

**TOMALES AREA
SERVICE REVIEW AND
SPHERE OF INFLUENCE UPDATE**

Marin Local Agency Formation Commission

August 2009

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ACKNOWLEDGEMENT

The staff of Marin LAFCO gratefully acknowledges the time and effort of the Tomales Village Community Services District staff and Board and the County of Marin who provided information and insight during the preparation of this report.

I. INTRODUCTION

This report is presented as part of a process mandated by Section 56425 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. As stated in that section, "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies so as to advantageously provide for the present and future needs of the county and its communities, the Local Agency Formation Commission shall develop and determine the sphere of influence of each local governmental agency within the county." As used in this section, *"sphere of influence" means a plan for the probable physical boundaries and service area of a local government agency.*

In determining a sphere of influence, the Commission is required to consider and make written findings with respect to the following factors:

- ❑ The present and planned land uses in the area, including agricultural and open space lands.
- ❑ The present and probable need for public facilities and services in the area.
- ❑ The present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide.
- ❑ The existence of any social or economic communities of interest in the area if the commission determines they are relevant to the agency.

Changes to State law effective on January 1, 2001 require LAFCOs to study the service relationships between agencies providing municipal services within different sub-regions in each county prior to the periodic review of adopted spheres of influence. In this report, discussion of service review determinations precedes recommendations for the sphere of influence of the public agency under study, the Tomales Village Community Services District.

The actual effect of these or any other adopted spheres of influence will be to provide LAFCO and local communities with policy guidance on matters relating to the boundaries and organization of local government agencies. In short, the purpose of the Commission's sphere determinations is to answer the question, "What local agencies should provide which services to what geographical area as communities change?" More information on LAFCO and on all of Marin County's local governments, services and boundaries may be found on the Commission's website at <http://lafco.marin.org>.

II. MUNICIPAL SERVICE REVIEW

Tomales Village

The unincorporated community of Tomales is located in the western part of Marin County, approximately fifteen miles west of Petaluma on the north side of Keyes Creek. It is less than four miles from Dillon Beach and the Pacific Ocean. The Tomales village boundary as defined by Marin County's 1997 Tomales Community Plan encompasses an area of 260 acres and has a population of 210 persons¹. Area residents receive municipal type services from the County of Marin (sheriff, fire, road maintenance, land use planning) and Tomales Village Community Services District (wastewater and park maintenance). Domestic water is provided by individual wells not by any public or private water utility.

Tomales Village Community Services District

The Tomales Village Community Services District (TVCS D) was formed in 1999 under Section 61000, et seq., of the State Government Code. TVCS D offers wastewater collection and treatment, and maintains a community park. TVCS D's service area encompasses about 111 acres of the total 260 acres within the area of the Community Plan (see Map 1).

In 1979, North Marin Water District (NMWD) built and operated the Tomales sewer system. At this time, Shoreline School District became a partner to pay a portion of the treatment costs in order to use the treated wastewater for irrigation of its athletic fields and grounds. However in the early 1980s, federal regulations for school use of reclaimed water became more stringent, and the school district could not afford the necessary improvements. The School District then discontinued using treated wastewater from TVCS D.

In November, 1998, more than 80% of registered voters within the boundaries of Tomales Sewer Improvement District (TSI) operated by NMWD petitioned LAFCO to detach Tomales from NMWD to form a new community services district to provide sewer and recreation services. The petition claimed that management decisions made by NMWD resulted in higher sewer service costs because NMWD had opted to loan TSI money rather than using funds available in NMWD's sinking fund to pay for unforeseen costs or financial shortfalls². Transfer of service responsibility from NMWD was completed in 1999 when the new TVCS D was formed.

¹ Census 2000

² LAFCO Executive Officer Report, November 5, 1998.

A full-time administrator is responsible for TVCSD's administrative functions. TVCSD contracts with a licensed sanitary operator, Phillips and Associates, for operation and maintenance of the treatment facilities. A five-member Board of Directors, elected at-large, governs TVCSD and sets policy and sewer rates. The Board meets once a month at the Tomales Town Hall. Board members receive no compensation for their service.

The Tomales Village CSD's boundaries and sphere of influence are coterminous as established in 1999. Map 1 shows the Tomales Village CSD service area and sphere of influence.

