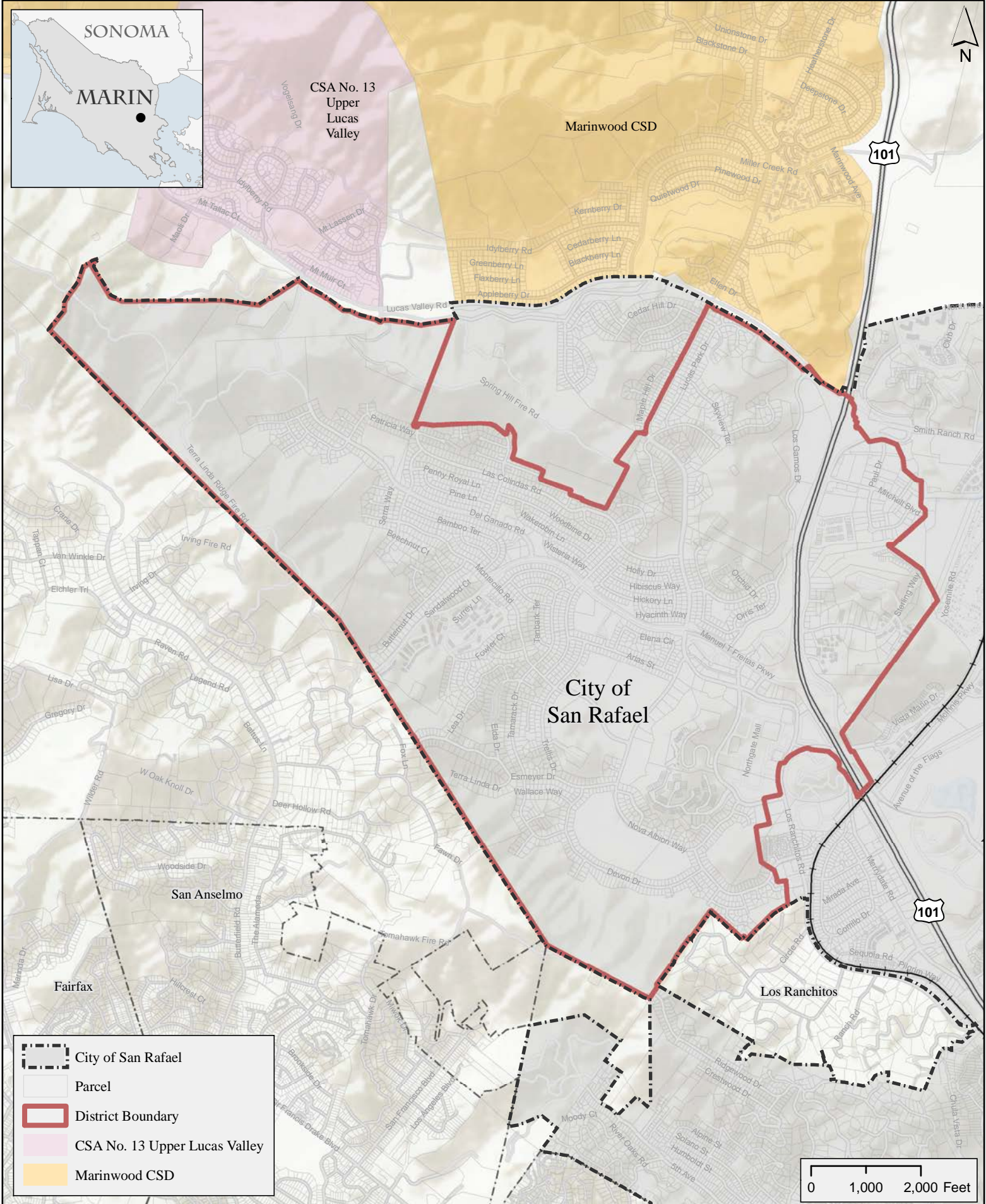
CSA No. 23 - Terra Linda			
Primary Contact	Jim Chayka, Superintendent Marin County Parks		
Phone:	(415) 473-3795	Email:	jchayka@marincounty.org
Location:	3501 Civic Center Drive, Suite 260 San Rafael, CA 94903		
Formation Date	1975		
Services Provided	Inactive		

11.2 FORMATION AND DEVELOPMENT

CSA No. 23 was formed by the Marin County Board of Supervisors on July 1, 1975 (Resolution 75-223) for the express purpose of raising revenue to purchase and maintain several Terra Linda area properties for open space purposes. Subsequently, voters approved a \$1,150,000 general obligation bond measure at an election on November 4, 1975.

Prior to CSA formation, a committee comprised of representatives from the Terra Linda Valley Homeowner's Association, the City of San Rafael, and Marin County staff was formed to review selected properties for acquisition. The properties were described as the Freitas, Nunes, Turski and Oak Hill parcels, totaling approximately 766 acres. The total purchase price for the four properties exceeded the approved bond amount and an additional funding source was necessary.

In February 1976, the City of San Rafael, Marin County Open Space District, and CSA No. 23 entered into a Joint Powers Agreement (JPA). The purpose of the JPA was to define each agency's financial functions, ownership authority, and open space management functions. The City and Open Space District each contributed \$500,000, and the CSA contributed the remainder of funds through the sale of bonds to purchase of the Freitas, Nunes, Turski and Oak Hill properties.



CSA No. 13
Upper
Lucas
Valley

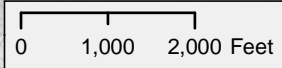
Marinwood CSD

City of
San Rafael

San Anselmo

Los Ranchitos

- City of San Rafael
- Parcel
- District Boundary
- CSA No. 13 Upper Lucas Valley
- Marinwood CSD



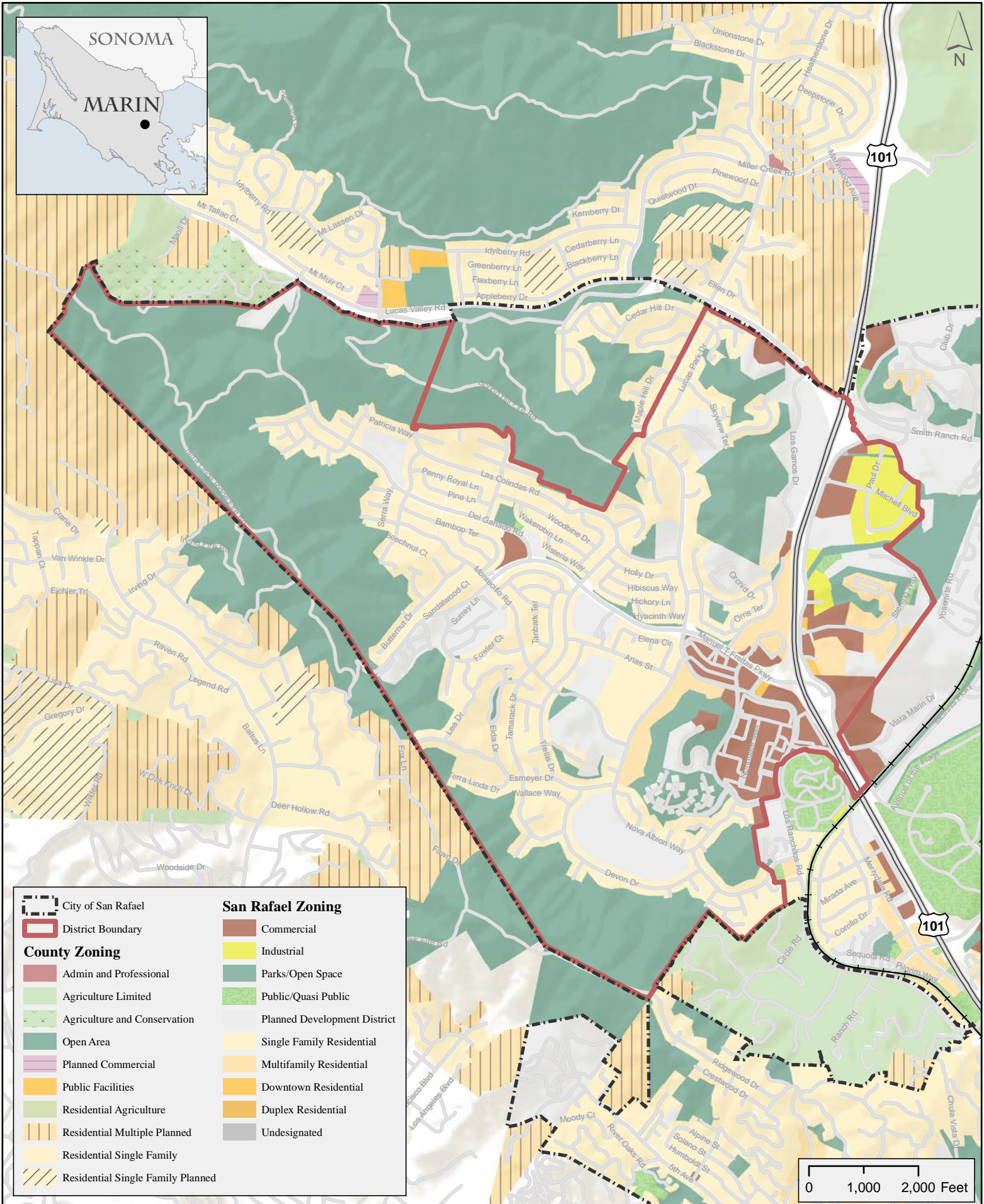
CSA No. 23 - Terra Linda

Mapping provided by:
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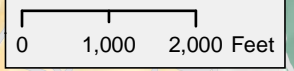
Map Date: 5/24/2019

Figure
11-1

Sources: Boundaries, Roads, Parcels: Marin Map GIS.



	City of San Rafael		Commercial
	District Boundary		Industrial
County Zoning			Parks/Open Space
	Admin and Professional		Public/Quasi Public
	Agriculture Limited		Planned Development District
	Agriculture and Conservation		Single Family Residential
	Open Area		Multifamily Residential
	Planned Commercial		Downtown Residential
	Public Facilities		Duplex Residential
	Residential Agriculture		Undesignated
	Residential Multiple Planned		
	Residential Single Family		
	Residential Single Family Planned		



CSA No. 23 - Terra Linda Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
 11-2

Sources: Boundaries, Roads, Parcels: Marin Map GIS.

11.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

The jurisdictional boundary for CSA No. 23 encompasses a total of 2,351 acres (3.7 square miles) and is located entirely within the City of San Rafael boundary. Currently, the CSA No. 23 SOI is coterminous with the district boundary. Figure 11.1 shows the CSA No. 23 boundary and SOI.

11.4 GOVERNMENTAL SERVICES

As discussed previously, CSA No. 23 was formed primarily as a funding mechanism to purchase open space parcels. In 1976 the City of San Rafael, Marin County Open Space District, and CSA No. 23 entered into a JPA which identified the funding commitments, ownership, and management functions for each participating agency. As part of the Agreement, the Freitas, Nunes, and Turski, properties were held in joint ownership, whereas the Oak Hill property was held in single ownership by the City. In addition, maintenance and management responsibilities were provided primarily by the City of San Rafael and the Open Space District.

In 1991, a Management Plan for Terra Linda, Sleepy Hollow, and San Rafael Open Space Preserves was commissioned by the City and Open Space District. The Management Plan recommended that the open space preserves be owned and managed by one entity, the Open Space District, instead of the joint arrangement identified in the original 1976 JPA. To address the land transfer and ongoing management of the open space properties, a new Agreement was drafted between the City, CSA No. 23, and the Open Space District. The properties were subsequently transferred to the Marin County Open Space District. Today, the Open Space District provides ongoing trail maintenance and open space services in accordance with its land management policies and plans.

11.5 ORGANIZATIONAL STRUCTURE

As a dependent special district, the Marin County Board of Supervisors serves as the CSA's governing body. The five-member Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael. The Board of Supervisors determines overall policies, adopts annual budgets, fixes salaries, and is responsible for overseeing mandated CSA functions as carried out by various county departments. However, as mentioned previously, CSA No. 23 currently provides no services and is currently inactive.

11.6 FINANCIAL SUMMARY

Currently, CSA No. 23 provides no services and has no funding, no expenditures, and no fund balance. Marin County does not prepare an annual budget for CSA No. 26. Originally, revenues generated from property taxes were used to pay off a \$1,150,000 general obligation bond that was used to acquire several properties. The bond was repaid in its entirety. Following the bond repayment, CSA No. 23 has no operating budget and has been inactive.

11.7 GOVERNANCE STRUCTURE OPTIONS

In 2017, Senate Bill 448 (Wieckowski) was passed to streamline the process for LAFCOs to dissolve inactive special districts. The new legislation requires the State Controller's Office to create a list of inactive districts annually and to notify applicable LAFCOs in which the inactive

special districts are located. In accordance with G.C. Section 56879, the Commission must adopt a resolution initiating dissolution of inactive districts meeting the above definition within 90 days of notice from the State Controller's Office. Following the adoption of the resolution, the Commission must then hold a public hearing on the dissolution within an additional 90 days. Unless evidence is provided that qualifies the district as being active, the Commission must dissolve the district.

An inactive district is defined as a district that meets all the following criteria as set forth in G.C. Section 56042, as follows:

- a) The special district is as defined in G.C. Section 56036, which specifies a special district as "an agency of the state, formed for general law or special act, for the local performance of governmental or proprietary functions..."
- b) The special district has no financial transactions in the previous fiscal year.
- c) The special district has no assets and liabilities.
- d) The special district has no outstanding debts, judgments, litigation, contracts, liens, or claims.

Based on the County Auditor's Office determination that CSA No. 23 is inactive, LAFCo, in coordination with the County and the State Controller's Office, should take the appropriate steps to dissolve the district pursuant to G.C. 56879. Further, because CSA No. 23 has no assets, liabilities, outstanding debts, judgments, contracts, or claims, there is no need to designate a successor agency for the district. Upon approval of this MSR LAFCo staff will report CSA No. 23 as inactive to the State Controller's office so it can be added to the next annual list of inactive districts providing a path for dissolution of this district.

12.0 SERVICES EVALUATION AND DETERMINATIONS

12.1 REGIONAL MUNICIPAL SERVICES

In conducting a service review, the commission shall comprehensively review the agencies that provide the identified service or services within the designated geographic area. Services reviewed, on a regional scale, provide LAFCo with a broader understanding of service adequacy and efficiency. Evaluations consider service levels, service demand, financing challenges and opportunities, infrastructure needs and deficiencies, opportunities for shared facilities, and governance structure options. The commission may assess various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies. Written determinations address mandatory factors required under the statute.

