

Proposal for:
Timber Cove
County Water District
Municipal Service Review

Submitted to:

Sonoma LAFCo
111 Santa Rosa Avenue, Suite 240
Santa Rosa, CA 95404

September 17 2019

Submitted by:

PLANWEST
PARTNERS, INC. 

September 17, 2019

Sonoma LAFCo
Selection Committee
111 Santa Rosa Avenue, Suite 240
Santa Rosa, CA 95404

RE: Timber Cove County Water District Municipal Service Review Proposal

To Sonoma LAFCo,

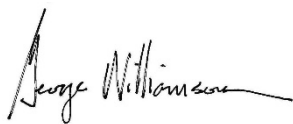
Planwest Partners proposes to prepare a Municipal Service Review (MSR) for the Timber Cove County Water District (District) to present to the Commission for review and approval. Our team understands the importance of MSRs for providing District information and offer experience in local governmental services to provide that information for Commission review and action.

Planwest currently provides staffing services to Del Norte, Humboldt, Shasta and Trinity LAFCos. In addition, we are providing services to Marin LAFCo preparing the Santa Rosa and Novato Regional MSRs. This required direct interaction with more than a dozen districts and consideration and determinations for water services in both regions. To prepare informative MSRs our team works on building relationships with member agencies, providing them with resources and technical assistance, and involving them in the MSR process. We understand that this would be a single district, single service MSR. Due to the location and size, we understand the importance of providing assistance to the District to address questions raised by the community.

Our team is structured to best provide the Commission with relevant LAFCo expertise, outstanding technical support, and cost-effective administration to deliver complete MSR for Commission consideration. As the current Executive Officer for Del Norte and Shasta LAFCos, I understand the importance of providing concise and understandable information to decision-makers. If selected, I would serve as the Principal in Charge for preparing the Timber Cove County Water District MSR. Other key staff assigned includes Colette Metz, who serves as the Executive Officer for Humboldt and Trinity LAFCos and would be involved in document preparation and review. Planwest has extensive experience preparing MSRs for unique, rural areas such as the the Fort Ross area on the Sonoma Coast and we look forward to using our expertise to prepare a well-constructed, informative MSR update for the Commission.

We appreciate the opportunity to submit our proposal and look forward to the opportunity to answer any questions you may have.

Sincerely,



George Williamson AICP, Principal Planner
Planwest Partners, Inc.
707.825.8260, georgew@planwestpartners.com
1125 16th Street, Suite 200.
Arcata, CA 95521

FIRM OVERVIEW

PLANWEST PARTNERS, INC.

Planwest Partners is a community planning consulting firm serving North Coast communities since 1997. Planwest has more than 24 years of combined Executive Officer experience. Currently, we provide contract staffing services to Humboldt, Del Norte, Shasta and Trinity LAFCos, and previously to Mendocino LAFCo. In addition, we are currently providing services to Marin LAFCo preparing MSRs and formerly as their interim Executive Officer. Through successful completion of contracted LAFCo work and regularly attending CALAFCO Conferences and Staff Workshops, we remain abreast of current Cortese-Knox-Hertzberg Act regulations and LAFCo policies. Furthermore, Planwest will be drawing upon our team's local expertise and knowledge gained over the last 11 years of staffing LAFCos.

PROJECT TEAM

Staff planners and spatial analysts have prepared MSRs for seven LAFCo's. Planwest is involved in overseeing LAFCo's planning and regulatory activities and work closely with Commission, member agencies, and the public on an on-going basis. We've included qualifications of our core project team. The following section describes the roles and general duties of each staff person

George Williamson, AICP Principal Planner & Lead Professional

George Williamson, Principal Planner and majority owner of Planwest Partners Inc., has over 35 years of experience working as a planner in California, Oregon, Washington and Arizona. Mr. Williamson has been providing contract planning and environmental services on the California North Coast since 1997. He has been the Humboldt Bay Harbor, Recreation, and Conservation District contract Planner since 2013. He has also provided planning and environmental services to the Crescent City Harbor District and the City of Point Arena. Since moving to the North Coast, he has been involved in community planning, environmental compliance and economic development activities. His community, land use and transportation planning experience offer a broad perspective when engaging organizations, agencies and stakeholders in developing investment, capacity and implementation strategies. He has both principal and project management experience, with community and economic development expertise. Mr. Williamson will provide overall guidance to staff in completing the Timber Cove County Water District MSR. He has 12 years of experience providing executive officer services. The firm's team structure has allowed for leadership development at both the staff and Commission levels. He will oversee Timber Cove County Water District MSR preparation and will provide his LAFCo process and planning expertise to staff and the Commission. Additionally, Mr. Williamson will be available to present the MSR at a Commission meeting.

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Sonoma LAFCo
Timber Cove County Water District MSR
Preparation Proposal*

George Williamson, Principal Planner **EDUCATION**

*San Diego State University, CA
Master of City Planning, 1988*

*Portland State University
B.S., Social Science w/ Urban Studies
Certificate, 1976*

TRAINING/PROFESSIONAL AFFILIATIONS

*American Institute of Certified
Planners, 1983*

*American Planning Association Life
Member, 1981*

*Arcata Energy Committee
Chairperson,
2014 current*

*CALAFCO Outstanding LAFCo
Professional for 2018,*

Colette Metz, AICP
Senior Planner

Colette Metz will oversee LAFCo staff and support the successful and timely completion of the Timber Cove County Water District MSR. Since 2011, Colette has served as Humboldt LAFCo's administrator and analyst, processing over 25 boundary change applications, preparing a range of agency and service-specific MSR/SOI updates, developing clear and concise staff reports for agenda packets, and providing technical assistance to member agencies. During this time, she has effectively built strong working relationships with elected officials and public agency staff. As Executive Officer for both Humboldt and Trinity LAFCos, her roles include managing projects, tasks, time-tracking, scheduling, budgeting, website oversight, keeping current on LAFCo procedures and legislation, attending meetings, presenting hearing items, and other LAFCo duties. She will use these skills to complete the Timber Cove County Water District MSR.

Colette Metz, Senior Planner & Partner
EDUCATION

Humboldt State University
B.S., Natural Resources Planning and Interpretation, 2006

TRAINING/PROFESSIONAL AFFILIATIONS

National Charrette Institute, Charrette System Certificate, 2011

Humboldt Area Foundation, Cascadia Leadership Program 2012

HSU Leading Organizational and Community Change Courses, 2017

Toastmasters
2011 Present

Jason Barnes
GIS Analyst

Jason Barnes will serve as the team GIS analyst and will be an integral part of preparing the District MSR including making detailed maps and diagrams to provide information to the Commission. Jason has over 10 years of experience working as an analyst, technician, cartographer, programmer, and university lecturer in the GIS field. His art background and broad technical experience lends well to GIS and cartographic visualization and communication. He has both principal and project management experience on a wide range of projects from socio-spatial, transportation, interactive mapping, and large area climate projects. He has been involved in activities involving many local consulting, non-profit, and federal agencies. He is currently on the board of directors for the Bigfoot Trail Alliance and is in the process of receiving his GIS Professional (GISP) certification through the GIS Certification Institute.

Jason Barnes, GIS Analyst
EDUCATION

Humboldt State University
M.S., GIS, 2012
Northern Michigan University
B.F.A., Photography, 2002

TRAINING/PROFESSIONAL AFFILIATIONS

Database Design Course
2018

Bigfoot Trail Alliance

Secretary 2016 Present

ESRI Training Courses Member, ASPRS
2011 Present

Sarah West
Associate Planner

Sarah is a planner with a wide range of experience and passion for community planning, outreach, and natural resources. Her diverse educational and professional background gives her a broad understanding of many issues affecting communities. On past projects she has worked collaboratively with local governments and districts, State and federal regulatory agencies, and community groups. Her planning experience includes the preparation and processing of planning documents, environmental permits, environmental impact reports, mitigated negative declarations, and policy analysis. Sarah supports a wide spectrum of projects, and conducts research, analysis, and stakeholder engagement by applying her facilitation training and education in both planning and the sciences. Sarah brings a strong attention to detail and organization to services such as local government analysis, facilitation, and community engagement.

Emily Morris
Assistant Planner

Emily is an Assistant Planner with Planwest Partners, Inc. She has over four years of experience working with state, regional, and local agencies as well as private interests on resource management, community infrastructure, and planning projects within Northern California. Emily has experience preparing environmental compliance and mitigation monitoring programs subject to the California Environmental Quality Act and National Environmental Policy Act. Emily works on projects for the City of Arcata; Del Norte and Shasta LAFCos, the City of Crescent City, and numerous Humboldt Bay Harbor, Recreation, and Conservation District projects. She recently completed a Local Coastal Plan (LCP) for the Crescent City Harbor District and is submitting the LCP for review by Del Norte County. Her planning experience includes preparation and processing of planning documents, environmental permits, environmental impact reports, mitigated negative declarations, policy analysis, and implementation plans. In coordination with the other team members, Emily will help prepare the District update, interface with agency staff, and assist the leads with administrative tasks, as necessary.

Saran West, Associate Planner

EDUCATION

Humboldt State University
B.S., Environmental Planning, 2013

TRAINING/PROFESSIONAL AFFILIATIONS

UC Davis Extension_ Environmental Site Planning and Analysis

2017

HSU Leading Organizational and Community Change

Courses 2016 2017

Humboldt Area Foundation, Cascadia Leadership Program

2017

Toastmasters

2015 Present

Emily Morris, Assistant Planner

EDUCATION

University of California, Davis
B.S., Evolution & Ecology, 2003

Humboldt State University
M.A., Biology, 2006

Krystle Heaney
Assistant Planner

Krystle Heaney has six years of experience working with local, regional, and state agencies on project coordination and regulatory compliance. Ms. Heaney previously provided environmental planning services for the Sierra Nevada foothill and Tahoe regions. More recently Ms. Heaney has been working in the California North and Central Coast regions. Her background in geography provides her with a system view of projects that allows for consideration of all project components and needs. She has proven facilitation skills on large controversial projects and can effectively communicate with regulatory staff. Krystle had key roles in the Santa Rosa and Novato Regional MSRs prepared for Marin LAFCo and will provide support and research assistance during MSR and SOI update preparation and revision. This includes preparing agency requests for information, conducting data collection and analysis, and developing baseline information used in the reports.

Krystle Heaney, Assistant Planner
EDUCATION
California State University, Sacramento
B.A. Physical Geography 2013

TRAINING/PROFESSIONAL AFFILIATIONS
CNDDDB/RareFind/Bios Training

SUPPORT STAFF:

Beyond the core team identified above, other Planwest Partners Inc. planning and technical support staff are available as needed to assist with document preparation and administrative tasks. The utilization of support staff will be strategic and focused based on preparation needs for the Timber Cove County Water District MSR.

RELEVANT EXPERIENCE

Marin LAFCo Regional MSR Preparation

Santa Rosa Regional MSRs

Planwest completed draft Regional Settings with descriptions including unincorporated islands, growth and population projections, disadvantaged unincorporated communities; and land uses on a regional scale. We drafted Agency Profiles for regional entities including the City of San Rafael, Marinwood CSD, CSA #18 Las Gallinas, CSA #23 Terra Linda, CSA #13 Upper Lucas Valley, CSA #6 Gallinas Creek, CSA #9 Northbridge and CSA #19 San Rafael. Profiles included identifying core services, functions, boundaries, and funding descriptions. Planwest staff reviewed county GIS shapefiles and prepared agency boundary maps. Completed draft background information and data sources for evaluating services on a regional scale. This included initial services inventory research on Ambulance Service, Fire Protection, Libraries, Parks & Recreation, Police, Road Maintenance & Construction, Street Sweeping, Streetlighting and Open Space, Channel Maintenance, Parkway (median strip) and Landscape Maintenance and Preserve Management. Completed draft District evaluations and determinations that considered service levels and demands, financing challenges and opportunities, infrastructure needs and deficiencies, opportunities for shared facilities, and governance structure options. Planwest staff completed a draft report and submitted it for staff review. Revisions to the draft were made based on received comments and a public draft was presented to the Commission for final review and adoption.

Planwest Proposal:
Sonoma LAFCo
Timber Cove County Water District MSR
Preparation Proposal

Novato Regional MSR

Planwest prepared agency profiles and coordinated review with staff from City of Novato, Novato Sanitary District, Novato FPD, CSA # 20 Indian Valley, Bel Marin Keys CSD, CSA #1 Loma Verde and CSA 25 County Parks. We prepared Service Evaluation and Determinations addressing: Fire Protection, Parks & Recreation, Police, Road Maintenance & Construction; Solid Waste; Recycled Water; Channel & Levee Maintenance; Median Strips and Streetlighting; and Open Space. Prepared draft report for public review with regional setting agency profiles and determinations added. Received input and provided revisions and clarifications as requested.

Contact Person: Jason Fried, Executive Officer, Marin Local Agency Formation Commission
Address: 1401 Los Gamos, Suite 220, San Rafael, California 94903
Phone: (415) 448-5877
Dates: 2018 – Present

Shasta LAFCo Water District MSR Preparation

Cottonwood Water District Municipal Services Review and Sphere of Influence Update

Planwest Partners, as Shasta LAFCo staff, prepared the 2019 Cottonwood Water District Municipal Services Review and Sphere of Influence Update. The District provides water services to the town of Cottonwood and its outlying areas. They have a service area of 4.5 square miles and provide service to approximately 1,150 connections. They rely on groundwater and maintain five wells within their district boundary. They show adequate supply for current customers and future planned developments. In evaluation opportunities for shared services, the proximity to Anderson-Cottonwood Irrigation District that provides water services south, east, and north of Cottonwood was considered. The two districts are separated in the south by Cottonwood Creek and share a boundary along the town of Cottonwood's east side. Cottonwood is a Census Designated Place and according to the 2010 census, the population of the Cottonwood CDP was 3,316. However, the CDP boundary is smaller than the Cottonwood Water District boundary and reports a smaller population. Using GIS data and census blocks, Planwest's spatial analyst estimated District population as approximately 3,512 persons.

Contact Person: John Hollmer, District Manager
Address: 3282 Chestnut St. Cottonwood, CA 96022
Phone: (530) 347- 3472
Dates: 2018-19

Executive Officer, Del Norte, Local Agency Formation Commission

George Williamson AICP, as Del Norte LAFCo Executive Officer, provides contract staffing services to Del Norte Agency Formation Commission (LAFCo), which administers more than 25 local agencies in Del Norte County. He oversees preparation of Commission meeting packets, annexations and reorganization reviews. He has been involved in the preparation of more than 45 municipal services reviews (MSRs) and sphere of influence (SOIs) updates for member organizations. For Del Norte LAFCo, he reviewed water and sewer service to Elk Valley Rancheria's Martin Ranch property and reviewed and processed County Service Area No. 1 MSR and SOI amendment.

Planwest Proposal:
Sonoma LAFCo
Timber Cove County Water District MSR
Preparation Proposal

Contact Person: Blake Inscore, Del Norte LAFCo City Member and Crescent City Mayor
Address: 377 J Street Crescent City, CA
Phone: (707) 464-7483
Dates: 2008 – Present

Municipal Service Review and Sphere of Influence Update Mapping

Planwest Partners provides mapping services for four California Local Agency Formation Commissions (LAFCo): Del Norte LAFCo, Humboldt LAFCo, Shasta LAFCo and Trinity LAFCo. We work with many special districts including fire districts, water districts, and community services districts and help them determine appropriate service areas for their community. Utilizing local parcel, land use, transportation, and other spatial data, we create useful figures to help districts make intelligent, informed decisions for determining boundary and sphere of influence changes, annexations and detachments, and creating final Municipal Service Review figures.

Contact Person: Troy Nicolini, Humboldt LAFCo Special District Member
Address: 1982 Gass Avenue, Samoa, CA 95564
Phone: (707) 443-9042
Dates: 2008 – Present

APPROACH TO PROVIDING SERVICES

Planwest prepares both routine and complex special studies as mandated by LAFCo statute, including municipal service reviews and spheres of influence updates. Our approach is to provide customized outreach and assistance to member agencies to increase understanding of service, governance and funding needs. Given the range of characteristics of service providers, a one size fits all approach is not always appropriate. We focus on service review scope and content, developing service specific MSRs that consider shared trends relating to the adequacy, capacity, and cost of providing essential governmental services. We present our analysis in a clear format with both written determinations and supplemental tables, graphs, and spatial data to demonstrate our conclusions. The MSRs are a significant resource and have lasting value for member agencies and the public as time goes on.

The Planwest team is well qualified and committed to preparing the Timber Cove County Water District MSR as outlined in the RFP. Our approach to providing staffing services is grounded in providing quality work products, responsive customer service, and collaborative problem-solving. Planwest Partners currently provides contract Executive Officer and staffing services to the Del Norte, Humboldt, Shasta and Trinity LAFCos. In addition, Planwest is working to prepare MSRs for Marin LAFCo and formerly provided interim Executive Officer services. This experience includes providing staffing services to Humboldt LAFCo since 2007 and Del Norte LAFCo since 2008. As Executive Officer for both Del Norte and Shasta LAFCos, George Williamson oversees preparation of Commission meeting packets, annexations and reorganization reviews. He has been involved in the preparation of more than 45 MSR and SOI updates for member organizations. Colette Metz serves as the Executive Officer for Humboldt and Trinity LAFCos and has broad experience negotiating boundary changes and service extensions. In addition, she has been involved in the preparation of over 20 MSR and SOI updates for cities and special districts offering a myriad of different services.

Planwest Proposal:
Sonoma LAFCo
Timber Cove County Water District MSR
Preparation Proposal

Staff members at Planwest have significant experience in the preparation, management and review of MSR and SOI updates for cities, fire protection districts, water districts, sanitary districts, and other special districts. These reports contain an analysis of infrastructure needs and deficiencies, financing constraints and opportunities, and government structure options. Current responsibilities with these LAFcos include managing MSR and SOI updates for all cities and districts within the represented counties, preparing and conducting LAFco meetings, answering LAFco phone lines, maintaining LAFco websites, securing and updating insurance for the Commission, preparing the budget and payment requests for Commission expenses, and attending annual conferences to update the Commission on new LAFco policies. Preparing a Draft MSR for Timber Cove County Water District is estimated to take about five months from contract commencement. A final document draft will be ready in May 2020 for presentation to the Commission. For a more detailed timeline please see the Project Schedule outlined below.

PROJECT SCHEDULE

Project Tasks and Subtasks	Commencement	End Date
Task 1. Setting & Agency Profile	October 16 2019	November 2019
Subtask 1: District Site Visit	October 2019	October 2019
Task 2. Service Evaluation and Determination	October 16 2019	February 2020
Subtask 2.1: Prepare Agency Profile	October 2019	Ongoing
Subtask 2.2: Request for Information to District	October 2019	November 2019
Subtask 2.3: Input Detailed System Information	November 2019	December 2020
Subtask 2.4: Contact with District Personnel	December 2019	January 2020
Task 3. Draft Report and Public Review	March 2020	March 2020
Subtask 3: Incorporate comments	March 2020	April 2020
Task 4. Final Report and Adoption	April 2020	May 2020
Subtask 4: Attend Commission meeting for MSR Presentation	May 2020	May 2020

CONFLICTS OF INTEREST

See attached form stating that there are no conflicts of interest for Planwest Partners, Inc to provide services in Sonoma County. Planwest is not currently providing services to any local or regional agencies within the County.

WORKFORCE RATES & AVAILABILITY

Please see attached rate schedule for Planwest Staff rates. Hourly rates are also shown in the attached budget. The project costs will remain within budget and subconsultants will only be used as needed.

*Planwest Proposal:
Sonoma LAFCo
Timber Cove County Water District MSR
Preparation Proposal*

PROJECT COST

See attached budget for project costs and hourly staff rates. The project costs will not exceed \$25,000.00. A detailed budget is attached.

INSURANCE REQUIREMENTS

As outlined in the RFP, Planwest will provide Sonoma LAFCO with certificates and original endorsements affecting the required insurance coverage prior to execution of a contract, including the following:

- A. Employer's umbrella liability insurance, with minimum coverage of \$1,000,000 per injury
- B. Commercial general liability insurance, in an amount of \$2,000,000 per occurrence and \$4,000,000 general aggregate (errors and omissions coverage)
- C. Automobile liability insurance, for any automobiles, with a minimum combined single limit coverage of \$1,000,000 per accident
- D. General Conditions Pertaining to Insurance

Such insurance will not be canceled or materially changed without thirty (30) days advance written notice and shall be maintained throughout the term of the contract and for a minimum of six months following termination and acceptance of all work under the contract.

REFERENCES

Cybelle Immitt, Senior Planner
Humboldt County Public Works
(707) 267-9542
cimmitt@co.humboldt.ca.us

Blake Inscore Mayor and Del Norte LAFCo Member
City of Crescent City
(707) 218-1037
binscore@crescentcity.org

Irwin Fust, Chairperson
Shasta LAFCo
(530) 242-1112
irwin378@gmail.com

Lon Winburn, Chief
Fortuna Fire Protection District
(707) 725-5021
lwinburn@fortunafire.com

Jason Fried
Marin LAFCo Executive Officer
415.448.5877
jfried@marinlafco.org

ATTACHMENTS:

1. Conflict of Interest Form
2. 2019 Planwest Rate Schedule
3. Budget with Project Costs and Hourly Staff Rates
4. Marin LAFCo Regional MSR Update

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Sonoma LAFCo
Timber Cove County Water District MSR
Preparation Proposal*

Scope of Work

Timber Cove County Water District MSR

This scope of work describes tasks to complete the Timber Cove County Water District (TCCWD or District) Municipal Service Review (MSR) for review and adoption by Sonoma LAFCO as per the Request for Proposals. This independent special district was formed in 1984 and is located along the Sonoma Coastline in the far northwest area of the County. The District provides water from Timber Cove Creek to a planned residential community approximating 558 acres in size.

The following scope of work serves to describe the process for completing the above referenced MSR. The following tasks will be completed for MSR preparation:

Task 1 –Setting & Agency Profile

A setting will be established that describes the context for the provision of services. This includes evaluating growth and population projections, identifying disadvantaged unincorporated communities, and describing current and proposed land uses on a regional scale. A GIS analysis component will be included in the regional setting to assist in identification of potential areas of growth.

An updated agency profile will be prepared that describe the core service, functions, boundaries, and infrastructure for the District. The brief profile will incorporate information collected and analyzed from research and an agency questionnaire sent to the District. The agency profiles will generally include the following information:

- Formation and Development
- Adopted Commission Boundaries
- Organizational Structure
- General Governmental Services
- Financial Summary

A Planwest representative will conduct an in-person site visit to the District to speak with District personnel, gather information and address any questions or concerns about the MSR process.

Deliverables: Agency profile, In-person site visit to District in Jenner, CA

Task 2 – Service Evaluation and Determination

Planwest will conduct an evaluation of District services that provides LAFCo with an understanding of the provided services' adequacy and efficiency. Evaluations will consider service levels, service demand, financing challenges and opportunities, infrastructure needs and deficiencies, opportunities for shared facilities, and governance structure options. Written determinations will be made to address the mandatory factors required under statute including:

Financial Ability to Provide Service:

Planwest will work with the District to ensure they have a water management plan that identifies water supplies and that the supplies are sufficient both for existing customers and to meet projected growth needs. Planwest will work with the District to

update, or prepare, a capital improvement plan that identifies needed water storage, treatment, and distribution infrastructure needs, and projected costs for these capital projects. If a CIP has not already been prepared, the project team will work with District staff to identify key infrastructure that will need to be replaced and identify resources and potential funding the District has or can develop to meet projected capital needs.

Planwest will review at least six other Sonoma County water providers (cities and districts) to document how District rates compare. Planwest will also review District audits for their conclusions and determine the District's internal auditing/accounting procedures.

Opportunity for Shared Services:

Planwest will map closest public water systems to determine where the District could explore contracting for services with other water service providers. Planwest will work with the District to identify and pursue cost sharing service opportunities, such as for water quality testing, treatment plant management, engineering services, etc.

Governance:

Planwest will request confirmation that District board of directors have completed appropriate ethics training and filed required financial disclosures. If not, training opportunities through CA Special Districts Association or other sources will be identified. Planwest will review District's website for provision of timely information to the public, especially regarding agendas and minutes of District Board actions and request policy confirming that the Board adheres to the Brown Act and allows for public comment during meetings. Planwest will determine the level of interest/activity associated with election of board members and learn if District elections have been contested. They will also determine if all board members are qualified residents of the District.

Sphere of Influence Determination:

Although the District is not seeking a sphere of influence amendment, Planwest will provide LAFCo with a recommended SOI determination, and alternative governance options if the District becomes unsustainable as an independent body.

Deliverables: MSR preparation, District service evaluation, adjacent water service provider review

Task 3 – Draft Report and Public Review

A draft report will be prepared and presented to the Commission for discussion and feedback. The project team will provide District information and draft determinations for the Sonoma LAFCo staff to use in a workshop. The draft report will be a complete document and include an introduction, setting, and agency profile, services evaluation and written determinations. Input received by affected agencies and interested stakeholders will be incorporated into the final MSR.

Deliverables: Draft TCCWD MSR

Task 4 – Final Report and Adoption

A final MSR will be presented to the Commission for action at a noticed public hearing. The final draft report will include updates from earlier drafts based on new information or comments generated during the public review period. The final draft report will be presented to the Commission for discussion and feedback as a Public Hearing agenda item. A Planwest staff representative will be present to answer questions on the MSR and explain District details. The Commission will consider formally adopting the MSR and codifying the written MSR determinations.