District Services

Tomales Village CSD provides wastewater collection and treatment, and maintains a community park.

a. Sewer System

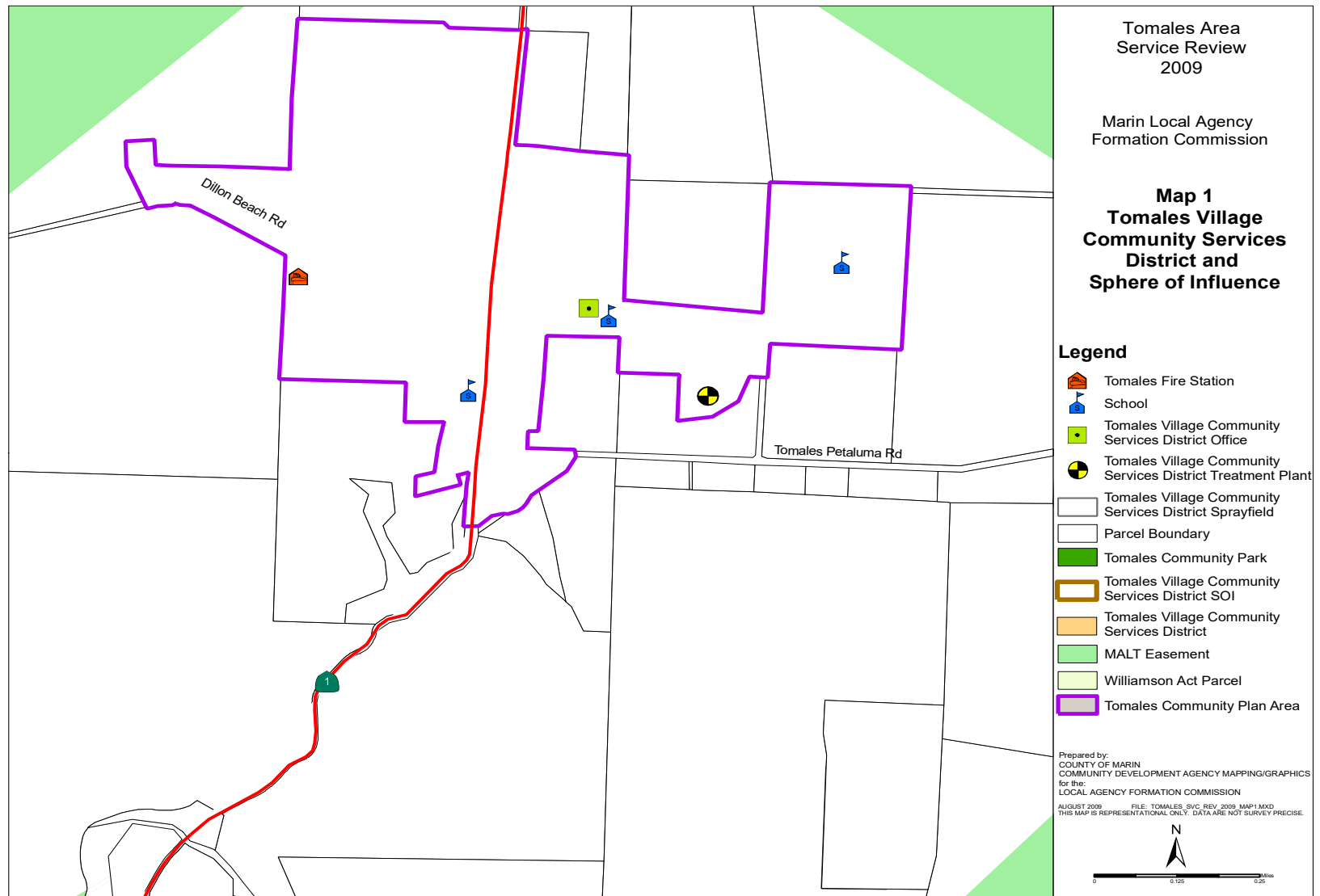
The Tomales sewer system's major facilities consist of a collection system, treatment facilities, and disposal facilities.

The collection system includes one lift station equipped with two grinder sewage pumps, the second being used as a standby unit. The District operates 2.25 miles of gravity sewer and less than 1,000 linear feet of force main. The average dry weather flow is 16,000 gallons per day. The permitted dry weather flow is 38,000 gallons per day. The average wet weather flow is 42,000 gallons per day or 2.5 times the average dry weather flow. The permitted (peak) wet weather flow is 240,000 gallons per day (see Table 5).

Following is a table describing the components of the collection system.