Regional Considerations for Fire & Emergency Response Services

Fire protection and emergency response services in the San Rafael region are provided by the City of San Rafael, Marinwood CSD, and the County of Marin (CSA No. 13 and CSA No. 19). The ability to provide service, funding mechanisms and complex jurisdictional boundaries require these agencies to closely work together to meet the service needs of the communities in the study area. Several key issues have been identified as a part of this review process:

Regional Collaboration and Sustainable Fire Services

Marin County operates no fire stations in the San Rafael region and contracts with other local fire service providers to meet the service needs of the unincorporated neighborhoods within CSAs No. 13 and No. 19. They contract for CSA No. 13 service with Marinwood CSD and for CSA No. 19 service directly with the City of San Rafael. San Rafael's service partnerships with fire-service providing agencies in the unincorporated San Rafael region designate the city department to be the primary responder both within the city limits and in all areas of CSA No. 19. Additionally, Marinwood CSD (and therefore also CSA No. 13) shares San Rafael's Fire Chief and utilizes city administrative capacity, training, supplies, and response support.

With the San Rafael Fire Chief serving as the de facto chief for all four service jurisdictions, the City of San Rafael, in many ways, is functionally the fire service provider for the entire study area. Such an arrangement allows for continuous service throughout the study area in the near future; however, continued sustainability should be addressed through regional collaboration and consideration of long-term agency reorganization options. Substantial planning activity should occur at both the individual agency level and through regional collaboration of all fire-service providing agencies in the study area. A regional fire-services working group could be established with representation from each agency, other local stakeholders, and local decision-makers to lead this process.

It would be beneficial to further study whether a structural reorganization of the fire service providers into a single agency would improve the sustainability and efficiency of fire services to the entire region. Such a reorganization could be achieved through the formation of a Joint Powers Authority or the creation of a singular regional fire agency. A Joint Powers Authority would be a

new, separate government organization created by the member agencies to provide fire service in place of those agencies. The benefit of this type of agreement is the unification of fire responsibility into one service provider, while still retaining the original member agencies should they need to independently provide services to their jurisdiction in the future.

In contrast, the formation of a singular regional fire providing agency, through a merger or a new district formation, would provide a singular fire service organization providing ensured long-term cohesiveness of services to the entire region. Additionally, this would reduce the strain of providing a complex and increasingly more costly service on smaller agencies, such as Marinwood CSD.

Sustainability of Contractual Agreements

Historically, Marinwood CSD's fire service agreements with other local agencies have constituted a significant portion of their fire service revenue. Both the contract with CSA No. 13 and the contract with City of San Rafael have relatively short-term termination periods. CSA No. 13 is subject to renewal annually, and San Rafael's may be terminated with a 90-day notice. While both contracts could ostensibly be continued indefinitely, should either be terminated, Marinwood CSD would have very little lead time as a government agency to establish other service options. Staffing, budget, and service ability would potentially be challenging as was historically the case and documented in the 2006 San Rafael Regional MSR. In addition to engaging in strategic and long-term planning activities, the District may consider extending the notice of termination time period for its contracts to provide it with more time to react and plan for significant changes to its budget and service ability.

Fire Contracts Outside Agency Boundaries

Effective January 1, 2016, G.C. Section 56134 requires that LAFCo approve fire protection contracts or agreements for the exercise of new or extended fire protection services outside a public agency's jurisdictional boundaries. Marin LAFCo has defined that such a contract is eligible for Commission review and approval if it:

- a) Transfers responsibility for providing services in more than 25 percent of the area within the jurisdictional boundaries of any public agency affected by the contract or agreement; or
- b) Changes the employment status of more than 25 percent of the employees of any public agency affected by the contract or agreement; or
- c) A contract or agreement for fire protection services outside a public agency's jurisdictional boundaries that, in combination with other contracts or agreements, would produce the results described in either threshold (a) or (b) above.

Contracts or agreements for fire protection services entered into before December 31, 2015, or recipient of LAFCo approval after December 31, 2015, do not require separate LAFCo approval due to renewals or renegotiated terms so long as they do not constitute a new 25 percent change in service area or employment status per the above conditions.

Except for the specific situations exempted by G.C. Section 56134, a public agency may provide new or extended services pursuant to a fire protection contract that meets the above-defined thresholds only if it first requests and receives written approval from the Commission.

Marinwood CSD, the City of San Rafael, Marin County, and any other fire-service provider in the region who enters into a contract to provide fire-services beyond its jurisdictional boundaries should consult with the Marin LAFCo Executive Officer to determine whether any current fire protection contracts or agreements are subject to Commission review and approval, if they have not done so already.

Regional Considerations for Parks and Recreation Services

Parks and recreation remain an integral part of the communities in the San Rafael region. The region has ample opportunity for recreation and better serve residents by considering better funding mechanisms, conducting long-term planning, and researching alternative governance structures and boundaries.

Funding

A lack of adequate park services funding in the region is leading to aging facilities, some of which are in disrepair. The City of San Rafael maintains many parks that are heavily utilized and show significant wear and tear, but there is currently not enough funding to cover CIP projects. CSA No. 18 also lacks adequate funding for maintenance costs. Marinwood CSD currently has a sustainable budget but has expressed interest in providing additional space for programs and needs to repair its maintenance facility.

CIPs and long-range budget considerations could help identify future financial needs for the agencies. Special assessments and consideration of boundary changes could provide better long-term revenue sources allowing for a higher level of service for communities in the region. Grants could also help provide funding for needed improvement projects.

Long-Term Planning

The City of San Rafael maintains a CIP that identifies needed projects for parks within the city. Other agencies, such as CSA No. 18, could benefit from similar plans. This would enable the agencies to plan for future financial needs and research potential funding options. Additional long-term planning considerations include sea level rise and conservation measures.

According to the Marin Shoreline Sea Level Rise Vulnerability Assessment, several City Parks are susceptible to Sea Level Rise including Pickleweed Park and Starkweather Shoreline Park. Other recreation areas such as the San Rafael Canal and Gallinas Creek could see tidal flooding. Options are being considered to protect park and recreation areas from inundation and should be considered when conducting long-term planning.

The City has already outlined several conservation measures to address climate change. In the San Rafael 2019 Climate Change Action Plan, they recommend replacing high water use plants and inefficient irrigation systems with water-efficient landscaping, along with investigating synthetic turf that uses organic infill for ball fields and parks to reduce water use, herbicide use, and

maintenance costs. These steps should also be considered by other agencies that provide park and recreation services.

Marin County Recreational Governance

Marin County owns and is responsible for recreational services to the Upper Lucas Valley open space area within its jurisdictional boundaries. Adjacent to the area on three sides are other properties within the responsibility of Marin County Parks and Open Space. Together, CSA No. 13 and Marin County Park and Open Space's Lucas Valley preserve are functionally one continuous area, even though they are not managed by the same County departments. Currently, the County indicates that CSA No. 13's open space is not managed as a part of the Park's system and does not receive the same management activity from the County as the adjacent preserve area. The County noted that funding for managing the CSA No. 13 open space area was the primary challenge to this. To better align with public perception and ensure recreation service responsibilities are consistent within its responsibility areas, the County should explore options to include CSA No. 13's Upper Lucas Valley open space in its Parks and Open Space management system.

Boundaries

Boundary changes could also help provide a higher level of service to residents of CSA No. 18. The CSA operates within a zone of benefit in the existing boundary that excludes one of their park facilities. The agency is currently looking at alternate boundary and funding options including reducing the current boundary to an extent that would include all the parks and asking residents outside of the current zone of benefit to vote on special assessment to fund park services.

Regional Considerations for Police Services

The City of San Rafael Police Department serves residents within and directly adjacent to the City's boundary. Unincorporated areas of the San Rafael region are served by the Marin County Sheriff Office from their patrol unit's Main Station in San Rafael and the California Highway Patrol.

The City of San Rafael Police Department maintains a full-service police force and runs a range of community engagement efforts. The department has an annual budget of \$25 million, which accounts for a third of the City's General Fund budget. The City reports increasing costs for services that are not matched by current revenue sources. This has the potential to deplete the General Fund reserves unless additional funding resources are considered.

Regional Considerations for Roads & Street Lighting Services

Road maintenance outside of the City of San Rafael is the responsibility of Marin County. Major access roads to unincorporated areas include North San Pedro Road in Santa Venetia and Lucas Valley Road in Marinwood. Major state roads include Highway 101 and Interstate 580 which are maintained by Caltrans. Street lights in the region are managed by the Marin General Services Authority.

Local neighborhood organizations also provide median maintenance in the region. The Santa Venetia Neighborhood Association has a volunteer Board of Directors that oversees activities within the neighborhood. There is a sub-committee and special fund for median strip maintenance

in certain areas of the community. In addition to the fund, volunteers from the community participate in work days once a month to maintain median and curb landscaping. This association provides a valuable service to the community and has the opportunity to work closely with County staff to convey the needs and desires of the community.

Funding

For street, road, and lighting needs throughout the region, there appears to be a difficulty with revenue sources. The City of San Rafael maintains a large network of streets and street lighting; however, there is not enough funding to support all necessary CIP projects. The Marinwood CSD currently has enough funding to cover costs; however, it is projected that expenditures for services will quickly out pace revenues. CSA No. 9 is part of a larger county maintenance contract with a private landscaping firm but does not generate enough revenue to cover rising maintenance costs. The residents of that area have also indicated a desire for better signage and maintenance.

The basic property tax and special taxes in place to provide revenue for the different agencies fall short of anticipated expenditures. In areas where residents wish to see more maintenance to provide a higher level of service, such as in CSA No. 9 - Northbridge, increased funding and/or volunteer efforts will be needed.

Regional Considerations for Dredging Services

Dredging takes place in navigable canals, creeks, and rivers in the region. CSA No. 6 – Gallinas Creek was formed in order to provide dredging services to maintain boating access for a small portion of the community in Santa Venetia. Additional dredging in the region is conducted by the US Army Corps of Engineers, Golden Gate Bridge Highway, and Transportation District, and local marina and user associations.

Dredging has not occurred in Gallinas Creek since 1994. Residents suggest that more frequent dredging would be beneficial and desirable. While regular maintenance dredging would simplify the permitting process, current funding mechanisms do not provide enough revenue for this. Cost sharing with restoration projects that can utilize the dredged sediment in their restoration activities, such as with McInnis Park, could help ease costs for regular maintenance of the creek channel.

Additional long-term considerations include the potential for sea level rise. The Marin Shoreline Sea Level Rise Vulnerability Assessment identifies Gallinas Creek as susceptible. With 10 inches of sea level rise, impacts could be seen to shoreline edges and with 20 inches of sea level rise, the area could see significant tidal flooding.

Long-term planning could be beneficial for CSA No. 6. A long-range planning document that outlines a maintenance dredging schedule and takes into consideration potential sea level rise complications would provide the CSA with a better understanding of future funding needs. In order to cover funding needs, the CSA may want to consider alternative funding sources such as a special assessment, cost sharing with restoration projects, and grants.

12.2 MUNICIPAL SERVICE REVIEW DETERMINATIONS

1) Growth and population projections for the affected area.

- a) Projected growth is expected to be moderate. The County's population is expected to grow approximately 13% by 2040, and the City of San Rafael population growth of approximately 19% is expected in the same time period (an additional 7,900 people). This is the highest projected population growth rate for the entire County.
- b) The expected population and growth rate in unincorporated areas around the City of San Rafael vary depending on the area. General Plan build-out capacity for some areas, such as St. Vincent's/Silveira, may have significant future development potential, subject to additional planning, entitlement, and development in the County. The fully surrounded island pockets within San Rafael, except for Upper Sun Valley, are predominantly built out, with little relative future development potential.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

- a) Within the Study Area, several census tracts covering the Canal neighborhood of San Rafael meet the disadvantaged community criteria. However, given this neighborhood is entirely within the San Rafael city limits, it does not qualify as a DUC. No other communities within the Study Area have been identified as disadvantaged.

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

- a) As noted above, there are no unincorporated communities within the Study Area that have been identified as disadvantaged.

4) Financial ability of agencies to provide services.

- a) The City of San Rafael, Marinwood CSD, and the County Service Areas all prepare annual budgets and prepare financial statements in accordance with established governmental accounting standards. The City Council, CSD Board, and County Board of Supervisors may amend their budgets by resolution during the fiscal year in order to respond to emerging needs, changes in resources, or shifting priorities. Expenditures may not exceed appropriations at the fund level, which is the legal level of control.
- b) The City Manager, CSD General Manager, and County Administrative Officer are authorized to transfer budgeted amounts between accounts, departments or funds under certain circumstances; however, the City Council, CSD Board, and County Board of Supervisors must approve any increase in the operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups. Audited financial statements are also prepared for the City, CSD, and County by independent certified public accounting firms.

- c) While additional revenues are needed to provide services and maintain infrastructure covered in this MSR, the agencies meet their financial responsibilities to provide services.

5) Status of, and opportunities for, shared facilities.

- a) Currently, the fire service providing agencies within the study area maintain a high -level of shared services. The City of San Rafael and CSA No. 19 share a facility as a part of their shared fire service agreement. Further opportunity to share fire service facilities should be explored by Marinwood CSD, Marin County, and the City of San Rafael.

6) Accountability for community service needs, including governmental structure and operational efficiencies.

- a) Continued sustainability of fire services in the San Rafael region should be addressed through future planning and consideration of long-term reorganization options. Substantial planning activity should occur at both individual agency level and through a regional collaboration involving all fire-service providing agencies in the study area. A regional fire-services working group could be established with representation from each agency, other local stakeholders, and local decision-makers to lead this process. Such a working group could consider options to help ensure the sustainability of fire services in the region, including but limited to revenue needs, the efficiency of services and costs to communities, and reorganization options.
- b) Marinwood CSD may consider extending the notice of termination time period for its fire-service contracts with other agencies to provide it with more time to react and plan for significant changes in the event a contract is terminated.
- c) CSA No. 6 may consider a long-term planning document outlining maintenance dredging and establishing additional funding sources for regular maintenance dredging such as grants, cost-sharing, and/or a special tax.
- d) Marin County should explore options to include CSA No. 13's Upper Lucas Valley open space in its Parks system management in order to better align with public perception and ensure recreation service responsibilities are consistent within its areas of responsibility.
- e) Continuing periodic Recreation Needs surveys will help guide the City of San Rafael recreation services priorities.
- f) Implementing the 2019 City Climate Change Action Plan measures to reduce municipal water use should be considered by all park and recreation service providers in the region.
- g) Plans to protect low lying park and recreation areas from sea level rise inundation should be prepared and implemented by applicable service in the study area.

