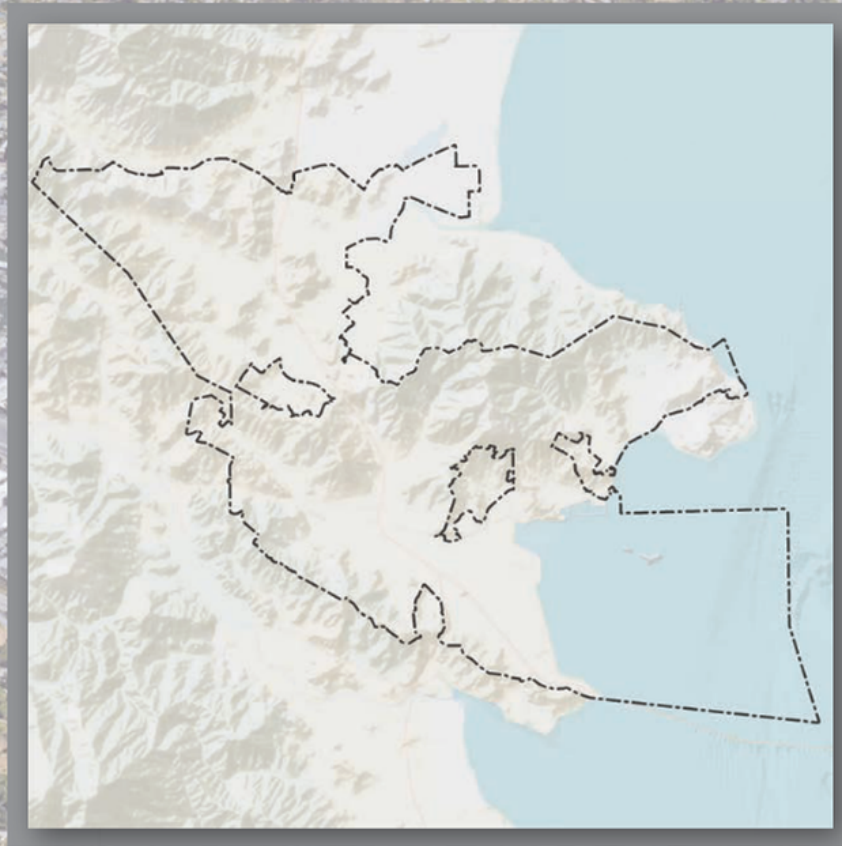


MARIN LAFCO SAN RAFAEL REGIONAL MUNICIPAL SERVICES REVIEW



October 2019

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Marin Local Agency Formation Commission

Municipal Service Review

San Rafael Region

Final Adopted

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

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Craig Murray, Vice Chair	Special District	Las Gallinas Valley Sanitary District
Damon Connolly	County	District 1 Supervisor
Dennis Rodoni	County	District 4 Supervisor
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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

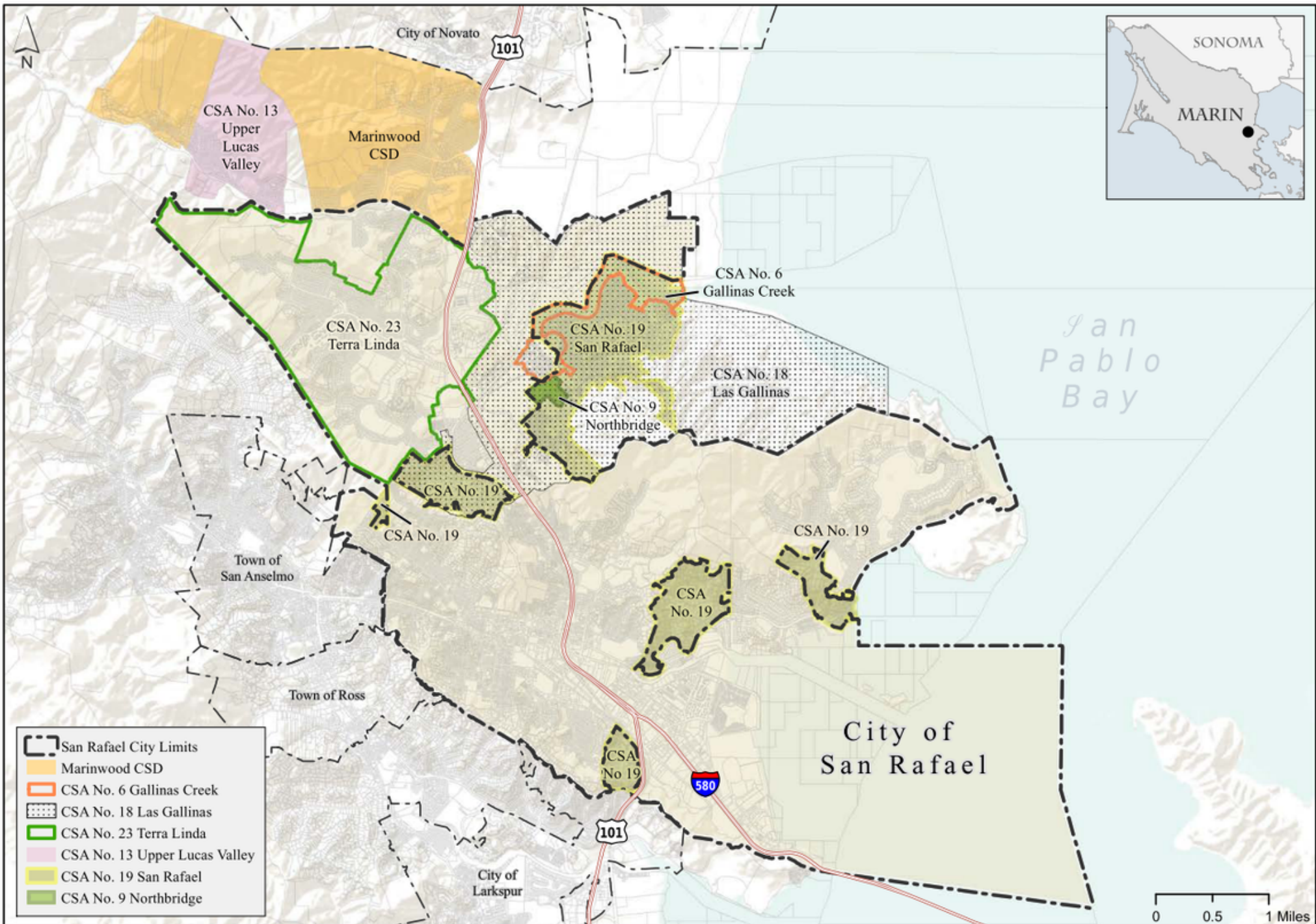
Water services include access to, treatment of and distribution of water for municipal purposes. An in-depth review of countywide water services was prepared by Marin LAFCo in 2016.

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 Service Providers

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 (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

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 SERVICES EVALUATION AND DETERMINATIONS

3.1 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 Sana 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.

3.2 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.

4.0 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 4.1). Not evaluated but located within the study area are several agencies that have recently been evaluated by Marin LAFCo in prior MSRs (See Table 4.2).

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 4-1: San Rafael Regional Services Map

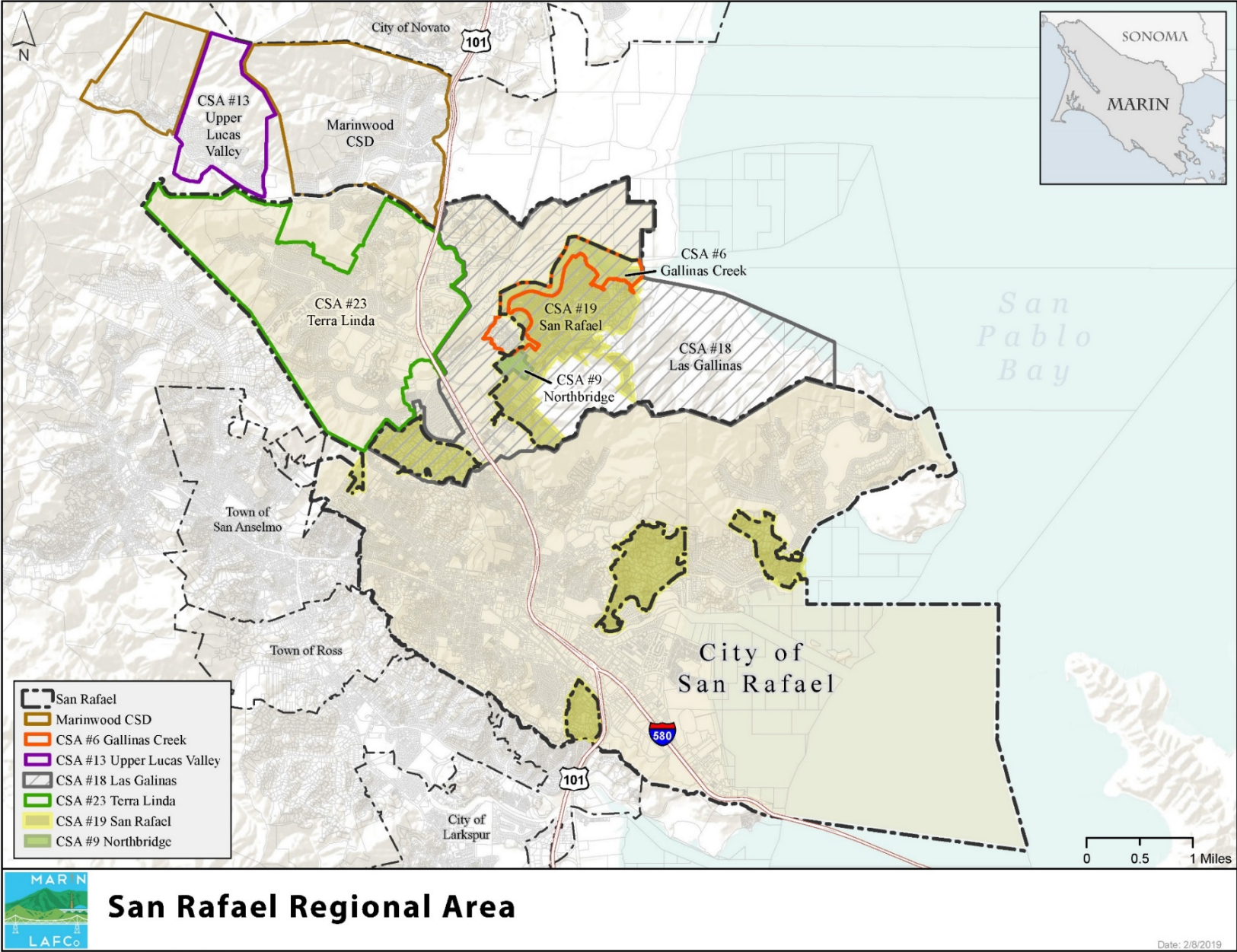


Table 4-1: San Rafael Study Area Service Providers Overview

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)	-	-	-

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. 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 4.2).

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 4-2: 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
	Lucas Valley	3,322	No, primarily surrounded by Marinwood CSD		Residential, Open Space	MMWD	None.	CSA #13 / Marinwood CSD	County
North of San Rafael Region	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.

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 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 4.2. 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 4.2 (islands) for further details.