Deliverables: Public Hearing Noticing, Commission Meeting Attendance in Santa Rosa, Final TCCWD MSR



September 17, 2019

Sonoma LAFCO
111 Santa Rosa Avenue, Suite 240
Santa Rosa, CA 95404

Re: Request for Proposals: Municipal Service Review for
The Timber Cove County Water District
Disclosure of Potential Conflict of Interest

Dear Sonoma LAFCO Commissioners,

Planwest Partners no has prior working experience with local agencies in Sonoma County and the work preparing the Timber Cove County Water District MSR presents no conflicts of interest.

Sincerely,

A handwritten signature in black ink that reads "George Williamson".

Signature

George Williamson, AICP, Principal Planner
Name & Title

September 17, 2019

Date

(707) 825-8260
Phone

.

Sonoma LAFCO Timber Cove County Water District MSR Update Draft Budget

	Principal Planner	Senior Planner	GIS Analyst	Associate Planner	Assistant Planner	Expense	Total
Rate	\$112	\$98	\$72	\$78	\$62		
Task 1. Setting & Agency Profile	2.00	4.00	8.00	10.00			\$1,972.00
Task 2. Service Evaluation and Determination							
Prepare Agency Profile	2.00	2.00	6.00	8.00	24.00		\$2,964.00
Request for Information to District	8.00			4.00	4.00		\$1,456.00
Input Detailed System Information	2.00	4.00	4.00	8.00	16.00		\$2,520.00
Contact with District Personnel	8.00			6.00		\$395.00	\$1,759.00
Admin Draft MSR to Sonoma LAFCO staff	12.00	12.00	16.00	24.00	36.00		\$7,776.00
Task 3. Draft Report and Public Review	6.00	4.00		8.00	12.00		\$2,432.00
Task 4. Final Report and Adoption	2.00	4.00	6.00	12.00	8.00		\$2,480.00
Attend Commission meeting for MSR Presentation	8.00					\$383.40	\$1,279.40
Total Hours	50.00	30.00	40.00	80.00	100.00		
Total	\$5,600.00	\$2,940.00	\$2,880.00	\$6,240.00	\$6,200.00	\$778.40	\$24,638.40

cross check \$24,638.40

Mileage Arcata - Santa Rosa: 230 mi @ \$.58/mi	\$133.40
Mileage Arcata - Ft Ross: 250 mi @ \$.58/mi	\$145.00
Lodging Expense	\$250.00



2019 Planwest Rate Schedule

PLANWEST PARTNERS HOURLY RATE SCHEDULE	
Staff Position	Rate Per Hour
Principal Planner	\$112.00
Senior Planner	\$98.00
Associate Planner	\$78.00
GIS Analyst	\$72.00
Assistant Planner	\$62.00
GIS Technician	\$62.00
Planning Technician	\$58.00
Planning Intern	\$42.00

Direct Expenses:

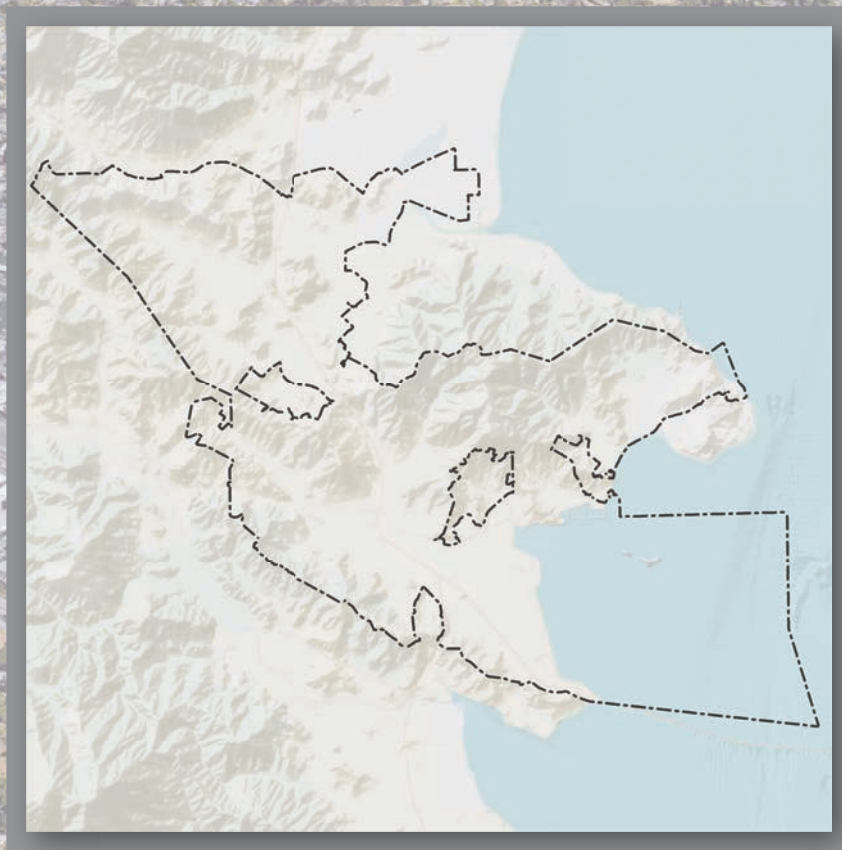
Mileage:	\$ 0.58 per mile or direct rental car/fuel costs
Telephone:	actual toll call costs
Printing:	direct printing and binding costs.
Postage:	current USPS rates
Label Sheets:	\$ 0.30 per sheet
Standard Envelopes:	\$ 0.03 per envelope
Manila Envelopes:	\$ 0.10 per envelope

Copying and Map Plots:

8 ½ x 11 B & W copies:	\$ 0.06 per page
8 ½ x 11 color copies:	\$ 0.50 per page
11 x 17 B & W copies:	\$ 1.00 per page
11 x17 color copies:	\$ 1.50 per page
Color Plots on bond (draft quality) roll stock (matte):	\$ 4.00 per square foot
Color Plots on Polypropylene stock (glossy):	\$ 5.00 per square foot
Color Plots on coated presentation stock:	\$ 6.00 per square foot

These fees are subject to annual review and adjustment.

MARIN LAFCO SAN RAFAEL REGIONAL MUNICIPAL SERVICES REVIEW



MAY, 2019

PLANWEST
PARTNERS, INC. 





Marin Local Agency Formation Commission

Municipal Service Review

San Rafael Region

Public Review Draft June 25, 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 §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.

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Table of Contents

1.0	<u>INTRODUCTION</u>	<u>1</u>
1.1	ROLE AND RESPONSIBILITY OF LAFCO	1
1.2	MUNICIPAL SERVICE REVIEWS	2
1.3	MARIN LAFCO COMPOSITION	3
2.0	<u>EXECUTIVE SUMMARY</u>	<u>4</u>
2.1	AFFECTED PUBLIC AGENCIES	4
2.2	PLANS, POLICIES, STUDIES	6
2.3	AGENCY AND PUBLIC PARTICIPATION	7
2.4	WRITTEN DETERMINATIONS	7
3.0	<u>REGIONAL SETTING</u>	<u>9</u>
3.1	UNINCORPORATED ISLANDS	13
3.2	GROWTH AND POPULATION	18
3.3	REGIONAL PLANNING	20
4.0	<u>CITY OF SAN RAFAEL</u>	<u>22</u>
4.1	OVERVIEW	22
4.2	JURISDICTIONAL BOUNDARY	22
4.3	POPULATION AND GROWTH	23
4.4	LAND USE AND GEOGRAPHIC FACTORS	23
4.5	ORGANIZATION STRUCTURE	25
4.6	ACCOUNTABILITY AND TRANSPARENCY	25
4.7	MUNICIPAL SERVICES	26
4.8	FINANCIAL OVERVIEW	33
4.9	SUSTAINABILITY	38
5.0	<u>MARINWOOD COMMUNITY SERVICES DISTRICT</u>	<u>39</u>
5.1	OVERVIEW	39
5.2	FORMATION AND DEVELOPMENT	42
5.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	42
5.4	POPULATION AND GROWTH	42
5.5	MUNICIPAL SERVICES	42
5.6	ORGANIZATIONAL STRUCTURE	45
5.7	ACCOUNTABILITY AND TRANSPARENCY	46

5.8	FINANCIAL OVERVIEW.....	47
5.9	SUSTAINABILITY.....	48
6.0	<u>COUNTY SERVICE AREA NO. 6 – GALLINAS CREEK.....</u>	49
6.1	OVERVIEW	49
6.2	FORMATION AND DEVELOPMENT.....	49
6.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	52
6.4	POPULATION AND GROWTH	52
6.5	MUNICIPAL SERVICES.....	52
6.6	ORGANIZATIONAL STRUCTURE	53
6.7	ACCOUNTABILITY AND TRANSPARENCY	54
6.8	FINANCIAL OVERVIEW.....	55
6.9	SUSTAINABILITY.....	55
7.0	<u>COUNTY SERVICE AREA NO. 9 – NORTHBRIDGE.....</u>	56
7.1	OVERVIEW	56
7.2	FORMATION AND DEVELOPMENT.....	56
7.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	56
7.4	POPULATION AND GROWTH	59
7.5	MUNICIPAL SERVICES.....	59
7.6	ORGANIZATIONAL STRUCTURE	60
7.7	ACCOUNTABILITY AND TRANSPARENCY	60
7.8	FINANCIAL OVERVIEW.....	60
7.9	SUSTAINABILITY.....	61
8.0	<u>COUNTY SERVICE AREA NO. 13 - UPPER LUCAS VALLEY</u>	62
8.1	OVERVIEW	62
8.2	FORMATION AND DEVELOPMENT.....	62
8.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	65
8.4	POPULATION AND GROWTH	65
8.5	MUNICIPAL SERVICES.....	65
8.6	ORGANIZATIONAL STRUCTURE	67
8.7	FINANCES	67
8.8	SUSTAINABILITY.....	68
9.0	<u>COUNTY SERVICE AREA NO. 18 - LAS GALLINAS.....</u>	69
9.1	OVERVIEW	69
9.2	FORMATION AND DEVELOPMENT.....	69

9.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	73
9.4	POPULATION AND GROWTH	73
9.5	MUNICIPAL SERVICES.....	73
9.6	ORGANIZATIONAL STRUCTURE	74
9.7	ACCOUNTABILITY AND TRANSPARENCY	75
9.8	FINANCIAL SUMMARY	75
9.9	GOVERNANCE STRUCTURE OPTIONS	76
10.0	<u>COUNTY SERVICE AREA NO. 19 – SAN RAFAEL FIRE</u>	<u>77</u>
10.1	OVERVIEW	77
10.2	FORMATION AND DEVELOPMENT.....	77
10.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	80
10.4	POPULATION AND GROWTH	80
10.5	MUNICIPAL SERVICES.....	80
10.6	ORGANIZATIONAL STRUCTURE	81
10.7	ACCOUNTABILITY AND TRANSPARENCY.....	81
10.8	FINANCIAL OVERVIEW	82
10.9	SUSTAINABILITY.....	82
11.0	<u>COUNTY SERVICE AREA NO. 23 - TERRA LINDA.....</u>	<u>83</u>
11.1	OVERVIEW	83
11.2	FORMATION AND DEVELOPMENT.....	83
11.3	DISTRICT BOUNDARY AND SPHERE OF INFLUENCE	86
11.4	GOVERNMENTAL SERVICES.....	86
11.5	ORGANIZATIONAL STRUCTURE	86
11.6	FINANCIAL SUMMARY	86
11.7	GOVERNANCE STRUCTURE OPTIONS	86
12.0	<u>SERVICES EVALUATION AND DETERMINATIONS.....</u>	<u>88</u>
12.1	REGIONAL MUNICIPAL SERVICES.....	88
12.2	MUNICIPAL SERVICE REVIEW DETERMINATIONS	92

List of Figures

FIGURE 2-1: SAN RAFAEL REGIONAL OVERVIEW MAP5
FIGURE 3-1: SAN RAFAEL REGIONAL SERVICES MAP11
FIGURE 3-2: POPULATION GROWTH TREND AND ESTIMATE20
FIGURE 4-1: CITY OF SAN RAFAEL BOUNDARY AND SOI24
FIGURE 4-2: CITY OF SAN RAFAEL GENERAL FUND EXPENDITURES36
FIGURE 4-3: SAN RAFAEL LONG-TERM DEBT OBLIGATION37
FIGURE 5-1: MARINWOOD CSD BOUNDARY AND SOI.....40
FIGURE 5-2: MARINWOOD CSD LAND USE41
FIGURE 5-3: MARINWOOD CSD ORGANIZATION CHART46
FIGURE 6-1: CSA NO. 6 BOUNDARY AND SOI50
FIGURE 6-2: CSA NO. 6 LAND USE51
FIGURE 7-1: CSA NO. 9 BOUNDARY AND SOI57
FIGURE 7-2: CSA NO. 9 LAND USE58
FIGURE 8-1: CSA NO. 13 BOUNDARY AND SOI63
FIGURE 8-2: CSA NO. 13 LAND USE64
FIGURE 8-3: LUCAS VALLEY PRESERVE MAP66
FIGURE 9-1: CSA NO. 18 BOUNDARY AND SOI70
FIGURE 9-2: CSA NO. 18 LAND USE71
FIGURE 9-3: CSA NO. 18 ZONE OF BENEFIT.....72
FIGURE 10-1: CSA NO. 19 BOUNDARY AND SOI78
FIGURE 10-2: CSA NO. 19 LAND USE79
FIGURE 11-1: CSA NO. 23 BOUNDARY AND SOI84
FIGURE 11-2: CSA NO. 23 LAND USE85

List of Tables

TABLE 1-1: LAFCo'S REGULATORY POWERS.....	2
TABLE 1-2: MANDATORY DETERMINATIONS.....	3
TABLE 1-3: MARIN LAFCo COMMISSION MEMBERSHIP.....	3
TABLE 2-1: SAN RAFAEL REGIONAL MSR AGENCIES.....	4
TABLE 3-1: SAN RAFAEL STUDY AREA SERVICE PROVIDERS OVERVIEW.....	12
TABLE 3-2: UNINCORPORATED TERRITORY IN SAN RAFAEL STUDY AREA.....	14
TABLE 4-1: CITY OF SAN RAFAEL OVERVIEW.....	22
TABLE 4-2: CITY OF SAN RAFAEL POLICE DEPARTMENT SERVICE INDICATORS.....	28
TABLE 4-3: CITY OF SAN RAFAEL PARKS AND RECREATION COMPONENTS.....	30
TABLE 4-4: SAN RAFAEL FUND BALANCES.....	35
TABLE 5-1: MARINWOOD CSD OVERVIEW.....	39
TABLE 5-2: MARINWOOD CSD REVENUES AND EXPENDITURES FOR FY 2017-18 AND FY 2018-19.....	47
TABLE 6-1: CSA NO. 6 OVERVIEW.....	49
TABLE 6-2: GALLINAS CREEK PAST DREDGING VOLUMES.....	53
TABLE 6-3: COUNTY OF MARIN BOARD OF SUPERVISORS.....	54
TABLE 6-4: CSA NO. 6 ADVISORY BOARD MEMBERS.....	54
TABLE 6-5: CSA NO. 6 FINANCIAL SUMMARY.....	55
TABLE 7-1: CSA NO. 9 OVERVIEW.....	56
TABLE 7-2: CSA NO. 9 MAINTENANCE SCHEDULE SUMMARY.....	59
TABLE 7-3: CSA NO. 9 FINANCIAL SUMMARY.....	61
TABLE 8-1: CSA NO. 13 OVERVIEW.....	62
TABLE 8-2: CSA NO. 13 REVENUES AND EXPENDITURES FOR FY 2017-18 AND FY 2018-19.....	68
TABLE 9-1: CSA NO. 18 OVERVIEW.....	69
TABLE 9-2: CSA NO. 18 PARKS, RECREATION AND OPEN SPACE.....	73
TABLE 9-3: CSA NO. 18 ADVISORY BOARD.....	75
TABLE 9-4: CSA NO. 18 REVENUES AND EXPENDITURES.....	76
TABLE 10-1: CSA NO. 19 OVERVIEW.....	77
TABLE 10-2: CSA NO. 19 PARCELS AND ACREAGE (1974).....	77
TABLE 10-3: CSA NO. 19 FINANCIAL SUMMARY.....	82
TABLE 11-1: CSA NO. 23 OVERVIEW.....	83

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, however, now authorize and encourage LAFCOs to initiate on their own jurisdictional changes to form, consolidate, and dissolve special districts consistent with current and future community needs. 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 (Government Code Section 56430)
1. Growth and population projections for the affected area.
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to affected spheres of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies.
4. Financial ability of agencies to provide services.
5. Status and opportunities for shared facilities.
6. Accountability for community service needs, including structure and operational efficiencies.
7. Matters relating to effective or efficient service delivery as required by LAFCo policy.

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>
Christ 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 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 the 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

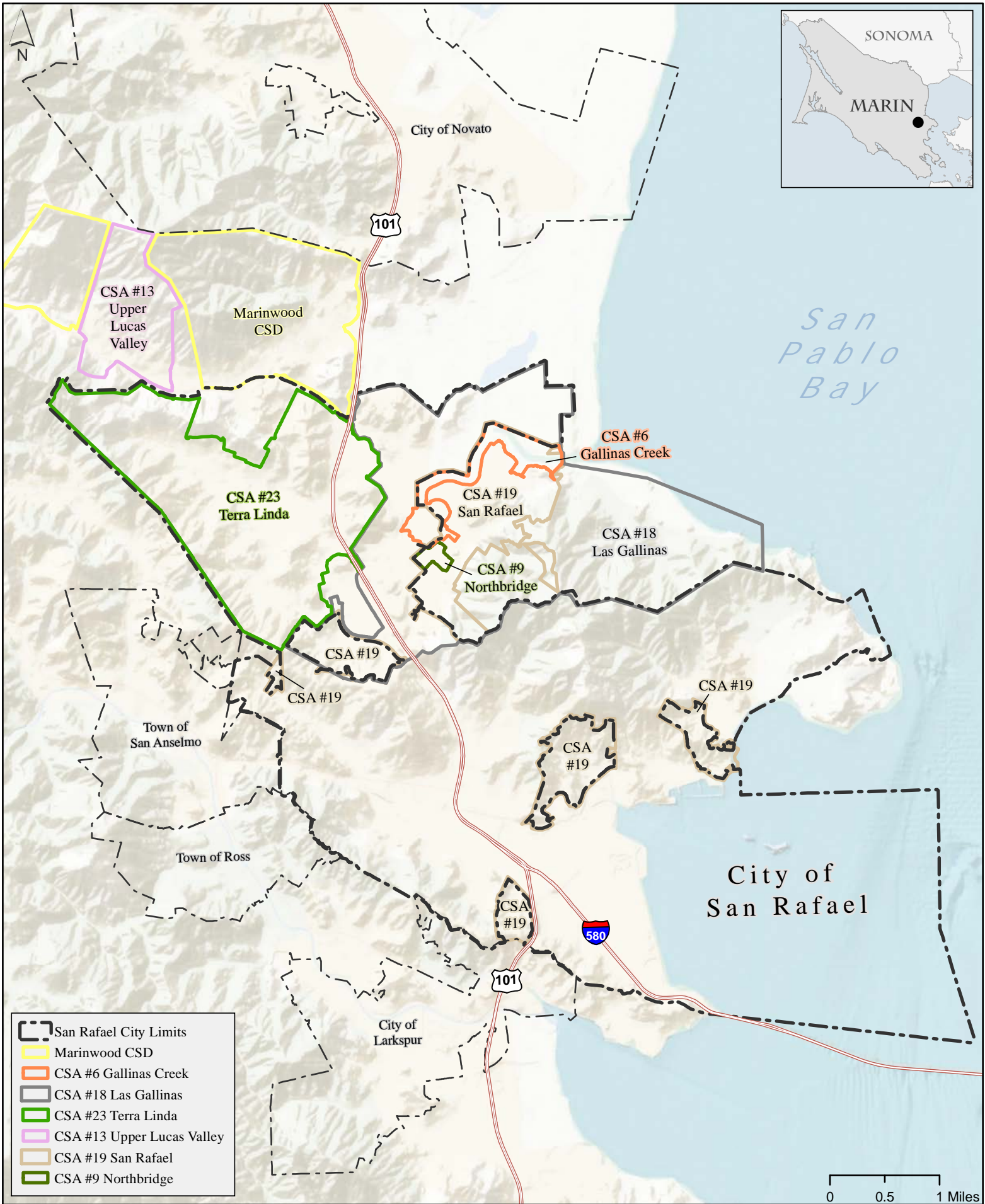
Water services include access to, treatment of and distribution of water for municipal purposes. An in-depth review of countywide water services was prepared by Marin LAFCo in 2016.

Wastewater

Wastewater services include the collection, transmission, and treatment of wastewater. An in-depth review of wastewater services in the central Marin County 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 somewhat interrelated in nature and overlap in functional application.



San Rafael Regional Area

Mapping provided by: **PLANWEST** PARTNER REGION
 Esri, Garmin, GEBCO, NOAA NGDC, and other contributors, Sources: Esri, USGS, NOAA

Map Date: 5/24/2019

Figure
2-1

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.

Roadway Services

Roadway services include construction, maintenance, planning of roads, and roadway lighting.

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. 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 study area for this MSR includes communities within the City as well as unincorporated areas adjacent to the city. In the areas entirely outside of the City, Marin County has the primary authority over local land-use and development policies (and growth). The City of 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 the preparation of this MSR:

- 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 study has been prepared with an emphasis in soliciting outside public review and comment as well as multiple opportunities for input from the affected agencies. 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.

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

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 sustainability of an organization and its ability to continue to provide services efficiently for many years to come. Sustainable local governments that take practical steps to protect the environment and our natural resources through land conservations, water recycling and reuse, preservation of open space and opting to use renewable energy are the key players in determining the sustainability of the region.

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

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

3.0 REGIONAL SETTING

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

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

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

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

Several County Service Areas (CSAs) have been established to fund services within and adjacent to San Rafael. These CSAs are governed by the Marin County Board of Supervisors and administered by County staff. CSAs provide a means of funding expanded service levels in areas where residents are willing to pay for the extra service. For instance, CSA 6 provides Gallinas Creek channel maintenance dredging for navigation purposes; CSA 9 provides parkway (median strip) pedestrian easements and landscape maintenance for the unincorporated properties in the Civic Center and Santa Venetia neighborhoods; CSA 18 provides parks and recreation facilities and services to the incorporated and unincorporated areas of northern San Rafael; and CSA 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 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 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 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 separately evaluated in a separate regional MSR.

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

Figure 3-1: San Rafael Regional Services Map

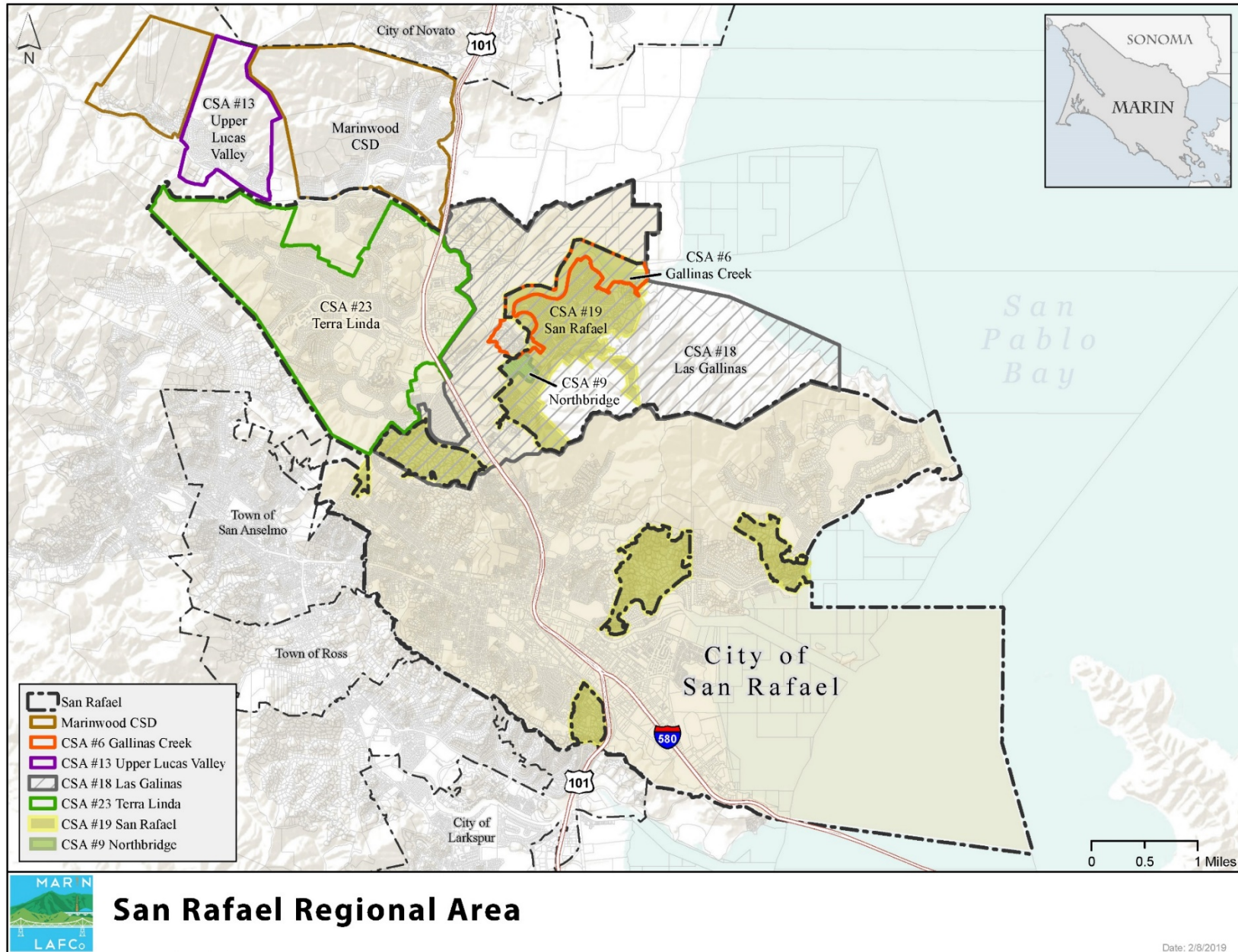


Table 3-1: San Rafael Study Area Service Providers Overview

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

3.1 UNINCORPORATED ISLANDS

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

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

Bayside Acres

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

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

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

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

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

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

⁴ San Rafael General Plan 2020. Pg. 87

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

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

California Park

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

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

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

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

Country Club

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

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

Los Ranchitos

The Los Ranchitos neighborhood 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 area features single-family homes on larger lots. Most lots are over an acre in size and some residents have horses on their property. 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 Los Ranchitos Improvement Association represents the homeowners and residents of the Los Ranchitos neighborhood. The LRIA mission is to maintain the spirit of the neighborhood and to help its residents preserve their very special way of life.⁷ The LRIA has expressed interest in

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

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

⁷ <http://www.losranchitos.org/>

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 approving the start of the San Rafael Area MSR, the LRIA leadership meet 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 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 2039⁸. 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 commercial⁹. 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 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 rise¹⁰, seismic hazards, and urban services costs associated with area infrastructure conditions suggest annexation to be unlikely in the near future.