7) Any other matter related to effective or efficient service delivery, as required by commission policy.

- a) Marinwood CSD, the City of San Rafael and Marin County all appear to be utilizing fire-services contracts applicable to LAFCo Commission review per G.C. Section 56134 and should consult with Marin LAFCo Executive Officer to ensure contract renewals and

renegotiated terms do not require further Commission action, if they have not done so already.

- b) Within and adjacent to the City of San Rafael are communities substantially surrounded by City jurisdiction and therefore considered to be “unincorporated islands.” Marin LAFCo encourages unincorporated island annexations to the City of San Rafael when there is resident interest. Whenever applicable, Marin LAFCo will consider making amendments to city annexation proposals involving affected lands to further reduce and/or eliminate islands to provide more orderly boundaries and cost-efficiencies.

Appendix A

List of References with Web Links

- Amendment to the Brown Act Provides for New Website and Agenda Requirements. - <https://www.hansonbridgett.com/Publications/articles/2017-07-public-agency-brown-act>
- Bayside Acres Home Owners Association. “A History” - <https://baysideacres.org/>
- CA G.C. § 56430(6) - http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNum=56430
- CA G.C. § 56881(2) - http://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=GOV&division=3.&title=5.&part=3.&chapter=6.&article=1
- California Department of Finance. DOF Population Projection Press Release “New Demographic Report Shows California Population Nearing 40 Million Mark with Growth Of 309,000 In 2017”. Published May 1, 2018. - http://www.dof.ca.gov/Forecasting/Demographics/Estimates/e-1/documents/E-1_2018PressRelease.pdf
- California State Controller Special Districts Parcel Tax Report, Fiscal Year 2016-17. - <https://www.sco.ca.gov/Files-ARD-Local/LocRep/2016-17%20Parcel%20Tax%20Report.pdf>
- City of San Rafael Department of Public Works. 3- Year Capital Improvement Program, FY 2018-19 to FY 2020-21. Published June 18, 2018. - <https://www.cityofsanrafael.org/documents/fy-2018-19-three-year-capital-improvement-program/>
- City of San Rafael. City Council Staff Report. Topic: County Service Area 19 Fire Protection and Lease Agreement. June 20, 2016. - http://cityofsanrafael.granicus.com/DocumentViewer.php?file=cityofsanrafael_ea23def85a6f192655493a2667a3492c.pdf
- City of San Rafael. Draft Climate Action Plan 2030. October 2018. - <https://www.cityofsanrafael.org/documents/draft-climate-action-plan-2030/>
- City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit. June 18, 2018. - <https://www.cityofsanrafael.org/documents/fy-2018-19-budget/>
- City of San Rafael. San Rafael General Plan 2020. Pg. B1-9. - <https://www.cityofsanrafael.org/gp-2040-document-library/>
- City of San Rafael: Comprehensive Annual Financial Report for Fiscal Year Ending June 30, 2018. - <https://www.cityofsanrafael.org/documents/2018-comprehensive-financial-audit-report/>
- County of Marin, 2018-2019 Final Budget. - <https://www.marincounty.org/depts/df/final-budgets>

County of Marin, Public Works, Information for CSA No. 6 and CSA No. 29 -
<https://www.marincounty.org/depts/pw/divisions/public-services/county-service-areas>

County of Marin, Public Works, Lower Las Gallinas Creek Dredge Channel Conceptual Design Study, March 2015. - https://www.marinwatersheds.org/sites/default/files/2017-05/20150318LowerLasGallinas_GeomorphicDredgeMemoFINAL_000.pdf

County Service Area No. 18. Advisory Board Overview. -
<https://www.marincountyparks.org/about-us/boards-and-commissions/csa18>

Los Ranchito Improvement Association - <http://www.losranchitos.org/>

Marin County Board of Supervisors Resolution 2004-63, Resolution Directing the Provision of Additional Types of Extended Services Within County Service Area No. 13. June 29, 2004.
<https://pav.marincounty.org/publicaccessbosrecords/api/Document/AfQ2OnEY91wLgMEuS0SYZt9b1Insy8v6K0iBALemfd0EAMoJbiYhD1cUIZcKTVaGbwxS3MG5J16inGJscyEUH%3D/>

Marin County Board of Supervisors Resolution 71-365, Resolution Directing the Provision of Additional Types of Extended Services in CSA No. 13. December 28, 1971. -
<https://pav.marincounty.org/publicaccessbosrecords/api/Document/AT4aWqW80HWac%3%89oVanMra4ufd8d8gmaLN5UJ5T54jbuwFjKAcMbG%3%81%3%89XZuWZLAbz9g01qYTQo20HvloYjUhRnKa4%3D/>

Marin Countywide Plan, Glossary, “Community Separator” -
<https://www.marincounty.org/depts/cd/divisions/planning/2007-marin-countywide-plan/plans-and-documents>

Marin GeoHub, Ridge and Upland Greenbelt, August 7, 2019. -
https://gisopendata.marincounty.org/datasets/d811e491145c47959990d2749911b079_104

Marin LAFCo. San Rafael Regional Municipal Service Review. 2006. -
<https://www.marinlafco.org/municipal-service-review-and-sphere-of-influence-update-reports>

Marinwood Community Service District. Operating Budgets. -
<http://www.marinwood.org/finance>

Point San Pedro Road Coalition. Quarry FAQs. - <https://sprcoalition.org/quarry/faq/>

San Rafael General Plan 2020 - <https://www.cityofsanrafael.org/generalplan-2020/>

SanRafael.com. “The History of San Rafael, California”. -
<http://www.sanrafael.com/channel/History-Of-San-Rafael/6200>

Santa Venetia Community Plan, February 2017. -
<https://www.marincounty.org/depts/cd/divisions/planning/santa-venetia>

United States Bureau of Justice. Full-Time Employees in Law Enforcement Agencies, 1997 - 2016. Shelley Hyland, BJS Statistician. Published August 28, 2018. -
<https://www.bjs.gov/content/pub/pdf/ftelea9716.pdf>

San Rafael Regional Draft MSR Comments Received and Responses Aug 20 2019

Date	Name	Title	Affiliation	3	Responses
August 8, 2019	Sashi McEntee	Commission Chair	Marin LAFCo	<p>Include list of all documents used in the MSR and provide links to documents where available.</p> <p>Is the MSR based on the old General Plan for San Rafael or is it based on the draft being developed currently.</p> <p>Mention that all street lights in the region are owned and operated by Marin GSA.</p> <p>Provide table of all agencies including when and where meetings are held and if they are televised or not.</p> <p>Modify Sustainability sections with suggested language.</p> <p>Various individual page edits and corrections.</p> <p>Consistent use of Government Code or G.C.</p>	<p>References appendices provided with url where possible & emailed to Commission staff when no url available.</p> <p>The MSR is based on currently adopted General Plan policies with input from County staff.</p> <p>Noted under affected public agencies.</p> <p>Table has been created and added into document.</p> <p>Language incorporated.</p> <p>Edits were incorporated into document.</p> <p>Document updated to provide consistency.</p>
August 8, 2019	Frances Nunez	Resident	Santa Venetia Neighborhood	<p>Update Table 3-2 to provide correct Santa Venetia fire agency.</p> <p>Provided correction for which fire agencies provide service for Santa Venetia in document narrative.</p> <p>Concerned about who is responsible for open space management around Santa Venetia neighborhood. Would like clarification.</p> <p>Expressed concerns about who pays for and conducts maintenance on medians in the neighborhood. Stated that some were paid for by CSA 9 and some are maintained by neighborhood association.</p> <p>Expressed concerns about shrinking CSA 18 boundary to fit zone of benefit. The larger neighborhood should be considered as a whole. Parks are in easy walking distance for much of community & future funding may be obtained from a special assessment for the larger neighborhood.</p>	<p>Updated Table.</p> <p>Corrected document to reflect that fire service is only provided by CSA 19.</p> <p>San Pedro Open Space is managed by the Marin County Department of Parks and Open Space. Fire service is provided mainly by CSA 31 with some portions covered by CSA 19. Noted in summary section of CSA 18.</p> <p>Altered text of document to provide more clarity on which agencies provide funding for median maintenance and where. County staff investigated further and found that the medians on North San Pedro Road are not funded by a CSA. They are funded by the County out of the general fund.</p> <p>Comment added in executive summary</p>
August 8, 2019	Eric Dreikosen	District Manager	Marinwood CSD	<p>Provided clarification on the District's Capital Improvement Program and expressed disagreement with the MSR assertion that the District needed more capital planning.</p> <p>Expressed agreement with the MSR discussion regarding the need for assessment of regional fire needs and the potential for an organizational change to better serve the region. Conveyed that the District is concerned about its ability to continue providing emergency response services for the community and urges LAFCo to conduct a study on organization alternatives.</p>	<p>Confirmed CIP planning process & added agency profile clarification. District removed from regional consideration section on long-term parks and recreation planning.</p> <p>Comments were noted in agency profile and regional considerations for fire services.</p>
August 7, 2019	Jim Schultz	City Manager	City of San Rafael	<p>Include San Rafael Sanitation District as additional service provider in the Correction of which fire agency serves Santa Venetia and Upper Sun Valley.</p> <p>Clarification that City provides fire and emergency response support services to Marinwood CSD and Upper Lucas Valley.</p> <p>Provided correction of Fire Department position titles.</p> <p>Provided clarification on General Fund budget amounts versus total planned expenditures.</p>	<p>Added to list of other providers.</p> <p>Correction made.</p> <p>Clarification added.</p> <p>Correction made.</p> <p>Clarification was added.</p>

				Provided correction on which communities are served by CSA 19.	Correction made.
				Provided correction on Fire Station 57 address.	Correction made.
				Provided updated list of completed and planned public works projects.	Lists updated in document.
				Provided clarification on which areas are served by Fire Station 57.	Clarification added.
				Suggested language change for Regional Considerations for Police Services.	Used suggested language.
				Provided more background on population growth considerations for the San Rafael Quarry.	Edited text under MSR determinations to reflect additional information.
				Commented on EMS services status & potential upcoming changes.	Comment noted and has been put before the commission.
August 7, 2019	Erik Dreikosen	District Manager	Marinwood CSD	Provided responses to Stephen Nestel's comments submitted July 25, 2019.	Responses were provided to Commissioners and made a part of public record.
August 7, 2019	Ellen Stein	Board Member	CSA 18	Provided background information on CSA 18 formation & ideal CSA boundary. Urges Commission to reconsider staff recommendation to shrink the boundary to current zone of benefit. Would like to see a boundary that better represents the community that use the parks.	Comment noted in executive summary
August 5, 2019	Gina Hagen		Northbridge Neighborhood	Comments on who maintains medians on North San Pedro Road.	Confirmed funding source with County staff. North San Pedro Road is funded through County General Fund.
				Would like clarification on the Santa Venetia Neighborhood Association's involvement in median maintenance.	Section of MSR was edited to better reflect the Neighborhood Association's involvement in median maintenance throughout the Santa Venetia community.
				Stated that some medians on North San Pedro Road are maintained by the County and funded by CSA 18.	Confirmed funding of median maintenance with County staff. North San Pedro Road is funded by the County through the General Fund, not CSA 18.
				Provided correction of contact phone number.	Correction was made.
August 1, 2019	Leyla Hill, Judy Schriebman, Rick Savel		Los Ranchitos Improvement District	Provided background information on LRID's desire to remain separate from the City and be removed from the Sphere of Influence. This includes past interaction with Marin LAFCo.	Comment noted in executive summary
				Provided two proposals for the SOI concerning Los Ranchitos.	Comment noted in executive summary
				Provided suggested language for the unincorporated island portion of the MSR regarding Los Ranchitos.	Language reviewed and portions incorporated (pg. 15-16).

August 1, 2019	Teri Shore	Regional Director, North Bay	Greenbelt Alliance	<p>Provided information on potential greenbelt and open space areas in the region.</p> <p>Prioritize St. Vincent's and Silveira lands for permanent open space protection.</p> <p>Add Upper Sun Valley to open and park lands.</p> <p>Designate Los Ranchitos as a Community Separator and realign with the County.</p> <p>Designate other communities that are rural or low density as Community Separators.</p> <p>Define Community Separator based on Sonoma County policy.</p>	Comments noted. Land use is typically determined by County General Plan Land Use designations. As such, no MSR changes needed regarding preservation areas designations or specific community designations.
July 31, 2019	Roger Leventhal and Hannah Lee	Senior Engineer, Senior Civil Engineer	Marin County Department of Public Works	<p>Would like to acknowledge Flood Zone 7 - Santa Venetia as another service district in the CSA 6 area.</p> <p>Provided clarification on current tax laws regarding annexation of territory.</p> <p>Updated potential start date of dredging for CSA 6.</p> <p>Provided clarification on the geomorphic dredging process and potential fund savings.</p>	<p>Added to list of other providers.</p> <p>Revised text to better clarify current tax laws.</p> <p>Updated in text.</p> <p>Updated text to better reflect pros and cons of process.</p>
July 25, 2019	Stephen Nestel		Marinwood Neighborhood	<p>Would like to see better capital planning from Marinwood CSD.</p> <p>Would like an in depth review of Marinwood CSD's contracting process.</p> <p>Would like an in depth review of Marinwood CSD's accounting practices.</p> <p>Urges Marinwood fire department consolidation with another agency.</p> <p>Would like to see Marinwood CSD managed as profitable business.</p> <p>Recommends outsourcing park maintenance to cut CSD costs.</p> <p>Would like to see more careful management of legal issues.</p>	Comments have been noted and made part of the public record. No MSR changes are being made.
July 11, 2019			Las Gallinas Neighborhood	Provided corrections on which fire protection districts serve the Las Gallinas and Santa Venetia areas.	Corrections were made.
June 28, 2018	Liz Lewis	Water Resources Manager	Marin County Flood Control and Water Conservation District	Provided clarification on current tax laws regarding annexation of territory.	Text was updated under CSA 6 to reflect current tax laws.
June 24, 2019	Susan Andrade-Wax	Community Services Director	City of San Rafael	<p>Provided suggested language for the Public Works section of the City of San Rafael.</p> <p>Provided corrections on park facilities and acreage.</p> <p>Provided corrected language for park standards.</p>	<p>Language was incorporated.</p> <p>Corrections were made.</p> <p>Corrections were made.</p>

MARIN LAFCO CHECKLIST FOR SAN RAFAEL AREA MSR

These following items will be added to Marin LAFCo workplan.