Table 1. Tomales Collection System Facilities

| Description | Quantity |
|---------------------|----------|
| 6" Gravity Sewer | 2,605 lf |
| 8" Gravity Sewer | 9,294 lf |
| 2" Force Main | 723 lf |
| Manholes | 42 ea |
| Cleanouts | 16 ea |
| Service Connections | 74 ea |
| 4" Service Laterals | 1,902 lf |
| Lift Station | 1 ea |



The District's treatment process includes influent and effluent flow measuring and recording equipment, secondary treatment by aerated ponds, intermittent filters, disinfection by chlorination and irrigation³. The treatment facility is a biological treatment type, secondary treatment facility. The design is based upon an aerated pond in which wastewater is treated in a basin on a flow-through basis. Oxygen is supplied by means of surface aerators creating an aerobic pond.

The effluent disposal facilities consist of an effluent storage pond, irrigation field and the high school storage pond and school irrigation areas (see Map 2, Page 17). The storage ponds provide effluent storage during winter months when irrigation is impractical. The total capacity of the storage pond is based upon storage for a period of 120 days.

The District is currently seeking grant funding to provide tertiary treated water for school field irrigation in order to comply with Federal requirements. This would include the expansion of two ponds that would hold an additional two million gallons of treated water.

b. Park Facilities

The Tomales Community Park maintained by TVCSD is located at 10 Valley Street between Valley Street and Shoreline Highway as shown on Map 1. The park is slightly less than one acre with a playground and picnic area that provides a gathering place for the community and for charitable events. Non-profit organizations such as the Tomales Regional History Center, the Shoreline Unified School District PTA and Pre-School and Project Grad also use the park facilities on an ongoing basis.

TVCSD recently performed a complete playground safety audit to determine the infrastructure needs. The audit revealed that all of the play structures required replacement to meet current standards. The District hired a local contractor to plan and design new park facilities to include a handicapped-accessible restroom, paths, and parking area; a new picnic area with a permanent barbeque, and play structures. Funding for the project was obtained through grants, fundraising, and in-kind donations, including volunteer work by local designers, architects, and contractors.

As of early 2008, the parking area, restroom, pump house and filter system have been installed. Some of the grading has begun and the "open meadow" area has been leveled and enlarged. The remainder of the project should be complete by summer, 2008.

³ System Operation and Maintenance Manual, James Montgomery, 1976

Municipal Service Review Determinations for Tomales Community Services District

The following sections address the Municipal Service Review factors specified in Government Code Section 56430.

1. Growth and population projections for the affected area.

Based on the 2000 U.S. Census, the Tomales Village CDP (Census Designated Place) had a population of 210. According to the Marin County Community Development Agency, Tomales Village had 100 units in 2005. The maximum number of units permitted under current zoning designations is estimated to be 131 with a population projection (2030) of 342, an increase of 132 or 63% (see Table 4 on page 13)⁴.

According to the 1997 Community Plan, the rate of residential development within the area has historically been slow with an average of only about one unit per year over the last 20 years. Several factors contribute to the slow rate of residential development, including the remote location of Tomales, water and sewer availability, and real estate market considerations.

2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

Title 22 of the Clean Water Act requires that treated wastewater used for irrigating school district sports fields utilize a tertiary treatment process. Project plans have been approved by the State and a grant approved for Phase II of development of a tertiary treatment system. This project consists of a conversion from a single treatment pond into a three stage pond system which will treat the wastewater through a natural biological process. This will be the first step needed to implement tertiary treatment. Included in the project are sludge removal, adding pond liners, and system construction. This project also involves replacing two high lift pumps for pumping treated water up to the storage ponds, installing new level meter alarms, and updating the alarm and monitoring system.

⁴ Marin County Community Development Agency projections for Marin Countywide Plan, Fred Vogler, October, 2006.

With respect to the District's park facilities, the outcomes of the playground safety audit determined the need for new playground equipment in order to meet state regulations. Equipment replacement has been completed in 2008.

Potable water for Tomales is provided by private, individual wells tapped into local groundwater sources. The Community Plan suggests that there are no area-wide estimates of groundwater availability. On-site water sources are required to be proven before new development can take place. In the absence of sufficient information, long-range plans for new development in Tomales are based on historical precedent that there is apparently sufficient local water available to serve a somewhat larger population ⁵.

A limited-scope hydro geological assessment report was written by Kleinfelder, Inc. in 2005 for a proposed 22-unit housing development on the Sass property. This study's scope was specific to two new wells that were drilled for the development. Neither a groundwater budget nor a hydrologic water balance was performed. The study showed that the aquifer was able to transmit groundwater at rates sufficient to supply water to both wells. Outside wells were influenced by pumping tests, but not adversely impacted and there was adequate recovery.