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

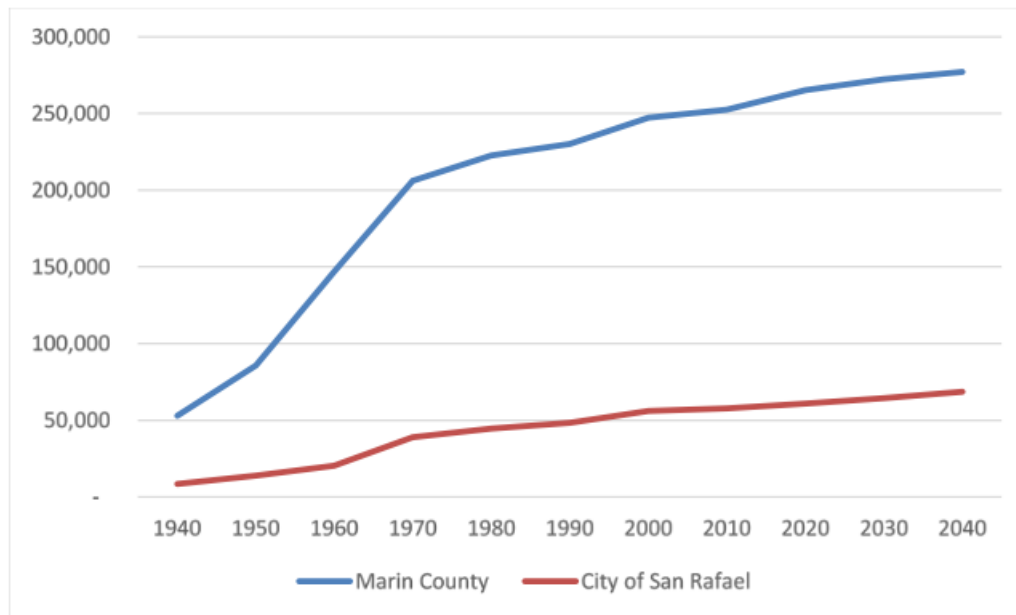
17 Marin LAFCo. San Rafael Regional Municipal Service Review. 2006.

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 4-2: 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.

4.3 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.



5.0 CITY OF SAN RAFAEL

5.1 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 5-1: 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

5.2 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 5-1.

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 5.7 (Fire and Emergency Response).

5.3 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.

5.4 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.

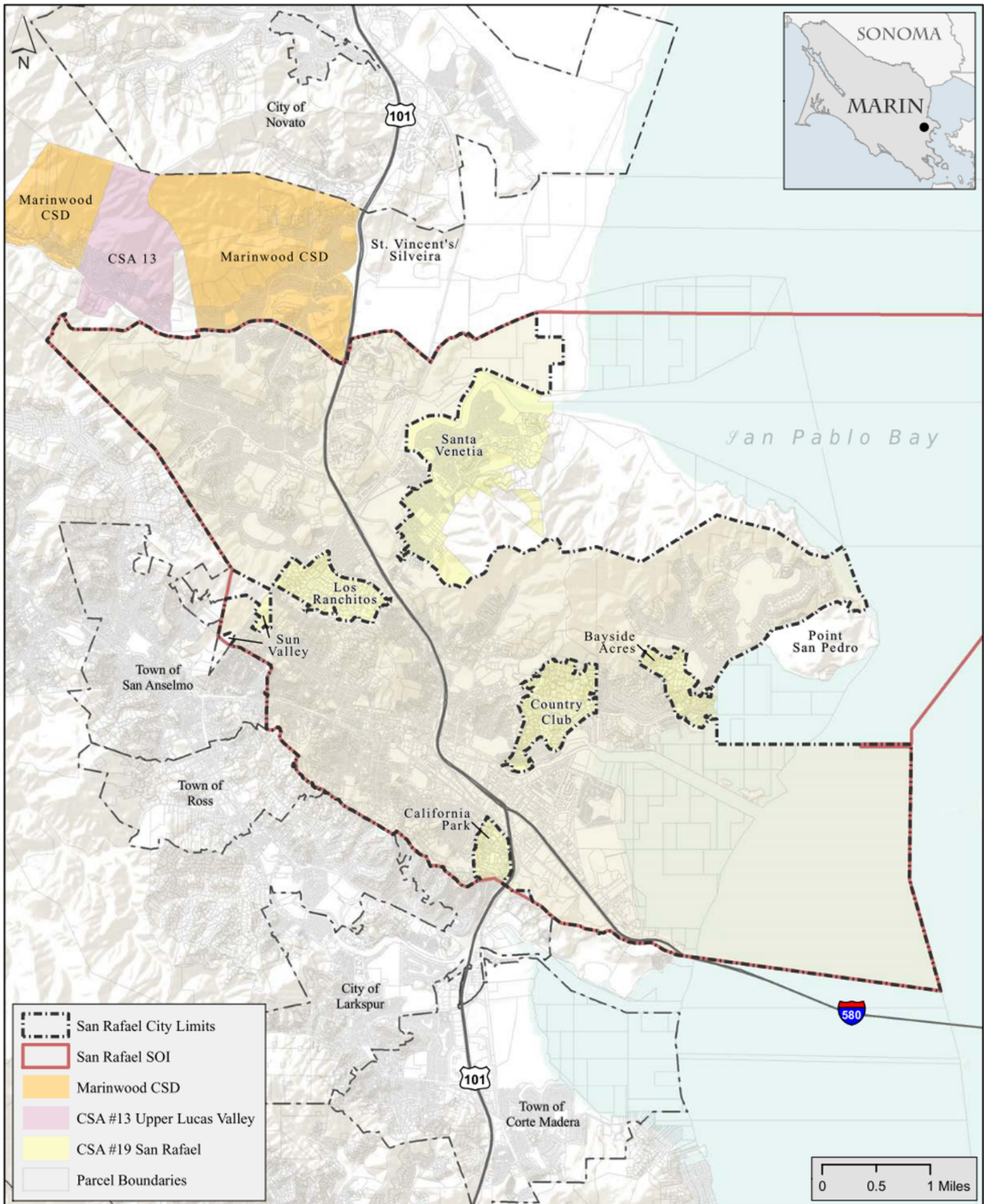
Open Space

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
5-1

Date: 3/21/2019

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.

5.5 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.

5.6 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)

5.7 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 5-2 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 5-2: 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.
- Terra 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 Loutens 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 Hetherington 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 5-3: 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 5-3.

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 5-2: Las Gallinas Valley Sanitary District Service Area

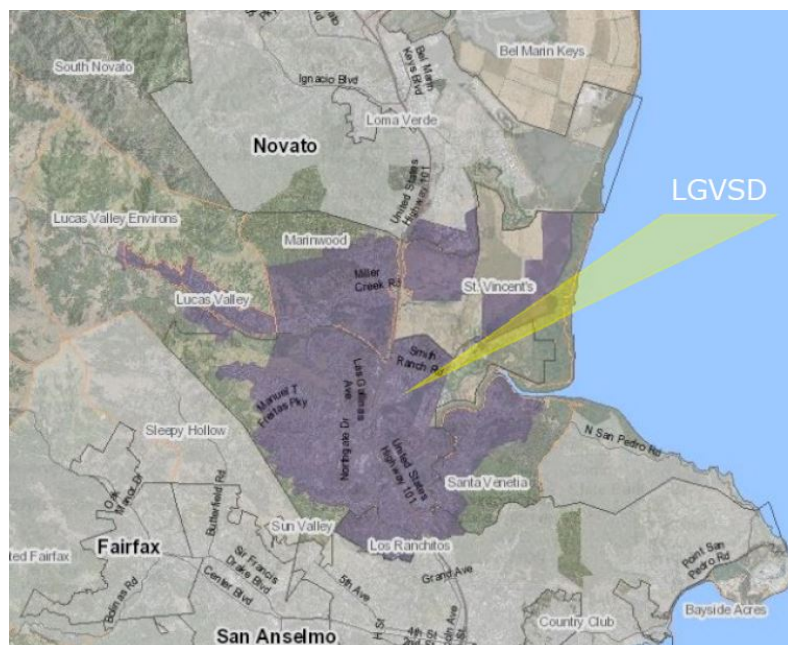


Figure source: Marin LAFCo, Central Marin Wastewater MSR, 2017.

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 5-4 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 5-3: San Rafael Sanitation District Service Area

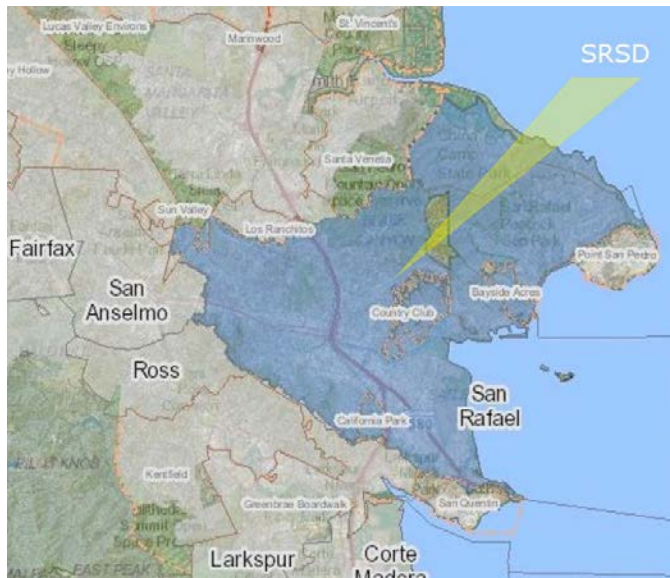


Figure source: Marin LAFCo, Central Marin Wastewater MSR, 2017.

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.

5.8 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 5-5.

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 5-4: 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.

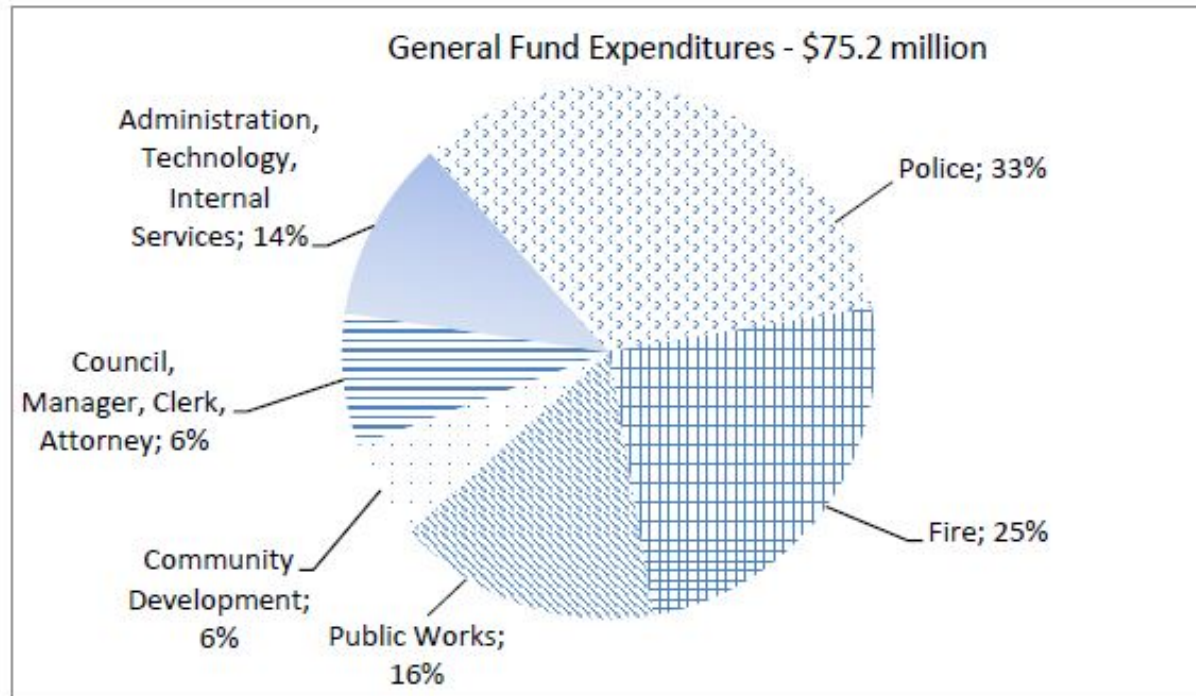
General Fund

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 5-2: 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 5-3: 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.