⁸ Point San Pedro Road Coalition. Quarry FAQs. Accessed January 28, 2019. <https://sprcoalition.org/quarry/faq/>

⁹ Marin County General Plan pg. 3-45

¹⁰ Marin County General Plan pg. 2-80

The Santa Venetia neighborhood is currently receiving fire protection services through CSA No. 19 for the developed portion of the neighborhood and through CSA No. 18 for undeveloped hillsides¹¹. 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 site¹².

The Marin Countywide Plan, first adopted in 1973, effectively designated the properties as an urban reserve area 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 the 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.¹³

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 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 extent consists of 6 parcels, which are also primarily undeveloped opens space designated for multi-family residential development.

¹¹ Marin LAFCo San Rafael Regional Municipal Service Review, 2006. Pg. 122.

¹² Marin County General Plan pg. 3-224

¹³ Marin LAFCo Resolution 06-06, Resolution Amending the Sphere of Influence of The City of San Rafael.

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 developed¹⁴.

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

Upper Lucas Valley

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

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

3.2 GROWTH AND POPULATION

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

Land Use

Marin County is generally considered an “infill” county, with new development guided to existing urbanized areas. The Marin Countywide Plan (2007) serves to guide the conservation and development of Marin County through policies that protect open space and “community separators” in the city-centered corridors. Marin County’s 520 square miles is only 11% developed with urban uses, and only 5% of the remaining land is potentially developable under existing policies. Agricultural lands make up 36% of the County’s total area, parklands 33%, and the remaining 15% in public or private open space use¹⁵.

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

¹⁴ Marin County General Plan pg. 3-231

¹⁵ Marin LAFCo. San Rafael Regional Municipal Service Review. 2006.

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 development¹⁶.

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 percent¹⁷. Overall Marin remains the slowest growing county in the Bay Area.

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

Projected Growth and Development

Projected growth in the study area is expected to be moderate. While the County's population is expected to grow approximately 13% by 2040¹⁸, 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 countywide¹⁹. For further population discussion for the City of San Rafael, see Chapter 4 Agency Profiles.

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

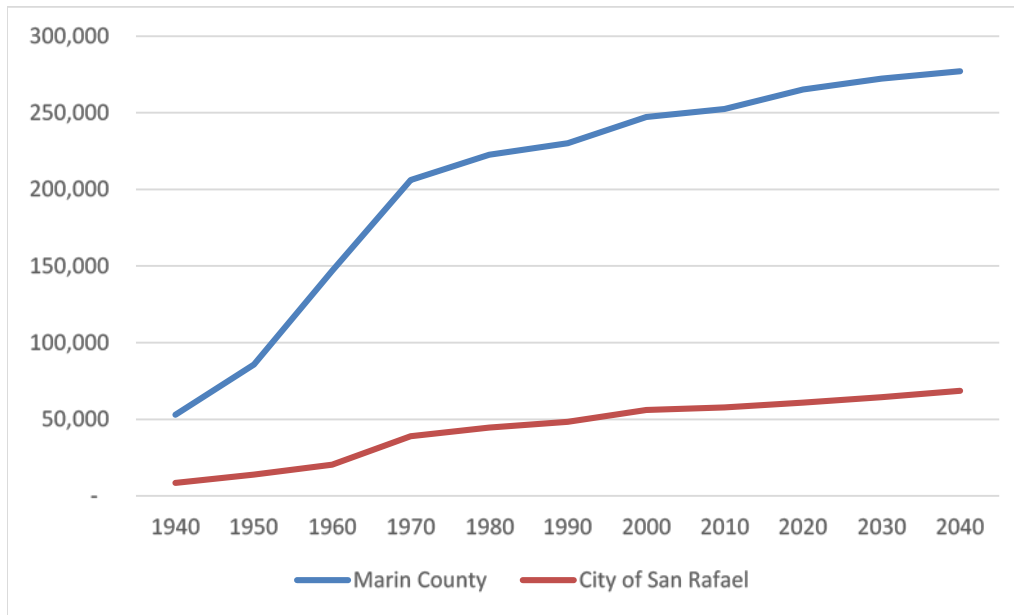
¹⁶ Marin LAFCo. San Rafael Regional Municipal Service Review. 2006.

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

¹⁸ City of San Rafael. San Rafael General Plan 2020. Pg. B1-9.

¹⁹ Ibid.

Figure 3-2: Population Growth Trend and Estimate



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

Disadvantaged Unincorporated Communities

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

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.

3.3 REGIONAL PLANNING

Sustainability

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

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

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



4.0 CITY OF SAN RAFAEL

4.1 OVERVIEW

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

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

Table 4-1: City of San Rafael Overview

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

4.2 JURISDICTIONAL BOUNDARY

Incorporation and City Boundary

Originally the site of several Coast Miwok peoples’ villages and then the San Rafael Arcángel (1817) Mission, San Rafael became Marin County’s first incorporated city in 1874. Early population growth stemmed from the city’s proximity to San Francisco, the San Rafael connection to the North Pacific Railroad, and the establishment of a U.S. Navy degaussing site (operated through World War II)²⁰. Growth radiated outward from San Rafael’s downtown areas, with the northern neighborhoods annexed in the 1950s, ‘60s, and ‘70s. With the city’s proximity to the Bay Area, moderate climate conditions, and relative rural character, the area continues to attract residents and businesses. Today, the City of San Rafael’s jurisdictional boundary is 22.5 square miles (14,8311 acres), 75% of which is land and 25% bay and tidelands. See Figure 4-1.

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

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 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 2006²¹. 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

Government Code §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 to Marinwood CSD and Upper Lucas Valley Areas. Further fire services discussion is in Section 4.7 (Fire and Emergency Response).

4.3 POPULATION AND GROWTH

As discussed in the Regional Setting, San Rafael experienced significant growth between 1950 and 1970. Since then, the city has continued to grow, but at a slower rate. Currently, San Rafael has an estimated population of 60,651²². 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%)²³. ABAG estimates the city's population will increase by nearly 11,000 from the 2010 population, to reach a projected 2040 population of 68,700, representing approximately one-third of the projected growth for the entire county.

4.4 LAND USE AND GEOGRAPHIC FACTORS

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

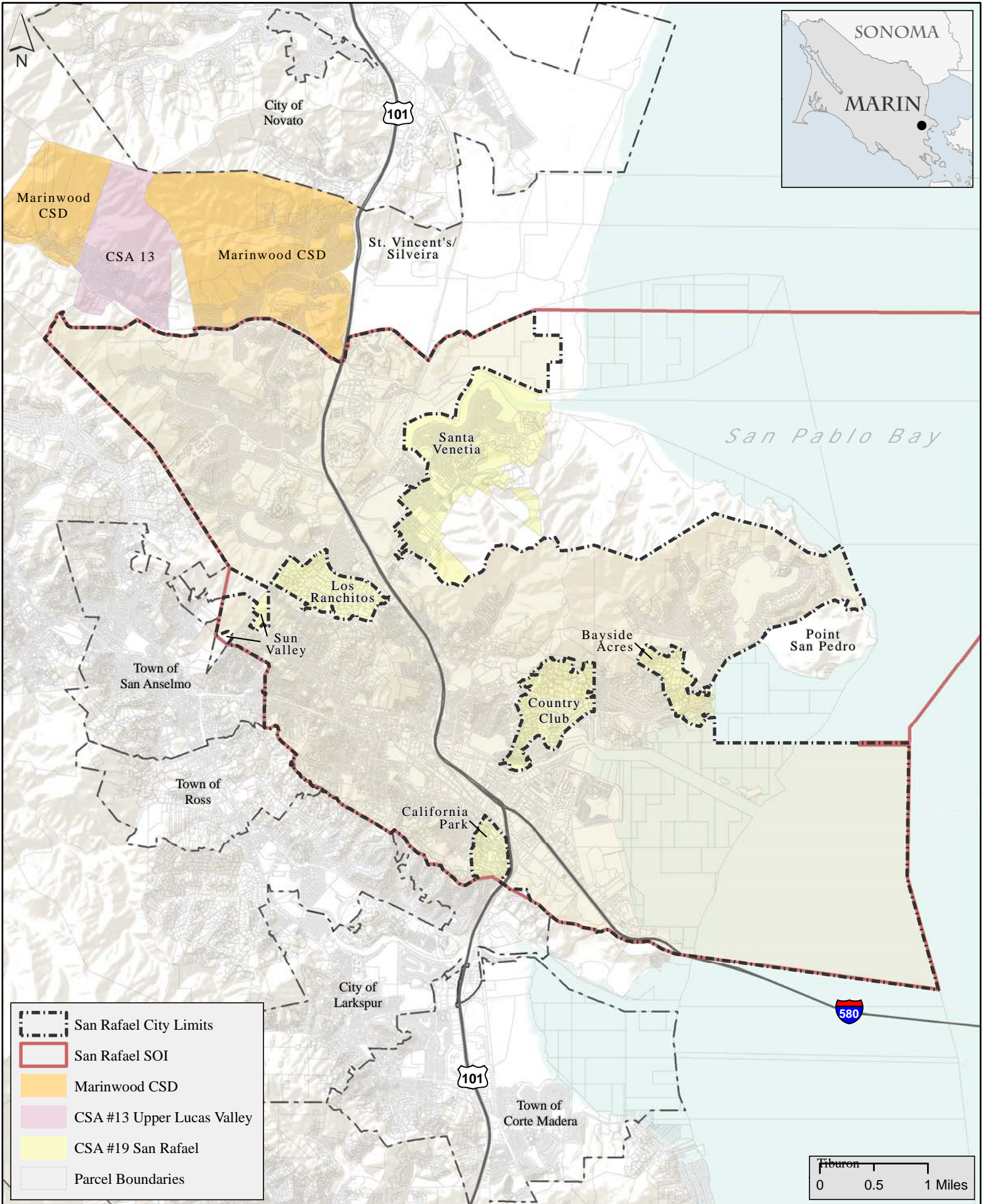
Land Use

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

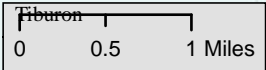
²¹ Marin LAFCo Resolution 06-06

²² 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.

²³ City of San Rafael. San Rafael General Plan 2020. Pg. B1-8.



- San Rafael City Limits
- San Rafael SOI
- Marinwood CSD
- CSA #13 Upper Lucas Valley
- CSA #19 San Rafael
- Parcel Boundaries



City of San Rafael

Figure

Sources: Esri, USGS, NOAA

4-1

Open Space

Natural features and resources have shaped San Rafael’s urban growth and form. Resident city 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. Within the General Plan, both the Open Space and Conservation Elements include policies that address public uses, restoration, and resource management.

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

4.5 ORGANIZATION STRUCTURE

Governance

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

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

Administration

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

4.6 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews and reviewing proposals, LAFCo considers an agency’s accountability for community service needs, including governmental structure, operational efficiencies²⁴, financial resources, and promoting public access²⁵.

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

²⁴ CA G.C. 56430(6)

²⁵ CA G.C. 56881(2)

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.

4.7 MUNICIPAL SERVICES

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

Fire and Emergency Response

Fire-related services for San Rafael are provided by the San Rafael Fire Department. They provide a full range of fire protection services, including fire suppression, rescue, advanced life support (ALS) and emergency medical services, hazardous material control, and fire prevention services. Projected 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, Shift Captains, and firefighters/paramedics. They also have 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, California Park, Sun Valley, San Quentin Village, China Camp State Recreational Area, the Richmond/San Rafael Bridge, and San Pedro Peninsula/McNear²⁶. San Rafael provides a primary response to calls within CSA No. 19's jurisdiction, and the County (CSA No. 19) leases land at 3535 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)²⁷, 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 population²⁸.

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

Department community engagement efforts include "Coffee with a Cop" meet-and-greets, National Night Out, Camp Chance, a youth academy at Davidson Middle School, and use of social

²⁶ 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

²⁷ 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.

²⁸ 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>

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.

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

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

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

Public Works

The Public Works Department’s municipal service responsibilities include developing and maintaining city facilities, parks, and infrastructure; street lighting; flood control, and roads. The Department employs 63 full-time equivalents (FTE) positions and maintains over 30 facilities, including parking lots, 173 miles of road, 20 parks, 89 traffic signals, 4,435 street lights, and extensive stormwater drainage systems²⁹. 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 aging³⁰.

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 the long-term capital and infrastructure improvement needs for City-owned property far exceeds \$500,000 per year, and stormwater infrastructure needs exceed \$850,000 per year³¹. The City utilizes a Capital Improvement Program (CIP), which is updated every three years to prioritize projects. The Program reports that more projects are identified than funding available, which means the City must defer a considerable number of projects out to future years until additional funding sources can be identified. To address the funding shortfall, the City reports it is actively seeking better long-term funding strategies for these projects, including:

²⁹ City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. 170.

³⁰ City of San Rafael Department of Public Works. 3- Year Capital Improvement Program, FY 2018-19 to FY 2020-21. Published June 18, 2018.

³¹ 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.

- More aggressive pursuance of grant funding for non-Right of Way capital projects.
- Ballot measure to raise current per-parcel Stormwater Assessment.
- Alternative funding mechanisms: assessment districts or public-private partnerships.

Recent projects completed by the Department include:

- Started Fire Station 52 and completed Station 57 construction.
- finalized new Public Safety Center design.
- 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.
- 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.

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

- Falkirk Reroof.
- TL Community Center Floor replacement.
- Innovative Deployment of Enhanced Arterials (IDEA).
- Tamalpais West Bike Lane.
- Fourth Street Seat Wall Improvements.

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 program³².

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

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.

neighborhoods inadequately served by local recreation facilities³³. 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 limits³⁴, 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.

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

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

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

³³ City of San Rafael. San Rafael General Plan 2020. Pg. 251.

³⁴ City of San Rafael: Comprehensive Annual Financial Report for the Fiscal Year Ending June 30, 2018. Pg. VI.

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.

Wastewater

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

Las Gallinas Valley Sanitary District

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

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

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

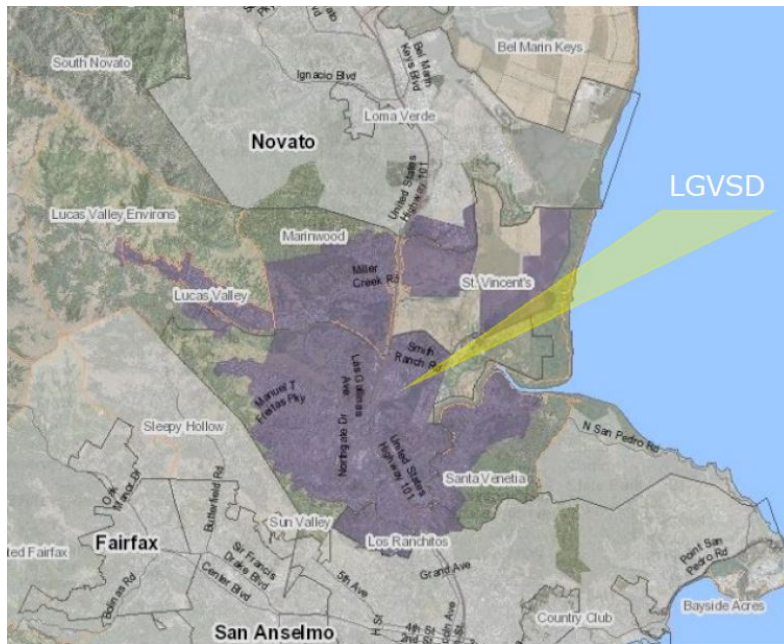


Figure source: Marin LAFCo, Central Marin Wastewater MSR, 2017.

Central Marin Sanitation Agency

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

San Rafael Sanitation District

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

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

defined benefit pension and healthcare benefits.³⁵ Such agreements further codify the shared services partnership between the two agencies.

Figure 4-3: San Rafael Sanitation District Service Area

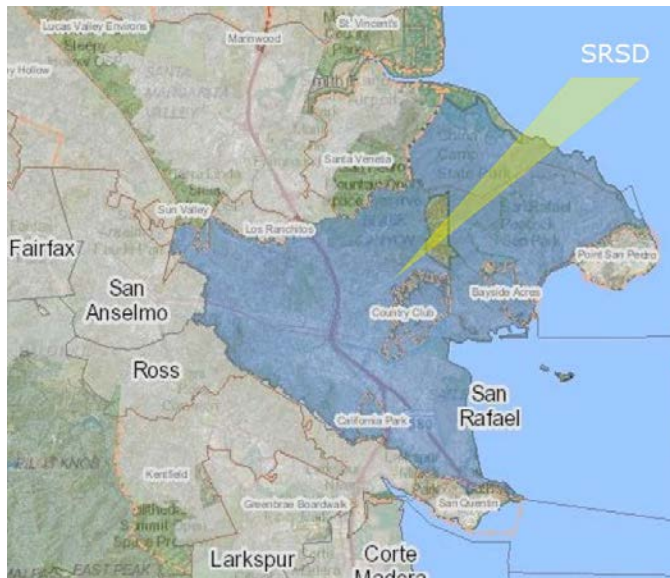


Figure source: Marin LAFCo, *Central Marin Wastewater MSR*, 2017.

Water

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

4.8 FINANCIAL OVERVIEW

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

³⁵ 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 which is effective July 1 for the ensuing 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 appropriations at the fund level, which is the legal level of control. The City Manager is authorized to transfer budgeted amounts between accounts, departments or funds; the Council must approve any increase in the City’s operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups.

Revenues and Expenditures

The 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 reports³⁶ that funds for general operations are projected to be \$1.3 million, or 1.6% higher than those of the previous year, however operating uses are projected to grow by a larger amount: \$2.0 million, or 3.5% over the previous year. This has been the case for the previous two fiscal years as well, whereby expenses grew at a faster rate than revenues, causing an operating deficit. Under the FY 2018-19 Budget, funds are projected to continue to have a positive balance at fiscal year end, however, the General Fund balance is expected to decrease because of the operational deficit. The City notes that should this trend continue, the remaining unassigned funds (~\$762,000) will be used to cover general operations. See Figure 4-5.

³⁶ 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.

Table 4-4: San Rafael Fund Balances³⁷

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

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.

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.

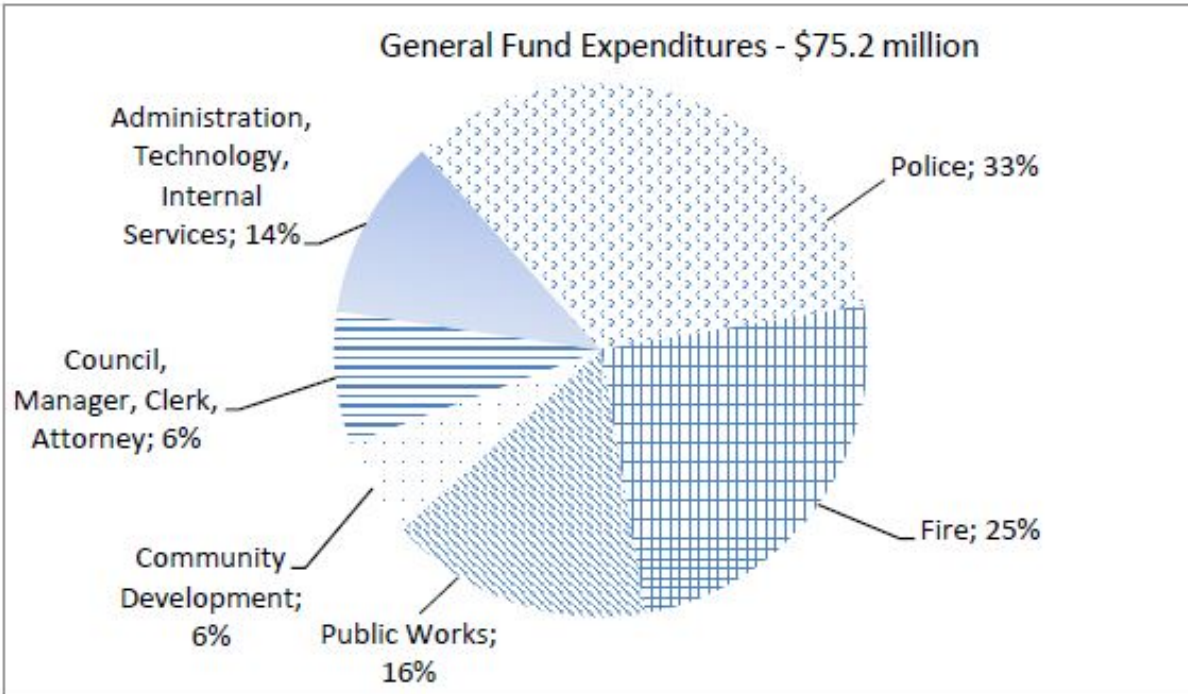
General Fund

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.

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.

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



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:

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

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

Reserves

The City of San Rafael has established a General Fund Emergency Reserves policy, to maintain a minimum target reserve levels of 10% of annual General Fund expenditures. General Fund Emergency Reserves are projected to increase from \$7.2 million to \$7.4 million for FY 2018-19³⁹, 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.

³⁹ City of San Rafael. San Rafael City Council Agenda Report, Agenda Item 7.d. Final City-Wide Proposed Budget for Fiscal Year 2018-2019 And Legal Spending Limit. June 18, 2018.

4.9 SUSTAINABILITY

In April 2009, the City adopted a Climate Change Action Plan, assessing its greenhouse gas “footprint” and proposed policies and programs to reduce greenhouse gas emissions citywide by 25% from 2005 levels by 2020. The plan outlines specific programs for attaining sustainable lifestyles, building standards, environmental protection, and economic development within the city⁴⁰. By 2016, emissions had been reduced by 18%.

San Rafael’s Draft Climate Action Plan 2030⁴¹ 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.

⁴⁰ City of San Rafael. San Rafael General Plan 2020. Pg. B4-5.

⁴¹ City of San Rafael. Draft Climate Action Plan 2030. October 2018.