There are three potential new sources of water – deep wells and springs, Walker Creek, and Stemple Creek. However, the cost of importing and treating water from the creek sources would be economically infeasible for such a small community. The Community Plan recommends conducting a Groundwater Supply Study to determine the limitations of the local groundwater supply and to develop recommendations for long-range planning.

The existing fire station on Dillon Beach Road (see Map 1 for location) has adequate crew and equipment to service the Tomales area. The most important infrastructure issue for fire safety is currently water supply for fire flow. Emergency water supplies are available and accessible at various locations around the village. There is a 69,000-gallon community fire water storage system that is owned and operated by Marin County Fire Department located on the corner of Railroad and Second Street. It has been in operation since 1999 and includes five fire hydrants. Since this tank and its related water distribution facilities (water lines, fire hydrants, etc.) have been constructed, emergency water supply storage capacity and distribution has been adequate for structural fire protection in Tomales. This upgrade improved the area's ISO rating from 9 to 4⁶.

In spring 2008, the high school installed a 250,000-gallon water storage tank for the purposes of irrigation and fire protection. There are future plans to serve the

⁵ Tomales Community Plan, Issues and Policies, Potable Water Supply, Page IV-18

⁶ Telephone conversation, Captain Keith Parker, Tomales Fire Station, April 25, 2008.

elementary school and residential areas on the east side of Highway 1. With this extension there would be the possibility of four additional hydrants. These future plans are dependent on grant funding. In addition, the TVCSD plans to get their wastewater treatment system advanced to a tertiary treatment level, which would provide an additional one million gallons of emergency water for fire suppression.

3. Financial ability of agencies to provide services.

The District's sewer and recreation related revenue is derived primarily from sewer fee revenues. The sewer fee revenues of \$153,720 represent 71% of total operating revenues of \$217,443 in FY 2005/06. Other revenues were from Capital Improvements charges from Shoreline Unified School District (\$18,804), intergovernmental revenues (Levy 4) (\$36,787).

Because the district was formed after California voters passed Proposition 13 in 1978, the district receives no property tax revenues. Supplementing what it receives in sewer fees, the district receives revenues from grants, donations, and innovative fundraising techniques. In 2005/06, the district received \$11,316 in contributions and grants.

There are 128 equivalent dwelling units (EDU) billed and approximately 100 EDUs are utilized. Commercial units are billed on State averages and not actual flows. The annual charge is \$612 per EDU with expected average growth being two to three units per year. Sewer service rates in Marin County range from \$200 (Sausalito) to a high of \$1139 (Belvedere).

Park rental fees are charged for groups of 25 or more. A daily rental fee for the Tomales Park grounds is \$25 for Tomales Village residents, \$150 for nonresidents with an additional \$25 per day for use of electricity and water. Local nonprofit groups have free rental, out of town nonprofit groups pay \$150. All for-profit groups including film crews negotiate with the administrator for a fee schedule.

Park service costs are relatively fixed and will not be adversely affected by a sphere of influence expansion. District development fees contain a park component based on the County's Service 22.98.040 of the Marin County Code for park in-lieu fees. Each parcel in the District that undergoes new development will be required to pay a park fee as part of their development fees based on this formula and determined by the size and population.

4. Status of, and opportunities for, shared facilities.

The CSD is a member of the California Special District Association and has access to the Association's buying power. Also, insurance is provided through the Special District Risk Management Authority, a Joint Powers Agency with approximately 175 special districts throughout California.

Staff has not identified any other significant cost avoidance opportunities in sewer or recreation services in the Tomales study area that could result from changes of organization anticipated by adopted spheres of influence or other changes in the relationships between local agencies.

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

The Tomales Village CSD is a relatively compact organization, which enhances the ability of the public to participate in its activities. The Board of Directors is elected by and accountable to the voters who reside in the District, conducting public business in general compliance with applicable State laws. The TVCSD governing board meets once a month. Its members receive no benefits or travel expenses. The District has a well-developed budget process and regularly distributes newsletters to its customers.

The Tomales community has a self-designated Design Review Board that asserts representation of the town on land-use matters and zoning applications within the Tomales Planning Area, making its comments and recommendations to the County Community Development Agency. Discretionary permit applications within the Planning Area are referred to the Tomales Design Review Board for comment.

Given the size and location of the Tomales area, there are not options for change in governmental structure. Tomales has only one special district – the Tomales Community Services District. There are no other special districts in Tomales or surrounding areas (other than North Marin Water District) providing services that could be consolidated with TVCSD. The Marin Countywide Plan suggests that a County Service Area should be established in the community of Tomales to provide water supply services. Public water service is one of a number of municipal services that could be provided by a community services district such as TVCSD with more focused local accountability than that which could be provided by a CSA governed by the County Board of Supervisors. To date, there has been no proposal to create a public water system. TVSCD could petition LAFCO for approval to provide additional services such as road maintenance, fire, or police or to function as a municipal advisory council or a area planning commission if sufficient revenues were available to support program costs.