5.9 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/>

6.0 MARINWOOD COMMUNITY SERVICES DISTRICT

6.1 OVERVIEW

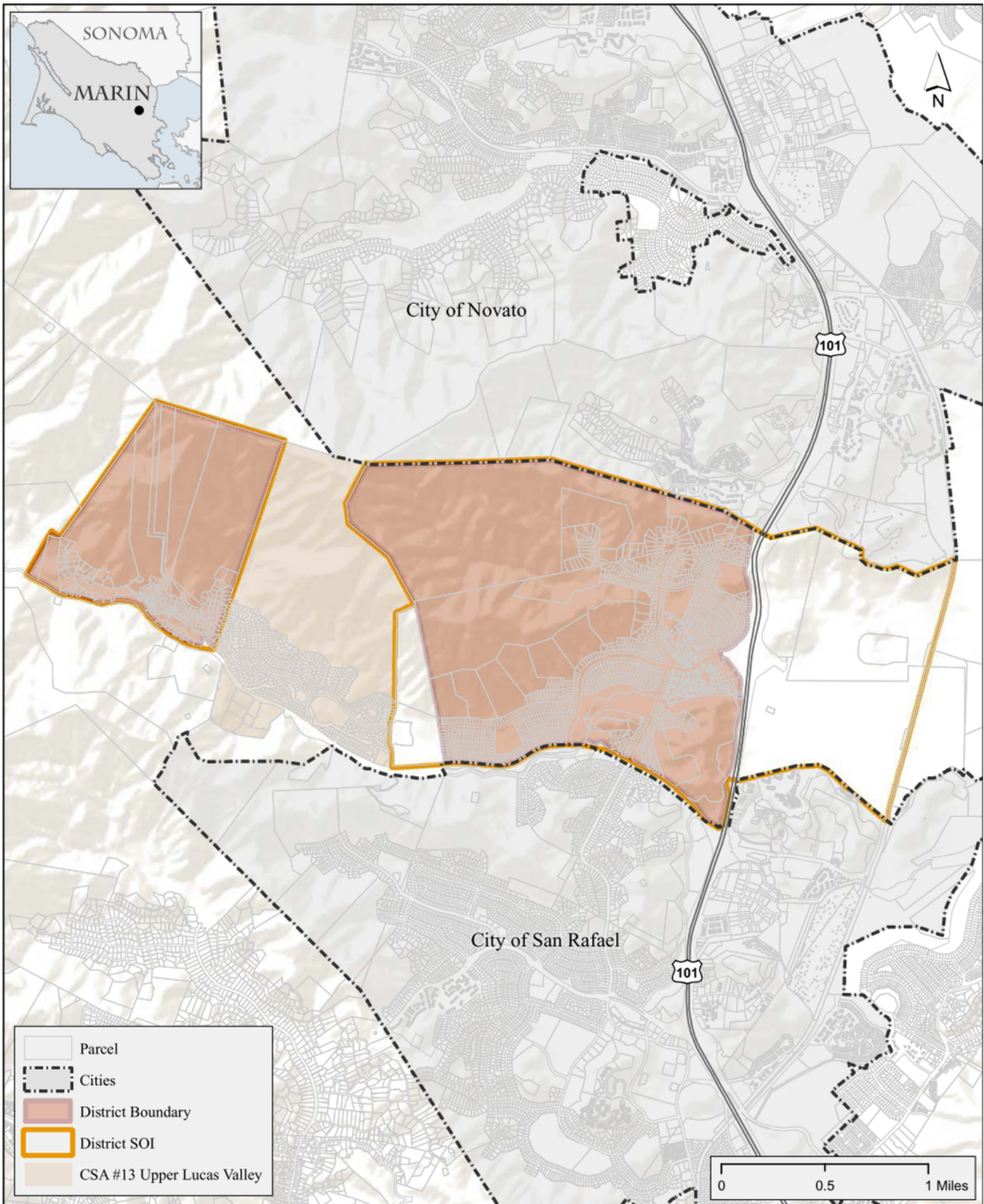
Marinwood Community Services District (CSD) is an independent, multi-purpose special district organized pursuant to California G.C. Section 61000 et seq. The District provides fire protection and emergency medical services, street lighting, open space management, and parks and recreation services to the unincorporated community of Marinwood and surrounding areas. An overview of the CSD is provided in Table 6-1.

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 6-1 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 6-2.

Table 6-1: Marinwood CSD Overview

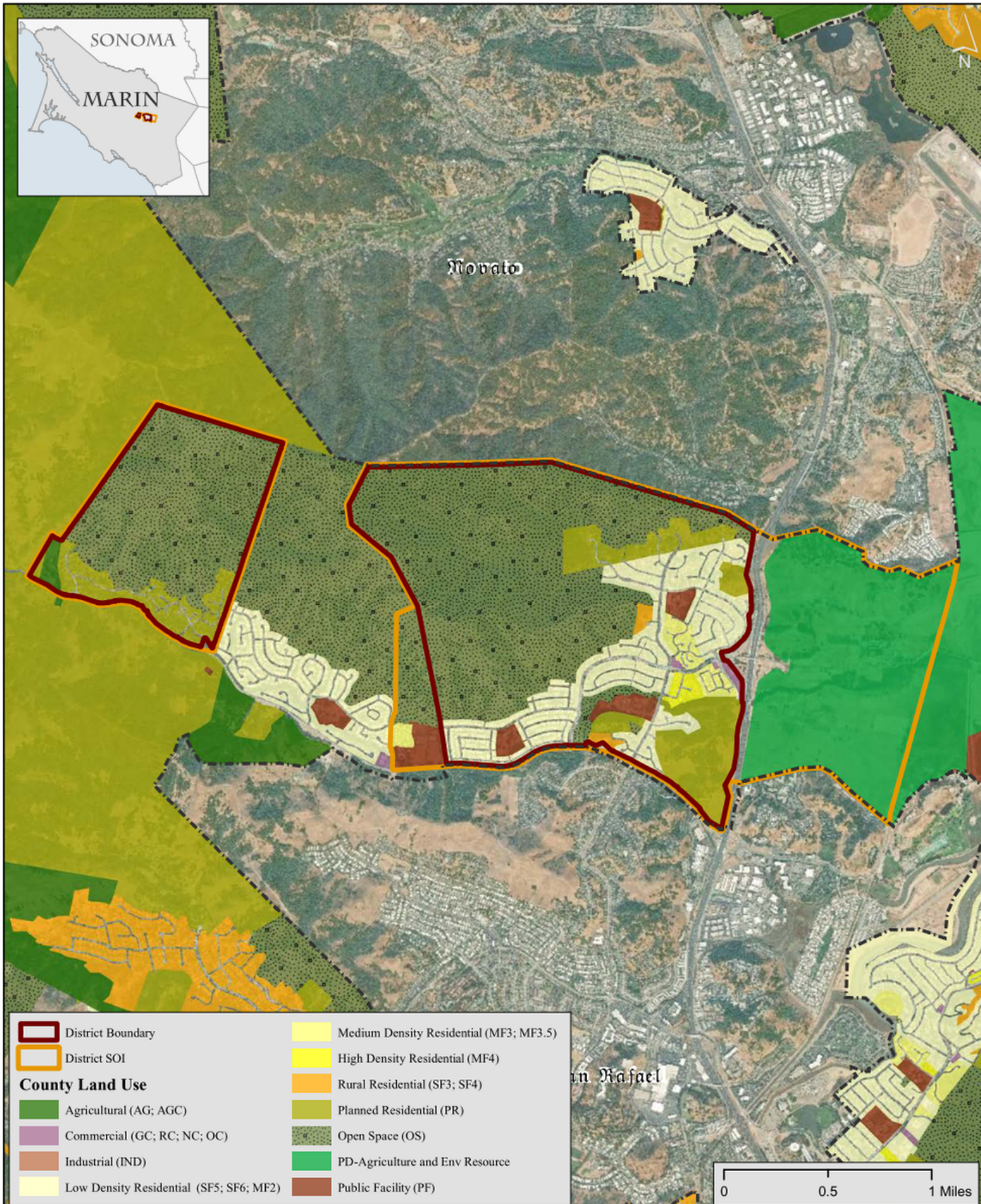
Marinwood Community Services District			
Primary Contact	Eric Dreikosen, District Manager: edreikosen@marinwood.org		
Location	775 Miller Creek Road, San Rafael, CA 94903		
Formation Date	1960	Enabling Legislation	G.C. §61000 et seq.
Services Provided	Fire Protection, Parks and Recreation, Open Space, 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
6-1

Date: 5/2/2019



Marinwood Community Services District Land Use Designations

Figure
6-2

Date: 12/18/2018

6.2 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.

6.3 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.

6.4 POPULATION AND GROWTH

There is an Upper Lucas Valley-Marinwood 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-Marinwood 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.

6.5 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.

6.6 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

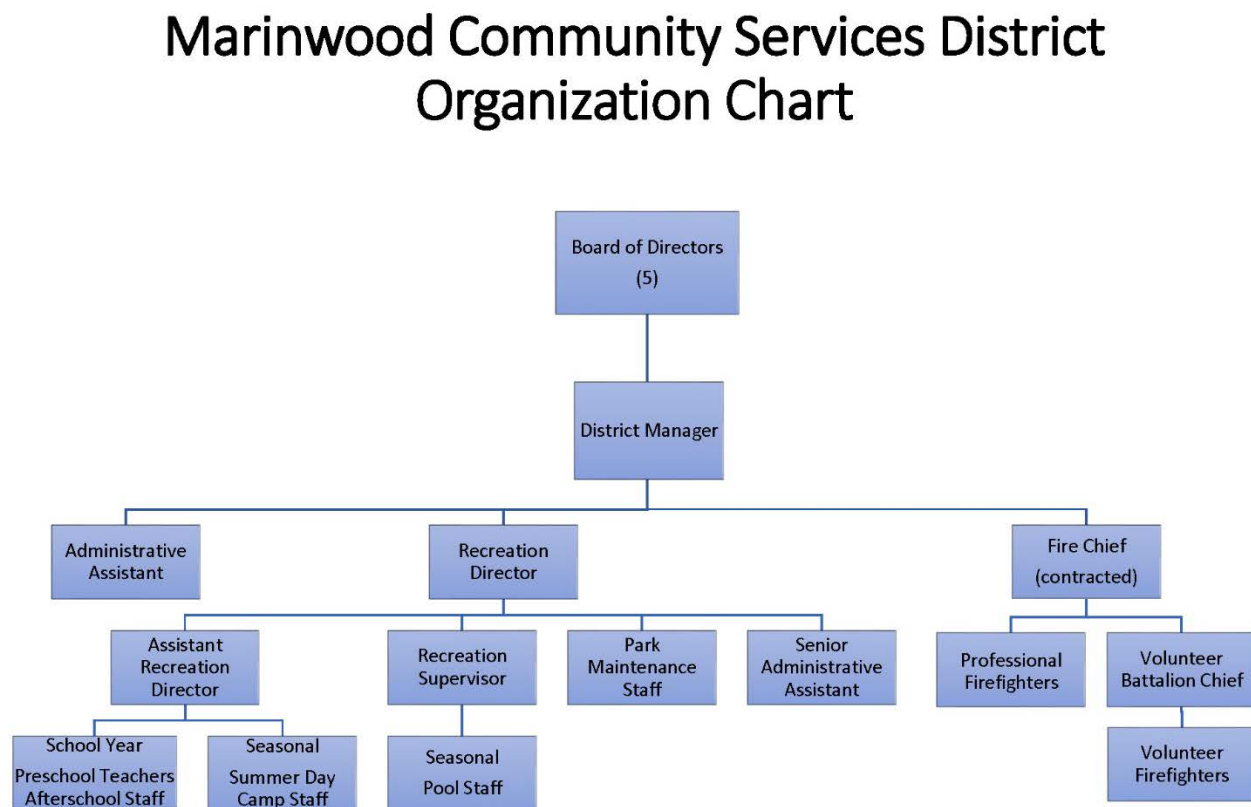
second Tuesday of each month at the Marinwood Community Center at 775 Miller Creek Road, San Rafael, CA 94903.