- Reaffirm SOI for City of San Rafael, Marinwood CSD, CSAs 6, 9, 13, and 19
 - Currently planned for December 2019 meeting.

- Dissolve CSA 23
 - Get on State Controller's list for inactive districts.
 - Once letter received from State Controller's office, go through process.

- Boundary and SOI update for CSA 18
 - Work with district staff and citizens advisory committee to create new boundaries and SOI.
 - Work with district staff to get application submitted to LAFCo.
 - Go through normal LAFCo process for applications of this type.

- Create working group to discuss options for Fire Services in San Rafael area.
 - This will be an on-going process and staff will update the Commission as needed.

- Work with San Rafael on meeting with residents of each of the unincorporated islands to see if interest and feasibility exists for incorporations.
 - This will be an on-going process with the goal of setting-up incorporation, if interest is present from residents with the next San Rafael MSR. Staff will update the Commission as needed.

MARIN LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO 19-06

ADOPTION OF THE SAN RAFAEL AREA MUNICIPAL SERVICE REVIEW

WHEREAS the Marin Local Agency Formation Commission, hereinafter referred to as the “Commission”, is a political subdivision of the State of California with regulatory and planning responsibilities to produce orderly growth and development under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS the Commission is responsible under Government Code Section 56430 to regularly prepare studies to independently assess the availability, performance, and need of governmental services to inform its regulatory and other planning activities; and

WHEREAS as part of such reviews, LAFCos must compile and evaluate service-related information and make written determinations regarding infrastructure needs or deficiencies, growth and population projections for the affected area, financing constraints and opportunities for shared facilities, government structure options, including advantages and disadvantages of consolidation or reorganization of service providers, evaluation of management efficiencies, and local accountability and governance; and

WHEREAS a written report on the municipal service review was presented to the Commission in a manner provided by law; and

WHEREAS Marin LAFCO issued a Draft Service Review on August 8, 2019; and

WHEREAS as part of the municipal service review, the Commission is required pursuant to Government Code Section 56430(a) to make a statement of written determinations with regards to certain factors.

NOW, THEREFORE, the Marin Local Agency Formation Commission **DOES HEREBY RESOLVE, DETERMINE AND ORDER**, based upon the information contained in the written report, correspondence from affected agencies and information received during the public hearings, as follows:

1. The Commission determines this municipal service review is a project under the California Environmental Quality Act, but qualifies for an exemption from further action as an informational document consistent with Code of Regulations Section 15306.
2. The Commission adopts the statement of written determinations generated from information presented in the written report on the municipal service review as set forth in Exhibit A.
3. The Commission refers the public to the report on the municipal service review for additional details and important context, including – but not limited to – documenting each agency’s active and latent service powers.

PASSED AND ADOPTED by the Marin Local Agency Formation Commission, on October 10, 2019, by the following vote:

AYES: _____

NOES: _____

ABSTAIN: _____

ABSENT: _____

Sashi McEntee, Chair
Marin LAFCo

ATTEST:

APPROVED AS TO FORM:

Jason Fried, LAFCO Executive Officer

Malathy Subramanian, LAFCo Counsel

Attachments to Resolution No. 19-06

1. Exhibit A

EXHIBIT A

SAN RAFAEL REGIONAL STUDY

MUNICIPAL SERVICE REVIEW DETERMINATIONS GOVERNMENT CODE SECTION 56430

1) Growth and population projections for the affected area.

- a) Projected growth is expected to be moderate. The County's population is expected to grow approximately 13% by 2040 and the City of San Rafael population growth of approximately 19% is expected in the same time period (an additional 7,900 people). This is the highest projected population growth rate for the entire County.
- b) The expected population and growth rate in unincorporated areas around the City of San Rafael vary depending on the area. General Plan build-out capacity for some areas, such as St. Vincent's/Silveira and San Rafael Quarry have significant future development potential, subject to additional planning, entitlement, and development in the County. The fully surrounded island pockets within San Rafael, except for Upper Sun Valley, are predominantly built out, with little relative future development potential.

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- a) Within the Study Area, several census tracts covering the Canal neighborhood of San Rafael meet the disadvantaged community criteria. However, given this neighborhood is entirely within the San Rafael city limits, it does not qualify as a DUC. No other communities within the Study Area have been identified as disadvantaged.

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

- a) As noted above, there are no unincorporated communities within the Study Area that have been identified as disadvantaged.

4) Financial ability of agencies to provide services.

- a) The City of San Rafael, Marinwood CSD, and the County Service Areas all prepare annual budgets and prepare financial statements in accordance with established governmental accounting standards. The City Council, CSD Board, and County Board of Supervisors may amend their budgets by resolution during the fiscal year in order to respond to emerging needs, changes in resources, or shifting priorities. Expenditures may not exceed appropriations at the fund level, which is the legal level of control.
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- c) While additional revenues are needed to provide services and maintain infrastructure covered in this MSR, the agencies meet their financial responsibilities to provide services.

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- a) Currently, the fire service providing agencies within the study area maintain a high -level of shared services. The City of San Rafael and CSA 19 share a facility as a part of their shared fire service agreement. Further opportunity to share fire service facilities should be explored by Marinwood CSD, Marin County, and the City of San Rafael.

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- b) Marinwood CSD may consider extending the notice of termination time period for its fire-service contracts with other agencies to provide it with more time to react and plan for significant changes in the event a contract is terminated.

Exhibit A

- c) CSA 6 may consider a long-term planning document outlining maintenance dredging and establishing additional funding sources for regular maintenance dredging such as grants, cost-sharing, and/or a special tax.
- d) Marin County should explore options to include CSA 13's Upper Lucas Valley open space in its Parks system management in order to better align with public perception and ensure recreation service responsibilities are consistent within its areas of responsibility.
- e) Continuing periodic Recreation Needs surveys will help guide the City of San Rafael recreation services priorities.
- f) Implementing City Climate Change Action Plan measures to reduce municipal water use should be considered by all park and recreation service providers in the region.
- g) Plans to protect low lying park and recreation areas from sea level rise inundation should be prepared and implemented by applicable service in the study area.

7) Any other matter related to effective or efficient service delivery, as required by commission policy.

- a) Marinwood CSD, the City of San Rafael, and Marin County all appear to be utilizing contracts for fire-services that are applicable to LAFCo Commission review per G.C. Section 56134 and should consult with Marin LAFCo Executive Officer to ensure that renewals of contract and renegotiated terms do not require further Commission action, if they have not done so already.
- b) Within and adjacent to the City of San Rafael are communities substantially surrounded by City jurisdiction and therefore considered to be "unincorporated islands" pursuant to LAFCo policy. Marin LAFCO encourages annexations of unincorporated islands to the City of San Rafael. Whenever applicable, Marin LAFCO shall consider making amendments to city annexation proposals involving affected lands to further reduce and/or eliminate islands to provide more orderly boundaries and cost-efficiencies.



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Item No. 5 (Public Hearing)

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: **Adoption of Resolution 19-07, Reorganization of 4576 Paradise Drive, Including Annexation to the Town of Tiburon and Corte Madera Sanitary District #2 (File #1342) Pursuant to CEQA Exemption**

Background

Marin LAFCo has received an application (attached) from Sierra Pine Group LLC (“applicant”) requesting approval to annex one lot, approximately 9.575 acres, to the Town of Tiburon (Town) and Sanitary District #2 (SD #2). The affected territory is in an unincorporated island near the Town of Tiburon with a situs address of 4576 Paradise Drive (APN 132-311-61). The proposal, as stated by the applicant, is for connection to the sewer district and annexation into the Town of Tiburon.

Staff has requested comments from the Town of Tiburon and SD #2, along with nine (9) other interested agencies, that were due on Thursday, June 10, 2019.

SD #2 responded that they were supportive of the application but noted that this parcel is near the end of its service area and the end of a line so the applicant may need to pay for upgrades to handle the future load when the applicant files plans to connect to SD #2 in the future. The applicant is aware of this possible need.

Marin County, through the County Administrators Office (CAO), objected to this application because it currently does not include the portion of Paradise Drive in front of the property. This is an issue not just for this parcel but rather several sections of Paradise Drive where the Town is located on one or both sides of Paradise Drive but the County maintains the road itself because the road is still part of unincorporated county. The request from the CAO was to include the road in front of the parcel to the application. Staff talked with the CAO office about this and understands the issue at hand. Staff was already aware of this issue and was planning to address the larger issue of Paradise Drive as part of a working group issue coming out of the current East Peninsula Area MSR that LAFCo staff is currently drafting. Since this one application is not going to solve the larger Paradise Drive issue, LAFCo staff asked if the County would drop its objection to this application so the larger item could be handled together as part of the MSR process. Given this information, County staff agreed to drop its objection at this time but reserved its right to object in the future.

The Town of Tiburon objected to the application and submitted a memorandum on June 10, 2019 (attached) that include 23 comments on the application. Some of these comments were more in the form of questions. On June 19, 2019, LAFCo staff responded the Town to address the questions and comments they made and offered to meet with them to talk more about this matter. A meeting was

Administrative Office

Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
www.marinlafco.org

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County of Marin

Dennis J. Rodoni, Regular
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Judy Arnold, Alternate
County of Marin

Sashi McEntee, Chair
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Town of Corte Madera

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Craig K. Murray, Vice Chair
Las Gallinas Valley Sanitary

Lew Kious, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

set-up for July 25, 2019, for LAFCo staff to talk with Town staff and counsel. Since Town counsel was going to be attending, LAFCo staff had arranged for our counsel to be available by phone in case technical legal questions came up so we could call her to get them answered or at least properly noted if more research was needed. Unfortunately, the morning of the meeting, Town staff informed LAFCo they had to cancel the meeting. Since then LAFCo staff has made several attempts to get a meeting with Town staff to discuss their issues with the application and even postponed this item from the August meeting to October to give us plenty of time to talk. After the August meeting staff continued to try and set up a meeting time or at least get more information for the opposition to the application. Since neither has occurred LAFCo staff informed the Town that staff would be moving the application forward at the October meeting unless they gave LAFCo new information on why this application should be opposed. Town staff has not provided any new information and decided there was no reason to meet with staff to discuss this further. Should the Town present new information prior to the meeting staff will review and present comments at the meeting.

While staff recognizes Tiburon's objection to this application, staff is recommending approval of this application as presented for the following reasons:

1. This application is a perfect example of the LAFCo dual annexation policy as the parcel is in a completely surrounded island and sits directly next to the Town of Tiburon boundary. By approving the application, we will be shrinking, by one parcel, part of one of the unincorporated islands.
2. Based on staff reading of the Town of Tiburon General Plan (Tiburon 2020) this application also follows the desire of the Town. As stated in a LAFCo memo to the Town, Tiburon 2020 sections LU 29, 32, 34, and 36 all seem to address concerns and seem to support the annexation. LAFCo staff memo of June 19, 2019 (attached) has relevant quotes for those sections. Town staff have not presented anything at this point to suggest LAFCo staff's interpretations of those sections are not accurate or giving a different view point of what those sections mean.
3. Marin County 2007 Countywide plan section PA-6.2, quoted in the June 19, 2019, LAFCo memo, also supports the annexation of parcels in the Town's SOI along Paradise Drive

Staff Recommendation for Action

1. Staff recommendation – Approve the requested annexation as described and approved in attached Resolution No. 19-04.
2. Alternative Option 1 – Deny the requested annexation.
3. Alternative Option 2 – Continue consideration of the item to the next regular meeting, and provide direction to staff, as needed.

Attachment:

- 1) Resolution #19-07
- 2) Application packet – File 1342
- 3) Tiburon memo to LAFCo dated June 10, 2019
- 4) LAFCo memo to Town of Tiburon dated June 19, 2019

MARIN LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO. 19-07

RESOLUTION APPROVING REORGANIZATION OF CERTAIN PROPERTY TO THE TOWN OF TIBURON AND SANITARY DISTRICT #2 WITH WAIVER OF NOTICE, HEARING AND ELECTION

“Reorganization of 4576 Paradise Drive, Including Annexation to the Town of Tiburon and Corte Madera Sanitary District #2 (LAFCo File 1342)”

WHEREAS a proposal for the reorganization including annexation of certain territory to the Town of Tiburon and Corte Madera Sanitary District #2 in the County of Marin has been filed with the Executive Officer of this Local Agency Formation Commission pursuant to Title 5, Division 3, commencing with Section 56000 of the Government Code; and

WHEREAS said proposal was made in the form of a petition filed by the property owners; and

WHEREAS pursuant to Government Code Section 56663, when a petition is accompanied by written consent signed by all owners of land within the territory proposed to be annexed, this Commission may make determination with respect to said annexation without notice and hearing; and

WHEREAS pursuant to Government Code Section 56663(c), the affected territory is uninhabited; all the owners of land within the affected territory have given their written consent; and the affected local agency that will gain territory, has consented in writing to a waiver of conducting authority proceedings, this Commission may make determination with respect to said application with waiver of conducting authority proceedings; and

WHEREAS the Executive Officer has reviewed the proposal and prepared a report, including a recommendation thereon, the proposal and report having been presented to and considered by this Commission.

NOW THEREFORE, the Marin Local Agency Formation **DOES HEREBY RESOLVE, DETERMINE AND ORDER** as follows:

Section 1. As Lead Agency under CEQA for reorganization of Assessor’s Parcel 038-142-02, to the Town of Tiburon and Corte Madera Sanitary District #2, LAFCo finds the Project is categorically exempt from the provisions of CEQA pursuant to State CEQA Guidelines Section 15319(b).

Section 2. The boundaries, as set forth in the proposal, are hereby approved as submitted and are as described in Exhibits "A" and "B" attached hereto are subject to the following condition:

- A. Approved map and legal description to be provided by the applicant.