There are no obvious opportunities for shared facilities in the operations of the CSD with other districts or agencies due to its location and lack of proximity to other special districts.

The District's budget process and annual financial documents are generally informative on the nature of services, allocation of resources to those services, and projections. The documents are written in plain language for a general audience.

III. SPHERE OF INFLUENCE REVIEW AND UPDATE

Current Sphere of Influence

The District's boundaries and sphere of influence are coterminous as determined by LAFCO when the District was formed in 1999. A map of the District and its sphere are shown on page 4.

Tomales has 100 developed residential units with the potential for an additional 31 units. The community plan area boundary was drawn in the 1997 Community Plan primarily to avoid intrusion into surrounding agricultural lands. It includes a core of small C-VCR (Coastal Village Commercial-Residential) zoned lots surrounded by small agricultural parcels. Sewage disposal in the downtown area is provided by a community sewer system while in the outlying areas, septic systems are used. Water supply is derived from individual on-site domestic wells. The public facilities in the Tomales Village area include the Tomales Village fire station (County), the Tomales Village Community Services District offices and sewage treatment facilities, and a community park maintained by the District.

**Table 2. Distribution of Existing Land Uses
Within the Tomales Planning Area**

| Type of Land Use | Acreage |
|---------------------------------------|------------------|
| 6,000 square foot residential lots | 20 acres |
| 1-acre residential lots | 3 acres |
| 2-acre agricultural-residential lots | 33 acres |
| 5-acre agricultural-residential lots | 52 acres |
| 10-acre agricultural-residential lots | 42 acres |
| 20-acre agricultural-residential lots | 54 acres |
| Village, commercial-residential lots | 31 acres |
| Planned commercial | 1 acre |
| Streets and Highway 1 | 24 acres |
| Total Acreage | 260 acres |

Source: Marin County Community Development Agency, April, 1996

Land uses in Tomales Village consist of residential, agriculture, and commercial uses. Tomales also has a concentration of historically and architecturally significant buildings on the California coast which the community wishes to protect through implementation of specific design criteria, alterations, additions, and new construction.

The Tomales Community Plan Area boundary was drawn to mirror the Marin County Agricultural Preserve boundary⁷. Therefore, the Planning Area includes: (1) those properties that are too small for commercial agricultural use, having been zoned for small-scale agricultural or residential uses since the 1930's; and (2) those properties that have been zoned for commercial uses.

In order to maintain agricultural viability and preserve agricultural land, Community Plan policies support maintaining the very low density agricultural zoning for these lands and encourages implementation of available programs that support agriculture, such as reduced property taxation and the purchase of development rights and easements.

Service Relationships

Table 2 summarizes the sources of municipal services for Tomales CSD.

Table 3. Sources of Municipal Service: Tomales CSD

| Area | Police | Fire/Emergency. Medical | Water | Wastewater Disposal | Solid Waste | Comm. Development | Street Maintenance | Parks & Recreation | Library |
|--------------------|-------------------|----------------------------|---------------------|------------------------|----------------------------------|----------------------|-----------------------|-----------------------|--------------------------------|
| Tomales Village | County Sheriff | County Fire/CSA#31 | Individual wells | Tomales CSD | Shoreline Disposal Service | County | County | Tomales CSD | County - no local branch |

County Fire operates the Tomales Fire Station shown on Map 1 on page __. The Tomales fire station is staffed with paramedic and advanced life support capability. Tomales is the only County fire station to utilize volunteers to supplement the professional staff.

Police services in Tomales are provided by the Marin County Sheriff's Department from the West Marin Substation in Point Reyes Station. The California Highway Patrol also routinely patrols Highway 1 and other county roads in the area.

⁷ Marin County Agricultural Preserve is a group of properties outside of Tomales Village core area that are zoned a very low density agricultural zoning "C-APZ-60" – Coastal, Agricultural Production Zone, one unit per 60 acres maximum density. Agricultural viability of this area is supported by government programs and laws such as the Williamson Act, that allow for reduced property taxation for agricultural lands within the Agricultural Preserve.

Water supply is dependent on individual wells discussed in more detail below. Tomales CSD provides wastewater treatment and disposal. Library services are available through the nearest County branch library located in Point Reyes Station. Tomales has one park, the Tomales Community Park, as well as school facilities that are also used for recreational purposes. There is also a wide range of recreational opportunities available to residents from Federal, State and County park facilities throughout west Marin County.