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

5.0 MARINWOOD COMMUNITY SERVICES DISTRICT

5.1 OVERVIEW

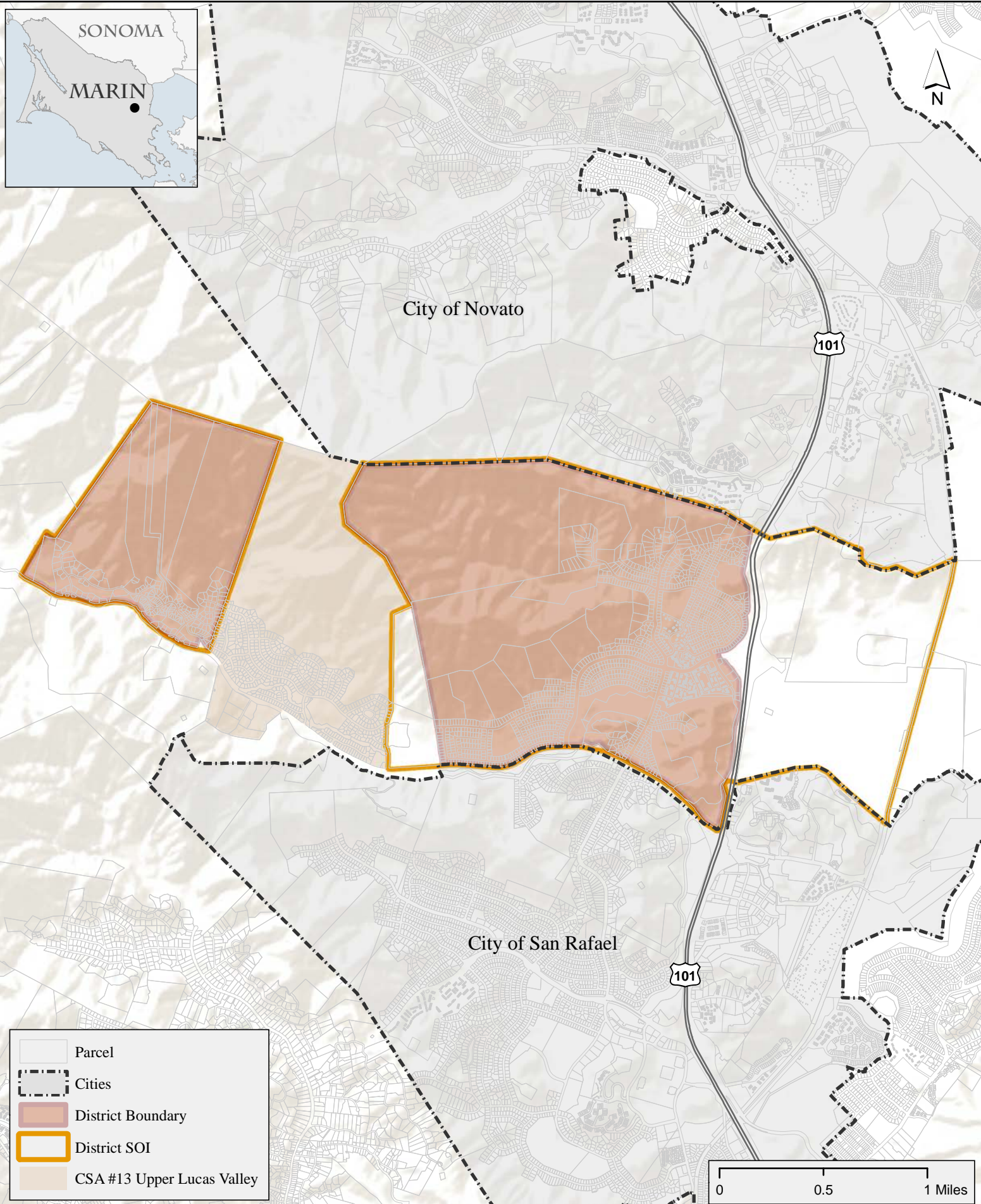
Marinwood Community Services District (CSD) is an independent, multi-purpose special district organized pursuant to California Government Code Section 61000 et seq. The District provides fire protection and emergency medical services, street lighting, open space management, and parks and recreation services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






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

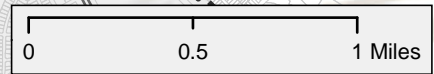
Figure 5-1 shows the current Marinwood CSD boundary and SOI, as well as the district boundaries of other service providers near Marinwood CSD. The land use around the CSD is shown in Figure 5-2.

Table 5-1: Marinwood CSD Overview

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



-  Parcel
-  Cities
-  District Boundary
-  District SOI
-  CSA #13 Upper Lucas Valley

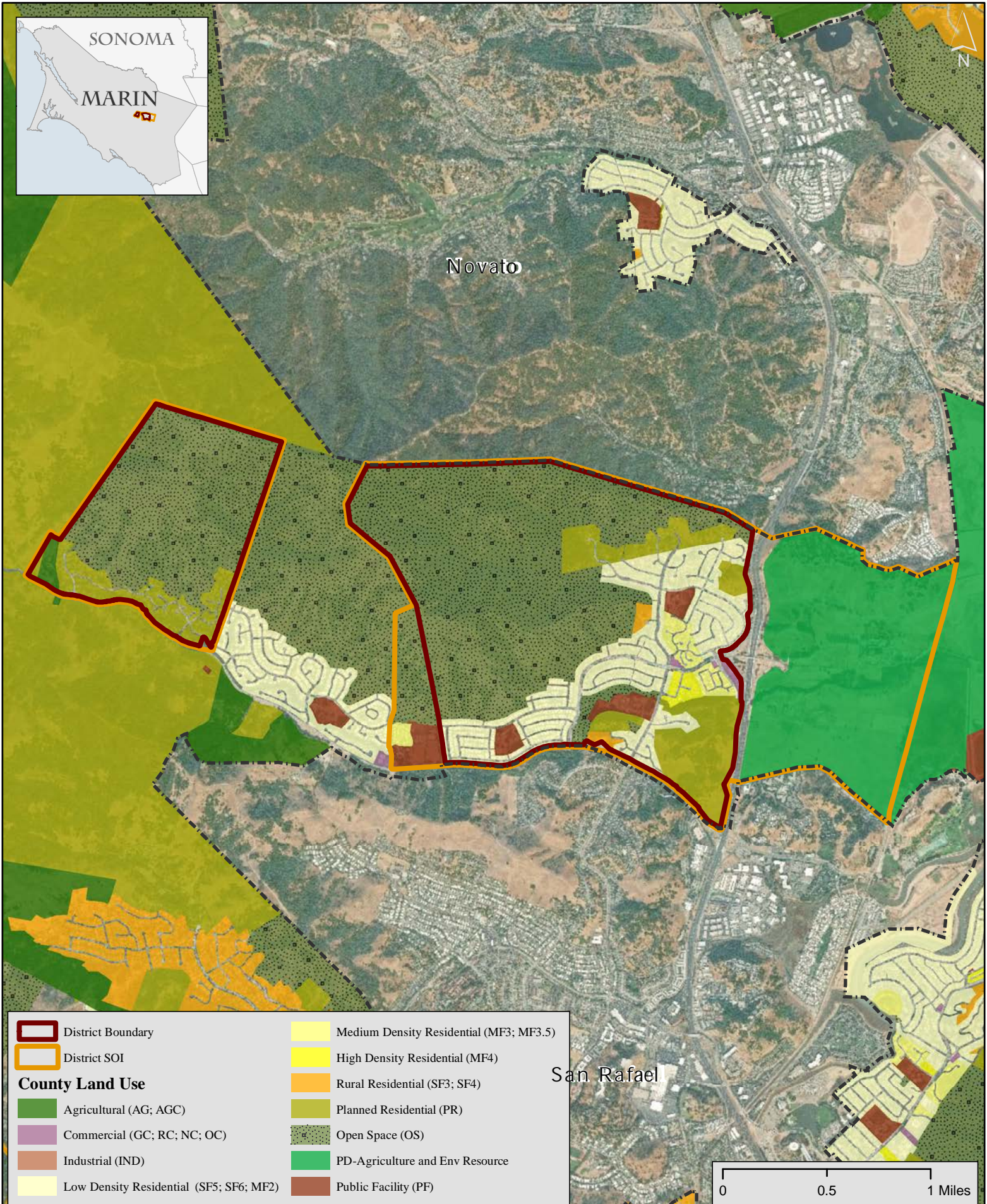


Marinwood Community Services District

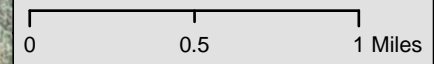
Redwood Hwy Figure 5-1
Sources: Esri, USGS, NOAA

Date: 5/2/2019

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



- | | |
|---|---|
| District Boundary | Medium Density Residential (MF3; MF3.5) |
| District SOI | High Density Residential (MF4) |
| County Land Use | Rural Residential (SF3; SF4) |
| Agricultural (AG; AGC) | Planned Residential (PR) |
| Commercial (GC; RC; NC; OC) | Open Space (OS) |
| Industrial (IND) | PD-Agriculture and Env Resource |
| Low Density Residential (SF5; SF6; MF2) | Public Facility (PF) |



Marinwood Community Services District Land Use Designations

Sources: Esri, USGS, NOAA, Source: Esri, DigitalGlobe, GeoEye, Earthstar
Geographics, CNR/Airbus, DigitalGlobe, GeoEye, IGN, and the GIS
User Community

Figure
5-2

Date: 12/18/2018

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

5.2 FORMATION AND DEVELOPMENT

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

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

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

5.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

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

5.4 POPULATION AND GROWTH

There is an Upper Lucas Valley-Marinoood Census Designated Place (CDP)⁴², so population statistics are available for the District, however, the CDP encompasses the neighboring community of Upper Lucas Valley and is, therefore, larger than the CSD. Based on the 2010 US Census for the Lucas Valley-Marinoood CSD, there are 6,094 residents in the area, which is a decrease from the 2000 Census which showed a total of 6,357 residents in the CDP.

5.5 MUNICIPAL SERVICES

Fire Services

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

⁴² 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.

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 (JPA) 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 JPA 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 Rafael. Such an 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 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 as to "County Farm" on Jeanette Prandi road. The area includes the juvenile hall,

court and community schools, Marin county open space district facilities and rotary village senior housing.

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. Swimming (seasonal) and tennis lessons are available year-round 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 are 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.

Open Space

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

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

Street Lighting

Marinwood CSD owns, operates, maintains, and funds the cost of street lighting within the community. Notably, Lucas Valley Estates does not have any street lighting facilities, which was an intentional design of the original developer. Street lighting services are funded through a \$15 per parcel special assessment. The assessment only applies to parcels with lighting. Expenditures incurred for services beyond the assessment revenues, such as large maintenance needs, come out of the general fund.

5.6 ORGANIZATIONAL STRUCTURE

Board of Directors

Marinwood CSD is governed by a five-member board of Directors. Members serve four-year terms and must be residents of Marinwood CSD. Board meetings are held at 7:30 PM on the second Tuesday of each month at the Marinwood Community Center at 775 Miller Creek Road, San Rafael, CA 94903.

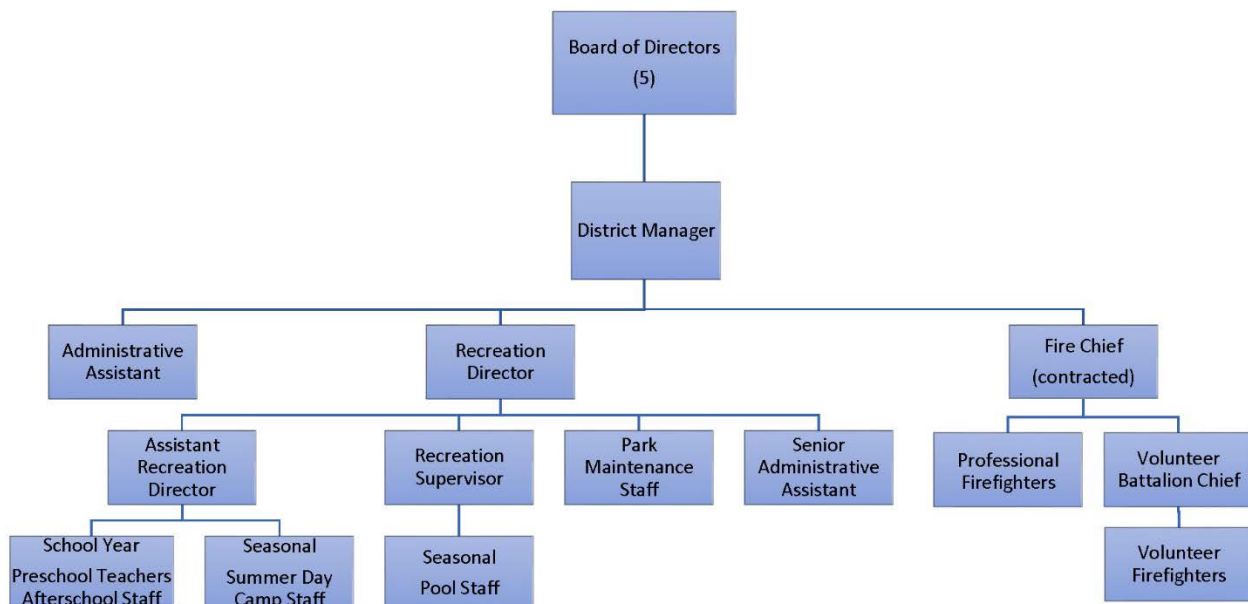
The Marinwood CSD Board of Directors has two advisory commissions, including a Fire Commission and a Parks and Recreation Commission that oversee the routine operations of those District services. The five-member advisory commissions make recommendations to the Board of Directors regarding policy and budgetary matters. All Board and Commission meetings are open to the public. Agendas and meeting information are published online at www.marinwood.org

Staffing and District Operations

Marinwood CSD employs on average 18 full-time employees, in addition to a contract Fire Chief, as well as approximately 200 part-time, seasonal, and volunteer positions. The District Manager oversees the operations of the District and reports to the Board of Directors.

Figure 5-3: Marinwood CSD Organization Chart

Marinwood Community Services District Organization Chart



5.7 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews, LAFCo considers an agency’s accountability for community service needs, including governmental structure, operational efficiencies⁴³, financial resources, and promoting public access⁴⁴. 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.

⁴³ G.C. 56430(6)

⁴⁴ G.C. 56881(2)

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).⁴⁵ A Brown Act amendment (Government Code 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.⁴⁶ In addition, agendas must be in a format that is retrievable, downloadable, indexable, and electronically searchable by commonly used Internet search applications.⁴⁷ 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 website. Currently, the public can access, and download the District’s budgets and audits going back at least five fiscal years online through the District’s website. Budgets are prepared and presented to the board of directors by the General Manager for approval and adoption on an annual basis.

5.8 FINANCIAL OVERVIEW

The District Fiscal Year (FY) 2018-19 operating budget is \$5,747,238.00, a decrease of \$310,135 from FY 2017/18. It receives the majority of its revenue from property taxes, and three special taxes- fire, park maintenance, and street lighting. Another revenue is from fees generated from recreational programs such as swimming pool and community building use, and from recreation programs ranging from daycare and summer camp, to dance lessons. The majority of CSD expenditures are for staffing and other personnel-related services including benefits and retirement. Table 5-2 shows an abbreviated budget for the district. Property taxes are allocated across departments. The District reports that their financial forecasts show required expenditure growth quickly out-pacing available revenue growth.

Table 5-2: Marinwood CSD Revenues and Expenditures for FY 2017-18 and FY 2018-19

Revenues	FY 2017 18 Adopted Budget	FY 2018 19 Adopted Budget
Current Secured Property Tax	\$1,499,855	\$1,550,000
Other Property Taxes	\$72,421	\$73,000
Special Tax Assessment	\$1,440,481	\$1,488,242
Parks & Recreation	\$1,854,487	\$2,081,409
OES Reimbursements	\$486,562	\$0
CSA No. 13 Contract	\$627,014	\$615,843
Other Revenues Combined	\$302,188	\$301,520
Total Revenues	\$6,283,008	\$6,110,014

⁴⁵Amendment to the Brown Act Provides for New Website and Agenda Requirements.

<https://www.hansonbridgett.com/Publications/articles/2017-07-public-agency-brown-act>

⁴⁶ Amendment to the Brown Act Provides for New Website and Agenda Requirements

<https://www.hansonbridgett.com/Publications/articles/2017-07-public-agency-brown-act>

⁴⁷ Ibid

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 audit of the CSD was conducted in 2018 by Certified Public Accountants at R.J. Ricciardi, INC.

5.9 SUSTAINABILITY

Local agencies play a critical role in protecting natural resources and the environment through land conservation, water recycling, preserving open space, and renewable energy projects. Warmer temperatures and longer drought periods increase the potential for wildfires that may threaten structures in the District. Marinwood CSD is a part of and should continue education efforts and collaboration through the Community Wildfire Protection Plan that promote Firewise Communities as outlined by the National Fire Protection Association. Other actions the district may consider include using drought tolerant plants and recycled water in landscaping activities and pursuing complete replacement of street lighting with LED lamps.

6.0 COUNTY SERVICE AREA NO. 6 – GALLINAS CREEK

6.1 OVERVIEW

County Service Area No. 6 (CSA No. 6) was formed by Board Resolution No. 8118 in 1964 and encompasses an approximate 308.4 acres. CSA No. 6 is a single-purpose dependent special district which provides maintenance dredging for navigation purposes to the unincorporated area along the South Fork of Gallinas Creek. Table 6-1 below provides an overview of the CSA.

The South Fork Gallinas Creek borders the community of Santa Venetia in San Rafael. The community was built on a tidal marshland that was dredged and filled starting in 1911⁴⁸. 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 docks⁴⁹. An overview map is provided in Figure 6-1 and a land use map is provided in Figure 6-2.

Additional service districts within and around CSA No. 6 include CSA No. 9 (Median Maintenance), CSA No. 18 (Parks and Recreation), CSA No. 19 (Fire Protection Services), Las Gallinas Valley Sanitary District, and Marin Municipal Water District. A portion of CSA No. 6, the Marin Lagoon development, is also within the San Rafael city limits.

Table 6-1: CSA No. 6 Overview

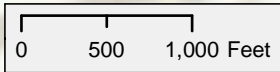
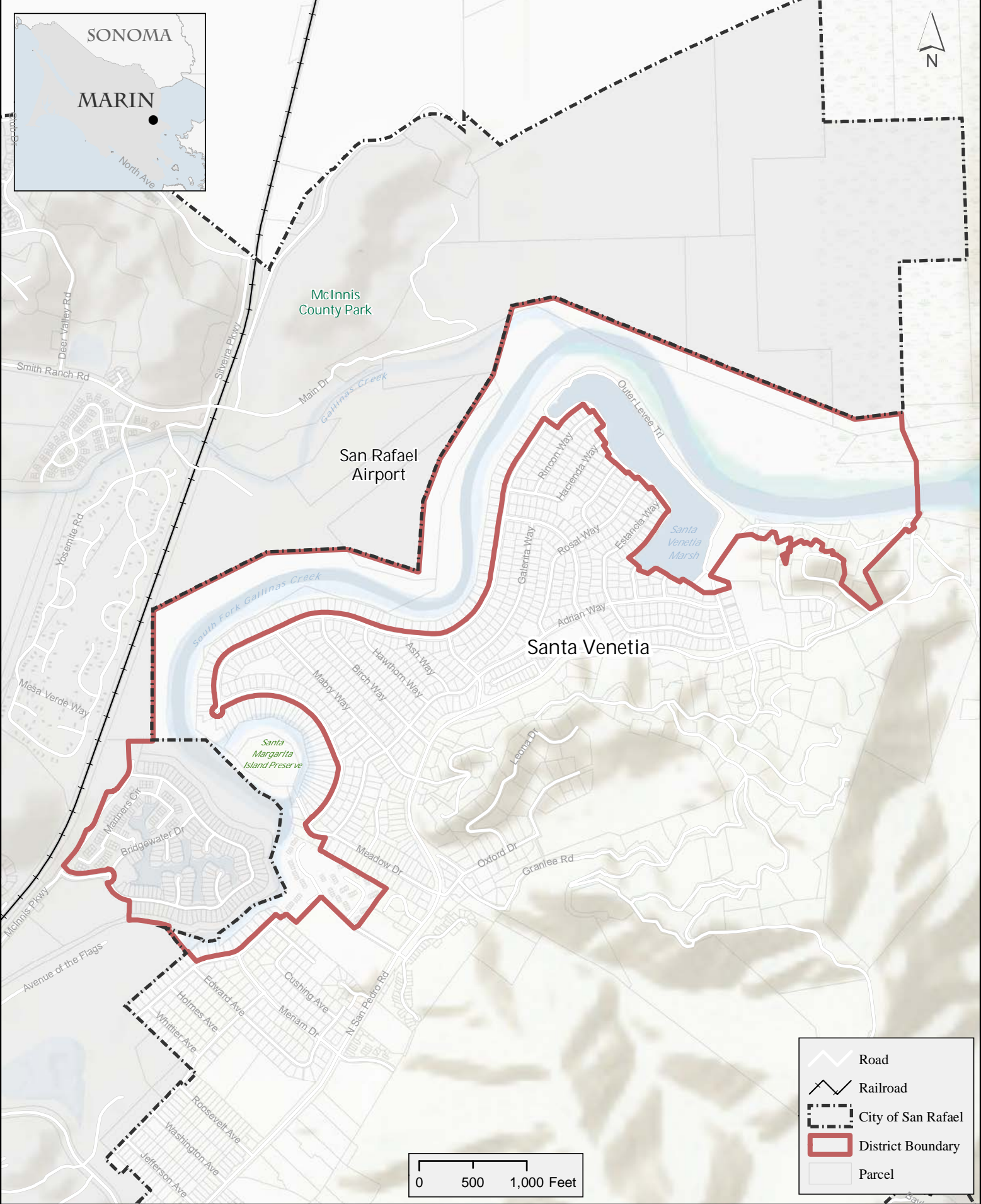
CSA No. 6 Gallinas Creek			
Primary Contact	Roger Leventhal		
Phone	(415) 473-3249		
Office Location:	Department of Public Works, 3501 Civic Center Dr #304, San Rafael, CA 94903		
Formation Date	1964	Services Provided	Dredging
Service Area	308.4 acres	Population Served	1,214

6.2 FORMATION AND DEVELOPMENT

CSA No. 6's establishment was the result of landowners interest in dredging services for Gallinas Creek. The original boundary of the CSA encompassed 270.8 acres along the South Fork of Gallinas Creek. In 1988, the 37.6-acre Marin Lagoon development was annexed to the CSA which brought the total area up to 308.4 acres. Increasing the area allows the CSA to obtain a larger portion of the basic property tax that funds activities in the CSA.

⁴⁸ Santa Venetia Community Plan, February 2017, Chapter 2: Background

⁴⁹ Based on Google Earth imagery from September 2018.



	Road
	Railroad
	City of San Rafael
	District Boundary
	Parcel



CSA No. 6 - Gallinas Creek

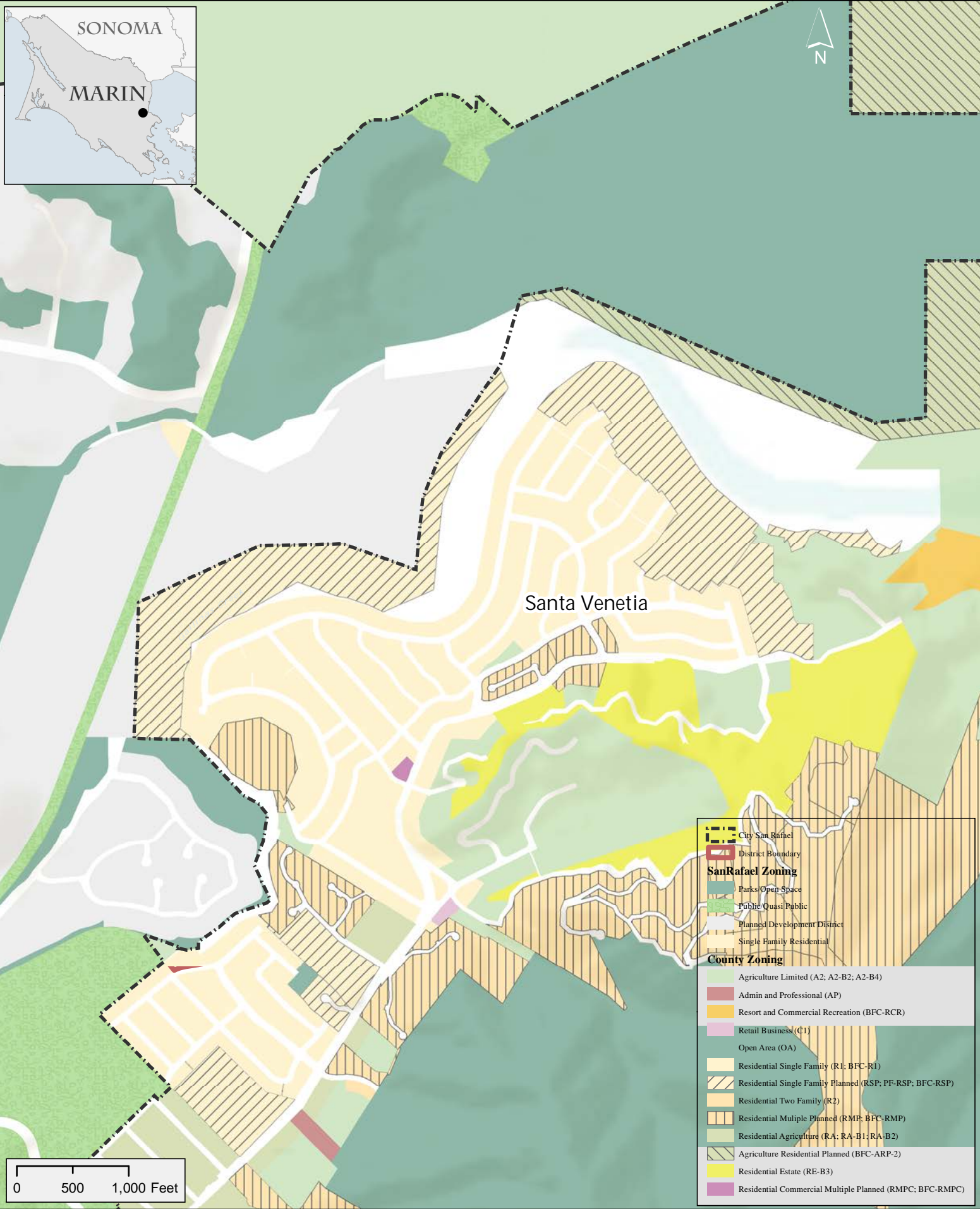
Mapping provided by: Esri, Garmin, GEBCO, NOAA NGDC, and other contributors. Sources: Esri, NOAA



Figure 6-1

Map Date: 5/24/2019

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



Santa Venetia

	City San Rafael
	District Boundary
SanRafael Zoning	
	Parks/Open Space
	Public/Quasi Public
	Planned Development District
	Single Family Residential
County Zoning	
	Agriculture Limited (A2; A2-B2; A2-B4)
	Admin and Professional (AP)
	Resort and Commercial Recreation (BFC-RCR)
	Retail Business (C1)
	Open Area (OA)
	Residential Single Family (R1; BFC-R1)
	Residential Single Family Planned (RSP; PF-RSP; BFC-RSP)
	Residential Two Family (R2)
	Residential Multiple Planned (RMP; BFC-RMP)
	Residential Agriculture (RA; RA-B1; RA-B2)
	Agriculture Residential Planned (BFC-ARP-2)
	Residential Estate (RE-B3)
	Residential Commercial Multiple Planned (RMPC; BFC-RMPC)



CSA No. 6 - Gallinas Creek Zoning

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

Figure
6-2

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

The property owners with Lower Gallinas Creek frontage along the southern bank have an interest in maintaining recreational boating access and have historically worked with Marin County Department of Public Works to maintain channel depths in the creek by dredging. The channel is prone to sediment buildup that reduces navigational capacity. The channel has been dredged four times since the CSA's establishment; most recently in 1992-94⁵⁰.