Section 3. The territory includes 9.575 acres, is found to be uninhabited, and is assigned the following distinctive short form designation: "Reorganization of 4576 Paradise Drive, Including Annexation to the Town of Tiburon and Corte Madera Sanitary District #2 (LAFCo File 1342)

Section 4. The proposal is consistent with the adopted sphere of influence for the Town of Tiburon and Corte Madera Sanitary District as amended.

Section 5. The Executive Officer is hereby authorized to complete the reorganization proceedings in the manner prescribed by Section 57000 of the Government Code.

PASSED AND ADOPTED by the Marin Local Agency Formation Commission, on October 10, 2019, by the following vote:

AYES: _____

NOES: _____

ABSTAIN: _____

ABSENT: _____

Sashi McEntee, Chair
Marin LAFCo

ATTEST:

APPROVED AS TO FORM:

Jason Fried, LAFCo Executive Officer

Malathy Subramanian, LAFCo Counsel

- Attachments to Resolution 19-07
1. Exhibit "A" – Legal Description
 2. Exhibit "B" – Map



Marin Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

LANDOWNERS SIGNATURES
(§56700, et seq.)

We the undersigned landowners hereby request proceedings be initiated pursuant to Government Code §56000, et seq. for the change(s) of organization described on the attached Proposal Application.

Name and Address of Applicant: Sierra Pines Group LLC
PO Box 37
Corte Madera, CA 94976

Contact Number: (415) 250-4434 Email: EricCrandall@aol.com

Agent Representative (optional)
I/We hereby authorize N/A to act as my/our agent to process all phases of the LAFCo action relating to the parcels listed below.

Name and Address of Agent: _____

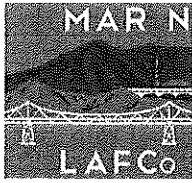
Contact Number: (____) _____ Email: _____

All owners of each parcel **must** sign. Original signatures are required.

Property Owner Signature Date 5/8/19

Property Owner Signature Date

Property Owner Signature Date



Marin Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

MARIN LAFCO
APPLICATION QUESTIONNAIRE

In accordance with requirements set forth in the California Government Code, the Commission must review specific factors in its consideration of this proposal. In order to facilitate the Commission's review, please respond to the following questions:

I. GENERAL INFORMATION

1. Please check the method by which this application was initiated:

- Petition (Landowner)
 Resolution of Application (City/Town or District)

2. Does the application possess 100% written consent of each property owner in the subject territory? Yes No

3. A. This application is being submitted for the following boundary change:
(BE SPECIFIC: For example, "annexation," "reorganization")
Dual Annexation into Sanitary District No 2 and the Town of Tiburon.

B. The reason for the proposed action(s) being requested:
(BE SPECIFIC: For example, "Annexation to sewer district for construction of three homes")
Dual Annexation into Sanitary District No 2 and the Town of Tiburon to be able to connect to the sewer.

4. State general location of proposal:

This is for the property located at 4576 Paradise Drive in Tiburon. The APN # is 038-142-02.



Marin Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

5. Is the proposal within a city's boundaries?
Yes ___ Which city? _____
No X If the proposal is adjacent to a city, provide city name: Town of Tiburon

6. Is the subject territory located within an island of unincorporated territory?
Yes X No ___ If applicable, indicate city ___Town of Tiburon _____

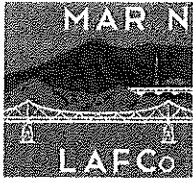
7. Would this proposal create an island of unincorporated territory? Yes ___ No X
If yes, please justify proposed boundary change: _____

8. Provide the following information regarding the area proposed for annexation:
(Attach additional if needed)

<u>A. Assessor's Parcel Number(s)</u>	<u>Site Address(es)</u>
<u>_038-142-02</u> _____	<u>_4576 Paradise Drive, Tiburon</u> _____
_____	_____
_____	_____
_____	_____

B. Total number of parcels included in this application: 1 _____

9. Total land area in acres: approximately 9.575 acres



Marin Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

II. LAND USE AND DEVELOPMENT POTENTIAL

1. Describe any special land use concerns:

2. Indicate current land use: (such as: number of dwellings, permits currently held, etc.)

There are currently two homes and a guest house on the property with a total of 6 bedrooms and 3 bathrooms. Tax records show they total 3042 square feet

3. Indicate the current zoning (either city/town or county) title and densities permitted:

The County has the property zoned as BFC-RMP-0.2. That is Residential Multiple Planned in a Bayfront Conservation District with a density of 0.2 units per acre.

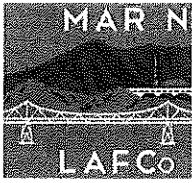
4. Has the area been rezoned? No _____ N/A _____ Yes X

What is the rezoning classification, title and densities permitted?

The Town of Tiburon has rezoned the property as PD-R which is Planned Development Residential.

5. Describe the specific development potential of the property: (Number of units allowed in zoning)

It is my understanding that the lot is currently at it's maximum density for both the Town Tiburon and the County of Marin.



Marin Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

III. ENVIRONMENT

1. Is the site presently zoned or, designated for, or engaged in agricultural use?

Yes _____ No X

If yes, explain: _____

2. Will the proposal result in a reduction of public or private open space?

Yes _____ No X

If yes, explain: _____

3. Will service extension accomplished by this proposal induce growth in:

- A. This site? Yes _____ No X N/A _____
- B. Adjacent sites? Yes _____ No X N/A _____
- C. Unincorporated? Yes _____ No X
- D. Incorporated? Yes _____ No X

4. State general description of site topography: The Tiburon 2020 General Plan describes this lot as sloping gently from Paradise Drive to San Francisco Bay.

5. Indicated Lead Agency for this project: Marin LAFCo

6. Indicate Environmental Determination by Lead Agency: _____
with respect to (indicate project) _____

Dated: _____

(COPY OF ENVIRONMENTAL DOCUMENTS MUST BE SUBMITTED WITH APPLICATION.)




III. INDEMNIFICATION AGREEMENT

As part of this Application, Applicant and its successors and assigns, shall indemnify, defend and hold harmless, LAFCo, its officials, officers, employees, agents, representatives, contractors and assigns from and against any and all claims, demands, liability, judgments, damages (including consequential damages), awards, interests, attorneys' fees, costs and expenses of whatsoever kind or nature, at any time arising out of, or in any way connected with any legal challenges to or appeals associated with LAFCo's review and/or approval of the Application (collectively, "Indemnification Costs"). Applicant's obligation to indemnify, defend and hold harmless LAFCo, its officials, officers, employees, agents, representatives, contractors and assigns under this Agreement shall apply regardless of fault, to any acts or omissions, or negligent conduct, whether active or passive, on the part of the Applicant, LAFCo, its officials, officers, employees, agents, representatives, contractor or assigns. Applicant's obligation to defend LAFCo, its officials, officers, employees, agents, representatives, contractor or assigns under this Agreement shall be at Applicant's sole expense and using counsel selected or approved by LAFCo in LAFCo's sole discretion.

In the event of a lawsuit, Applicant will be notified by LAFCo within three (3) business days of being served. An invoice will be submitted to the Applicant by LAFCo for an amount between \$10,000 and \$25,000 to cover a portion of the Indemnification Costs ("Reserve"), which shall depend upon the estimated cost to resolve the matter and shall be determined in LAFCo's sole discretion. Applicant shall pay the Reserve to LAFCo within seven (7) calendar days of LAFCo's request. The Reserve shall be applied against LAFCo's final bill for the Indemnification Costs, with any unused portion to be returned to Applicant. LAFCo shall bill Applicant month for the Indemnification Costs, which shall be paid to LAFCo no later than 15 calendar days after receipt of LAFCo's bill. LAFCo may stop defending the matter, if at any time LAFCo has not received timely payment of the Reserve and/or the Indemnification Costs. This will not relieve Applicant of any of its obligations pursuant to this Agreement.

As the Applicant I hereby attest with signature,



Applicant Signature

Eric Crandall

Print Name

5/8/19

Date

member

Title

**Reorganization of 4576 Paradise Drive
LAFCO # X
Legal Description**

BEING A PORTION OF THE RANCHO DE CORTE MADER DEL PRESIDIO AS DESCRIBED BY DEED RECORDED UNDER DOCUMENT NUMBER 2019-0012860, MARIN COUNTY RECORDS, AND MORE PARTICULARLY DESCRIBED AS FOLLOWS:

BEGINNING AT THE INTERSECTION OF THE TOWN OF TIBURON CITY LIMITS WITH THE EASTERLY RIGHT OF WAY OF PARADISE DRIVE, SAID POINT ALSO BEING THE NORTHWEST CORNER OF THAT CERTAIN PARCEL MAP FILED IN BOOK 4 OF PARCEL MAPS, AT PAGE 22, MARIN COUNTY RECORDS THENCE,

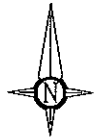
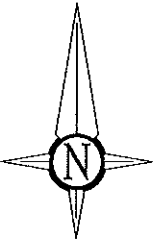
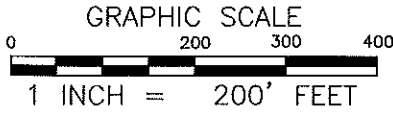
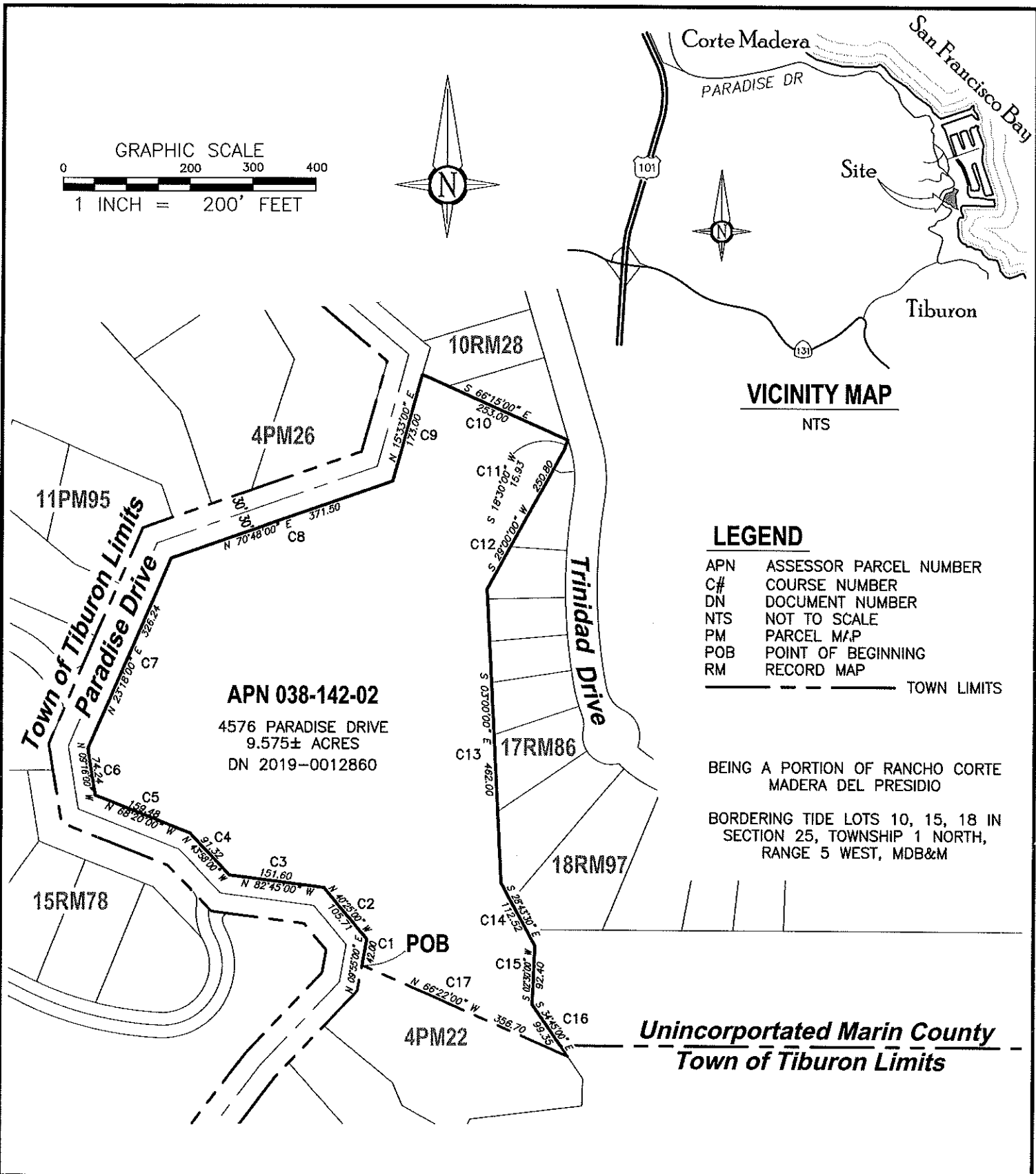
NORTH 09°55'00" EAST, 42.00 FEET; THENCE
NORTH 40°25'00" WEST, 105.71 FEET; THENCE
NORTH 82°45'00" WEST, 151.60 FEET; THENCE
NORTH 43°58'00" WEST, 91.32 FEET; THENCE
NORTH 68°20'00" WEST, 159.48 FEET; THENCE
NORTH 09°16'00" WEST, 74.24 FEET; THENCE
NORTH 23°18'00" EAST, 326.24 FEET; THENCE
NORTH 70°48'00" EAST, 371.50 FEET; THENCE
NORTH 15°33'00" EAST, 173.00 FEET; THENCE
SOUTH 66°15'00" EAST, 253.00 FEET; THENCE
SOUTH 18°30'00" WEST, 15.93 FEET; THENCE
SOUTH 29°00'00" WEST, 250.80 FEET; THENCE
SOUTH 03°00'00" EAST, 462.00 FEET; THENCE
SOUTH 28°43'30" EAST, 112.52 FEET; THENCE
SOUTH 02°30'00" WEST, 92.40 FEET; THENCE
SOUTH 34°45'00" EAST, 99.35 FEET; THENCE
NORTH 66°22'00" EAST, 356.70 FEET TO THE **POINT OF BEGINNING**.

CONTAINING 9.575 ACRES MORE OR LESS.

BASIS OF BEARING OF THIS DESCRIPTION IS THE ABOVE MENTIONED PARCEL MAP.