Need/Demand for Services

Existing and potential housing units and population for the Tomales Village area and Tomales CSD are shown in Table 4.

**Table 4. Estimated Population and Development Potential
Tomales Village Area and Tomales CSD**

| | Land Area (acres) | 2000 Population | 2005 Existing Housing Units | 2030 Buildout Housing Units | Estimated Maximum Population | % Potential Area Population Increase |
|----------------------|----------------------|--------------------|--------------------------------------|--------------------------------------|------------------------------------|---|
| Tomales Village Area | 260 | 210 | 100 | 131 | 342 | 63% |
| Tomales CSD | 111 | 189 | 90 | 118 | 307 | 62% |

Note: Tomales Village Area buildout projections based on Countywide Plan scenario most likely to be adopted. Second unit projection is based on State and local policy.

The 2000 population of the Tomales community planning area was approximately 210 within a land area of 260 acres. According to the Marin County Community Development Agency, there are currently 100 housing units with a future development potential of 42 additional units (which includes 11 second units), with maximum population of 342 under current zoning designations. These counts and projections are slightly smaller within the boundary of TVCSD as shown in Table 4.

According to the 1997 Community Plan, smaller lot residential and/or commercial areas in the village all lie either within the existing sewer service area or immediately adjacent to it. In 1997, the sewer service area was developed with 83 residential units. Based on 1993 data, NMWD estimated that the total number of residential units within the ultimate sewer service area could approximately double to 172 at buildout, which is an extremely high estimate that assumes an adequate supply of potable water would be available. Including future non-residential sewer connections, 172 units translate into approximately 290 to 300 equivalent dwelling units at buildout. Therefore, with a buildout sewer system capacity of 301 equivalent units estimated by NMWD, it appears that the sewer

system has adequate capacity to accommodate buildout sewage flows⁸ under likely implementation of existing land use regulations.

In analyzing the current dry weather flows in relation to the permitted flows, the district is currently at 42% of flow capacity for dry weather and 28% for wet weather. Taking the current flows and suggesting a 63% increase in population (using ABAG's 2030 population increase projection), there would be an increase of 10,080 gallons per day, or a total of 26,080 or 68% of permitted capacity in dry weather and a total of 52,080 or 35% of permitted capacity in wet weather, still well under the permitted capacity flows (See Table 5). This projection assumes adequate long-term maintenance of the TVCSD collection system to control in-flow and infiltration.

Table 5. Estimated Future Sewer System Flows

| | Current (2007) Flows | Permitted Flows | % of Flow Capacity | 2030 Population Increase Projection | Increase in Flows | Total Projected Flows | % of Permitted Flows |
|----------------|----------------------------|--------------------|--------------------------|--|----------------------|-----------------------------|----------------------------|
| Dry Weather | 16,000 | 38,000 | 42% | 63% | 10,080 | 26,080 | 68% |
| Wet Weather | 42,000 | 150,000 | 28% | 63% | 10,080 | 52,080 | 35% |

Ability to Extend Services

TVCSD operates a sewer collection and treatment agency faced with limited growth in demand for additional service. TVCSD reports that there are approximately 100 equivalent units generating an average daily dry weather flow of 16,000 gallons per day and an average daily wet weather flow of 42,000 gallons per day. Requirements for operation of the system established by the California Regional Water Quality Control Board limit the system capacity to 38,000 gallons per day with a permitted wet weather flow capacity of 240,000 gallons per day. Using these numbers, the district is operating at 42% of capacity.

The system was designed for a population expectation of approximately 450. TVCSD therefore has the ability to provide sewer service to not only projected growth within the "current jurisdiction", but also a significantly larger potential jurisdiction⁹.

⁸ Tomales Community Plan, Issues and Policies, Public Facilities and Services, Page IV-16

⁹ Data Request and Questionnaire. Karl Drexel, Tomales CSD Administrator.

County General Plan and Community Plan

The policies of the Local Coastal Program and the Marin Countywide Plan are aimed at preserving the physical integrity of the coastal villages by establishing historic areas through preservation of existing structures and implementation of specific design criteria for alterations, additions, and new construction. The Marin Countywide Plan has a policy to establish additional County Service Areas for wastewater and water supply services, including a CSA for the Tomales community. There are also policies prohibiting expansion of services into the adjacent agricultural lands within the Marin County Agricultural Preserve and other open space areas designated for preservation. These plans also emphasize in-fill of existing village areas as a basis for continued development. In the case of Tomales, these goals and policies can be met by limiting village expansion to the boundaries of the Tomales Planning Area.