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 6-3: Marinwood CSD Organization Chart



6.7 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.

6.8 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 6-2 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 6-2: 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.

6.9 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.

7.0 COUNTY SERVICE AREA NO. 6 – GALLINAS CREEK

7.1 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 7-1 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 7-1 and a land use map is provided in Figure 7-2.

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 7-1: CSA No. 6 Overview

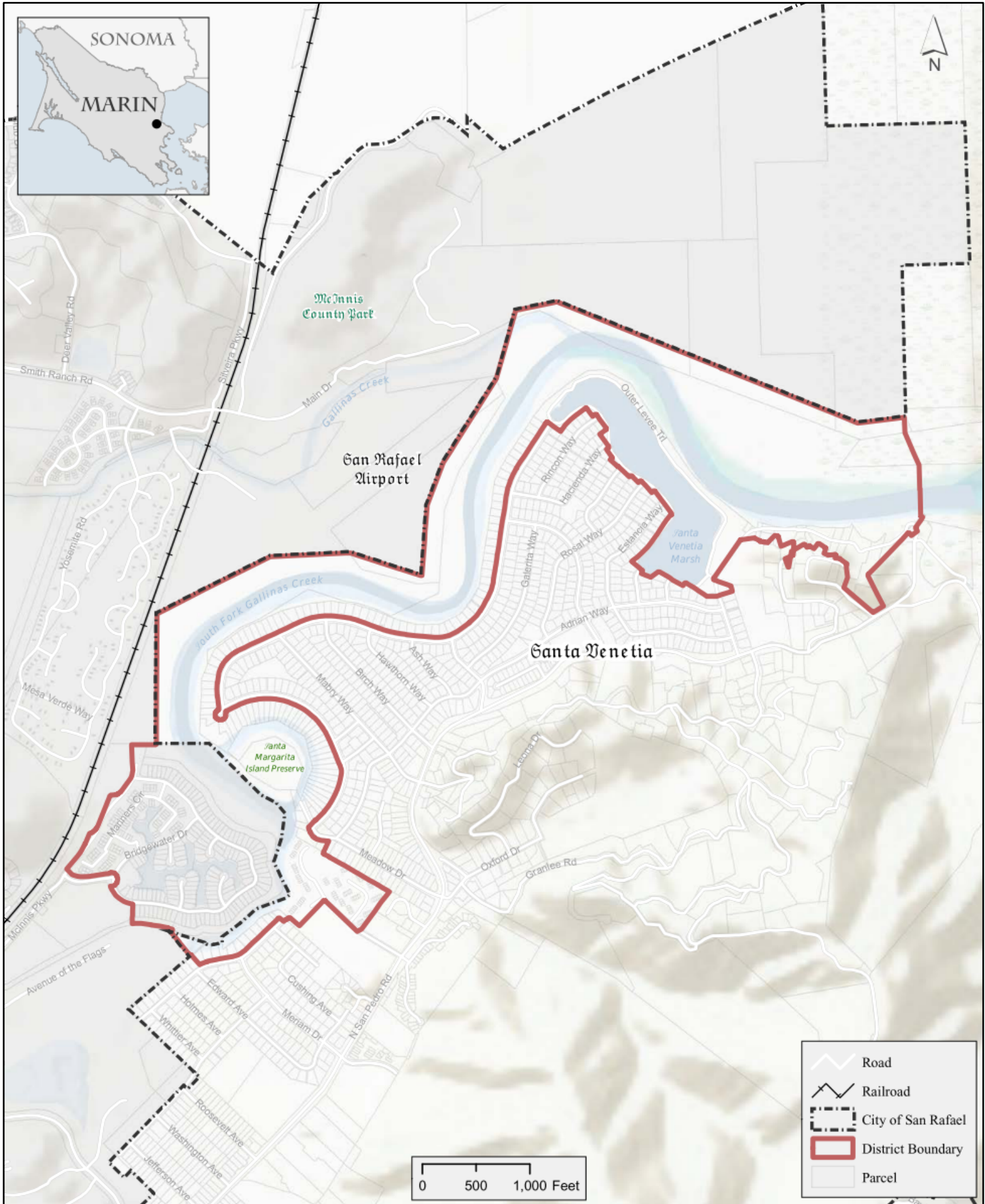
CSA No. 6 - Gallinas Creek			
Primary Contact	Roger Leventhal		
Phone	(415) 473-3249		
Office Location:	Department of Public Works, 3501 Civic Center Dr #304, San Rafael, CA 94903		
Formation Date	1964	Services Provided	Dredging
Service Area	308.4 acres	Population Served	1,214

7.2 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

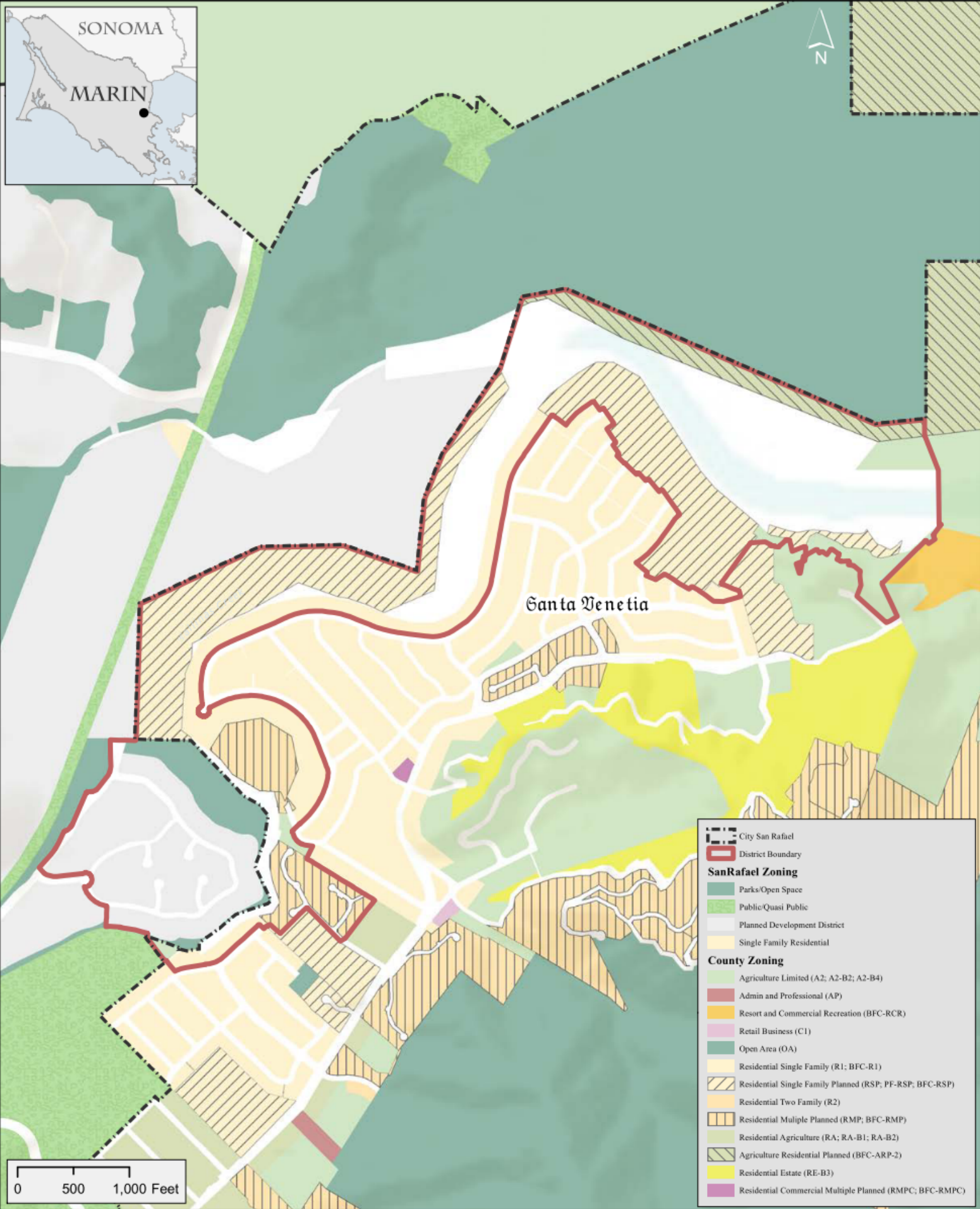
⁵⁵ Based on Google Earth imagery from September 2018.



CSA No. 6 - Gallinas Creek

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

Figure
7-1



- 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
7-2

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.

7.3 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.

7.4 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.

7.5 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 7-2.

Table 7-2: 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.

7.6 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 7-3.

Table 7-3: 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 7-4. Two of the advisors are typically appointed from the Marin Lagoon neighborhood.

Table 7-4: 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.

7.7 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.

7.8 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 7-5.

Table 7-5: 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.

7.9 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.

8.0 COUNTY SERVICE AREA NO. 9 – NORTHBRIDGE

8.1 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 8-1.

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 8-1: CSA No. 9 Overview

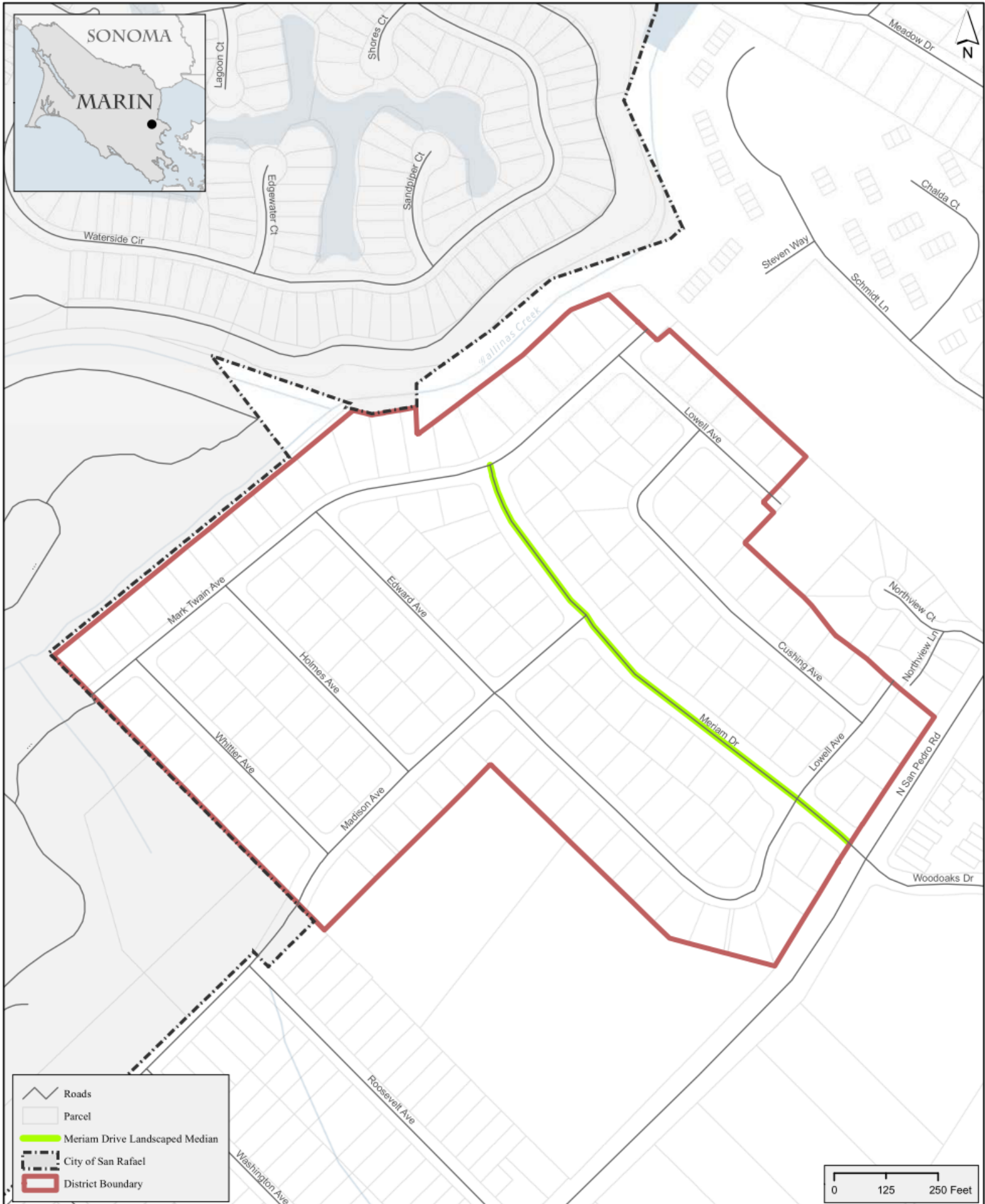
CSA No. 9 - Northbridge			
Primary Contact	James Chayka		
Phone	(415) 473-3639		
Office Location	Marin County Parks, 3501 Civic Center Drive, #260, San Rafael, CA 94903		
Formation Date	1965		
Services Provided	Parkway (Median) Landscape Maintenance		
Service Area	46 acres	Population Served	406

8.2 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.