6.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 6's sphere of influence is coterminous with its jurisdictional boundary which follows Gallinas Creek from the west at the intersection of Edward Ave and Mark Twain Ave, to its discharge point in San Pablo Bay. It includes a total of 479 parcels. Land uses within the CSA boundary include Single Family Residential, Multiple Residential, Planned Bayfront Zone, Planned Development, Commercial, and Agriculture. The majority of the residential lots within the CSA have been developed.

6.4 POPULATION AND GROWTH

CSA No. 6 is within Census Tract 1060.02 and is made up of Census Blocks 1004, 1005, 1007, 1020, 2000, 2001, 2006, 2007, 2010, 2021, 2022, 2023 and 3003. According to 2010 US Census data, the combined population of these blocks is 1,214. All developable parcels within the CSA boundary have been developed and increased growth is unlikely.

The CSA is also within the community of Santa Venetia which is Census Tract 1060.02. In 2010, the US Census reported a population of 5,625 which is a decrease from 2000 which reported a population of 5,745.

6.5 MUNICIPAL SERVICES

Dredging

CSA No. 6 was formed to provide dredging services for the South Fork Gallinas Creek in order to provide boating access for creekfront properties. Dredging consists of removing built-up sediment from the main channel of the creek and disposing of the sediment at a designated disposal site. Based on anecdotal information from community members, siltation begins impeding boat passage within three to seven years of dredging⁵¹.

Marin County staff have been working on plans for the next round of dredging which may begin in 2020 depending on final design elements and permitting. Staff is recommending a geomorphic dredge design that will be less costly than traditional dredging designs and create a narrower channel that will 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 Drive. It will increase channel depth to between 2.5 and 4 feet below the Mean Lower Low Water

⁵⁰ 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>

⁵¹ County of Marin, Public Works, Lower Las Gallinas Creek Dredge Channel Conceptual Design Study, March 2015.

(MLLW) level and remove approximately 97,000 cubic yards of sediment from the channel⁵². 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 would provide funding for a later 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. A summary of prior dredging volumes is provided below in Table 6-2.

Table 6-2: Gallinas Creek Past Dredging Volumes

Year(s)	Dredge Depth (MLLW)	Volume (cy)
1966	-5.9+1' OD	460,000
1973	-5.9'	114,200
1981	-3.9' to -4.6'	70,440
1992/94	-3.9' to -4.6'	138,348
2020 (Proposed)	-2.5' to 4.0' +1 OD	~97,000

Permitting for the dredging project is underway and will potentially be completed in early 2020. A project study report prepared by Winzler & Kelly in 2010 recommends several agencies for permitting including United States Army Corps of Engineers, National Marine Fisheries Service, United States Fish and Wildlife Service, California Department of Fish and Game, and San Francisco Bay Conservation and Development Commission.

6.6 ORGANIZATIONAL STRUCTURE

Board of Directors

CSA No. 6 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. Government Code 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 follows in Table 6-3.

⁵² Cleengineering, Las Gallinas Dredging Sampling and Analysis Plan, April 2017

Table 6-3: County of Marin Board of Supervisors

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

Advisory Board

The Board of Supervisors appoints members to an Advisory Board that oversees CSA No. 6 and advises the Board of Supervisors on necessary actions. This Advisory Board meets once a year to review budgeted items and planned projects including design and engineering of upcoming dredging projects. A written update is provided in the fall unless a meeting is needed to discuss a special topic. The Advisory Board consists of five appointees as noted below in Table 6-4. Two of the advisors are typically appointed from the Marin Lagoon neighborhood.

Table 6-4: CSA No. 6 Advisory Board Members

Member	Position	Term
William Adkison	Advisor	Appointed 07-26-11
Marlene Braverman	Advisor	Appointed 03-01-11
Bob Haar	Chairperson	Appointed 03-24-09
Kenneth King	Advisor	Appointed 07-27-10
Ellen Stein	Vice-Chairperson	Appointed 09-13-16

Staffing and District Operations

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

6.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Advisory Board meetings are held once per year and more often as needed. The meeting date, time, and location are posted on the Marin Watershed Program website. Also posted on the website are agendas, staff reports, and prior meeting minutes. In 2018, the Advisory Board only met once. The spring meeting was held on April 4, 2018, to discuss surveys of Gallinas Creek and planned dredging operations. The most recent Advisory Board meeting was held on March 6, 2019.

Annual Budget Review

CSA No. 6 posts draft budgets on the Marin Watershed Program Website as part of meeting packet materials. The draft budgets include actuals for the prior year, a proposed budget for the upcoming year, and a planned budget for the following year. The CSA is included in the County of Marin Comprehensive Annual Financial Report as a line item under Public Protection on the Budgetary Comparison Schedule.

6.8 FINANCIAL OVERVIEW

CSA No. 6 is funded through a portion of the ad valorem property tax for properties served. Every year county staff prepares a proposed budget for Advisory Board recommendation and Board of Supervisors approval. Details of three current years are provided below in Table 6-5.

Table 6-5: CSA No. 6 Financial Summary

Revenues		FY 2016 17 Actuals	FY 2017 18 Adopted Budget	FY 2018 19 Adopted Budget
Current	Secured			
Property Tax		\$219,083	\$219,083	\$220,179
Total Revenues		\$219,083	\$219,083	\$220,179
Expenditures		FY 2016 17 Actuals	FY 2017 18 Adopted Budget	FY 2018 19 Adopted Budget
Staffing		\$31,671	\$27,292	\$67,021
Professional Services		\$57,176	\$90,318	\$240,000
Miscellaneous		0	\$4,000	\$0
Total Expenditures		\$88,847	\$121,610	\$307,021
Net Total		\$130,236	\$97,473	(\$86,842)
Projected Fund Balance		\$2,444,382	\$2,577,332	\$2,490,489

The CSA is working with other county partners on shared planning and design which may have the potential to reduce costs for the CSA. However, in the event that cost sharing does not occur, CSA No. 6 has no other means to fund dredging activities on a routine schedule. Future dredging costs are anticipated to rise which may require a better long-term funding mechanism for the CSA. Creation of long-term budget forecasts and an ideal maintenance schedule would help determine what additional funding sources should be considered such as special assessments or taxes.

6.9 SUSTAINABILITY

Local agencies play a critical role in protecting natural resources and the environment through land conservation, water recycling, preserving open space, and renewable energy projects. CSA No. 6 is researching the best methods for dredging the South Fork of Gallinas Creek that will protect sensitive marshland habitats while still providing adequate boating access. The proposed geomorphic dredging will also help reduce costs for the district and potentially lengthen the amount of the time between necessary dredging which may help the CSA maintain an adequate budget for future activities.

7.0 COUNTY SERVICE AREA NO. 9 – NORTHBRIDGE

7.1 OVERVIEW

County Service Area No. 9 (CSA No. 9) was formed by Marin County Board of Supervisors Resolution No. 8657 in 1965 and encompasses an approximate 46-acre jurisdictional boundary. CSA No. 9 is a dependent special district and provides landscape maintenance to the street and median strip of the unincorporated properties in the Civic Center and Santa Venetia areas. CSA No. 9 provides a limited range of municipal services either directly or by contract with other governmental agencies or private companies. A CSA No. 9 overview is provided in Table 7-1.

The Northbridge neighborhood can be accessed by Meriam Drive from the North San Pedro Road and Woodoaks Drive intersection in San Rafael. Meriam Drive extends northwest through the neighborhood offering street parking on either side and has a landscaped median that extends from North San Pedro Road to Mark Twain Avenue for a total distance of 1,243 feet. Landscaping within the median consists of well-established trees, shrubs, grasses, and vines. Additionally, several utility poles have been placed within the median to service the neighborhood.

Additional service districts within and around CSA No. 9 include CSA No. 6 (Dredging), CSA No. 18 (Parks and Recreation), CSA No. 19 (Fire Protection Services), Las Gallinas Valley Sanitary District, and Marin Municipal Water District.

Table 7-1: CSA No. 9 Overview

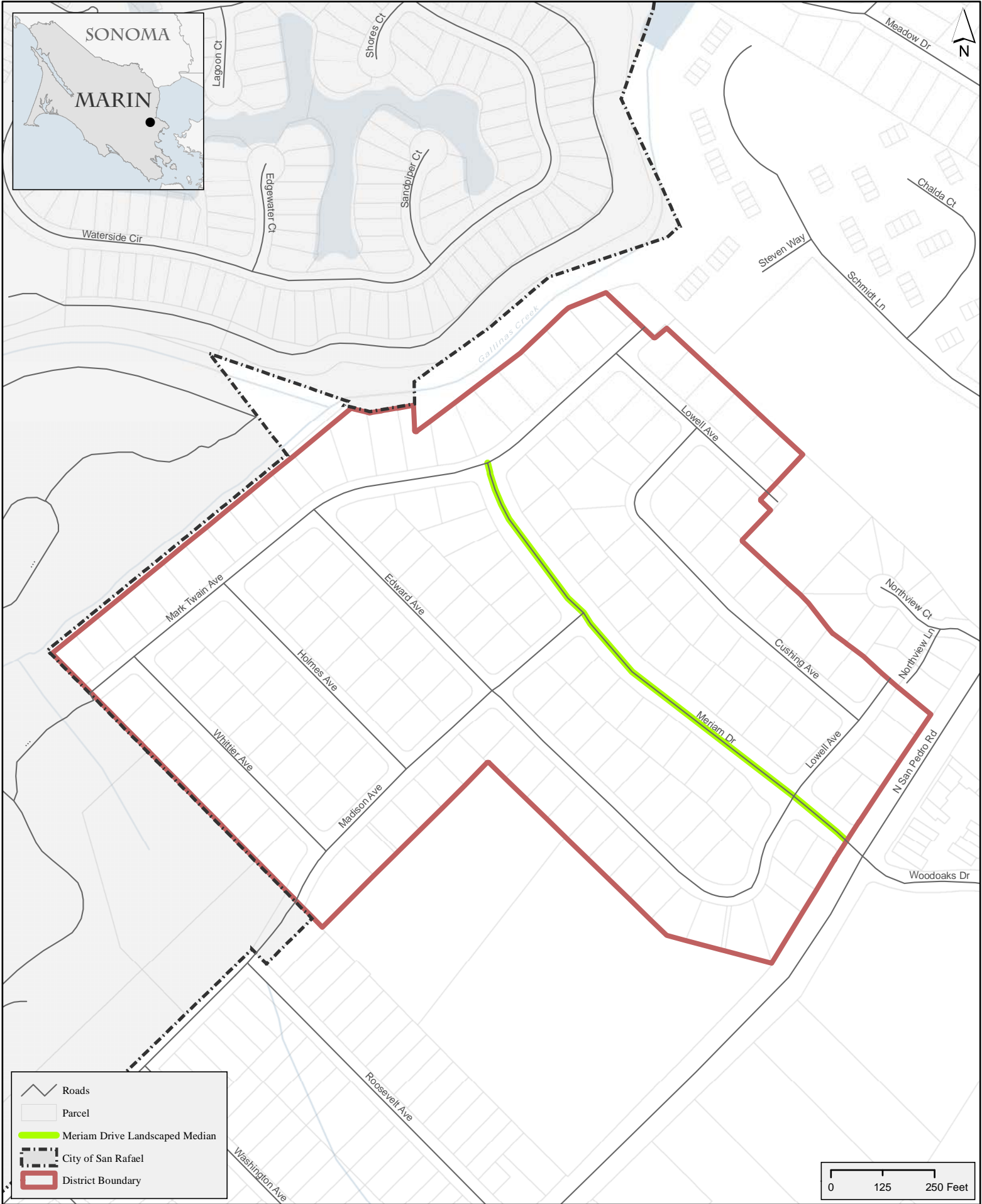
CSA No. 9 Northbridge			
Primary Contact	James Chayka		
Phone	(415) 473-3639		
Office Location	Marin County Parks, 3501 Civic Center Drive, #260, San Rafael, CA 94903		
Formation Date	1965		
Services Provided	Parkway (Median) Landscape Maintenance		
Service Area	46 acres	Population Served	406

7.2 FORMATION AND DEVELOPMENT

CSA No. 9's establishment was the result of a petition by more than 10% of the areas registered voters directly to the County Board of Supervisors. A public hearing was held and subsequently, CSA No. 9 was established by County Board Resolution No. 8657 in September 1965.

7.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 9's jurisdictional boundary encompasses 46 acres. Surrounding land use is primarily medium and high residential with some public and open space lands. CSA No.9's sphere of influence is coterminous with its jurisdictional boundary, as shown in Figure 7-1. Land use around CSA No.9 is shown in Figure 7-2.

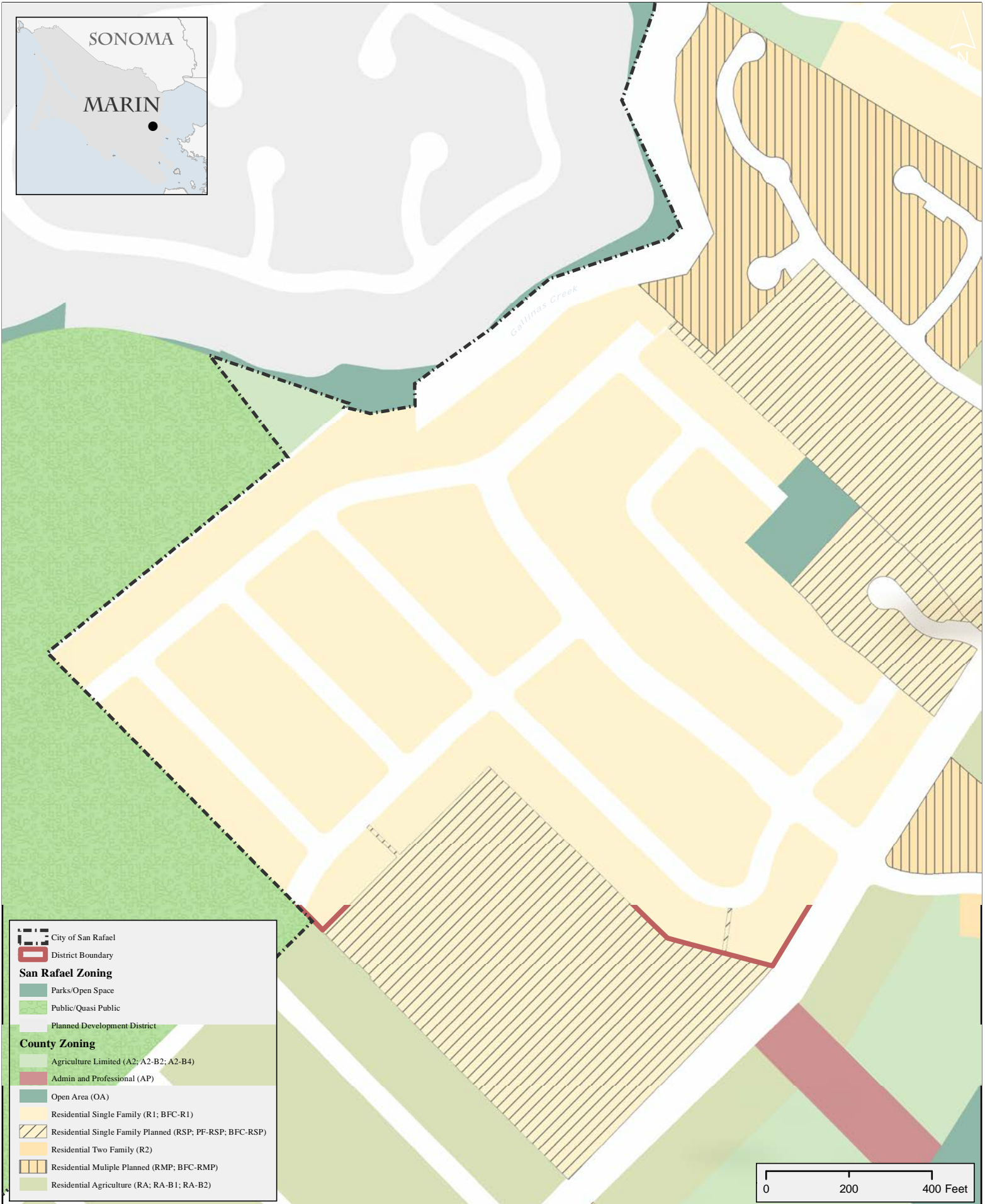


CSA No. 9 - Northbridge

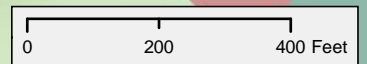
Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure
7-1

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



	City of San Rafael
	District Boundary
San Rafael Zoning	
	Parks/Open Space
	Public/Quasi Public
	Planned Development District
County Zoning	
	Agriculture Limited (A2; A2-B2; A2-B4)
	Admin and Professional (AP)
	Open Area (OA)
	Residential Single Family (R1; BFC-R1)
	Residential Single Family Planned (RSP; PF-RSP; BFC-RSP)
	Residential Two Family (R2)
	Residential Multiple Planned (RMP; BFC-RMP)
	Residential Agriculture (RA; RA-B1; RA-B2)



CSA No. 9 - Northbridge Zoning

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

Figure
7-2

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

The CSA is within the Santa Venetia community which is an Unincorporated Island. The 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. This association is valuable to the neighborhood and has the opportunity to work closely with County staff on community service needs.

7.4 POPULATION AND GROWTH

The CSA includes 175 total assessor parcels. All parcels within the boundary are developed single-family residences. The CSA is made up of several Census Blocks including 2005, 2023, 2024, 2025, 2026, 2027, 2028, 2029, and 2030. Utilizing population counts from the 2010 US Census and average household size for those blocks whose area is larger than the CSA boundary, the population is an estimated 406.

7.5 MUNICIPAL SERVICES

Landscape Maintenance

CSA No. 9, through Marin County Parks, contracts with Gardeners’ Guild for regular maintenance of the median strip along Meriam Drive. Regular maintenance includes irrigation, litter removal, mowing, curb and gutter cleaning, pruning, and fertilizing. A maintenance schedule summary is provided below in Table 7-2.

Table 7-2: CSA No. 9 Maintenance Schedule Summary

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

It has been noted by County staff that residents within CSA would like to see a higher level of service in the CSA including better signage and maintenance practices. A planning document outlining the needs and desires of the community would help determine long-term budget needs.

7.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors and Advisory Board

CSA No. 9 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. Government Code Section (25212) grants the Board of Supervisors rights and powers to administer service areas. A county service area may only provide those services authorized in its formation resolution unless the Board of Supervisors applies to and receives authorization from LAFCo for activation of a latent power.

The Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 329 in San Rafael. A current listing of members along with respective backgrounds can be found in Table 6-3 in Section 6.6.

Staffing and District Operations

As a dependent special district of the County, all administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller's Office required under Government Code Section (53891). Maintenance activities are contracted out to a landscape company.

7.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

County Board of Supervisors meetings are held three times a month at 3501 Civic Center Drive, Room 330, San Rafael. Meeting dates, times, agendas, and minutes are posted on the Marin County website.

Annual Budget Review

County staff prepares and submits an annual budget for Board review and approval. Maintenance for CSA No. 9 is included in a larger contract with Gardeners' Guild.

7.8 FINANCIAL OVERVIEW

CSA No. 9 is funded by property taxes and an approved special tax collected from parcels within its boundary. An annual budget is prepared for the County of Marin and includes details for special districts within the county. A summary of three years' budgets for CSA No. 9 is provided below in Table 7-3.

Table 7-3: CSA No. 9 Financial Summary⁵³

Revenues	FY 2016 17 Actuals	FY 2017 18 Estimated	FY 2018 19 Adopted Budget
Current Secured Property Tax	\$17,812	\$18,537	\$18,150
Other Revenue	\$314	\$488	\$0
Total Revenues	\$18,126	\$19,025	\$18,150
Expenditures	FY 2016 17 Actuals	FY 2017 18 Adopted Budget	FY 2018 19 Adopted Budget
Services and Supplies	\$16,483	\$19,659	\$23,175
Interfund Expense	\$5,810	\$5,980	\$6,173
Total Expenditures	\$22,293	\$25,639	\$29,348
Net Total	(\$4,167)	(\$6,614)	(\$11,198)

County staff makes an effort to minimize the amount of maintenance needed for the Meriam Drive median strip in order to keep costs down for the CSA and operate within budget limitations. However, rising costs of maintenance are creating a budget deficit. The current revenue from property taxes and other sources is not sufficient to cover annual expenditures. Since there is a budget deficit and the community has expressed an interest in a higher level of service, the CSA could look at other sources of long-term revenue, such as a special assessment, that can help provide a more sustainable budget.

Financial Audit

The County of Marin operates an Internal Audit Unit within its Department of Finance. The unit provides continuous monitoring of the County’s activities and reports to management staff on the results of risk evaluations.

7.9 SUSTAINABILITY

Warmer temperatures and extended drought periods have the potential to increase the amount of water used to maintain landscaped areas. This not only puts a strain on resources but also has the potential to raise costs for the CSA. Looking into the use of recycled water and/or use of drought tolerant plants may help reduce the need for potable water in periods of extended drought.

⁵³ Financial data pulled from County of Marin, 2018-2019 Final Budget.

8.0 COUNTY SERVICE AREA NO. 13 - UPPER LUCAS VALLEY

8.1 OVERVIEW

County Service Area No. 13 (CSA No. 13) is a dependent special district established in 1967 and organized pursuant to California Government Code Section 25210 et seq. CSA No. 13’s activated powers under LAFCo include fire protection & emergency services, recreation services, and erosion control & soil conservation. A summary of CSA No. 13 is provided in Table 8-1.

Located west of U.S. 101 between the northern boundary of the City of San Rafael and the southern boundary of the City of Novato, CSA No. 13 covers 624 acres (~1 square mile) of the unincorporated Lucas Valley area, located in the northwest portion of Gallinas Valley and includes a portion of the Nunes Ranch. The CSA is surrounded on two sides by Marinwood CSD and fire and emergency services are provided to the community through a contract with Marinwood CSD fire department. Figure 8-1 shows the current CSA No. 13 - Upper Lucas Valley boundary and SOI, Marinwood CSD and SOI, and the district boundaries of other service providers near the CSA. Land use from the Marin County General Plan is shown in Figure 8-2.