The Tomales Community Plan states that the provision of an adequate quality and quantity of potable groundwater is an important planning issue in Tomales. Potable water for Tomales is provided by private, individual wells that reach groundwater at as little as 50 feet. A sewer system constructed in 1977 by the North Marin Water District (now operated by TVCSD) improved the quality of groundwater in the village core area by significantly reducing the leaching of wastewater from individual septic systems into groundwater sources. However, development in the area between the current district boundary and the boundary of the community plan area (see map on page 16) is not served by the TVCSD sewer system.

In these peripheral areas, sewage disposal is provided by private, on-site septic systems that could create a potential groundwater pollution problem. Extending sewer service to the peripheral lands would eliminate the potential for groundwater pollution but it could increase pressure for higher residential densities. The sewer service area should only be expanded to include logical extensions of the village core that are zoned for higher residential densities. Another alternative is to assume that a system could be built to import potable water to the Planning Area, but this is unlikely because it is economically infeasible to build such a system for such a small population.

The recommendation of the Community Plan is to: (1) maintain the existing, low density zoning of the peripheral lands; (2) utilize deep water wells, if necessary, that would minimize potential groundwater pollution from septic systems; and (3) review septic system permits against the most stringent State and/or County design criteria available. The Community Plan also recommends that a study be

carried out to determine the extent of potable groundwater sources in the Planning Area¹⁰.

Sphere of Influence Alternatives

The Commission has at least three alternatives in updating the sphere of influence of the Tomales Village Community Services District as discussed below.

Alternative 1 - Status Quo/Existing Boundary & SOI: The existing sphere of influence of TVCSD which is coterminous with the District's boundary could be reaffirmed without change. This alternative would be based on lack of demand, or uncertain demand, for service outside the District's current boundary. Some potential development outside the current TVCSD boundary as permitted by existing zoning and general plan designations may occur on small land parcels without sewer service under this alternative.

Alternative 2 - Expanded SOI, Community Plan Policy: The County's adopted Community Plan for Tomales calls for the following expansion of sewer service (at the time of adoption, service was provided by North Marin Water District or NMWD):

Limit Expansion of the NMWD's Sewer Service Area. No major boundary expansion of the North Marin Water District's sewer service area should be permitted into peripheral, low-density residential and agricultural lands.... The boundaries of the ultimate sewer service areas should correlate with the C-VCR, C-CP and C-RSP zoning district boundaries. (Policy PF-1.1)