8.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

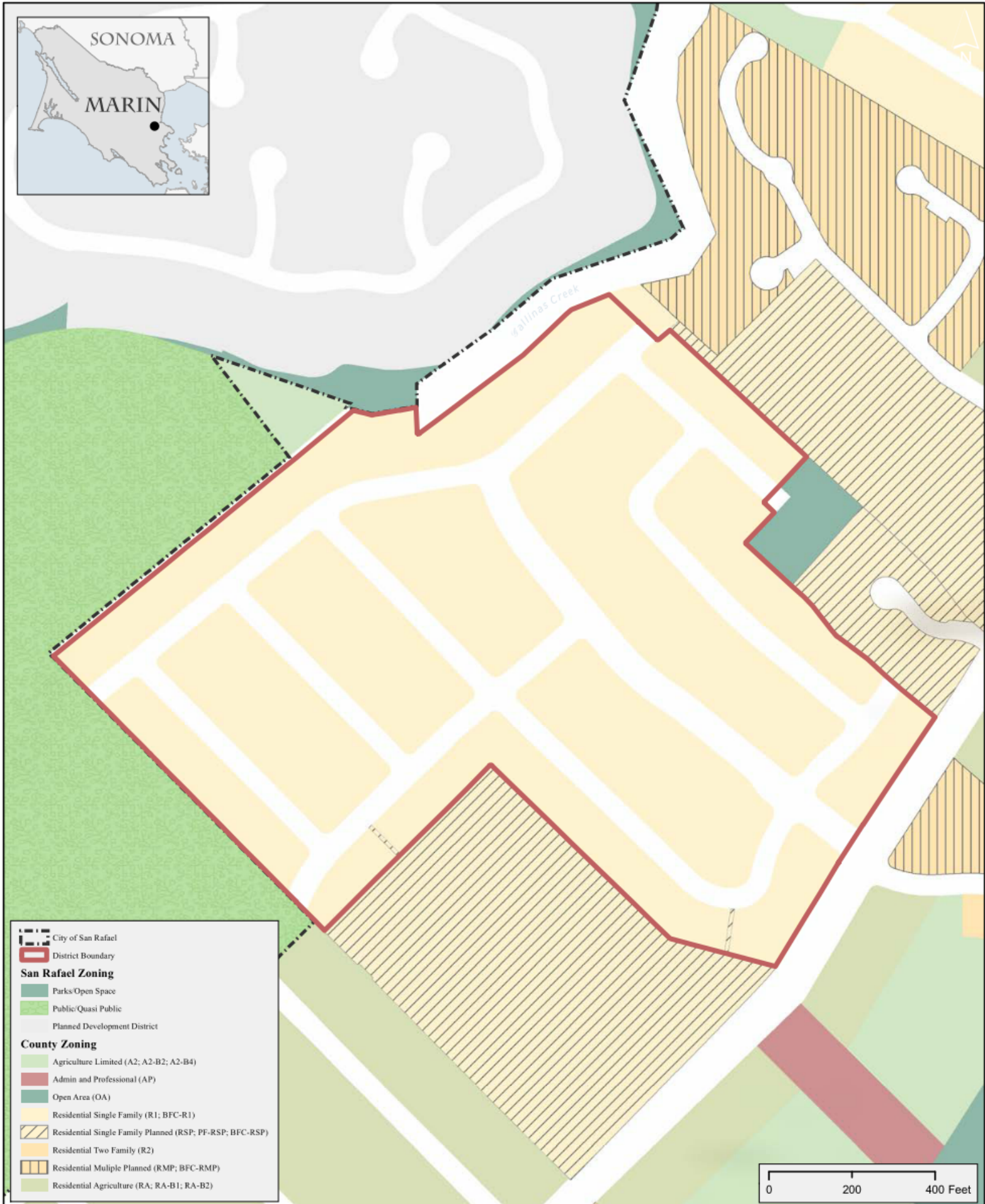
CSA No. 9's jurisdictional boundary encompasses 46 acres. Surrounding land use is primarily medium and high residential with some public and open space lands. CSA No.9's sphere of influence is coterminous with its jurisdictional boundary, as shown in Figure 8-1. Land use around CSA No.9 is shown in Figure 8-2.



CSA No. 9 - Northbridge

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

Figure 8-1



CSA No. 9 - Northbridge Zoning

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

Figure
8-2

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.

8.4 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.

8.5 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 8-2.

Table 8-2: 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.

8.6 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 7-3 in Section 7.6.

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.

8.7 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.

8.8 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 8-3.

Table 8-3: 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.

8.9 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.

9.0 COUNTY SERVICE AREA NO. 13 - UPPER LUCAS VALLEY

9.1 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 9-1.

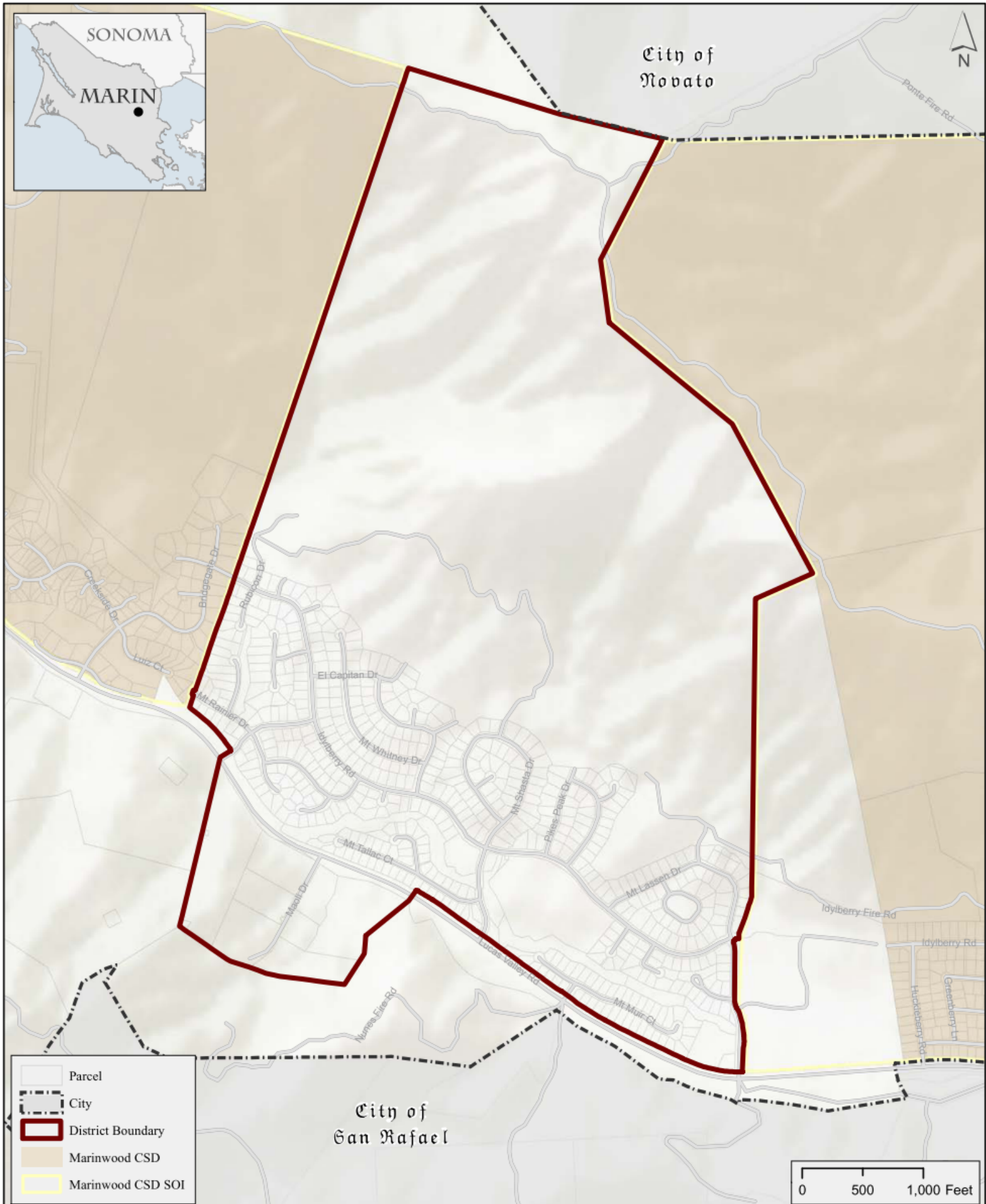
Located west of U.S. 101 between the northern boundary of the City of San Rafael and the southern boundary of the City of Novato, CSA No. 13 covers 624 acres (~1 square mile) of the unincorporated Lucas Valley area, located in the northwest portion of Gallinas Valley and includes a portion of the Nunes 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 9-1 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 9-2.

Table 9-1: 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)		