GJ HARMINA, III PLS 7950

DATE



VICINITY MAP
NTS

LEGEND

- APN ASSESSOR PARCEL NUMBER
- C# COURSE NUMBER
- DN DOCUMENT NUMBER
- NTS NOT TO SCALE
- PM PARCEL MAP
- POB POINT OF BEGINNING
- RM RECORD MAP
- TOWN LIMITS

APN 038-142-02
4576 PARADISE DRIVE
9.575± ACRES
DN 2019-0012860

BEING A PORTION OF RANCHO CORTE
MADERA DEL PRESIDIO

BORDERING TIDE LOTS 10, 15, 18 IN
SECTION 25, TOWNSHIP 1 NORTH,
RANGE 5 WEST, MDB&M

Unincorporated Marin County
Town of Tiburon Limits

1031Survey, Inc.
HIGH DEFINITION SURVEYING
1857 Rainier Circle, Petaluma, California 94954
415-827-6370 www.1031survey.com

REORGANIZATION OF
4576 PARADISE DRIVE
LAFCo#

JOB #: 19145LAFCO-EX
DATE: 2019.05.06
CREATED BY: _____
SHEET NO. 1 OF 1



TOWN OF TIBURON

1505 Tiburon Boulevard
Tiburon, CA 94920

MEMORANDUM

Date: June 10, 2019

To: Jason Fried, Executive Director Marin LAFCO

From: Sung H. Kwon, Director of Community Development

Subject: Dual Annexation Application: 4576 Paradise Drive

Hi Jason,

I have the following comments for the application:

- 1) The site has not been rezoned. There is a sphere of influence land use designation only.
- 2) The lot is not currently at the allowed density. The lot may be able to support up to 4 units (not 2 units) if annexed into the Town.
- 3) As there are only 2 units on the lot, there is currently a significant amount of private open space.
- 4) There are no special circumstances that would warrant this annexation.
- 5) The Town objects to this application until there is adequate land use analysis and CEQA analysis completed by the Town of Tiburon and Sanitary District 2.
- 6) The Town requests a written response from Marin LAFCO as to whether any potential new or extended contract or agreement for fire protection is subject or exempt to these proceedings.
- 7) The Town does not want to take on the responsibility of maintaining Paradise Drive in front of the subject property. The Tiburon General Plan specifically identifies this as an issue. The Town would have to determine the project's consistency with the General Plan.
- 8) There are very old CMP stormdrain pipes under the Paradise Drive that would need to be repaired or replaced.
- 9) The Paradise Drive would need to be widened to meet current standards.
- 10) The Paradise Drive would need to be repaved.
- 11) Who will pay for the maintenance of the Paradise Drive and stormdrains?
- 12) Will there be an intergovernmental or multi-jurisdictional study of municipal type services?
- 13) What studies will be provided as part of the analysis of this application?
- 14) The proposed project is not exempt from CEQA.
- 15) In terms of the CEQA analysis, the Town should be the lead agency and the Sanitary District and Marin County LAFCO should be responsible agencies.
- 16) There are multiple creeks on the property which triggers biological review and consultation with State and Federal Agencies including but not limited to Army Corp of

Engineers, US Fish and Wildlife, CA Fish and Wildlife, and Water District. BCDC consultation may also be necessary.

- 17) The site is located within the WUI and in both High and Very High Fire Risk.
- 18) There is landslide potential on parts of the site.
- 19) Portions of the site have level 4 seismic shaking amplification.
- 20) Most of the site has highly expansive soil.
- 21) It is my understanding that the existing pump station is insufficient to serve additional connections.
- 22) Without proper CEQA review, it is not clear if there will be growth inducing impacts. There may also be cumulative impacts in addition to other potentially significant impacts.
- 23) The Town would want all the property tax for the property.



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

DATE: June 19, 2019

TO: Sung H. Kwon, Director of Community Development, Town of Tiburon

FROM: Jason Fried, Executive Officer

SUBJECT: LAFCo File 1342 – Response to Town of Tiburon Memorandum date 6/10/19

Thank you for your thoughts and questions that you presented to Marin LAFCo on June 10, 2019. In reviewing your comments, it seems like there may be a misunderstanding as to what this LAFCo application is and does. LAFCo's by state statute were formed under, and must follow, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). Before I get into any specific items you presented it may be good to understand what this application can and cannot do. This application as it stands today only deals with the changing of boundary lines. The application is not for the construction of anything new or changing anything currently on the property. LAFCo is prohibited under CKH from doing planning permits or approvals of new construction in any of its applications. From time to time, because of construction or other permitting needs, LAFCo is brought into one of those processes because a jurisdictional line needs to be changed to make the plans work. In those cases, we do look to see what is being done and make sure the local jurisdiction in question can handle the new services to be rendered. We do not approve or disapprove of the plans but simply ensure the new services being added can be handled by the jurisdiction in question as part of the jurisdictional line change. However, in the case of LAFCo File #1342 (4576 Paradise Drive), this application is only looking to change jurisdictional boundaries and nothing new is currently planned. I do understand the applicant in the future may look to change or expand what is currently on the property but has not presented any plans to date. In cases like this LAFCo only needs to review, if maxed out, would this cause a jurisdiction to not be able to provide proper services and make note of it. Should the property owner in the future wish to max out what can be built it would be considered as part of a different process in which the responsible agency would need to ensure the applicant makes proper changes to ensure services can be provided.

Hopefully that helps explain what this application is and does. Let me now try to answer your questions with the above understanding. Some of the 23 items you listed can be grouped together so I will respond to some items in large blocks rather than give the same basic answer to several different items. I shall list the numbers for each item in your memo without repeating the item.

The first group of items (2,3,5,6,14,15,16,17,18,19,20, and 22) is the largest group to answer together. While these are all good questions, they are not part of the application in front of us. In the future, should the property owner wish to make changes to the property, all those questions and comments would be good to ask at that point in time. The determination of who controls the CEQA process for future development will totally depend on which jurisdiction this parcel is within. As the property currently sits within the County of Marin and not the Town of Tiburon, the County would lead any CEQA process for any new development. Since this parcel is within the Tiburon Sphere of Influence (SOI) the Town should be given the chance to comment on this factious development. Alternatively, if this application is approved by LAFCo and the parcel is within Tiburon town limits, then any future

Administrative Office

Jason Fried, Executive Officer
1401 Los Gamos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
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Las Gallinas Valley Sanitary

Jack Baker, Regular
North Marin Water District

Lew Kiou, Alternate
Almonte Sanitary District

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

development, with some limited exceptions, would be led by Tiburon. For Item 6, this parcel is already part of the Tiburon Fire Protection District so that is a non-issue for this application. On Item 14 and 15, as previously stated, since this item is just a boundary change with no other changes to the parcel it is staff's opinion this application should go through the CEQA process as a Negative Declaration with Marin LAFCo as the lead. Should new information present itself staff reserves the right to change its opinion on this.

Since LAFCo is about to start the Municipal Service Review (MSR) for Tiburon and the surrounding area, LAFCo staff have been reviewing some of Tiburon's documents including the Town of Tiburon General Plan (Tiburon 2020). In Tiburon 2020, on page 2-20, LU-32 mentions that the "Timing of annexation of property shall be determined, or recorded future annexation agreements shall be required early in the development review/entitlement process." From LAFCo staff's perspective, the applicant is doing exactly this, asking to join Tiburon before going through any development planning. In addition, it is LAFCo staff's recommendation that if the Town of Tiburon wants to control the CEQA process, which is repeated multiple time in your memo, that the Town not object to this application and support the boundary change so that in the future development to this parcel would go through Tiburon and allow the Town to lead the process.

The other group of items (7, 9, 10, and 11) all deal with Paradise Drive. Paradise is not part of this application, so currently not relevant to the application in front of us. I will add I did receive comments from the County of Marin about adding in Paradise Drive to this application while drafting this memo and have not had a chance to talk to them. I knew when receiving this application that Paradise Drive might be an issue. As you are aware, LAFCo is in the process of doing our MSR for Tiburon. As I mentioned during a recent meeting you were in where we talked about the MSR we would be looking to address the issue of Paradise Drive. I plan to ask the County of Marin if they would be willing to hold off on the Paradise Drive issue until we have done our MSR since this is a much bigger issue than this individual application. Should Paradise Drive become part of the application, I will work with you and the County to address these items. While Paradise Drive is not part of this application I will note in Tiburon 2020 that LU-29 states "The Town recognizes that the unincorporated Paradise Drive area is an 'island' completely surrounded by the Town of Tiburon and that the area is functionally a part of Tiburon, and therefore supports the annexation of the area into Tiburon at such time as annexation is economically, procedurally, and otherwise viable."

For the other 7 items, I will address them by reference to the item number.

Item 1 – Thank you for letting us know that this area is not pre-zoned. CKH does not require for an area to be pre-zoned. When an area is not pre-zoned, LAFCo looks to what type of zoning it may get which you generally identified for me in Item 2. I would also add I noticed in Tiburon 2020 that LU-34 states "The Town shall pre-zone property consistent with this General plan when an annexation is imminent...". LAFCo staff would suggest that should this application move forward, the Town start this process.

Item 4 – I would agree and disagree with this statement. I agree that there are no special circumstances with this application. I disagree that this application is not warranted. This application fits the State of California's desire to get rid of or minimize unincorporated islands. This application is also the perfect example of Marin LAFCo's dual annexation policy. Marin LAFCo's dual annexation policy, when possible, likes to use the application into a special district to also get parcels that are adjacent to a City/Town line

into that jurisdiction when they are part of an unincorporated island. I will note that in Tiburon 2020 LU-36 “The Town supports the LAFCo’s Dual Annexation Policy...” Finally, in Marin County’s 2007 Countywide plan on page 3-239 in section PA-6.2, it states “Land within Tiburon’s sphere of influence, such as the unincorporated islands along Paradise Drive, should be considered for annexation to the Town prior to development and should be developed in accordance with Town land use policies and densities.” From LAFCo staff’s perspective, not annexing this parcel into Tiburon would warrant special circumstances given State, County, and Town policy generally supports annexation.

Items 8 and 21 – I have raised these questions with Sanitary District #2 (SD #2). It is my understanding SD #2 is looking at several issues, which includes the health of the system in this area. Their responses will be considered with the annexation into SD #2.

Items 12 and 13 – For basic one parcel applications like these, LAFCo’s rely on the most recent MSR performed to determine if any services were already stretched and if this application would make things worse. The last MSR for SD #2 was done in 2017. It has been a while since the last MSR was done for Tiburon, but as previously mentioned, we are in the process of doing the next MSR for your Town. When LAFCo staff met with Tiburon staff, which included you, we were given the impression that no services in Tiburon were currently stretched. If we were mistaken please let us know. While stretched services are important to know for this application, it is even more important to understand for the MSR so we can do a deep review of that service in Tiburon for the MSR. In addition, we will look to see if any documents since the last MSR have been updated. Finally, if there are current documents you think should be reviewed, please forward to me with why and what part of that document should be reviewed. At this time staff does not think any new studies are needed given the nature of the application.

Item 23 – LAFCo does not have any direct control of the tax exchange. This is something that is worked out between jurisdictions. While I am sure every jurisdiction would like to have all the property tax, that can only occur if you offer all services to the property. Tiburon would not be doing this unless you are proposing to offer all services such as fire services and educational services, which are provided by other government bodies. In 1990, a Master Tax Exchange agreement between the County and all the City/Towns was approved by the County Board of Supervisors in which it indicated what portion of the property tax Tiburon would get when a parcel is annexed from the County to Tiburon. LAFCo would anticipate that this Master Tax Exchange would be used in this case. If the Town would like to have a different arrangement, that discussion would occur with County and not with LAFCo or the applicant.

Finally, as I was finishing up drafting this memo, I did see your additional questions you sent via email on June 17, 2019. While I have not had time to fully review your additional 14 bullet points, I think some of those are addressed by one of the items above. The other items we can talk about at a yet to be scheduled meeting you requested. Please let me know some times that might work for you to meet to discuss these items.



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT
October 10, 2019
Item No. 6 (Business)

TO: Local Agency Formation Commission

FROM: Candice Bozzard, Commission Clerk

SUBJECT: Retiring of Commissioner Matt Brown
Commendation of the Marin Local Agency Formation Commission honoring Matt Brown on the occasion of his retirement from Marin LAFCo.

Background

The Commission will recognize the contributions of Commissioner Matt Brown whose service began in December 2016 as the Alternate City Member.

Mr. Brown dedicated many years to furthering the goals of Marin LAFCo and he will surely be missed.

Staff Recommendation for Action

1) Staff recommendation – Approve and present Commissioner Brown with the attached Resolution.

Attachment:

1. Resolution

Administrative Office
Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
www.marinlafco.org

Damon Connolly, Regular
County of Marin

Dennis J. Rodoni, Regular
County of Marin

Judy Arnold, Alternate
County of Marin

Sashi McEntee, Chair
City of Mill Valley

Sloan Bailey, Regular
Town of Corte Madera

Matthew Brown, Alternate
Town of San Anselmo

Craig K. Murray, Vice Chair
Las Gallinas Valley Sanitary

Lew Kiouas, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

**RESOLUTION OF COMMENDATION
FOR
MATT BROWN**

**BY THE MARIN LOCAL AGENCY FORMATION COMMISSION
EXPRESSING ITS GRATITUDE FOR HIS SERVICE**

WHEREAS Matt Brown served the citizens of Marin County from December 2016 to October 2019, as the Alternate City Member of the Marin Local Agency Formation Commission; and

WHEREAS his objectivity, honesty and compassion in the practices of local government has earned the respect of his colleagues, representatives of other public agencies, as well as the general public and has been an invaluable resource to the Commission; and

WHEREAS during his time as Alternate City Member of this Commission, Matt Brown did an outstanding job by providing a unique perspective and consistently maintaining a positive spirit; and

WHEREAS Matt Brown devoted many hours attending Commission and Committee meetings to provide leadership, commitment and continuity in order to achieve Marin LAFCo's purpose to encourage the orderly, efficient and responsible organization of local government in Marin County.

NOW, THEREFORE, BE IT RESOLVED that the members of this Commission, wish to express their genuine appreciation and gratitude for Matt Brown's service on the Marin Local Agency Formation Commission and lasting contributions to the people of Marin County.

PASSED AND ADOPTED by the Marin Local Agency Formation Commission on this 10th day of October, 2019.