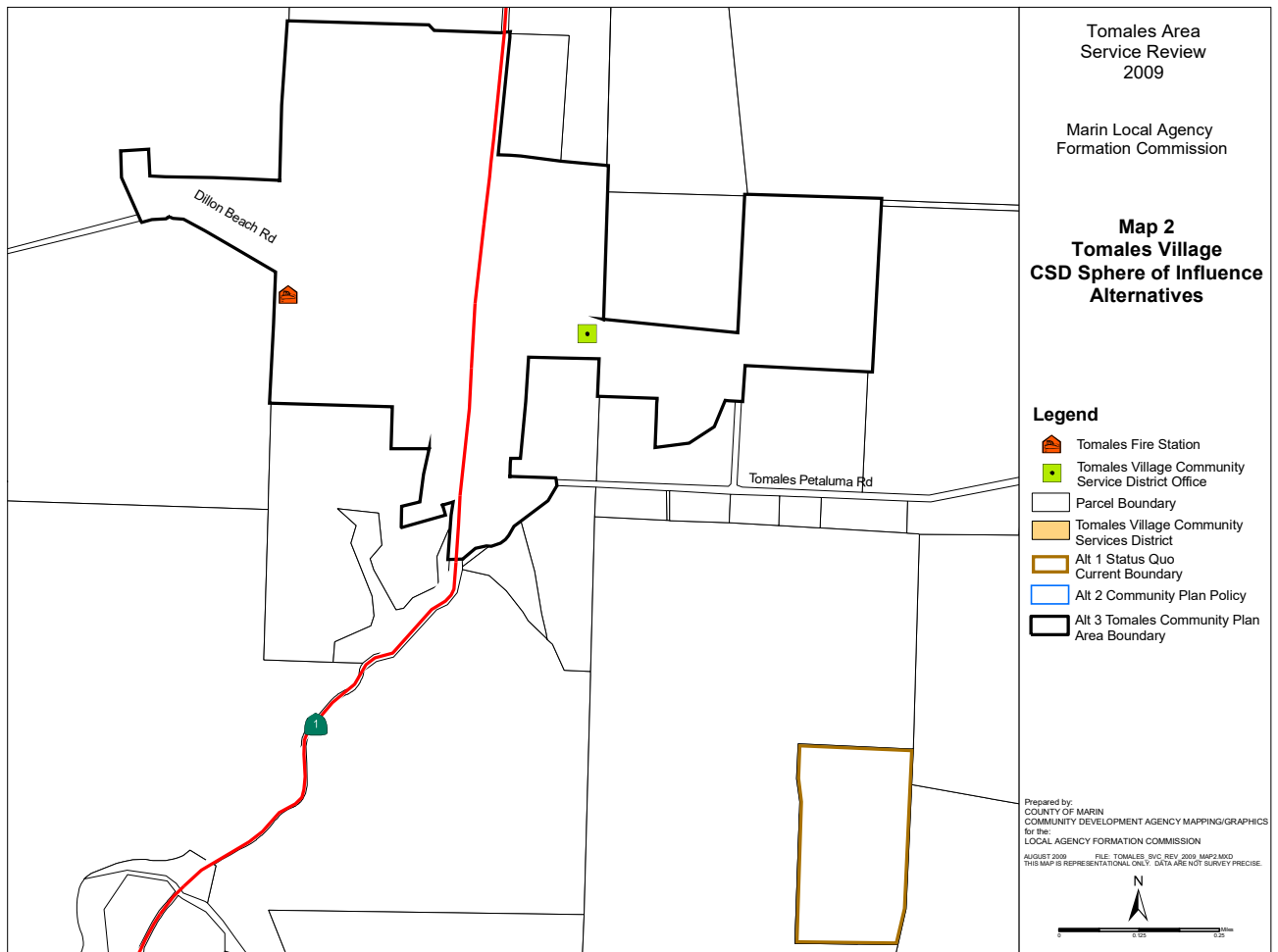
The referenced zoning district boundaries define a very limited area outside the current TVCSD boundary adjacent to the District's boundary. This area includes small land parcels contiguous to the District boundary and a larger parcel proposed for subdivision consistent with its zoning designation and likely to require or benefit from sewer service at its proposed density.

The area to be included in the District's sphere of influence under this alternative is shown on Map 2.

Alternative 3 - Expanded SOI, Community Plan Area: The TVCSD sphere of influence could be expanded to include all of the territory between the District's current boundary and the boundary of the Tomales Community Planning Area

¹⁰ Tomales Community Plan, 1997, Page III-2.

as shown on Map 1. The Commission's purpose in adopting this alternative would be to ensure to the greatest extent possible that all development approved under the Tomales Community Plan would have access to public sewer, thereby providing maximum protection of groundwater resources from wastewater contamination. This alternative would include large land parcels referred to in the Community Plan as "...peripheral, low-density residential and agricultural lands..." that should not be eligible for extension of sewer service under the Plan's policy. This alternative is therefore not consistent with the Tomales Community Plan. The area to be included in the District's sphere of influence under this alternative is shown on Map 2.



Recommendation

The Tomales sewer system that was constructed in 1977 and now operated by TVCSD improved the quality of groundwater in the village core area by significantly reducing the leaching of sewage into groundwater sources. However, areas between the current CSD boundary and the boundary of the community plan area are not served by the sewer system. In these peripheral areas, sewage disposal is provided by private, on-site septic systems that could, in some instances of small parcel size or parcels subject to subdivision, create a potential groundwater pollution problem.

As shown in *Need/Demand for Services* and *Ability to Extend Services* sections on page 13-14 there is probable demand for service outside the current TVCSD boundary on small parcels and parcels subject to subdivision under current zoning. The District has sufficient sewer capacity to provide service to a larger area than the area currently served.

As discussed above, Alternative 2 defines several parcels under five acres in size and/or parcels subject to further subdivision which are located outside the District's current boundary. These parcels are most likely to develop and most likely to benefit from public sewer service given their size and contiguity to the existing sewer service area. Inclusion of these parcels in the District's service area and sphere of influence would be consistent with the policies in the adopted Tomales Community Plan as described above. The inclusion of other, larger parcels between the current TVCSD boundary and the boundary of the Community Planning Area under Alternative 3 would not be necessary to protect groundwater resources (given the very low permitted residential density in this area) and would not be consistent with the adopted Community Plan. Therefore, LAFCO staff recommends that the Commission adopt Alternative 2 as the revised sphere of influence of the Tomales Village Community Services District.