9.2 FORMATION AND DEVELOPMENT

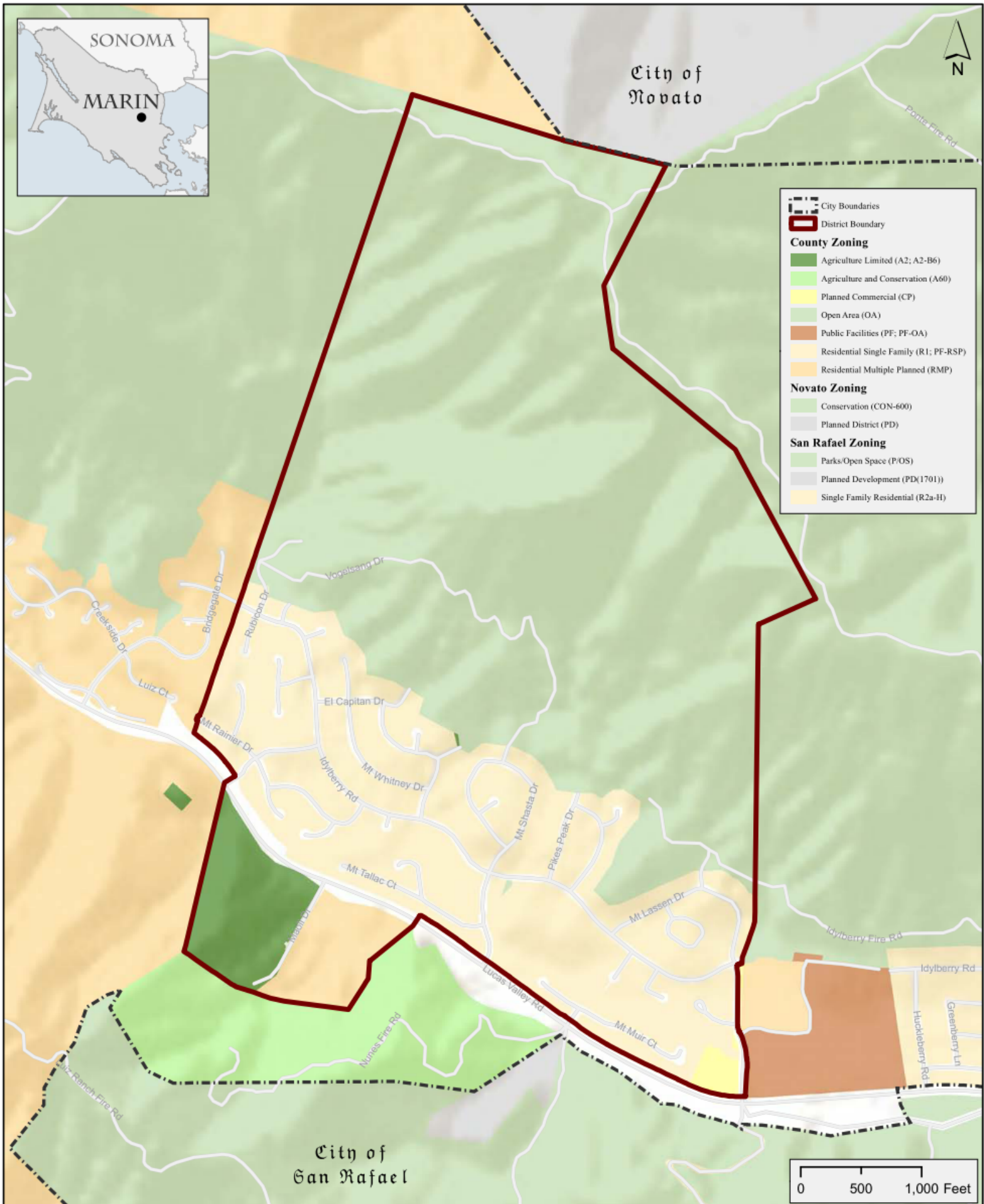
Upper Lucas Valley has remained an unincorporated community since its development in the early 1960s as one of developer Joseph Eichler's last projects. The neighborhood maintains a well-organized homeowners association (the Lucas Valley Homeowners Association, or "LVHA") which provides several community 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.



CSA No. 13 - Upper Lucas Valley

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

Figure 9-1



CSA No. 13 - Upper Lucas Valley Zoning

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

Figure
9-2

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.

9.3 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.

9.4 POPULATION AND GROWTH

There is an Upper Lucas Valley-Marinoood Census Designated Place (CDP)⁶², so population statistics are available for the area; however, the CDP also encompasses the neighboring community of Marinoood and is, therefore, larger than CSA No. 13. 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. 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.

9.5 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 9-3, 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

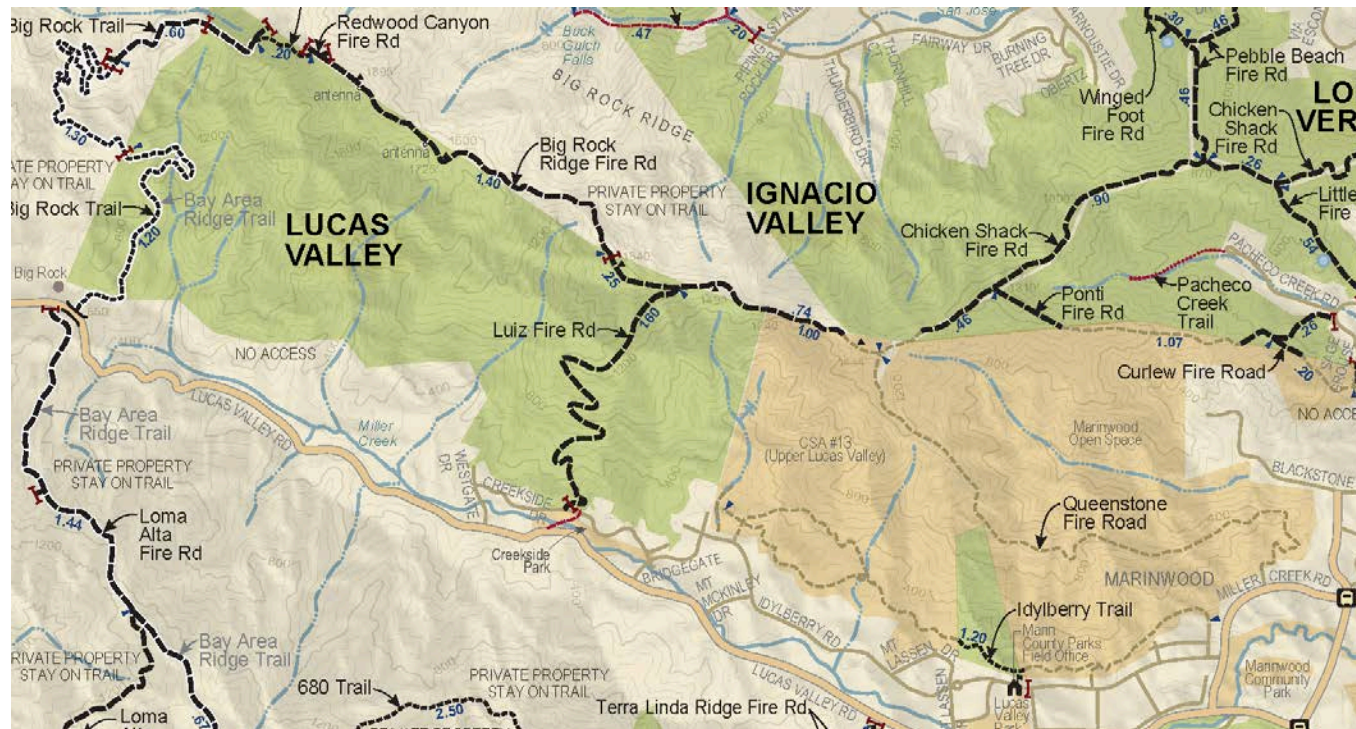
⁶⁰ Marin County Board of Supervisors Resolution 71-365, Resolution Directing the Provision of Additional Types of Extended Services Within County Service Area No. 13. December 28, 1971.

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 9-3: 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.

9.6 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.

9.7 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 9-2). 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 9-2). 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 9-2: 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.

9.8 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.

10.0 COUNTY SERVICE AREA NO. 18 - LAS GALLINAS

10.1 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 10-1. Figure 10-1 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 10-2. 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.

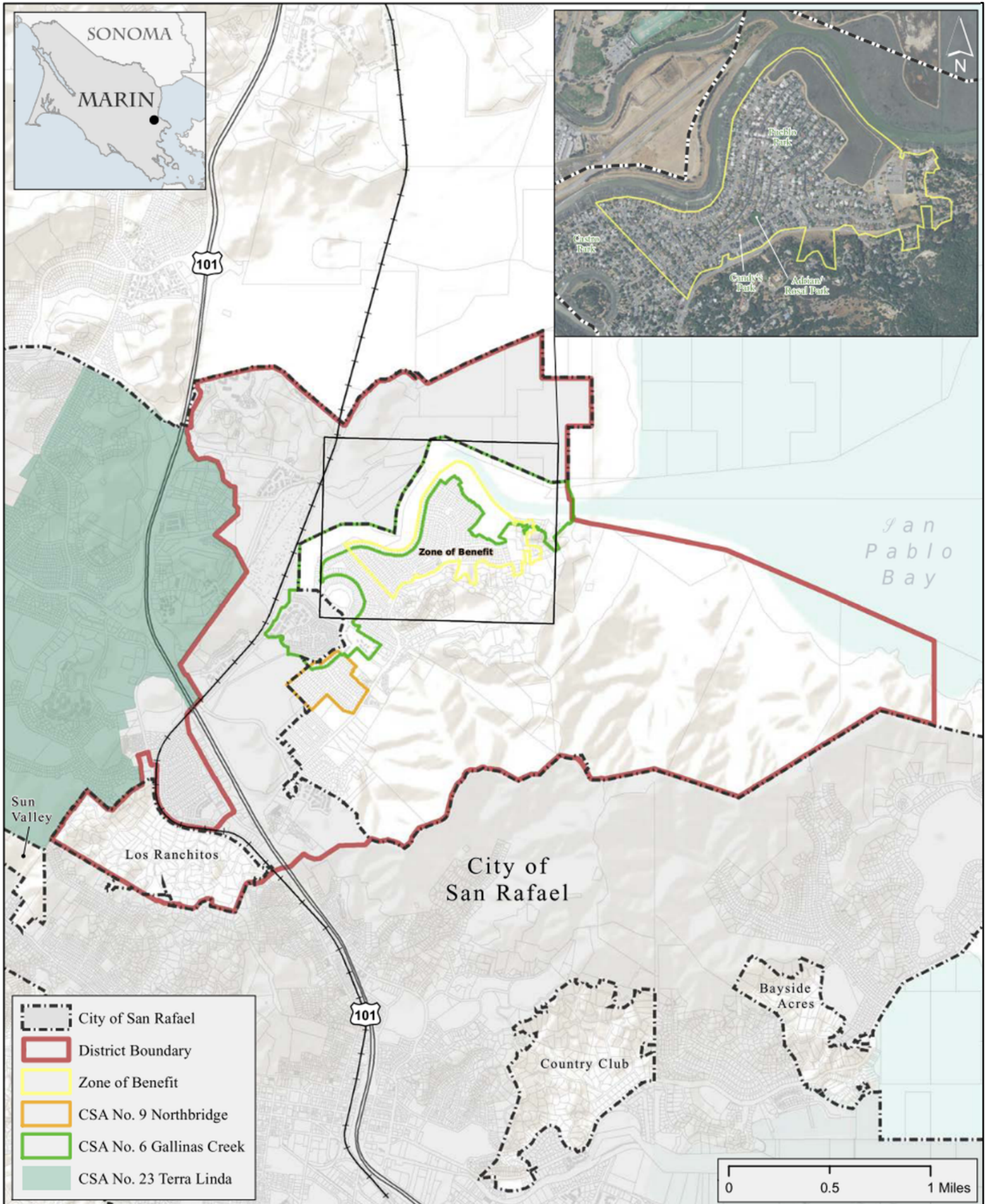
Table 10-1: CSA No. 18 Overview

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		

10.2 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.