Table 8-1: CSA No. 13 Overview

CSA No. 13 Upper Lucas Valley			
Contact:	Daniel Eilerman, Assistant County Administrator		
Fire Services Contact:	Erik Driekersen, Marinwood Community Services District Fire Department (via contract)		
Formation Date:	1967	Enabling Legislation:	Gov. Code Sec. 25210 et. seq.
Services Provided:	Fire Protection and Parks and Recreation		
District Boundary:	624 Acres		
Budget:	\$887,000 (FY 2019-20)		

8.2 FORMATION AND DEVELOPMENT

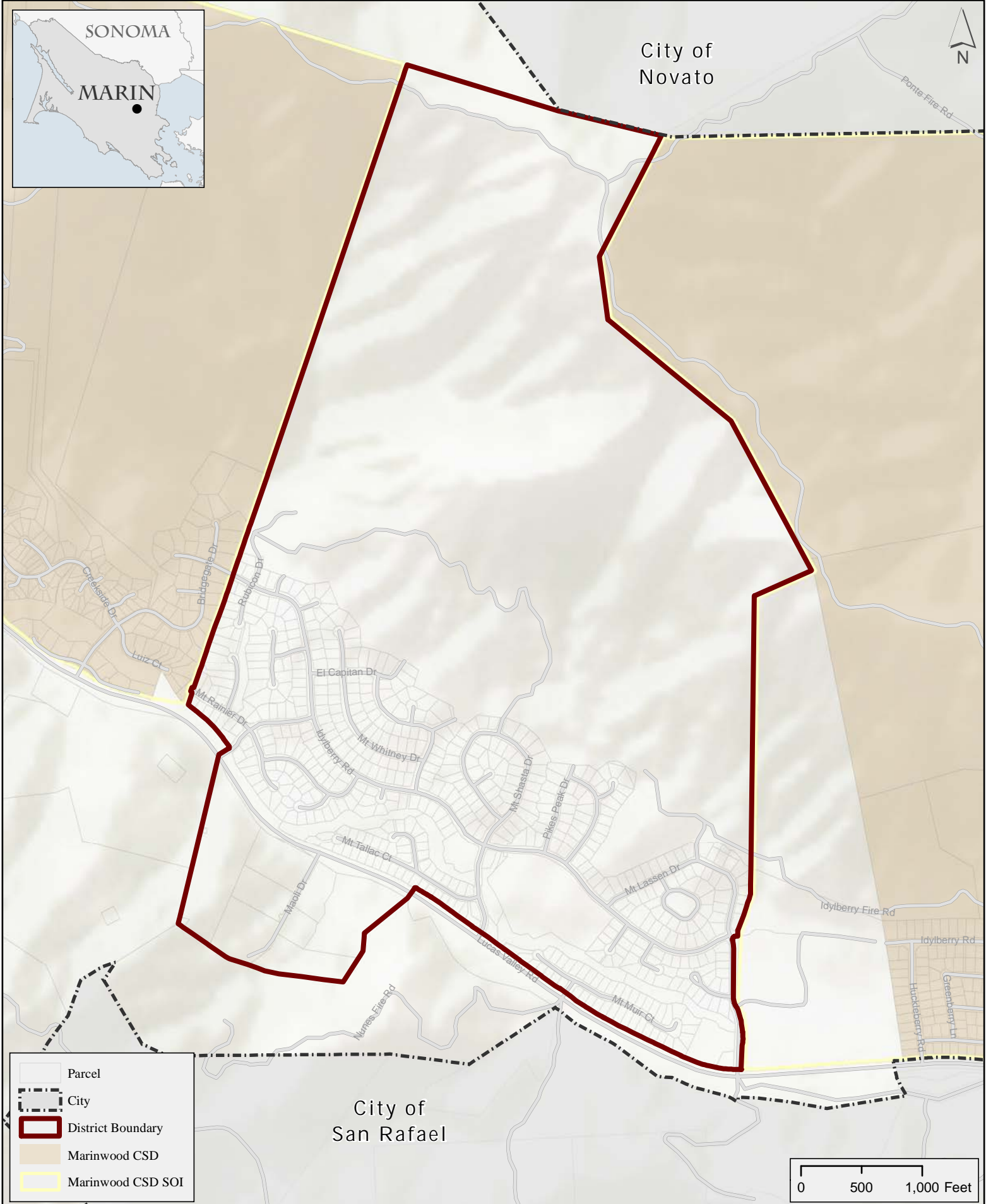
Upper Lucas Valley has remained an unincorporated community since its development in the early 1960s as one of developer Joseph Eichler’s last projects. The neighborhood maintains a well-organized homeowners association (the Lucas Valley Homeowners Association, or "LVHA") which provides several community amenities and has policies in place to maintain the integrity of the Eichler development. Marin County enforces zoning standards and design guidelines specifically to preserve the architectural character of the Eichler homes.








City of Novato

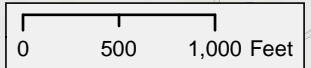


Ponte Fire Rd



City of San Rafael

-  Parcel
-  City
-  District Boundary
-  Marinwood CSD
-  Marinwood CSD SOI

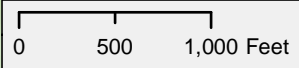
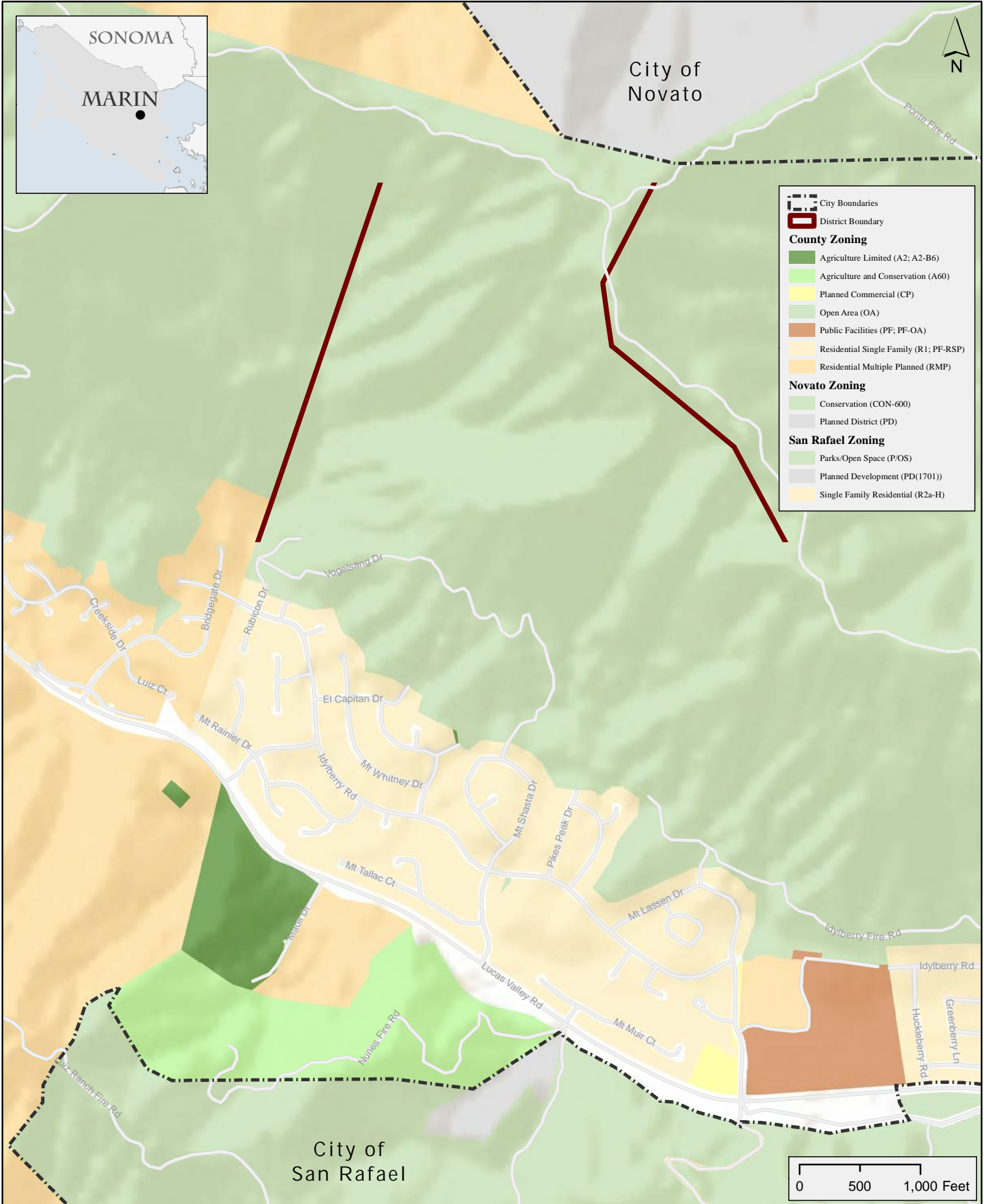


CSA No. 13 - Upper Lucas Valley

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

Figure 8-1

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



CSA No. 13 - Upper Lucas Valley Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.

Map Date: 5/24/2019

Figure
8-2

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

CSA No. 13 formed in 1967 to provide fire protection to the community. A county service area may only provide those services authorized in its formation resolution unless the Board of Supervisors applies to and receives LAFCo authorization for activation of a latent power. In 1971 LAFCo approved the activation of a latent power of the CSA, allowing the agency to provide local park and recreation facility services as an extended service within said District⁵⁴. In 2004, the CSA's services were again extended to include erosion control and soil conservation⁵⁵ for mitigation of flood risk along Miller Creek, as resources allow.

8.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 13's sphere of influence is coterminous with its jurisdictional boundary and encompasses approximately one square mile. Their sphere was last reviewed and updated by LAFCo in 2006.

8.4 POPULATION AND GROWTH

There is an Upper Lucas Valley-Marinwood Census Designated Place (CDP)⁵⁶, so population statistics are available for the area, however, the CDP also encompasses the neighboring community of Marinwood and is, therefore, larger than CSA No. 13. 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. Given that the land within CSA No. 13 consists of a developed neighborhood and County-owned open space, the population within the CSA will likely remain consistent with the current population.

8.5 MUNICIPAL SERVICES

Parks and Recreation

CSA No. 13 is the primary service provider for open space maintenance in the unincorporated areas of Upper Lucas Valley. Under Government Code Section 25213 (County Service Area Services and Facilities), CSA No. 13's "Recreation" service power includes providing services and facilities for parks, parkways, and open space. These activities are limited largely to vegetation management on an as-needed basis.

The County owns and operates the approximately 380-acre open space preserve located in CSA No. 13. Open space preserves are generally kept in a natural condition for environmental and wildlife habitat protection with only low-intensity recreation amenities provided. Although owned by Marin County, the open space area is not a part of the County's Open Space District, also referred to as Marin County Parks (See Figure 8-3, below).

The County Administrator's office indicates that it does not provide trail maintenance or manage recreational facilities on the property, and maintenance activities occur as needed and are largely limited to vegetation management and annual/pre-storm maintenance of several trash racks. They further noted that CSA No. 13's current funding constraints limit the County's capacity to manage

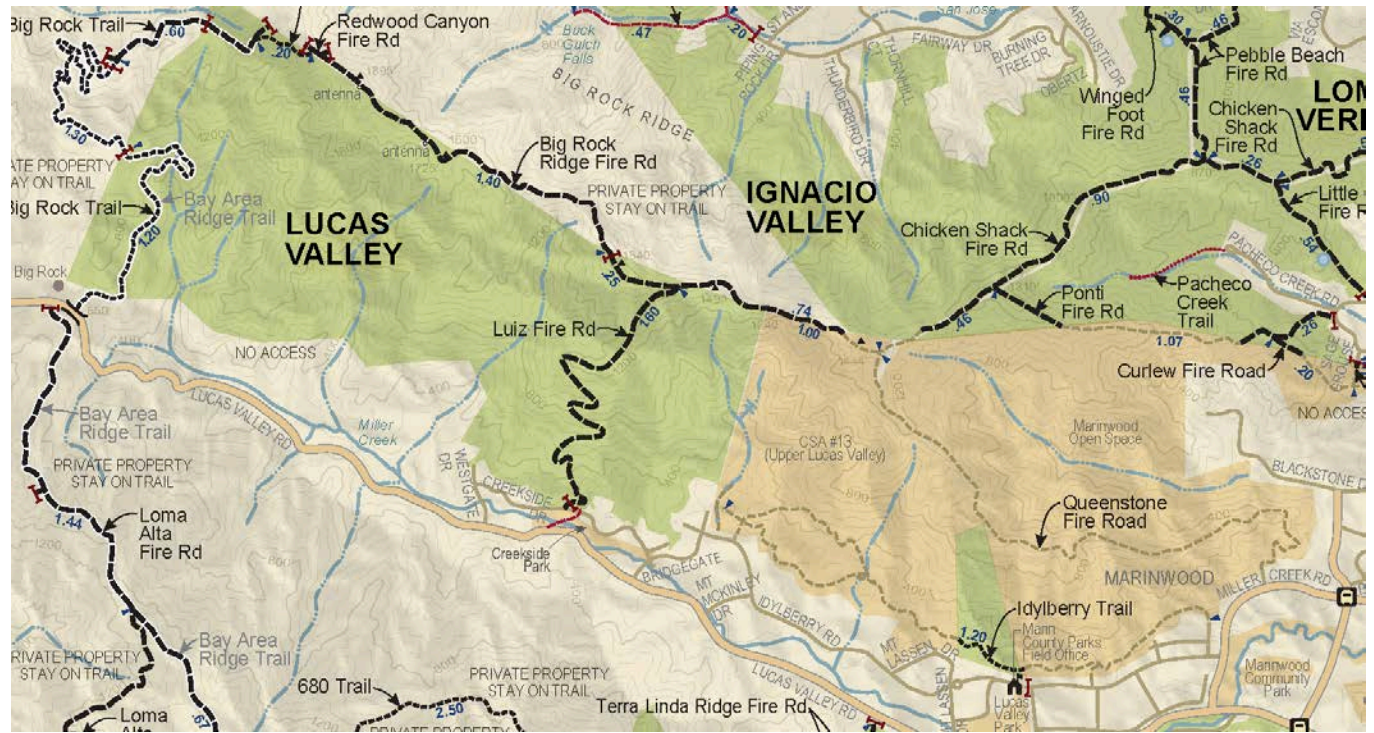
⁵⁴ Marin County Board of Supervisors Resolution 71-365, Resolution Directing the Provision of Additional Types of Extended Services Within County Service Area No. 13. December 28, 1971.

⁵⁵ 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.

⁵⁶ 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."

the CSA No. 13 open space area like Marin County Parks manages its open space preserves, nor does it have an adequate budget for larger activities/capital projects.

Figure 8-3: Lucas Valley Preserve Map



(Excerpt of Marin County Park's Lucas Valley Preserve Map)

Fire Services

The Marinwood CSD provides fire and emergency services to the residents of CSA No. 13 through an annual agreement between the District and the County. See Marinwood CSD profile for complete details of Marinwood CSD fire operations. The contract specifies that the District agrees to provide fire protection and rescue services to the residents and property owners of CSA No. 13, on the same basis as it provides services to the residents and property owners of the District. CSA No. 13 currently pays the District approximately \$600,000 annually for contract services. The amount is adjusted every year using an agreed-upon formula, based on the building square foot percentage within CSA No. 13 as compared to the combined Marinwood CSD and CSA No. 13 square footage.

Erosion Control & Soil Conservation

In 2004 the Lucas Valley Home Owners Association Board of Directors requested and the Marin County Board of Supervisors approved⁵⁷ 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

⁵⁷ Marin County Resolution No. 2004-63, *Directing the Provision of Additional Types of Extended Services within County Service Area No. 13*. June 29, 2004.

No. 13. Currently, CSA No. 13 provides vegetation and drainage management on an as needed basis within available resources.

8.6 ORGANIZATIONAL STRUCTURE

As a dependent special district, the Marin County Board of Supervisors is the CSA’s governing body. The five-member Board of Supervisors generally meets most Tuesdays of every month at 9:00 a.m. in the Marin County Civic Center Building located at 3501 Civic Center Drive, Room 330 in San Rafael. The Board of Supervisors determines policy, adopts annual budgets, fixes salaries, is responsible for ensuring that mandated functions are properly discharged, and supervised.

CSA No. 13 operates under the direction of the elected Board of Supervisors. As a dependent special district of the County, any administrative services are provided by county departments, including legal counsel and compilation of financial transaction reports for the State Controller’s Office required under Government Code Section (53891). The Marin County Administrator’s Office administers CSA No. 13 and provides necessary support for maintaining and servicing the District. Department personnel is used for administration of the District and open space management service, as needed.

8.7 FINANCES

Revenues and Expenses

CSA No. 13 Revenue sources come primarily from apportionment of the voter-approved 1% property tax which amounts to approximately \$550,000 annually (See Table 8-2). The parcel tax is a special tax identified by the State Controller as “102240 CSA No. 13 Upper Lucas Valley Fire” to be used for fire protection, prevention, and suppression services⁵⁸. Levied at a rate of 12 cents per square foot of “improvement” per parcel annually, as assessed by the Marin County Assessor’s Office, this tax provides approximately \$140,000 per year to CSA No. 13 and does not have a sunset date. Total annual revenues for the CSA average \$750,000 annually, consisting largely of secured property tax revenues.

The bulk of the CSA’s expenses correlate to fire-related services and its contract with Marinwood CSD for these services. Other expenses account for minor administration costs and limited open space/creek maintenance services (See Table 8-2). CSA No. 13’s 2018-19 FY and 2019-20 FY budgeted expenses are anticipated to exceed revenues, but historic conservative budgeting practices afford services within available resources. Any overages would be absorbed by the CSA’s fund balance which historically fluctuates between \$500,000 and \$600,000. There are no debt obligations for CSA No. 13.

⁵⁸ California State Controller Special Districts Parcel Tax Report, Fiscal Year 2016-17. <https://www.sco.ca.gov/Files-ARD-Local/LocRep/2016-17%20Parcel%20Tax%20Report.pdf>

Table 8-2: CSA No. 13 Revenues and Expenditures for FY 2017-18 and FY 2018-19

Revenues	FY 2017 18 Actuals	FY 2018 19 Adopted Budget
Property Tax	\$546,755	\$577,823
Special Tax Assessment (102240)	\$138,986	\$140,000
Other Taxes	\$50,418	\$42,450
Investment Income	\$7,179	\$3,010
Misc. Revenues	\$1,600	\$0
Intergovernmental	\$2,604	\$2,500
Total Revenues	\$747,542	\$765,783
Expenditures	FY 2017 18 Actuals	FY 2018 19 Adopted Budget
Tax Collection Fees	\$1,104	\$0
SB2557 Admin Fees	\$8,403	\$8,500
Maintenance- Buildings and Improvement	\$23,762	\$25,000
Services & Supplies - Miscellaneous	\$17,351	\$150,000
Professional and Special Services	\$627,014	\$675,000
Interfund Expenses and Cost Rec	\$7,639	\$12,148
Total Expenditures	\$685,273	\$870,648
Net Total	\$62,269	-\$104,865

For sustained fire protection & emergency services, recreation services, and erosion control & soil conservation, the County coordinates with the City of San Rafael, Marinwood CSD, and the Marin Open Space District to provide these services and maintain recreation resources for community benefit. This includes mutual aid fire protection and emergency response services and service cost sharing. However, rising services cost are exceeding the current property tax revenue.

Financial Audit

The County of Marin operates an Internal Audit Unit within its Department of Finance. The unit provides continuous monitoring of the County's activities and reports to management staff on the results of risk evaluations.

8.8 SUSTAINABILITY

Warmer temperatures and longer drought periods increase the potential for wildfires that may threaten structures in the CSA. Local fire agencies may want to continue education efforts and collaboration through the Community Wildfire Protection Plan that promote Firewise Communities as outlined by the National Fire Protection Association.

9.0 COUNTY SERVICE AREA NO. 18 - LAS GALLINAS

9.1 OVERVIEW

County Service Area No. 18 (CSA No. 18) is a dependent single-purpose special district organized to provide parks and recreation services pursuant to County Service Area Law (California Government Code Section 25210 et seq). CSA No. 18 consists of approximately six square miles (3,914 acres) and includes both incorporated and unincorporated territory in the northern San Rafael area. An overview of CSA No. 18 is provided in Table 9-1. Figure 9-1 shows the current CSA No. 18 boundary and SOI, and the agency boundaries of other service providers near CSA No. 18. Land use areas around the CSA are shown in Figure 9-2.

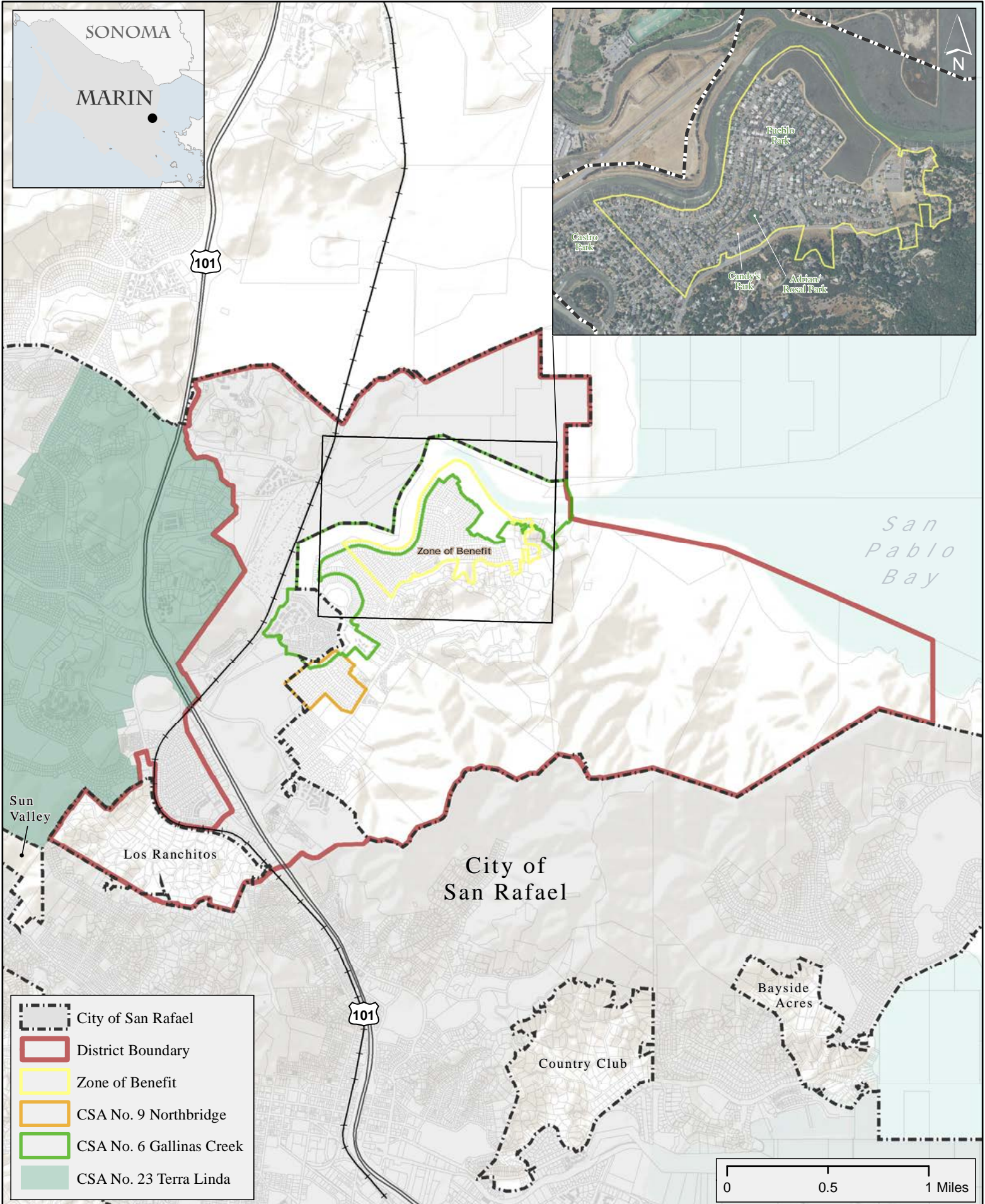
Table 9-1: CSA No. 18 Overview

CSA No. 18 Las Gallinas			
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	1973		
Services Provided	Parks and Recreation		

9.2 FORMATION AND DEVELOPMENT

CSA No. 18 was formed in 1973 for the purposes of providing local park and recreation facilities and services (LAFCo Resolution No. 73-10 and Marin County Board of Supervisors Resolution No. 73-242). At the time of formation, CSA No. 18 boundaries were drawn to include unincorporated parcels within the San Pedro Mountain viewshed. Following formation, a 20-year, \$500,000 assessment district bond was approved to fund the acquisition and preservation of 257 acres of the San Pedro Mountain as open space. Following the bond repayment in 1994, the Marin County Open Space District took over San Pedro Mountain management as an open space preserve.

A separate entity within the CSA No. 18 boundary, formerly known as the Gallinas Village Community Services District (CSD), was originally established in 1957 for developing and maintaining local parks and a community sewer system. In 1964 the sewer system was transferred to the Las Gallinas Valley Sanitary District, while the CSD continued to develop and maintain parks. However, in 1986 the CSD was dissolved, with CSA No. 18 serving as the successor agency (LAFCo Resolution No. 85-16 and Marin County Board of Supervisors Resolution No. 86-34). This action resulted in the creation of a “Zone of Benefit” within CSA No. 18 (which coincided with the former CSD boundaries), whereby all property tax revenue would continue to be collected to benefit services to the “Gallinas Village Community”. In addition, an Advisory Board consisting of five members was established to make recommendations to the Board of Supervisors concerning local services. The Zone of Benefit is shown in Figure 9-3.