Sashi McEntee, Chairperson

Attest:

Jason Fried, Executive Officer



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Item No. 7 (Business Item)

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: CALAFCO Related Items

Background

The California Association of Local Agency Formation Commissions (CALAFCO) is holding its annual Conference from October 30 – November 1 in Sacramento at the Hyatt Regency.

At the August 8, 2019 meeting, the commission decided not to nominate anybody for the Board of Directors or the annual CALAFCO awards. One item still remains on who will be designated as our voting delegate and alternate delegate at the conference. The voting delegate needs to be present at the regional and business meeting to vote. This year the regional meeting takes place at 8am and business meeting starts at 9am on October 31.

So far, only Sashi McEntee has let staff know she will be attending the conference and no other Commissioners have indicated they will be attending this year's conference. While, right now we don't have more than one Commissioner attending, should more Commissioners indicate they wish to attend than in recent history, Marin LAFCo has used the following order: Chair, Vice-Chair, Regular Member, Alternate Member, Staff, to determine voting delegate and alternate voting delegate status.

On August 12, we received the attached letter from CALAFCO about a new dues structure starting with FY 20-21. As the letter states, CALAFCO has been using reserves to help fill a gap between revenues and expenditures which is not sustainable. CALAFCO is looking to change from its current dues system which categorizes each LAFCo into groups then charges each LAFCo based on the group they were assigned to. The new system being proposed has three parts. There is a base fee charged to each LAFCo, then a per capita fee is charged based on population estimates with a cap on the population that the per capita is charged. Staff thinks this base model is good, if fairly implemented.

Pages 2 and 3 of the attachment shows how CALAFCO plans to implement this new structure in its first year with a \$1000 base fee, a per capita rate of \$0.013802199 and a population cap of 700,000 people. For Marin LAFCo this will mean an increase of \$1,399 from what we pay this year to next year: a 43% increase.

Administrative Office

Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
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Lew Kious, Regular
Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

From a big picture standpoint, staff does not feel the numbers being plugged into the system are fair to a large number of LAFCos. For example, all the Counties who have a population over 1,000,000 are only seeing a total increase of \$286, which is a 2.7% increase. In comparison, there are 7 LAFCos who see an increase over \$3,000, and 3 LAFCos with percent increases that are over 100% with 2 others close to 100% year to year increase. The disparity becomes even more apparent when looking at total and average increase across regions.

Region	# of Counties	2019-2020 DUES	2020-21 Dues	Difference	% change
Central	19	\$70,719	\$94,477	\$23,758	33%
Coastal	15	\$87,583	\$113,276	\$25,693	29%
Northern	18	\$25,908	\$35,243	\$9,335	36%
Southern	6	\$55,141	\$57,013	\$1,872	3%
Total	58	\$239,351	\$300,009	\$60,658	25%

The entire Southern Region has a total increase of only \$1,872. 12 LAFCos individually see an increase that is more than the entire Southern Region combined. When comparing percent increases by region, three of the regions are relatively close together with 29%-36% but, once again, the Southern Region is not seeing similar changes with only a 3% increase.

Finally, when considering representation on the Board of Directors, the Coastal region, which is where Marin LAFCo is located, will be paying almost twice as much as the Southern Region but gets the same number of seats on the Board. If this change goes through it is staff's opinion that the regional boundaries need to change to have a more equal Board of Directors.

Recommendation for Action

1. Option – Staff views these matters a decision for the Commission. Should the Commission wish to decide on who will be the voting delegate and alternate delegate, if a second person is attending.
2. Alternate Option – Take no action and send no voting delegates to CALAFCO.
3. Additional Possible Action - Give instruction to staff or voting delegates on what to do with the new CALAFCO fee structure.

Attachment:

- 1) CALAFCO Membership Dues Structure



August 12, 2019

TO: Member LAFCos
SUBJECT: Proposed new dues structure for approval at 2019 Annual Business Meeting

Dear Member LAFCos:

The CALAFCO Board of Directors continues to develop services to meet the evolving needs of our members, yet we find ourselves continually challenged to meet those needs with limited resources.

At the CALAFCO Annual Meeting in Yosemite last fall, the Board explained that additional revenues must be raised to close the ongoing structural deficit, which the association has operated with since its inception. As many of you heard, CALAFCO has had an unhealthy reliance on Conference revenue to balance the budget which is not a sound fiscal practice. After receiving your feedback during the roundtable discussions at that Conference and after process of almost 18 months, the Board took a two-phase approach to addressing the ongoing structural deficit.

First, as a short-term strategy to address this structural deficit in FY 2019-20, the Board approved a one-time cost sharing option in which member LAFCo dues were increased by 16.25% and the Board used one-time Conference net profits to close the deficit (\$33,452 raised through the 16.25% increase and \$31,138 coming from Conference net profit). As we move into FY 2019-20, the adopted budget has a structural deficit of \$37,980.

The Board was also committed to a long-term strategy of revising the current dues structure into a more sustainable model. As a result, at their May 10, 2019 meeting, the Board considered several options for a new dues structure brought forward from the Finance Ad Hoc Committee. This Committee undertook a lengthy and detailed process, considering eleven (11) different options before deciding on the two brought to the Board.

After much discussion and careful consideration, the Board unanimously approved presenting the proposed new dues structure to you, the membership, for a vote at the October 31, 2019 Annual Business Meeting. A new dues structure requires the approval of the membership as it is a change in the Bylaws.

The structure is population based with a number of variables including an annual base rate, population threshold and a per capita rate. Population data will be updated annually.

The first step to changing the dues structure is for the membership to discuss it at the Annual Business Meeting and vote. Should the membership approve the new structure, the Board will adopt policies relating to the three variables. To help you better understand the process up to this point in time, a Q&A document has been created and included with this letter. It provides details and answers to the questions we know many of you have. Additionally we are including a matrix of what the new dues structure looks like for the first year of implementation (FY 2020-21) should the membership approve.

Also the Annual Business Meeting Agenda and meeting packet will contain a full staff report with details and the proposed changes to the Bylaws associated with the new dues structure. This will be published early August.

We understand raising dues at any time is a difficult proposition. Our work at CALAFCO strives to support the success and meet the needs of all member LAFCos, large and small. We are committed to continually enhancing the services of CALAFCO and fulfilling our mandate "to assist member LAFCos with educational and technical resources that otherwise would not be available." We hope you will agree when we discuss this at our Annual Business Meeting at this year's Conference.

We and the rest of the Board are available to answer any questions you may have. You are encouraged to seek out the feedback of your regional Board members.

On behalf of the CALAFCO Board of Directors,

Josh Susman
Chair of the Board

Pamela Miller
Executive Director

Cc: CALAFCO Board of Directors
enclosures

CALAFCO
Proposed member LAFCo dues structure and dues beginning FY 2020-21

County	Population Estimate 2020	Population For Dues Calculation	Base Dues	Per Capita Dues	Base + Per Capita Dues	Total Per Capita Rate
ALAMEDA	1,703,660	700,000	1,000	9,662	10,662	0.0063
ALPINE	1,107	1,107	1,000	15	1,015	0.9171
AMADOR	37,560	37,560	1,000	518	1,518	0.0404
BUTTE	230,701	230,701	1,000	3,184	4,184	0.0181
CALAVERAS	44,953	44,953	1,000	620	1,620	0.0360
COLUSA	23,144	23,144	1,000	319	1,319	0.0570
CONTRA COSTA	1,178,639	700,000	1,000	9,662	10,662	0.0090
DEL NORTE	26,997	26,997	1,000	373	1,373	0.0508
ELDORADO	189,576	189,576	1,000	2,617	3,617	0.0191
FRESNO	1,033,095	700,000	1,000	9,662	10,662	0.0103
GLENN	29,691	29,691	1,000	410	1,410	0.0475
HUMBOLDT	137,711	137,711	1,000	1,901	2,901	0.0211
IMPERIAL	195,814	195,814	1,000	2,703	3,703	0.0189
INYO	18,724	18,724	1,000	258	1,258	0.0672
KERN	930,885	700,000	1,000	9,662	10,662	0.0115
KINGS	154,549	154,549	1,000	2,133	3,133	0.0203
LAKE	65,302	65,302	1,000	901	1,901	0.0291
LASSEN	30,626	30,626	1,000	423	1,423	0.0465
LOS ANGELES	10,435,036	700,000	1,000	9,662	10,662	0.0010
MADERA	162,990	162,990	1,000	2,250	3,250	0.0199
MARIN	265,152	265,152	1,000	3,660	4,660	0.0176
MARIPOSA	18,031	18,031	1,000	249	1,249	0.0693
MENDOCINO	90,175	90,175	1,000	1,245	2,245	0.0249
MERCED	286,746	286,746	1,000	3,958	4,958	0.0173
MODOC	9,422	9,422	1,000	130	1,130	0.1199
MONO	13,986	13,986	1,000	193	1,193	0.0853
MONTEREY	454,599	454,599	1,000	6,274	7,274	0.0160
NAPA	143,800	143,800	1,000	1,985	2,985	0.0208
NEVADA	99,548	99,548	1,000	1,374	2,374	0.0238
ORANGE	3,260,012	700,000	1,000	9,662	10,662	0.0033
PLACER	397,368	397,368	1,000	5,485	6,485	0.0163
PLUMAS	19,374	19,374	1,000	267	1,267	0.0654
RIVERSIDE	2,500,975	700,000	1,000	9,662	10,662	0.0043
SACRAMENTO	1,572,886	700,000	1,000	9,662	10,662	0.0068
SAN BENITO	60,067	60,067	1,000	829	1,829	0.0305
SAN BERNARDINO	2,230,602	700,000	1,000	9,662	10,662	0.0048
SAN DIEGO	3,398,672	700,000	1,000	9,662	10,662	0.0031
SAN FRANCISCO	905,637	700,000	1,000	9,662	10,662	0.0118
SAN JOAQUIN	782,662	700,000	1,000	9,662	10,662	0.0136
SAN LUIS OPISPO	284,126	284,126	1,000	3,922	4,922	0.0173
SAN MATEO	792,271	700,000	1,000	9,662	10,662	0.0135

CALAFCO
Proposed member LAFCo dues structure and dues beginning FY 2020-21

County	Population Estimate 2020	Population For Dues Calculation	Base Dues	Per Capita Dues	Base + Per Capita Dues	Total Per Capita Rate
SANTA BARBARA	460,444	460,444	1,000	6,355	7,355	0.0160
SANTA CLARA	2,011,436	700,000	1,000	9,662	10,662	0.0053
SANTA CRUZ	282,627	282,627	1,000	3,901	4,901	0.0173
SHASTA	180,198	180,198	1,000	2,487	3,487	0.0194
SIERRA	3,129	3,129	1,000	43	1,043	0.3334
SISKIYOU	44,186	44,186	1,000	610	1,610	0.0364
SOLANO	453,784	453,784	1,000	6,263	7,263	0.0160
SONOMA	515,486	515,486	1,000	7,115	8,115	0.0157
STANISLAUS	572,000	572,000	1,000	7,895	8,895	0.0156
SUTTER	101,418	101,418	1,000	1,400	2,400	0.0237
TEHAMA	65,119	65,119	1,000	899	1,899	0.0292
TRINITY	13,389	13,389	1,000	185	1,185	0.0885
TULARE	487,733	487,733	1,000	6,732	7,732	0.0159
TUOLUMNE	53,976	53,976	1,000	745	1,745	0.0323
VENTURA	869,486	700,000	1,000	9,662	10,662	0.0123
YOLO	229,023	229,023	1,000	3,161	4,161	0.0182
YUBA	79,087	79,087	1,000	1,092	2,092	0.0264

As proposed, the formula described below is used to create the proposed FY 2020-21 dues as noted above.

Notwithstanding the foregoing, Member LAFCO annual membership dues shall be levied based upon a formula that includes the following components:

1. Dues are population based. The fiscal year 2020-2021 dues uses a 0.013802199 per capita rate and 2020 population estimates based on data from the California Department of Finance.
2. A base charge as set by the Board of Directors, which shall be the same for each LAFCO. The base charge for fiscal year 2020-2021 is \$1,000 per LAFCO.
3. A population threshold as set by the Board of Directors.
4. Population estimates per County updated annually based on data provided by the California Department of Finance.
5. The per capita rate shall be set by the Board of Directors.
6. No LAFCO will pay less than its current dues based on the baseline dues of fiscal year 2018-2019.

CALAFCO BULLETIN

Proposed LAFCo Membership New Dues Structure



To be presented to the Membership for consideration and vote at the
2019 Annual Business Meeting in Sacramento, California on
October 31, 2019

Questions & Answers

Question: *How did the Board come up with the proposed dues structure?*

Answer: The Board spent over a year deliberating the structural deficit and dues structure through their Finance Ad Hoc Committee. They considered feedback received from the membership at the 2018 Annual Conference from the regional roundtable discussions and the message to work towards a more sustainable dues structure model. The Board discussed at length options presented to them by the Ad Hoc Committee in February and May.

Question: *Why was this structure selected over other options considered?*

Answer: After extensive research and discussion by the Ad Hoc Committee, and after considering a variety of possible structures including those based on LAFCo budget, County category (urban-suburban-rural), flat rate increases and population, ultimately it was a population-based structure that was favored. The Ad Hoc Committee presented two options to the Board with this population-based structural model and the Board agreed the population-based structure created the fewest irregularities to resolve and created a more sustainable funding formula. Ultimately this structure was unanimously approved by the Board.

Question: *What are the variables in the formula?*

Answer: The formula includes: (1) A flat annual fee or base rate (each LAFCo will pay the same flat rate); (2) Population threshold number; and (3) A per capita rate.

Question: *How will these variables be determined each year as CALAFCO considers member LAFCo dues?*

Answer: Should the membership approve the new structure, the Board will create policies to support the new structure. These policies will include the consideration of each of these variables and possible future adjustments. These policies will include keeping the Board's discretion to increase the dues by the CPI annually.

Question: *Where will the population data come from?*

Answer: The population data will be updated annually as the Board considers the next fiscal year dues. The data source to be used for updates is the California Department of Finance population estimates.

Question: *Is CALAFCO still budgeting for a net profit for the Annual Conference and how does that impact the annual budget?*

Answer: Yes. The Board has given clear direction that each year the annual budget should have a 15% net profit built into the budget for the Annual Conference (pursuant to Board Policy 4.2). CALAFCO's current FY 2019-20 budget calls for a 15% (or \$20,817) net profit. This net profit is still used to help balance the budget. However, the goal is for CALAFCO to move away from the unhealthy and unsustainable reliance on any higher net profit assumptions to balance the budget and fill the structural deficit.