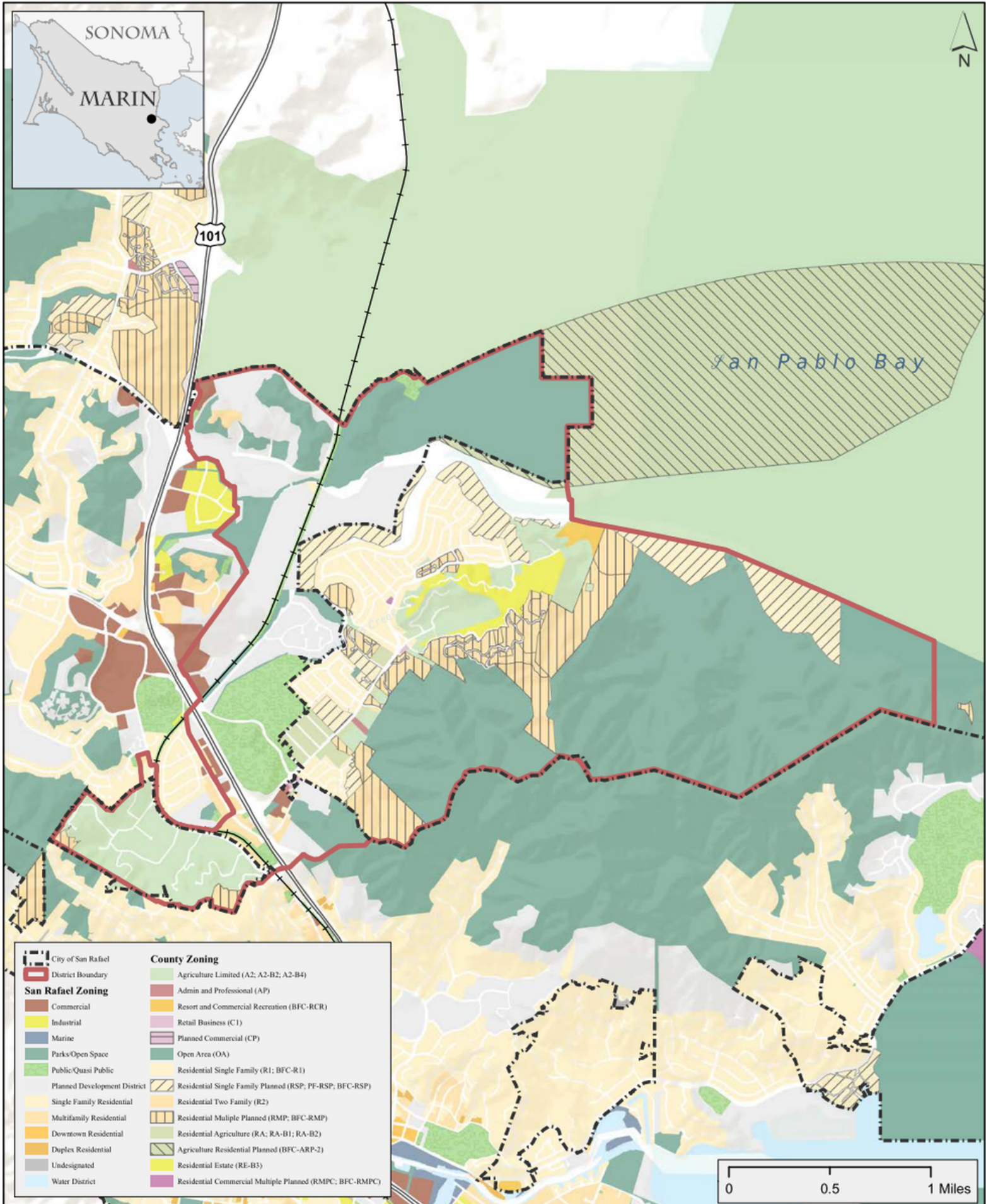
A separate entity within the CSA No. 18 boundary, formerly known as the Gallinas Village Community Services District (CSD), was originally established in 1957 for developing and maintaining local parks and a community sewer system. In 1964 the sewer system was transferred to the Las Gallinas Valley Sanitary 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 10-3.



CSA No. 18 - Las Gallinas

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

Figure
10-1

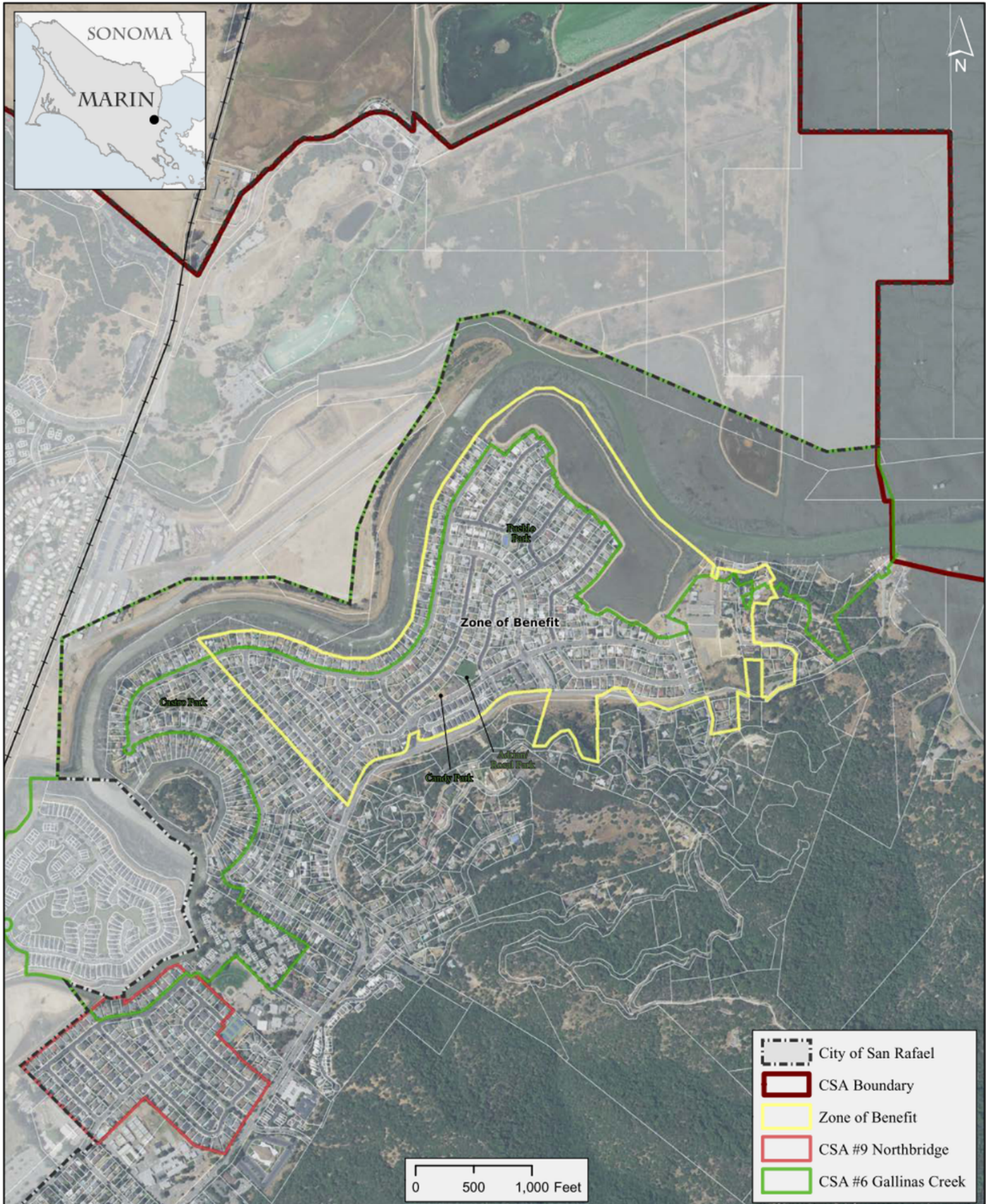


CSA No. 18 - Las Gallinas Zoning

Mapping provided by:
PLANWEST
PARTNERS, INC.

Figure
10-2

Map Date: 5/24/2019



CSA #18 - Las Gallinas Zone of Benefit

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

Figure
10-3

10.3 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.

10.4 POPULATION AND GROWTH

The area population is approximately 9,200 based on the 2010 census.

10.5 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 10-2). 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 10-2: 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.

10.6 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 10-3). 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 10-3: 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.

10.7 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.

10.8 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 10-4: 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

10.9 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 Sunnyside/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.

11.0 COUNTY SERVICE AREA NO. 19 – SAN RAFAEL FIRE

11.1 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 11-1. Land use around the CSA is shown in Figure 11-2.

Table 11-1: 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.)

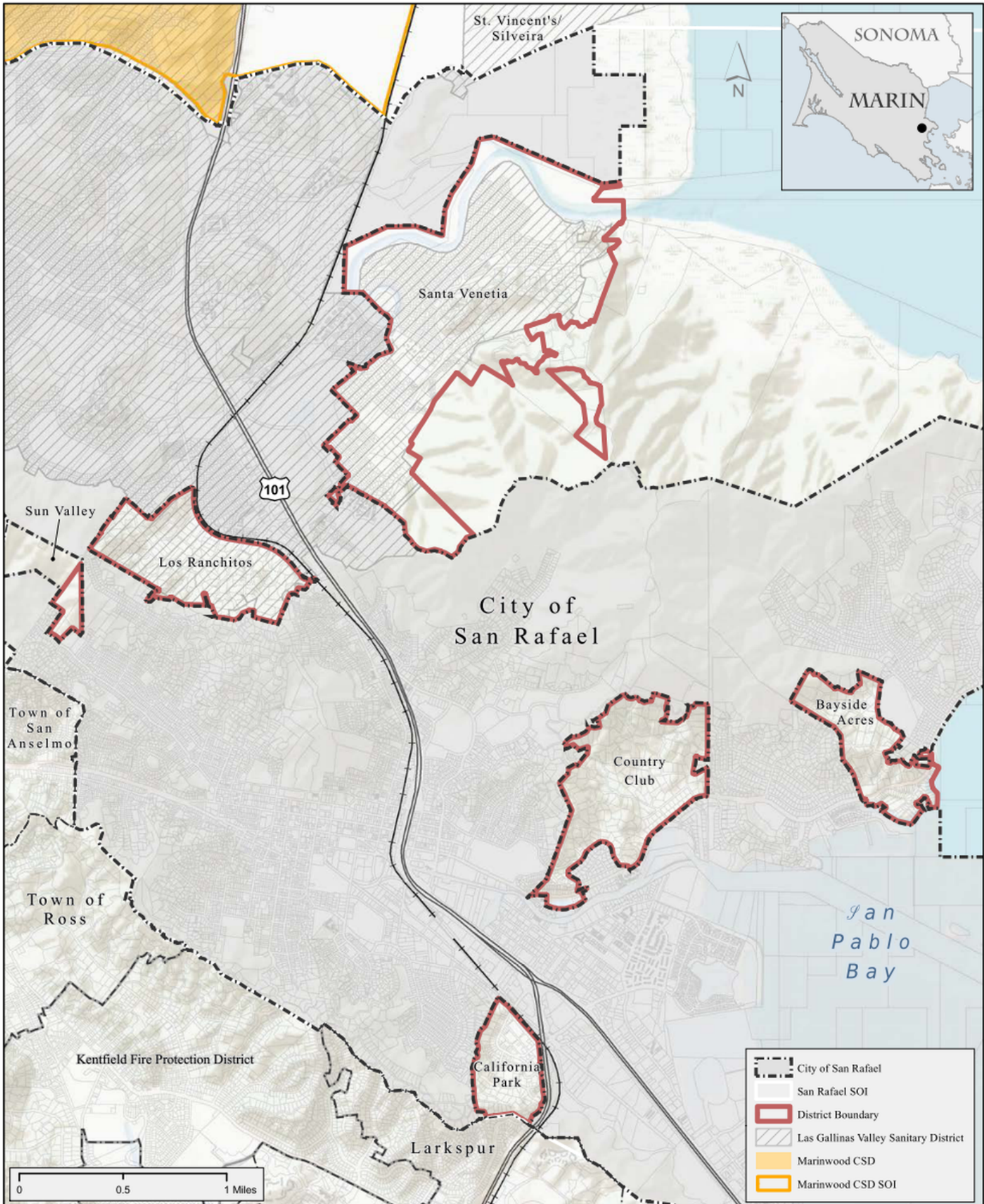
11.2 FORMATION AND DEVELOPMENT

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 11-2 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 11-2: 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