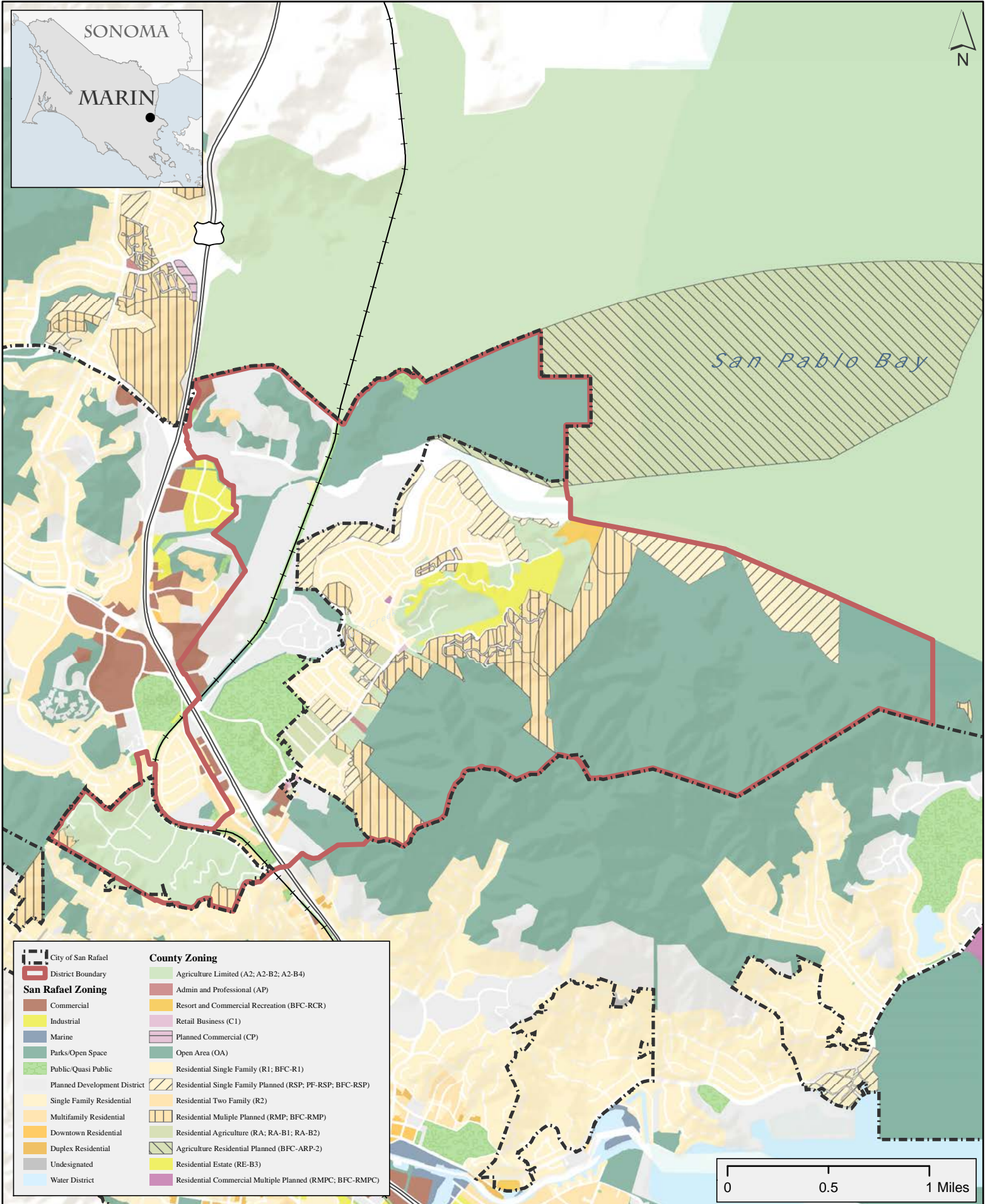


CSA No. 18 - Las Gallinas

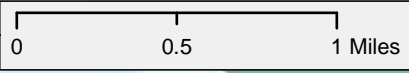
Mapping provided by:
PLANWEST PARTNERS, INC.
 Map Date: 5/24/2019

Figure 9-1

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



	City of San Rafael		County Zoning
	District Boundary		Agriculture Limited (A2; A2-B2; A2-B4)
	San Rafael Zoning		Admin and Professional (AP)
	Commercial		Resort and Commercial Recreation (BFC-RCR)
	Industrial		Retail Business (C1)
	Marine		Planned Commercial (CP)
	Parks/Open Space		Open Area (OA)
	Public/Quasi Public		Residential Single Family (R1; BFC-R1)
	Planned Development District		Residential Single Family Planned (RSP; PF-RSP; BFC-RSP)
	Single Family Residential		Residential Two Family (R2)
	Multifamily Residential		Residential Multiple Planned (RMP; BFC-RMP)
	Downtown Residential		Residential Agriculture (RA; RA-B1; RA-B2)
	Duplex Residential		Agriculture Residential Planned (BFC-ARP-2)
	Undesignated		Residential Estate (RE-B3)
	Water District		Residential Commercial Multiple Planned (RMPC; BFC-RMPC)

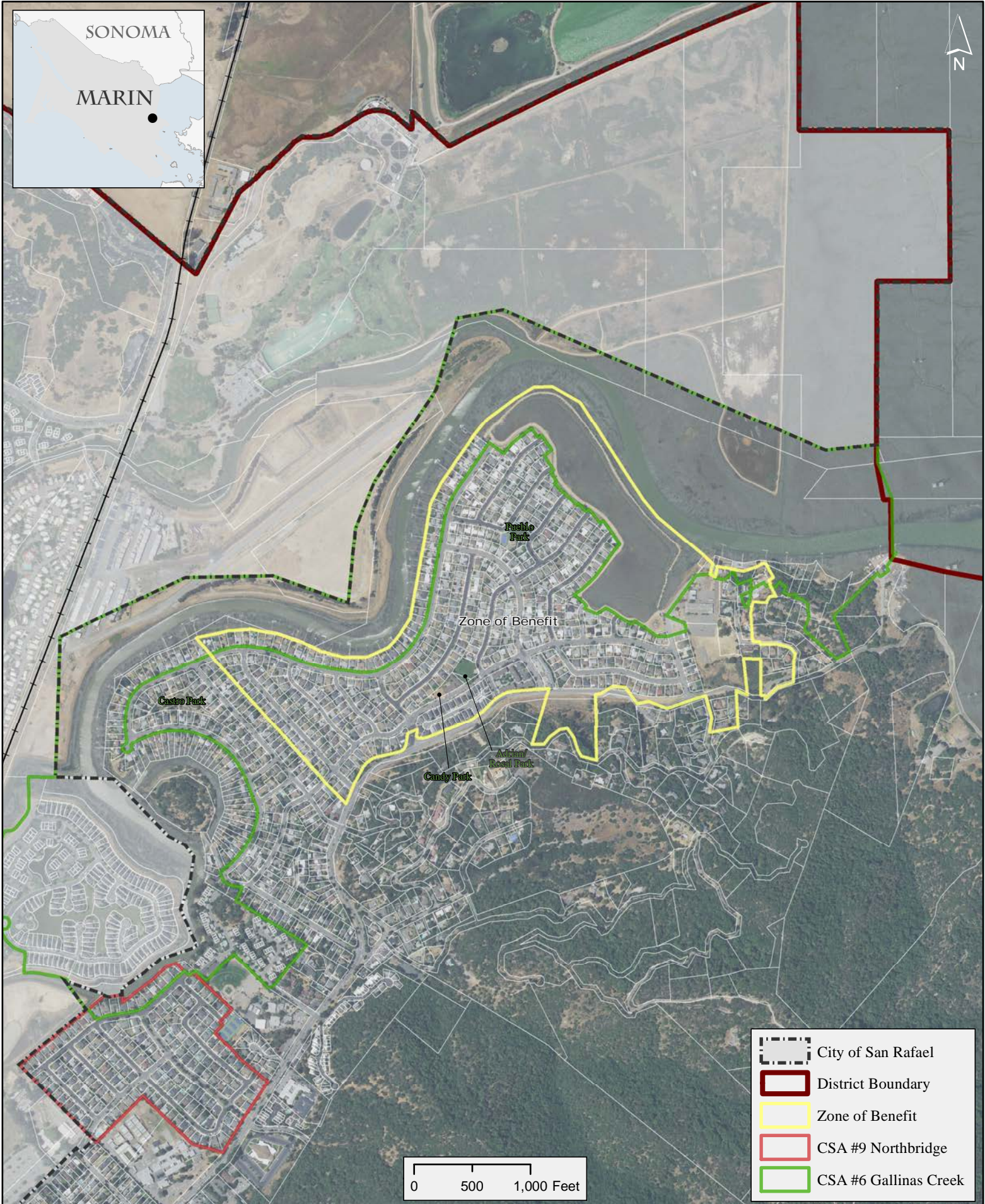


CSA No. 18 - Las Gallinas Zoning

Mapping provided by:
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 Map Date: 5/24/2019

Figure
9-2

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



CSA #18 - Las Gallinas Zone of Benefit

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

Figure
9-3

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

9.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

The jurisdictional boundary for CSA No. 18 encompasses a total of 3,914 acres and has remained unchanged since formation. The CSA boundary included only unincorporated territory at the time of formation; however, annexations to the City of San Rafael have occurred over time resulting in approximately 1,286 acres in the western portion of CSA that overlaps with the city. Currently, the CSA No. 18 SOI is coterminous with the district boundary.

As discussed previously, a Zone of Benefit was established within CSA No. 18 as part of the dissolution of Gallinas Valley CSD in 1986. Currently, property taxes are only collected within this Zone of Benefit and are intended to benefit and support services or facilities within the zone. Considering the majority of CSA No. 18 facilities and associated funding are tied to the Zone of Benefit, the district has been exploring various boundary and funding options, including reducing the boundary of the CSA to match the boundaries of the Zone of Benefit. Should a boundary reduction be considered further, an SOI reduction would be necessary.

9.4 POPULATION AND GROWTH

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

9.5 MUNICIPAL SERVICES

Parks and Recreation

As mentioned previously, CSA No. 18 was originally formed to fund the acquisition and preservation of the San Pedro Mountain area. Following bond repayment in 1994, the Marin County Open Space District took over the management of the San Pedro Mountain Open Space Preserve. Today, CSA No. 18 maintains four parks, including the Adrian-Rosal Park, Castro Park, Pueblo Park and Candy's Park (Table 9-2). Three of the four parks (excluding Castro Park) are located within the CSA No. 18 Zone of Benefit and were transferred to the CSA as part of the dissolution of Gallinas Valley CSD in 1986. Castro Park was acquired in 1994 and added to the facilities maintained by CSA No. 18.

Table 9-2: CSA No. 18 Parks, Recreation and Open Space

Facility	Type	Acreage	Amenities and Services
Adrian-Rosal Park	Mini-Park	0.7	Multi-Purpose Turf Area, Picnic Area, Drinking Fountain, and BBQ
Castro Park	Neighborhood Park	1.5	Benches, Drinking Fountain, Picnic Tables, Playfields, Playground
Pueblo Park	Mini-Park	2.0	Tennis Court, Half Basketball Court, Picnic Area, Playground Equipment
Candy's Park	Mini-Park	0.1	Benches, Drinking Fountain, Picnic Tables, Playground

(Source: Marin Countywide Plan Parks and Recreation Technical Background Report)

Adrian-Rosal

Adrian Rosal Park is a small mini-park (0.70 acres) serving a local neighborhood in Santa Venetia. The park is on the corner of Adrian Way and Rosal Way and shares boundaries on two sides with residences. Facilities include a multipurpose turf area, small picnic area, drinking fountain, and a barbeque. The picnic and BBQ pit areas are ADA accessible. Marin County Parks plans to install a restroom facility and complete a picnic area enhancement project.

Castro Park

Formerly a Little League baseball field, Castro Field Park is a unique mini-park (1.49 acres) enclosed by the neighborhood it serves. The park boundaries are marked by neighboring residential fences and street access is across easements between lots. The park was first renovated in 2003 and another renovation was completed by Marin County Parks, in conjunction with CSA No. 18, in 2014. Facilities include a children's play area, turf volleyball court, picnic tables with BBQs, and an open turf area. The walking path, play area, and picnic tables are ADA accessible.

Pueblo Park

Pueblo Park is a small but very popular mini-park (two acres) serving the surrounding neighborhood in Santa Venetia. The park is situated between Descanso Way and Hacienda Way. Facilities include a tennis court, a half basketball court, a large multi-purpose turf area, a small picnic area, and playground. The play areas, tennis court, and basketball court are ADA accessible.

Candy's Park

Candy's Park is a very tiny pocket park (0.1 acres) serving the Santa Venetia neighborhood that surrounds it. It includes a small gated playground for young children, a climbing structure, tot swing, and picnic area. The playground is ADA accessible.

9.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors and Advisory Board

As a dependent special district, the Marin County Board of Supervisors serves as the CSA's governing body. The five-member Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael. The Board of Supervisors determines policy, adopts annual budgets, fixes salaries, and is responsible for overseeing mandated district functions as carried out by various county departments.

As noted previously, a CSA No. 18 Advisory Board was established by the Board of Supervisors as part of the Gallinas Valley CSD dissolution in 1986. The Board of Supervisors appointed Advisory Board consists of five members, serving two-year terms (Table 9-3). The Board acts in an advisory capacity to Marin County Parks staff and the Board of Supervisors on matters relating to funding, management and operation of parks and open space facilities and services within the boundaries of CSA No. 18. The Advisory Board typically meets twice a year in February and September, unless there is a pressing need to meet more frequently. Advisory Board meetings are also held at the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael.

Table 9-3: CSA No. 18 Advisory Board

Advisor	Term Expiration
Joyce Clements	2020
Gina Hagen	2019
Linda Levey	2020
Ellen Stein	2019
Karen Thompson	2019

Staffing and Agency Operations

As a dependent special district of the county, the Marin County Parks and Open Space Department administers CSA No. 18 and provides necessary staffing for operating and maintaining district facilities and services. In addition, all CSA-related administrative services are provided by other county departments as needed. For instance, the County Department of Finance conducts an annual audit of the district’s finances as part of the county’s audit process and completes annual financial reports for the State Controller’s Office required under Government Code Section 53891.

9.7 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews, LAFCo considers an agency’s accountability for community service needs, including governmental structure, operational efficiencies, financial resources, and promoting public access⁵⁹. 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 Act⁶⁰. In addition, all meetings are properly noticed and time is provided for public comment at each meeting.

9.8 FINANCIAL SUMMARY

The majority of the CSA No. 18 budget comes from property tax revenue which is generated within the Zone of Benefit area. Other revenue is generated from grants and other smaller sources. According to the Annual Financial Transactions Reports published by the State Controller’s Office, CSA No. 18’s total revenues for FY 2016-17 were \$155,335, whereas total expenditures were \$177,795. Additional revenue is needed to offset costs associated with park operations and maintenance. CSA No. 18 currently does not have a capital improvement plan; however, Marin County Parks has been working with the CSA No. 18 Advisory Committee to explore alternate boundary and funding options as discussed in more detail in the following section.

⁵⁹ G.C. 56881(2)

⁶⁰ (<https://www.marincountyparks.org/about-us/boards-and-commissions/csa18>)

Table 9-4: CSA No. 18 Revenues and Expenditures

Revenues	FY 2016 17	FY 2015 16	FY 2014 15
Taxes and Assessments	\$153,290	\$143,024	\$135,072
Revenue from Use of Money	\$1,313	\$717	\$751
Intergovernmental Funds	\$729	\$736	\$748
Total Revenues	\$155,335	\$144,477	\$136,571
Expenditures			
Services & Supplies	\$124,043	\$230,406	\$59,538
Other	\$53,752	\$59,426	\$43,129
Total Expenditures	\$177,795	\$289,832	\$102,667
Net Total (Deficit)	(\$22,460)	(\$145,355)	\$33,904

Source: California State Controller's Office

9.9 GOVERNANCE STRUCTURE OPTIONS

As discussed above, CSA No. 18 is principally funded by property taxes collected within the Zone of Benefit boundary (formerly the Gallinas CSD service area). While CSA No. 18 is authorized to provide park and recreation services within the Zone of Benefit and the CSA boundary as a whole, there must be a nexus between properties and improvements/services that are funded by revenues collected within the Zone of Benefit. In addition, increasing operations and maintenance costs are exceeding available revenue to fund district services. As such, the CSA No. 18 Advisory Board along with Marin County Parks staff have begun to explore alternate boundary and funding options, as summarized below:

- 1) Maintain the status quo (make no changes): maintain all current boundaries and continue operations as currently being delivered.
- 2) Reduce CSA No. 18 boundaries to reflect the current Zone of Benefit with the inclusion of Castro Park as an “island” park within which CSA No. 18 would continue to maintain.
- 3) Reduce CSA No. 18 boundaries to include areas from Meadow Drive east to Sunnoaks/Bayhills Drive. The parcels in this amended CSA No. 18 boundary that are not currently part of the Zone of Benefit would ideally be asked to vote on a special assessment to allow them to contribute financially to CSA No. 18.

LAFCo staff recommendation would be to shrink the boundaries of CSA 18 to only include the Zone of Benefit and have the SOI encompass the immediately surrounding areas that might be added to district later once neighbors in surrounding areas have agreed to assessment and join the CSA in a similar manner as the current members of the Zone of Benefit.

10.0 COUNTY SERVICE AREA NO. 19 – SAN RAFAEL FIRE

10.1 OVERVIEW

County Service Area No. 19 (CSA No. 19) was formed in 1974 and encompasses an approximate 2.65 square mile jurisdictional boundary. CSA No. 19 is a dependent special district and provides structural fire protection services to the unincorporated areas of McNear’s Beach, Bayside Acres, Country Club, California Park, Sun Valley, Los Ranchitos, San Pablo-Tarrant Circle Area, and Santa Venetia. It contracts with the City of San Rafael to provide fire protection and emergency response services to the residents. The CSA boundary can be seen in Figure 10-1. Land use around the CSA is shown in Figure 10-2.

Table 10-1: CSA No. 19 Overview

CSA No. 19 San Rafael			
Primary Contact	Christopher Gray (City Fire Chief)		
Phone	(415) 485-3084	E-Mail	chris.gray@cityofsanrafael.org
Office Location	1600 Los Gamos Drive, Ste 345, San Rafael, CA 94903		
Formation Date	November 1974		
Services Provided	Fire Protection and Emergency Response		
Population Served	5,575	Area Served	2.65 sq. mi. (1,696 ac.)

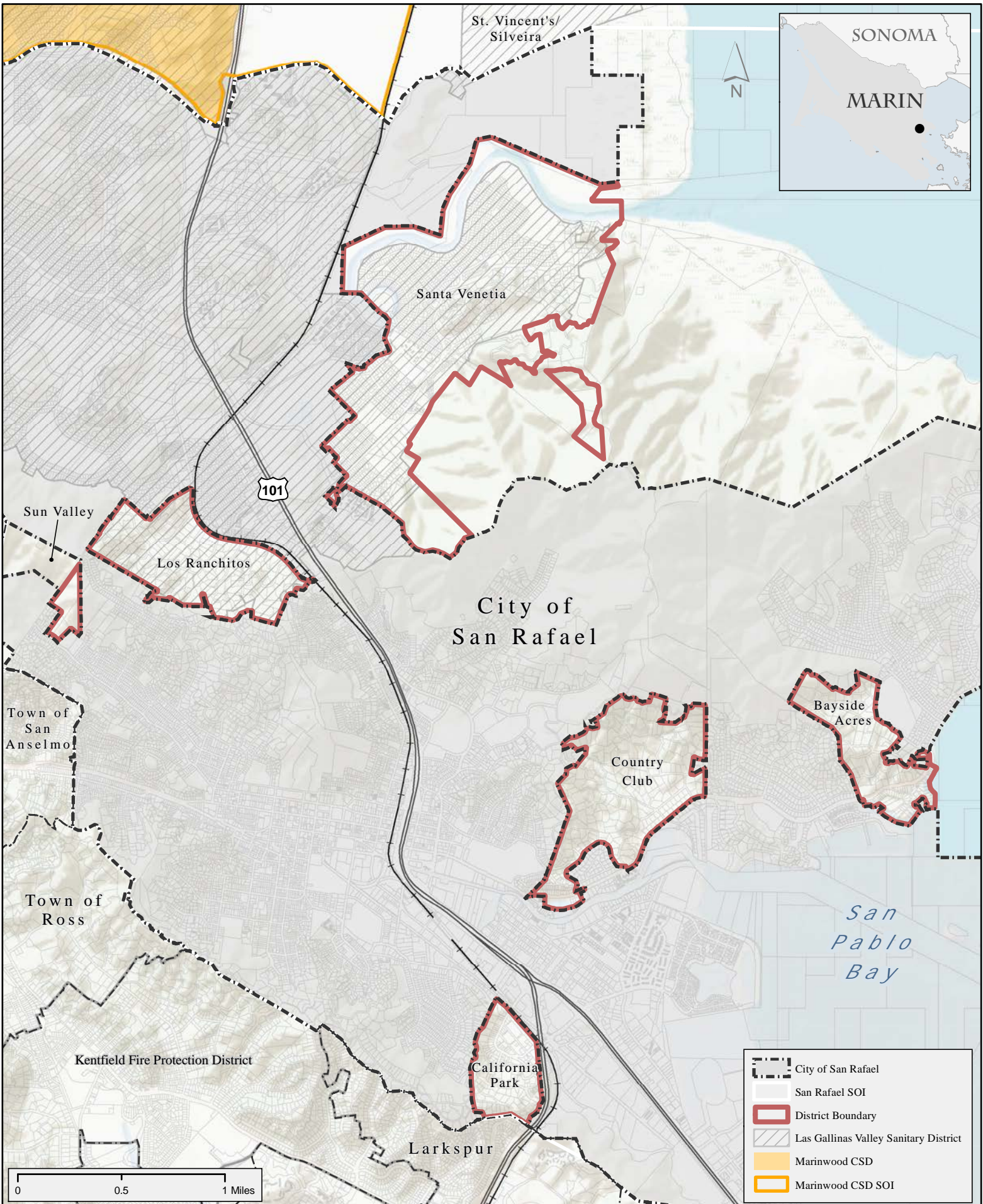
10.2 FORMATION AND DEVELOPMENT

CSA No. 19 was formed as a result of a special election held in November 1974 that passed with 74% in favor of formation. It was established by Board Resolution 74-394 in November 1974 to provide structural fire protection to nine different areas within unincorporated portions of the county. A summary of the parcels and approximate acreage is provided in Table 10-2 below. In February 1976, the County and City of San Rafael entered into an “Agreement for Fire Protection Services in and Around County Service Area 19”. At this point, the City assumed full fire protection responsibilities for CSA No. 19⁶¹.

Table 10-2: CSA No. 19 Parcels and Acreage (1974)

Parcel 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

⁶¹ San Rafael City Council Agenda Report, County Service Area 19 Fire Protection and Lease Agreement, June 20, 2016.



CSA No. 19 - Unincorporated San Rafael

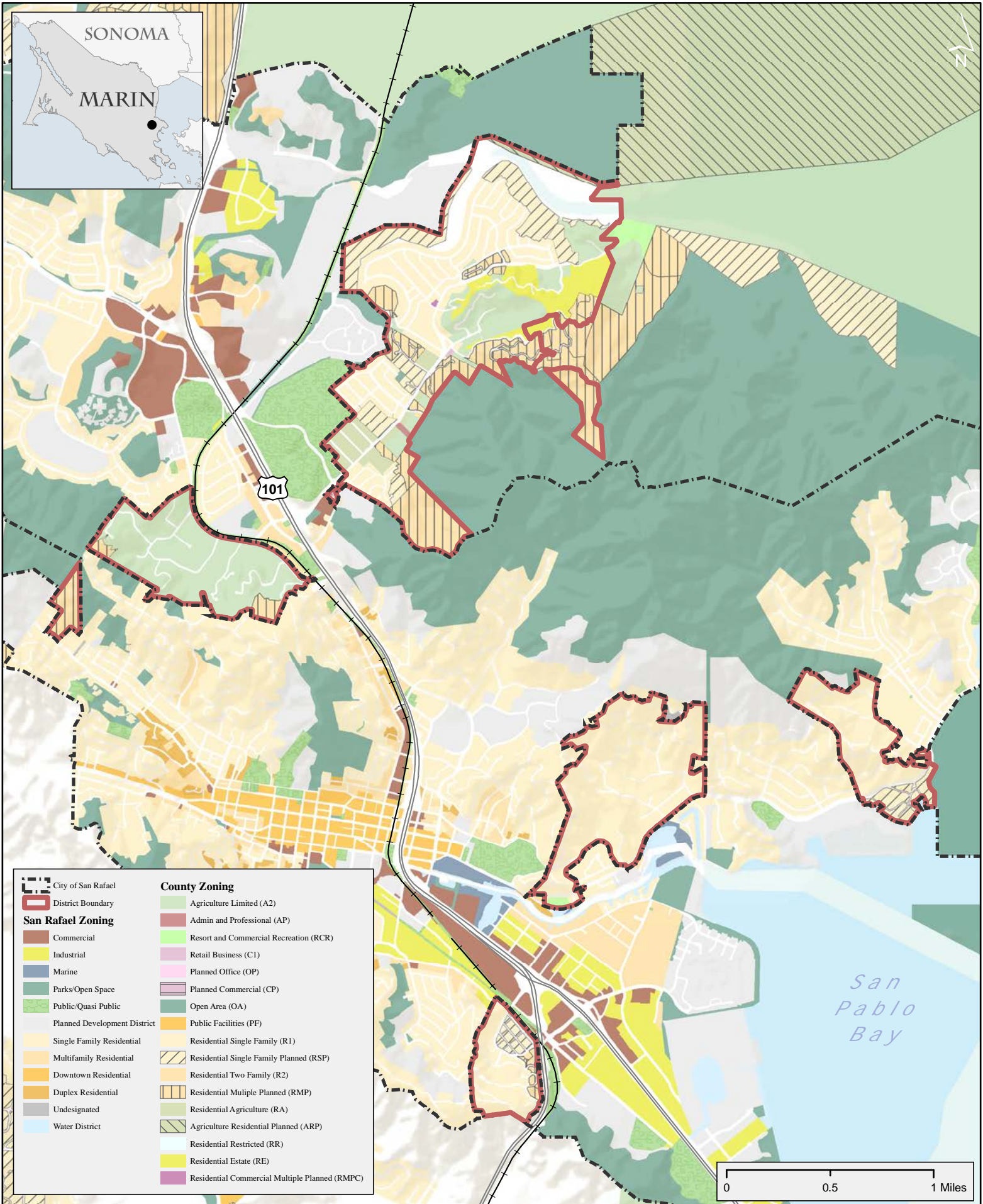
Mapping provided by: Esri, Google, GEBCO, NOAA NGDC, and other contributors. Sources: Esri, USGS, NOAA



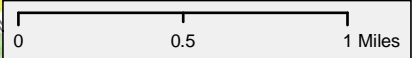
Figure 10-1

Map Date: 5/24/2019

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



City of San Rafael		County Zoning	
	District Boundary		Agriculture Limited (A2)
San Rafael Zoning			Admin and Professional (AP)
	Commercial		Resort and Commercial Recreation (RCR)
	Industrial		Retail Business (C1)
	Marine		Planned Office (OP)
	Parks/Open Space		Planned Commercial (CP)
	Public/Quasi Public		Open Area (OA)
	Planned Development District		Public Facilities (PF)
	Single Family Residential		Residential Single Family (R1)
	Multifamily Residential		Residential Single Family Planned (RSP)
	Downtown Residential		Residential Two Family (R2)
	Duplex Residential		Residential Multiple Planned (RMP)
	Undesignated		Residential Agriculture (RA)
	Water District		Agriculture Residential Planned (ARP)
			Residential Restricted (RR)
			Residential Estate (RE)
			Residential Commercial Multiple Planned (RMPC)



CSA No. 19 - Unincorporated San Rafael Zoning

Mapping provided by: **PLANWEST PARTNERS, INC.** Sources: Esri, USGS, NOAA
 Map Date: 5/24/2019

Figure 10-2

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

A CSA No. 19 reorganization was proposed in 1996 which would have taken Seaview Avenue out of the CSA boundary and annexed to the City of San Rafael. However, the proceedings were abandoned due to written protests by area property owners.