The Ad Hoc Committee and the Board discussed at length using sponsorships to boost revenue and the Board continues to feel this revenue is unreliable and unpredictable and therefore unrealistic to use as a reliable revenue source.

Question: *How were the proposed base rate, population threshold and per capita rate selected?*

Answer: First, the Board committed to using the FY 2018-19 dues as the baseline from which to work, which they did (the FY 2018-19 dues are lower than the FY 2019-20 dues). The Board anticipated the FY 2020-2021 operational costs to be close to \$300,000, which was the baseline budget number from which they worked. The Ad Hoc Finance Committee considered eleven (11) different options before deciding on the population-based model with the three variables. To narrow that further, after looking at several (three) options with different variable numbers, the Board selected the current formula (\$1,000 base rate, 700,000 population threshold, per capita rate of 0.013802199 and population estimates for 2020 given that is the year the new dues structure would take effect, should it be approved). While this and other formulas realized the \$300,000 anticipated operational budget, these particular variables created dues for each LAFCo that the Board felt were the most equitable at this time.

Question: *How is this structure different than the current structure?*

Answer: The straight 3-category model no longer effectively serves the Association's member LAFcos. County populations vary enough that 3 categories just did not accurately capture the broader population picture. With the proposed model, the gap in the amount paid between the more populated rural LAFcos and their suburban colleagues has been reduced, as has the gap between the higher populated suburban LAFcos and the urban LAFcos.

Question: *Are LAFcos in counties with a population over 700,000 exempt from any future increase based on population growth?*

Answer: The proposed changes call for the Board to set the population threshold annually. Should the membership approve this proposed structure, the Board will set policies around the variables of population threshold, base rate and per capita rate. This means that population threshold can change based on Board discretion.

Question: *What if our LAFco has a financial hardship? Is that still addressed in the Bylaws?*

Answer: Yes. The Board unanimously agreed to keep the provision of allowing any LAFco with a financial hardship to bring that to the Board for consideration. (Please refer to Bylaws Section 2.2.4).

Question: *What will the dues be for my LAFco if the membership approves this new structure?*

Answer: The spreadsheet accompanying this bulletin details what the first year will look like with this formula. As a starting point, the Bylaws will reflect the formula used to get at these rates and the rate chart itself. That detailed information will be contained in the meeting packet for the October 31, 2019 Annual Membership meeting.

Question: *When will the membership vote on this proposed structure?*

Answer: The proposed structure is being presented to member LAFcos for voting at the Annual Business meeting on October 31, 2019 during the Annual Conference in Sacramento. The Annual Business Meeting agenda and meeting packet will be distributed in early August, allowing approximately three months for discussion prior to the vote.

Question: *Can we vote by proxy or absentee ballot if we are not attending the Annual Business meeting?*

Answer: No, all member LAFcos must be present to vote at the Annual Business meeting pursuant to Bylaws Section 3.7. For purposes of voting, each member LAFco must be in good standing – which means all dues are current and paid in full by September 30, 2019. Further, each member LAFco shall submit to CALAFco the name of their voting delegate by September 30, 2019.

Question: *What happens if the membership does not approve the proposed new dues structure?*

Answer: The Association will continue to have a structural deficit and may need to rely on accessing Fund Reserves to balance the budget. Further, in order to have a balanced budget, without additional sustainable and reliable revenues, expenses will need to be reduced which will equate to a reduction in services offered.

Question: *Who can I talk to if I have questions?*

Answer: If you have questions you are encouraged to contact Pamela Miller, CALAFco's Executive Director at pmiller@calafco.org or 916-442-6536. You can also contact the CALAFco Board Chair Josh Susman at jsusman@calafco.org. You are highly encouraged to reach out to any of your regional Board members and/or your regional staff representatives. All of their names and contact information can be found on the CALAFco website at www.calafco.org.



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Executive Officer Report – Section A

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: Budget Update for FY 2019-2020

Background

Marin Local Agency Formation Commission (LAFCo) adopted a budget for FY 2019-2020 totaling \$647,927.78. This budget includes unspent funds from last FY in order to pay for the completion of the work in the current FY. From July 1, 2018, through September 30, 2019, LAFCo has spent \$123,237.56 or about 19% of the FY 2019-2020 budget. Since this report covers 3 months, that is 25% of the year.

Attachment:

- 1) FY 2019-2020 Budget Report as of 10/02/19

Administrative Office

Jason Fried, Executive Officer
1401 Los Gatos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
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Judy Arnold, Alternate
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Almonte Sanitary District

Tod Moody, Alternate
Sanitary District #5

Larry Loder, Regular
Public Member

Chris Skelton, Alternate
Public Member

Marin Local Agency Formation Commission

2019/20 BUDGET REPORT

10/02/19

Accrual Basis

July 2019 through June 2020

	Jul '19 - Jun 20	Budget	\$ Over Budget	% of Budget
Ordinary Income/Expense				
Income				
4710510 · Agency Contributions	559,522.53	559,522.51	0.02	100.0%
Total Income	559,522.53	559,522.51	0.02	100.0%
Expense				
5111000 · Salary and Benefit Costs				
5110109 · Salaries	35,343.85	305,553.00	-270,209.15	11.6%
5130120 · County of Marin - Group Health	3,701.41	61,110.60	-57,409.19	6.1%
5130500 · MCERA / Pension	5,516.94	56,911.23	-51,394.29	9.7%
5130525 · Retiree Health	898.04	16,000.00	-15,101.96	5.6%
5140115 · Workers Compenstation	-723.39			
5140145 · Unemployment Insurance	434.00			
Total 5111000 · Salary and Benefit Costs	45,170.85	439,574.83	-394,403.98	10.3%
5210110 · Professional Services	35,149.42	70,000.00	-34,850.58	50.2%
5210131 · Legal Services	8,342.40	35,000.00	-26,657.60	23.8%
5210525 · General Insurance	6,391.28	4,000.00	2,391.28	159.8%
5210710 · Communications Services	3,342.72	14,000.00	-10,657.28	23.9%
5210935 · Office Equipment Purchases	0.00	4,500.00	-4,500.00	0.0%
5211215 · Rent - Storage	159.00	500.00	-341.00	31.8%
5211270 · Office Lease/Rent	8,143.80	32,652.95	-24,509.15	24.9%
5211325 · Conferences	525.00	4,000.00	-3,475.00	13.1%
5211330 · Memberships & Dues	13,261.00	15,000.00	-1,739.00	88.4%
5211340 · Training	0.00	1,700.00	-1,700.00	0.0%
5211440 · Travel - Mileage	250.70	4,000.00	-3,749.30	6.3%
5211510 · Misc Services	0.00	2,000.00	-2,000.00	0.0%
5211520 · Publications/Notices	89.50	3,500.00	-3,410.50	2.6%
5211533 · Commissioner Per Diems	1,625.00	13,500.00	-11,875.00	12.0%
5220110 · Office Supplies & Postage	786.89	4,000.00	-3,213.11	19.7%
Total Expense	123,237.56	647,927.78	-524,690.22	19.0%
Net Ordinary Income	436,284.97	-88,405.27	524,690.24	-493.5%
Other Income/Expense				
Other Income				
4410125 · Interest Earnings	0.00	5,000.00	-5,000.00	0.0%
4700000 · Prior Year Carryover	680.00	83,405.27	-82,725.27	0.8%
Total Other Income	680.00	88,405.27	-87,725.27	0.8%
Net Other Income	680.00	88,405.27	-87,725.27	0.8%
Net Income	436,964.97	0.00	436,964.97	100.0%



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Executive Officer Report – Section B

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: Current and Pending Proposals

Background

The Commission is invited to discuss the item and provide direction to staff on any related matter as needed for future discussion and/or action.

On today's agenda, File # 1342 is being discussed as a separate item. Updates on this item can be found as part items 5 in the agenda packet.

Completed – Finishing Process

File #1343 (2260 Vineyard) and File #1335 (400 Upper Toyon Road) – Both files were approved by the Commission at the August 2019 meeting. LAFCo has submitted a Certificate of Completion to the County Recorder's office and is waiting for that to be returned to LAFCo.

Future Item

Murray Park Sewer Maintenance District (MPSMD) consolidation with Ross Valley Sanitary District (RVSD) is moving forward. MPSMD Board has held a hearing and approved moving an application to LAFCo. RVSD is scheduled to have its hearing on October 16, 2019. If RVSD approves this, and all items are submitted in a timely manner, this item could be in front of the Commission as soon as the December 12, 2019 meeting.

Attachment:

- 1) Chart of Current and Pending Proposals

Administrative Office

Jason Fried, Executive Officer
1401 Los Gamos Drive, Suite 220
San Rafael, California 94903
T: 415-448-5877 E: staff@marinlafco.org
www.marinlafco.org

Damon Connolly, Regular
County of Marin

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Current and Pending Proposals

LAFCo File #	Status	Proposal	Description	Government Agency	Latest Update
1324	Approved by Commission and Awaiting Completion of Terms	Annexation of 1501 Lucas Valley Road	Landowner (Andre Souang) requesting approval to annex approximately 61.3 acres of unincorporated/improved territory (164-280-35) located at 1501 Lucas Valley Road to Marin Municipal Water District (MMWD). The applicant requested annexation to MMWD to provide a reliable source of domestic water service given concerns regarding the continued use of an onsite well. The Commission approved the proposal without amendments and with additional terms at its December 14, 2017 meeting. Terms remain outstanding as of date and therefore the proposal remains active.	Marin Municipal Water District	Terms must be completed by 12/13/19
1337	Approved by Commission and Awaiting Completion of Terms	Reorganization of Mesa Road	Landowner (Brad Drury) requesting annexation approval of 276 Mesa Road (188-170-54) in the unincorporated coastal community of Bolinas to the Bolinas Community Public Utility District. The affected territory is approximately 20.6 acres in size and is currently undeveloped. The stated purpose of the proposal is to provide water service to the affected territory in order for the development of a single-family residence. The Commission approved the proposal with amendments to include the entire public right-of-way extending to 276 Mesa Road on October 12, 2017, with additional terms. Terms remain outstanding as of date and therefore the proposal remains active.	Bolinas Community Public Utility District	Terms must be completed by 8/9/20.
1341	Emergency OSA and Future application	Emergency OSA and awaiting application to annex into San Rafael Sanitation District	32 Fairway Dr, San Rafael had a failed septic tank which they reported to Marin County Environmental Health Services Division and needs an OSA to connect into SRSD. The applicant also plans to annex permanently into SRSD but first needs to get all needed materials, such as legal description and legal maps produced. They should be submitting application in the near future.	San Rafael Sanitation District	On 3/28/19 SRSD informed LAFCo the basic plans had been approved for OSA.
1342	Under Review and Awaiting Hearing	Reorganization of 4576 Paradise Drive	Sierra Pines Group LLC (“applicant”) requesting approval to annex one lot totaling 9.575 acres to the Town of Tiburon and Corte Madera Sanitary District #2. The affected territory is near the Town of Tiburon with a situs address of 4576 Paradise Drive (038-142-02.)	Town of Tiburon and SD#2	On today's agenda

Current and Pending Proposals

LAFCo File #	Status	Proposal	Description	Government Agency	Latest Update
	Possible Future Item	San Quentin Village Sewer Maintenance District consolidation with Ross Valley Sanitary District	Based on past action of Marin LAFCo, discussion of possible consolidation between SQVSMD with RVSD has been deemed as seemingly in the best interest of the community of San Quentin Village customers.	SQVSMD and RVSD	Staff is currently reviewing outstanding issues with the staffs from both SQVSMD and RVSD.
	Possible Future Item	Murray Park Sewer Maintenance District consolidation with Ross Valley Sanitary District	Based on past action of Marin LAFCo, discussion of possible consolidation between MPSMD with RVSD has been deemed as seemingly in the best interest of the community of Murry Park customers.	MPSMD and RVSD	MPSMD has approved moving forward, RVSD is scheduled to do the same at upcoming meeting.
	Possible Future Item	Boundary Adjustment	The County Service Area No. 29, which provides dredging for properties located within the District, has conveyed interest on a potential proposal to detach at least six parcels that do not benefit from the municipal service and the addition of one parcel that is currently outside of CSA 29's jurisdictional boundary and does benefit from the dredging. The proposal would essentially match public services to the appropriate service area.	County Service Area No. 29 - Paradise Cay	This item will be looked at as part of its MSR occurring now.

Current and Pending Proposals

LAFCo File #	Status	Proposal	Description	Government Agency	Latest Update
1328	Deemed Terminated	Annexation of 255 Margarita Drive	<p>Landowner (Paul Thompson) requesting annexation approval of 255 Margarita Drive (016-011-29) in the unincorporated island community of Country Club to the San Rafael Sanitation District. The affected territory is approximately 1.1 acres in size and currently developed with a single-family residence. It has also established service with the SRSD as part of a LAFCo approved outside service extension due to evidence of a failing septic system. The outside service extension was conditioned – among other items – on the applicant applying to LAFCo to annex the affected territory to the San Rafael Sanitation District as a permanent means to public wastewater service. The application remains incomplete at this time and awaits consent determination by SRSD.</p>	San Rafael Sanitation District	<p>Application is now deemed terminated and staff is working to get SRSD to disconnect.</p>



Marin Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

AGENDA REPORT

October 10, 2019

Executive Officer Report – Section D

TO: Local Agency Formation Commission

FROM: Jason Fried, Executive Officer

SUBJECT: Strategic Planning Workshop

Background

After polling the Commissioners and the availability of Bill Chiat, the date that worked for all that participated in the poll was January 8, 2020. We have reserved the Marin Clean Energy office to host the workshop.

The purpose of today's discussion is to help Mr. Chiat and staff get an understanding what the Commission would like to get out of the workshop.

Some questions it may be good to think about and comment on at the meeting are:

- Traditionally, Marin LAFCo has done a workshop encompassing the work for one year but the last workshop, based partly on the timing, covered an 18-month period. Do we want to go back to covering one year or should we do a two-year period?
- On a similar note, last year we scheduled the meeting from 9-3. Do we want to reserve a similar amount of time or should we plan for more or less time?
- Do we want a LAFCo 101 session at the start?
- Are there any items or areas of work we want to have a special focus time set aside for? For example, at the last workshop we had some time where we focused on "How Does Marin LAFCo Want to be Known?"

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