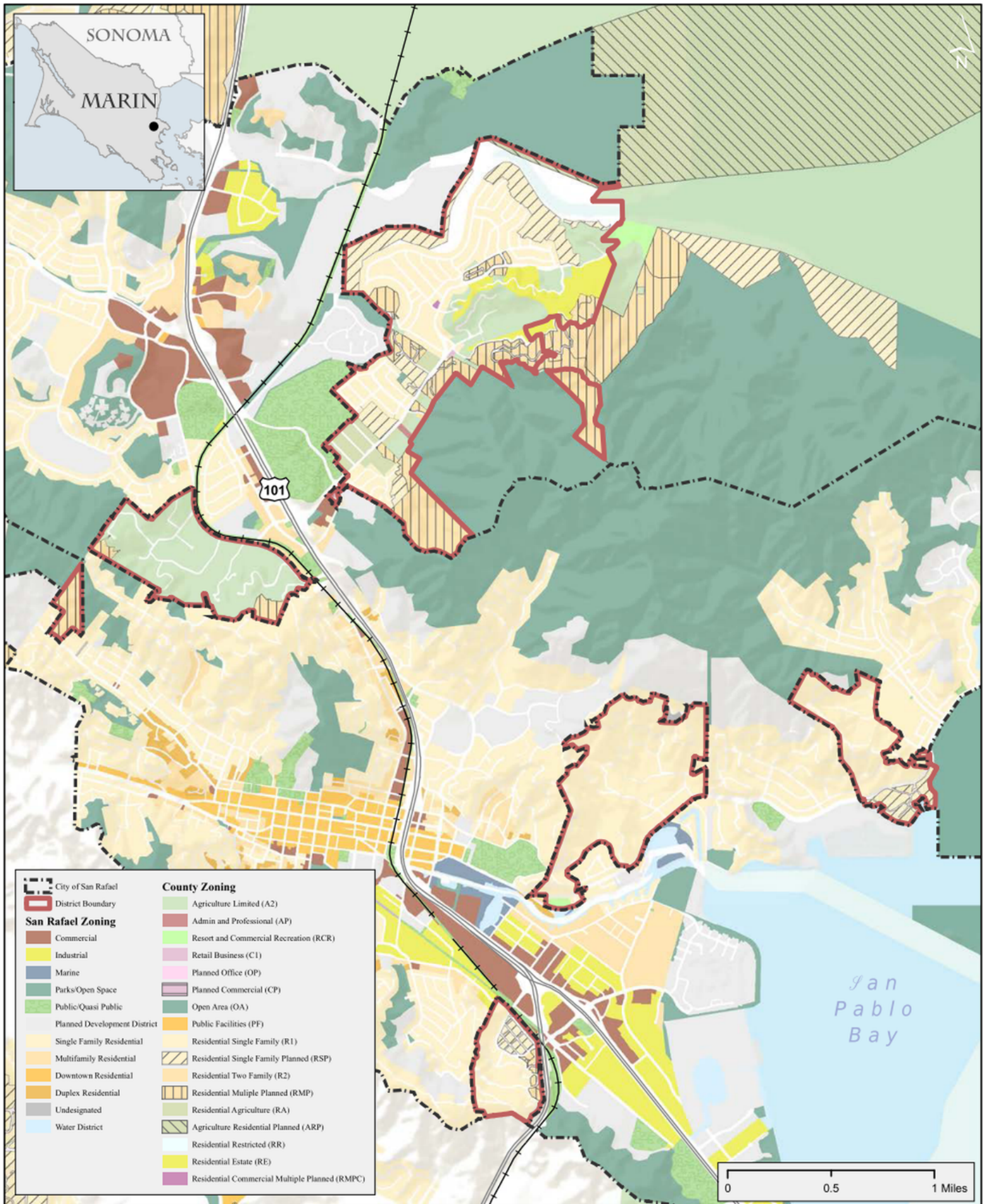
⁶⁷ San Rafael City Council Agenda Report, County Service Area 19 Fire Protection and Lease Agreement, June 20, 2016.



CSA No. 19 - Unincorporated San Rafael

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

Figure 11-1



CSA No. 19 - Unincorporated San Rafael Zoning

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

Figure
11-2

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.

11.3 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.

11.4 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.

11.5 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.

11.6 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.

11.7 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.

11.8 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 11-3. 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 11-3: 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.

11.9 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.

12.0 COUNTY SERVICE AREA NO. 23 - TERRA LINDA

12.1 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 12-1.

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 12-1. Land use around the CSA is shown in Figure 12-2.

Table 12-1: CSA No. 23 Overview

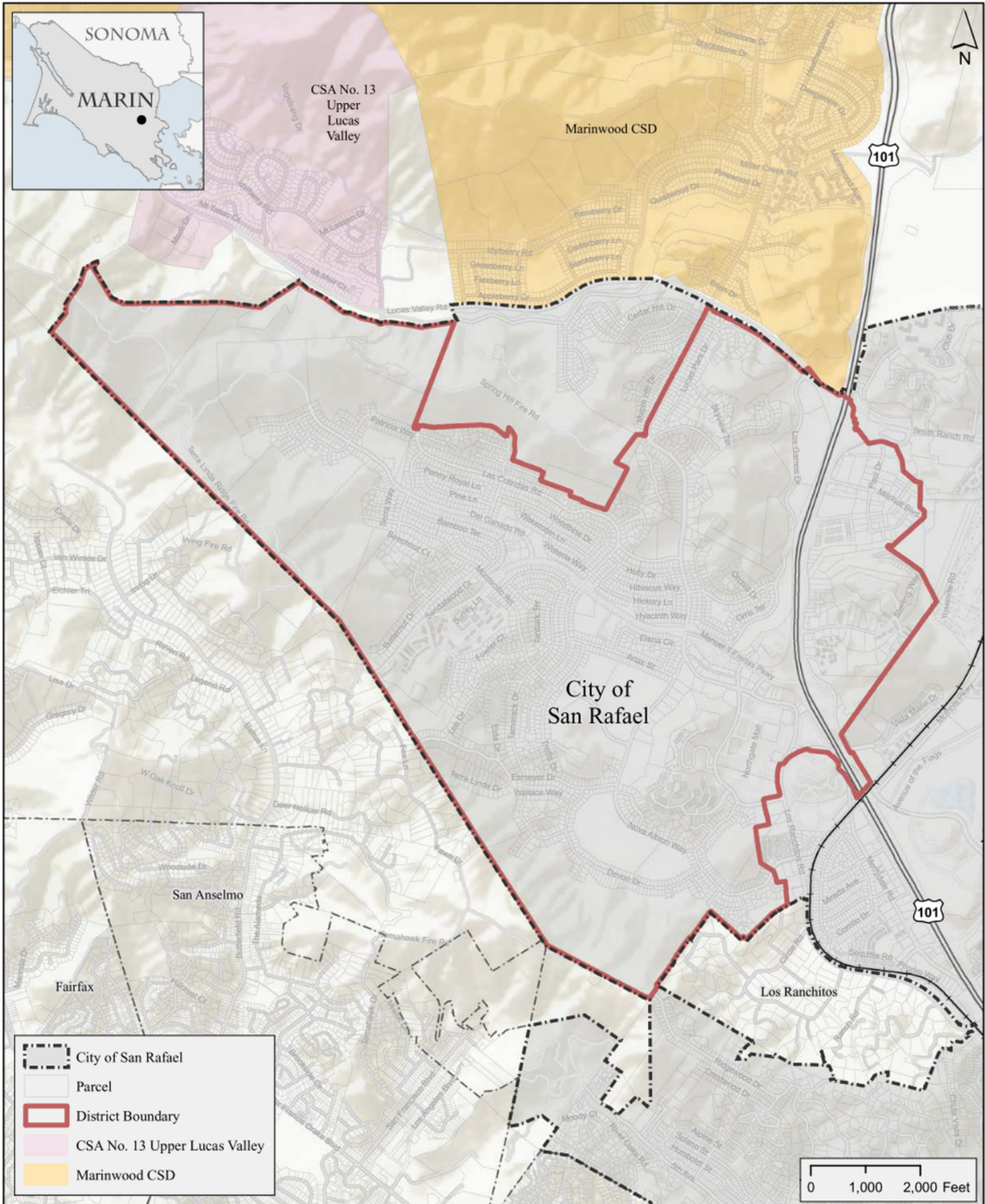
CSA No. 23 - Terra Linda			
Primary Contact	Jim Chayka, Superintendent Marin County Parks		
Phone:	(415) 473-3795	Email:	jchayka@marincounty.org
Location:	3501 Civic Center Drive, Suite 260 San Rafael, CA 94903		
Formation Date	1975		
Services Provided	Inactive		

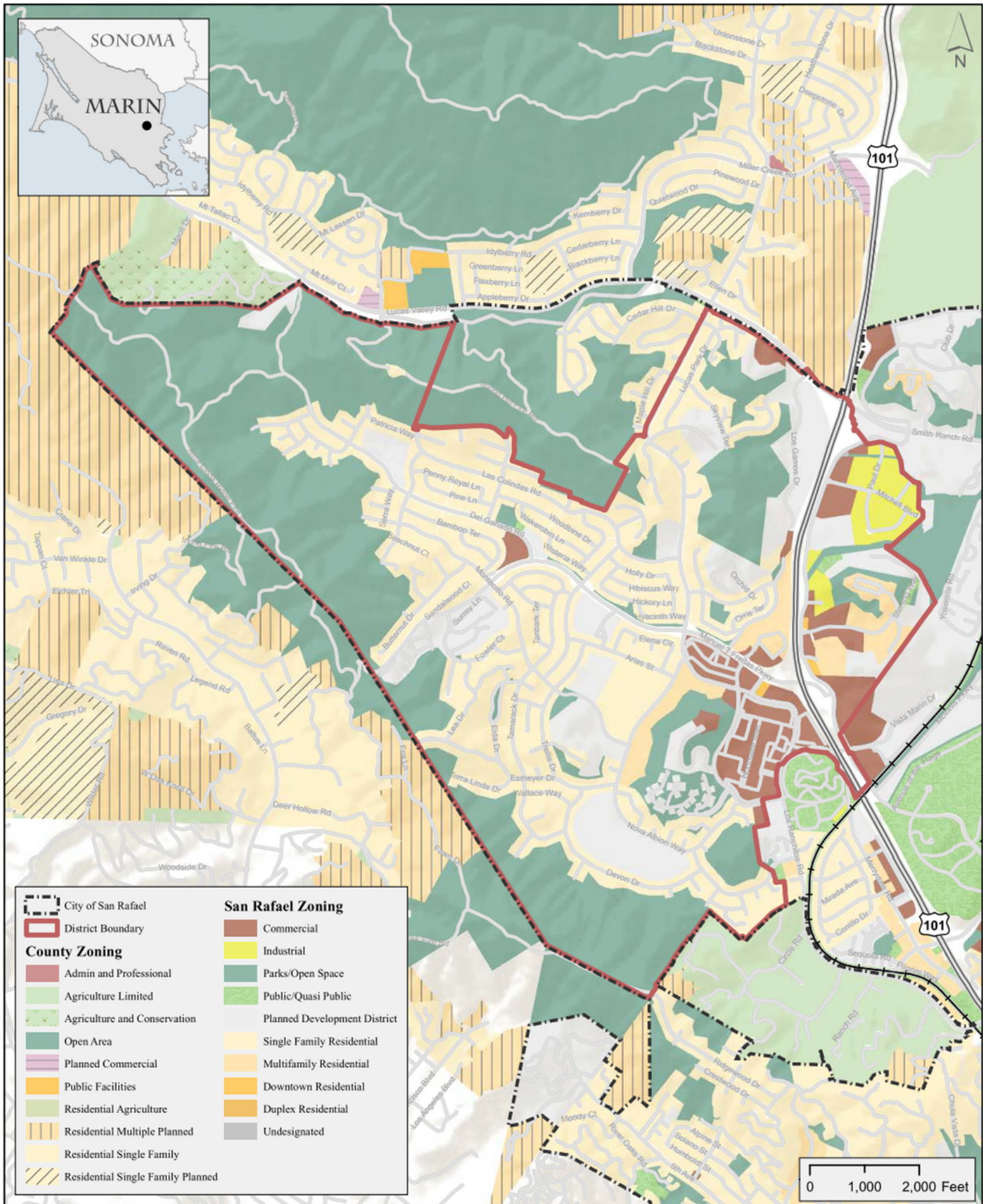
12.2 FORMATION AND DEVELOPMENT

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. 23 - Terra Linda Zoning

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

Figure
12-2

12.3 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 12-1 shows the CSA No. 23 boundary and SOI.

12.4 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.

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. 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.

12.6 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.

12.7 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.

Appendix A

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- County of Marin, 2018-2019 Final Budget. - <https://www.marincounty.org/depts/df/final-budgets>

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County Service Area No. 18. Advisory Board Overview. -

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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.

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