10.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 19's current jurisdictional boundary encompasses approximately 1,696 acres based on current GIS layers. Land use around the CSA area is primarily low density and rural residential with large areas of open space adjacent to CSA boundaries. Additional land uses include planned residential, high-density residential, commercial, and public facilities.

10.4 POPULATION AND GROWTH

CSA No. 19 serves several unincorporated communities in the San Rafael area. Utilizing US Census data from 2010 and current GIS layers, the population is estimated at 5,575. The area land uses, primarily low-density residential, open space and park areas, have limited growth potential.

According to American Community Survey estimates for 2013-2017, the City of San Rafael, which provides fire protection services for CSA No. 19, has an estimated population of 59,180. This is higher than the 57,713 population that was reported in the 2010 US Census which indicates that the area is growing in population. This has the potential to increase the number of incidences for the City of San Rafael Fire Department.

10.5 MUNICIPAL SERVICES

CSA No. 19 provides municipal services through contracts with other governmental agencies or private companies. Municipal services provided by the City of San Rafael through contracts include fire and emergency response as defined below.

Fire and Emergency Response

CSA No. 19 contracts with the City of San Rafael to provide fire protection services to its service area. The City of San Rafael operates Fire Station 57 located across from the Marin County Civic Center which is the primary station for services to CSA No. 19. Recently, the City of San Rafael approved construction contracts for two new fire stations including Station 57. Demolition was completed in early 2017 and construction will be complete early summer 2019. While the facility is under construction, Station 57 staff are temporarily housed at Station 53 on Joseph Court.

The City provides a primary response to calls within CSA No. 19's jurisdiction, and the County (CSA No. 19) leases land at 3535 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 residents⁶².

The City and County have a separate contract for paramedic services in areas of the county which includes CSA No. 19. The recently completed Station 57 has a dedicated ambulance bay which will help better serve CSA residents.

10.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors

CSA No. 19 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The five county supervisors are elected to four-year terms of office with no term limits. Government Code 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 Government Code Section (53891).

10.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

The county Board of Supervisors meets the second and fourth Tuesday of every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 329 in San Rafael. Meeting agendas, minutes, and recordings are provided on the Marin County website.

Annual Budget Review

County Staff prepares and submits an annual budget for Board review and approval. Contract amounts for CSA No. 19 are provided in the annual county budget along with capital asset and intergovernmental expenditures.

⁶² Ibid.

10.8 FINANCIAL OVERVIEW

CSA No. 19 utilizes County Staff for financial review and budget facilitation. A summary of the CSA’s budget is provided below in Table 10-3. Revenues for the CSA come from basic property taxes and special taxes approved by voters within the CSA for paramedic services. Current district property and special tax revenue are less than costs to provide services. Based on 2016 negotiated contract with the City, fire protection services costs will continue to rise between 3% and 7% annually.

Table 10-3: CSA No. 19 Financial Summary⁶³

Revenues	FY 2016 17 Actuals	FY 2017 18 Estimated	FY 2018 19 Adopted Budget
Secured Property Tax	\$2,514,415	\$2,620,649	\$2,608,034
Use of Money and Property	\$43,002	\$81,908	\$10,014
Intergovernmental	\$12,051	\$11,939	\$12,500
Total Revenues	\$2,569,468	\$2,714,496	\$2,630,548
Expenditures	FY 2016 17 Actuals	FY 2017 18 Adopted Budget	FY 2018 19 Adopted Budget
Services and Supplies	\$2,300,000	\$1,962,850	\$2,286,309
Capital Assets	\$635,387	\$2,158,166	\$3,598,400
Interfund Expense	\$15,876	\$272,876	\$344,239
Total Expenditures	\$2,951,263	\$4,393,892	\$6,228,948
Net Total	(\$381,795)	(\$1,679,396)	(\$3,598,400)

The County works closely with the City of San Rafael to provide shared facilities to benefit the community as a whole. The County leases land to the City for Fire Station 57 and the City provides fire protection and emergency response services to the County. This allows for cost sharing of facilities and services. However, the rising cost of services is exceeding the current revenue generated by property taxes.

Financial Audit

The County of Marin operates an Internal Audit Unit within its Department of Finance. The unit provides continuous monitoring of the County’s activities and reports to management staff on the results of risk evaluations.

10.9 SUSTAINABILITY

Warmer temperatures and longer drought periods increase the potential for wildfires that may threaten structures in the CSA. Local fire agencies may want to continue education efforts and collaboration through the Community Wildfire Protection Plan that promote Firewise Communities as outlined by the National Fire Protection Association.

⁶³ Based on County of Marin 2018-2019 Final Budget.

11.0 COUNTY SERVICE AREA NO. 23 - TERRA LINDA

11.1 OVERVIEW

County Service Area No. 23 (CSA No. 23) is a dependent, single-purpose special district organized to provide park and open space services pursuant to County Service Area Law (California Government Code Section 25210 et seq). CSA No. 23 was formed in 1975 to fund the acquisition and preservation of the Terra Linda/Sleepy Hollow Divide for conservation and open space purposes in coordination with the City of San Rafael and the Marin County Open Space District. In 1991, the Marin County Open Space District took over the ownership and management of the Terra Linda/Sleepy Hollow Preserve. An overview of CSA No. 23 is provided in Table 11-1.

Today, CSA No. 23 provides no services and has no budget, fund balance, funding sources, or expenditures. As such, CSA No. 23 has achieved its original acquisition purposes and is currently inactive. The current district boundary is shown in Figure 11-1. Land use around the CSA is shown in Figure 11-2.

Table 11-1: CSA No. 23 Overview

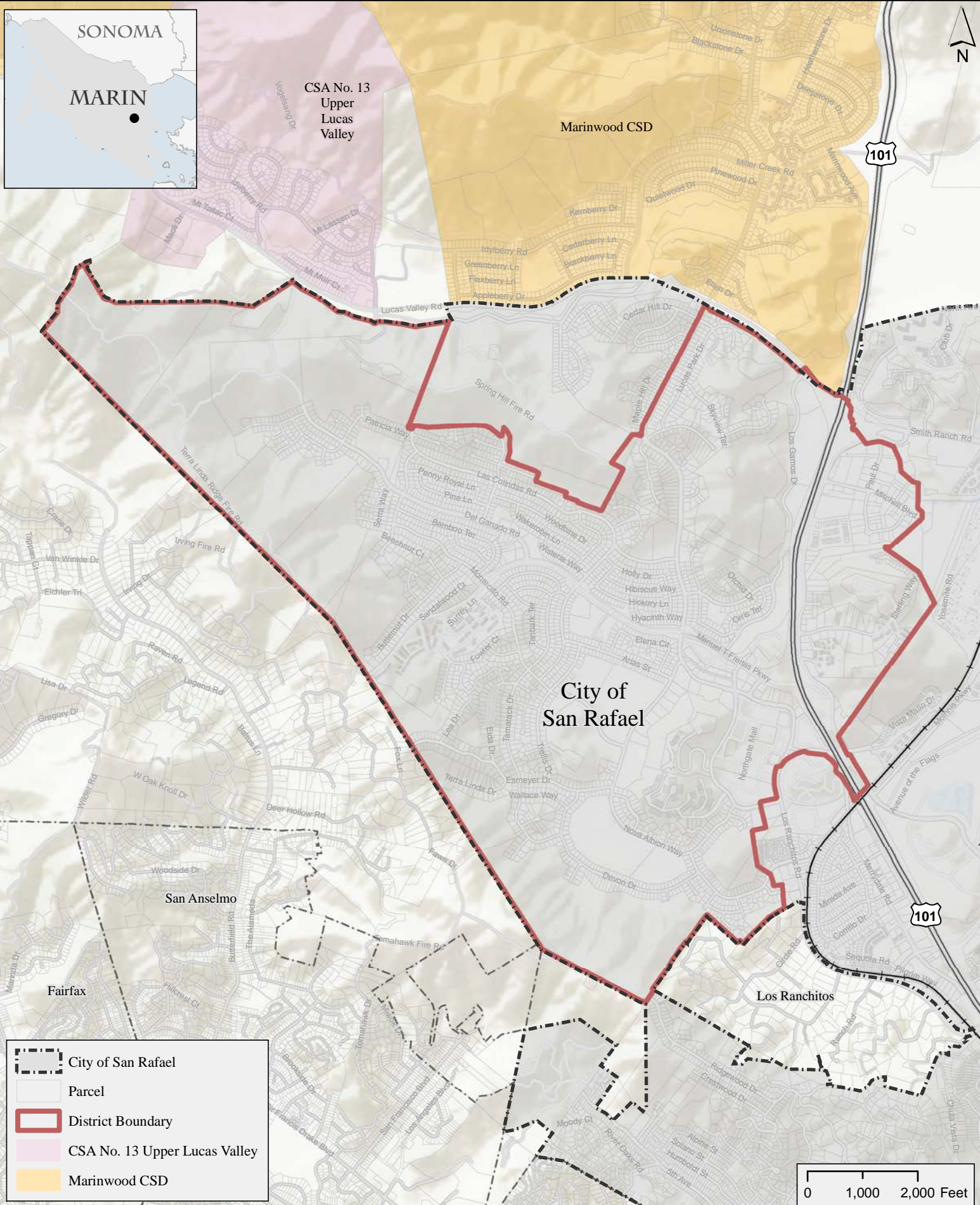
CSA No. 23 Terra Linda			
Primary Contact	Jim Chayka, Superintendent Marin County Parks		
Phone:	(415) 473-3795	Email:	jchayka@marincounty.org
Location:	3501 Civic Center Drive, Suite 260 San Rafael, CA 94903		
Formation Date	1975		
Services Provided	Inactive		

11.2 FORMATION AND DEVELOPMENT

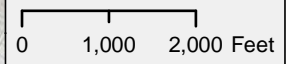
CSA No. 23 was formed by the Marin County Board of Supervisors on July 1, 1975 (Resolution 75-223) for the express purpose of raising revenue to purchase and maintain several Terra Linda area properties for open space purposes. Subsequently, voters approved a \$1,150,000 general obligation bond measure at an election on November 4, 1975.

Prior to CSA formation, a committee comprised of representatives from the Terra Linda Valley Homeowner's Association, the City of San Rafael, and Marin County staff was formed to review selected properties for acquisition. The properties were described as the Freitas, Nunes, Turski and Oak Hill parcels, totaling approximately 766 acres. The total purchase price for the four properties exceeded the approved bond amount and an additional funding source was necessary.

In February 1976, the City of San Rafael, Marin County Open Space District, and CSA No. 23 entered into a Joint Powers Agreement (JPA). The purpose of the JPA was to define each agency's financial functions, ownership authority, and open space management functions. The City and Open Space District each contributed \$500,000, and the CSA contributed the remainder of funds through the sale of bonds to purchase of the Freitas, Nunes, Turski and Oak Hill properties.



	City of San Rafael
	Parcel
	District Boundary
	CSA No. 13 Upper Lucas Valley
	Marinwood CSD

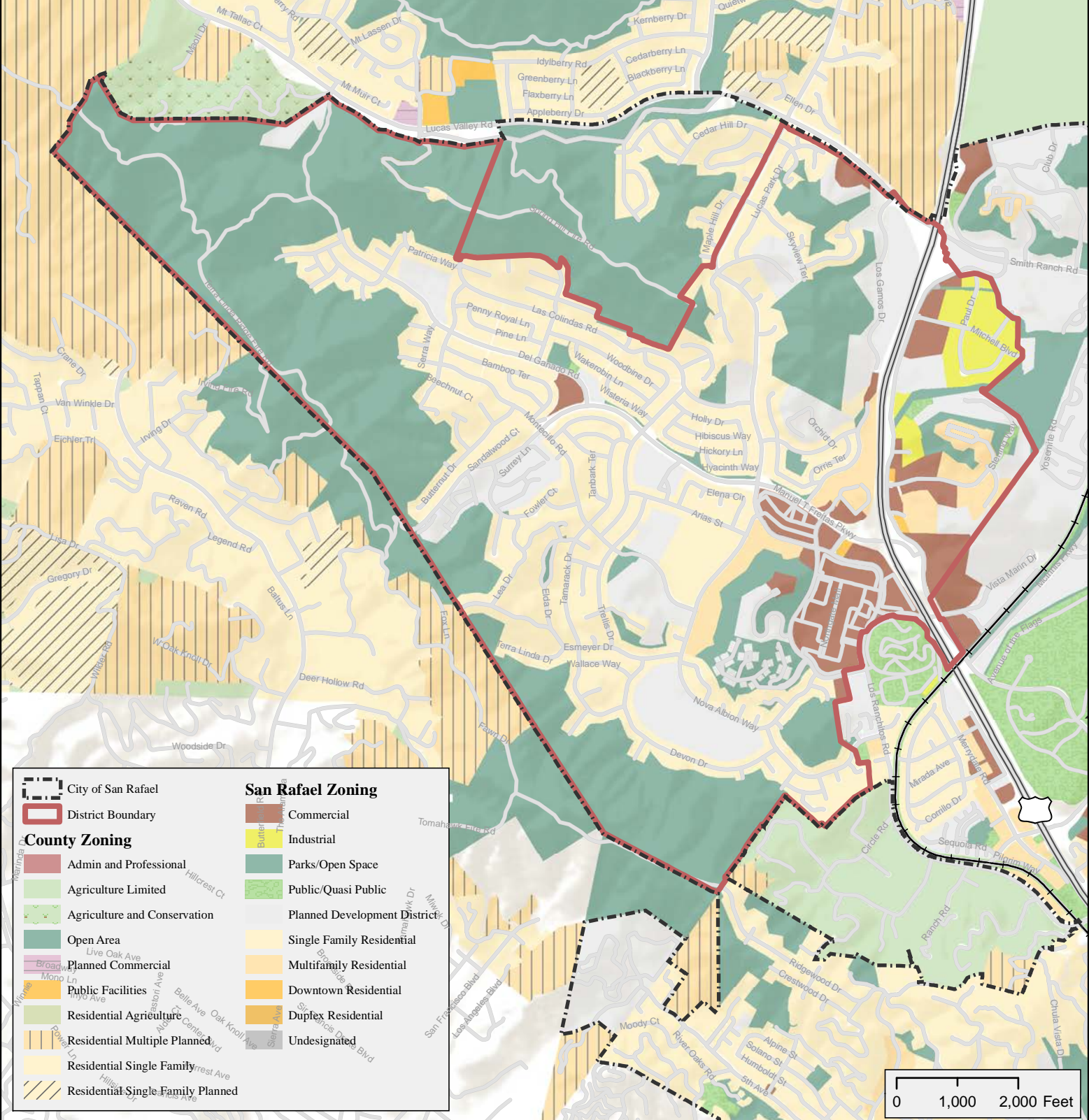


CSA No. 23 - Terra Linda

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

Figure
 11-1

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



	City of San Rafael		San Rafael Zoning
	District Boundary		Commercial
County Zoning			Industrial
	Admin and Professional		Parks/Open Space
	Agriculture Limited		Public/Quasi Public
	Agriculture and Conservation		Planned Development District
	Open Area		Single Family Residential
	Planned Commercial		Multifamily Residential
	Public Facilities		Downtown Residential
	Residential Agriculture		Duplex Residential
	Residential Multiple Planned		Undesignated
	Residential Single Family		
	Residential Single Family Planned		

CSA No. 23 - Terra Linda Zoning

Mapping provided by:
PLANWEST PARTNERS, INC.
 Figure 11-2
 USGS, NOAA
 Map Date: 5/24/2019

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

11.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

The jurisdictional boundary for CSA No. 23 encompasses a total of 2,351 acres (3.7 square miles) and is located entirely within the City of San Rafael boundary. Currently, the CSA No. 23 SOI is coterminous with the district boundary. Figure 11.1 shows the CSA No. 23 boundary and SOI.

11.4 GOVERNMENTAL SERVICES

As discussed previously, CSA No. 23 was formed primarily as a funding mechanism to purchase open space parcels. In 1976 the City of San Rafael, Marin County Open Space District, and CSA No. 23 entered into a JPA which identified the funding commitments, ownership, and management functions for each participating agency. As part of the Agreement, the Freitas, Nunes, and Turski, properties were held in joint ownership, whereas the Oak Hill property was held in single ownership by the City. In addition, maintenance and management responsibilities were provided primarily by the City of San Rafael and the Open Space District.

In 1991, a Management Plan for Terra Linda, Sleepy Hollow, and San Rafael Open Space Preserves was commissioned by the City and Open Space District. The Management Plan recommended that the open space preserves be owned and managed by one entity, the Open Space District, instead of the joint arrangement identified in the original 1976 JPA. To address the land transfer and ongoing management of the open space properties, a new Agreement was drafted between the City, CSA No. 23, and the Open Space District. The properties were subsequently transferred to the Marin County Open Space District. Today, the Open Space District provides ongoing trail maintenance and open space services in accordance with its land management policies and plans.

11.5 ORGANIZATIONAL STRUCTURE

As a dependent special district, the Marin County Board of Supervisors serves as the CSA's governing body. The five-member Board of Supervisors meets the second and fourth Tuesday every month at 9:00 a.m. in the County of Marin Civic Building located at 3501 Civic Center Drive, Suite 260 in San Rafael. The Board of Supervisors determines overall policies, adopts annual budgets, fixes salaries, and is responsible for overseeing mandated CSA functions as carried out by various county departments. However, as mentioned previously, CSA No. 23 currently provides no services and is currently inactive.

11.6 FINANCIAL SUMMARY

Currently, CSA No. 23 provides no services and has no funding, no expenditures, and no fund balance. Marin County does not prepare an annual budget for CSA 26. Originally, revenues generated from property taxes were used to pay off a \$1,150,000 general obligation bond that was used to acquire several properties. The bond was repaid in its entirety. Following the bond repayment, CSA No. 23 has no operating budget and has been inactive.

11.7 GOVERNANCE STRUCTURE OPTIONS

In 2017, Senate Bill 448 (Wieckowski) was passed to streamline the process for LAFCos to dissolve inactive special districts. The new legislation requires the State Controller's Office to create a list of inactive districts annually and to notify applicable LAFCos in which the inactive

special districts are located. In accordance with Government Code (G.C.) Section 56879, the Commission must adopt a resolution initiating dissolution of inactive districts meeting the above definition within 90 days of notice from the State Controller's Office. Following the adoption of the resolution, the Commission must then hold a public hearing on the dissolution within an additional 90 days. Unless evidence is provided that qualifies the district as being active, the Commission must dissolve the district.

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

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

Based on the County Auditor's Office determination that CSA No. 23 is inactive, LAFCo, in coordination with the County and the State Controller's Office, should take the appropriate steps to dissolve the district pursuant to G.C. 56879. Further, because CSA No. 23 has no assets, liabilities, outstanding debts, judgments, contracts or claims, there is no need to designate a successor agency for the district. Upon approval of this MSR LAFCo staff will report CSA No. 23 as inactive to the State Controller's office so it can be added to the next annual list of inactive districts providing a path for dissolution of this district.

12.0 SERVICES EVALUATION AND DETERMINATIONS

12.1 REGIONAL MUNICIPAL SERVICES

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

Regional Considerations for Fire & Emergency Response Services

Fire protection and emergency response services in the San Rafael region are provided by the City of San Rafael, Marinwood CSD, and the County of Marin (CSA 13 and CSA 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 13 and 19. They contract CSA 13 service with Marinwood CSD and CSA 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 power's agency (JPA) or the creation of a singular regional fire agency. A JPA is 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 that you unify fire responsibility into one service provider and reap those benefits, while still retaining the original member agencies should they need to independently provide services to their jurisdiction in the future. The formation of a regional fire providing agency, likely 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.

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 13 and the contract with City of San Rafael have relatively short-term termination periods. CSA 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, Government Code 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 the following thresholds to determine if a contract is eligible for Commission review and approval:

- 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.
- 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.
- d) 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 it does not constitute a new 25 percent change in service area or employment status.

Except for the specific situations exempted by Government Code 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.

Capital improvement programs 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 and Marinwood CSD, 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 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 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 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 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 large 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.

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 are a sub-committee and special fund for median strip maintenance. In addition to the fund, volunteers from the community participate in work days once a month to maintain median and curb landscaping. This association provides a valuable service to the community and has the opportunity to work closely with County staff to convey the needs and desires of the community.

Funding

For street, road, and lighting needs throughout the region, there appears to be a difficulty with revenue sources. The City of San Rafael maintains a large network of streets and street lighting, however, there is not enough funding to support all necessary CIP projects. The Marinwood CSD currently has enough funding to cover costs, however, it is projected that expenditures for services will quickly out-pace revenues. CSA No. 9 is part of a larger county maintenance contract with a private landscaping firm but does not generate enough revenue to cover rising maintenance costs. The residents of that area have also indicated a desire for better signage and maintenance.

The basic property tax and special taxes in place to provide revenue for the different agencies fall short of anticipated expenditures. In areas where residents wish to see more maintenance to provide a higher level of service, such as in CSA No. 9 - Northbridge, increased funding and/or volunteer efforts will be needed.

Regional Considerations for Dredging Services

Dredging takes place in navigable canals, creeks, and rivers in the region. CSA No. 6 – Gallinas Creek was formed in order to provide dredging services to maintain boating access for a small portion of the community in Santa Venetia. Additional dredging in the region is conducted by the US Army Corps of Engineers, Golden Gate Bridge Highway, and Transportation District, and local marina and user associations.

Dredging has not occurred in Gallinas Creek since 1994. Residents suggest that more frequent dredging would be beneficial and desirable. While regular maintenance dredging would simplify the permitting process, current funding mechanisms do not provide enough revenue for this. Cost sharing with restoration projects that can utilize the dredged sediment in their restoration activities, such as with McInnis park, could help ease costs for regular maintenance of the creek channel.

Additional long-term considerations include the potential for sea level rise. The Marin Shoreline Sea Level Rise Vulnerability Assessment identifies Gallinas Creek as susceptible. With 10 inches of sea level rise, impacts could be seen to shoreline edges and with 20 inches of sea level rise, the area could see significant tidal flooding.

Long-term planning could be beneficial for CSA No. 6. A long-range planning document that outlines a maintenance dredging schedule and takes into consideration potential sea level rise complications would provide the CSA with a better understanding of future funding needs. In order to cover funding needs, the CSA may want to consider alternative funding sources such as a special assessment, cost sharing with restoration projects, and grants.

12.2 MUNICIPAL SERVICE REVIEW DETERMINATIONS

1) Growth and population projections for the affected area.

- a) Projected growth is expected to be moderate. The County's population is expected to grow approximately 13% by 2040 and the City of San Rafael population growth of approximately 19% is expected in the same time period (an additional 7,900 people). This is the highest projected population growth rate for the entire County.

- b) The expected population and growth rate in unincorporated areas around the City of San Rafael vary depending on the area. General Plan build-out capacity for some areas, such as St. Vincent's/Silveira and San Rafael Quarry have significant future development potential, subject to additional planning, entitlement, and development in the County. The fully surrounded island pockets within San Rafael, except for Upper Sun Valley, are predominantly built out, with little relative future development potential.

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 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 6 may consider a long-term planning document outlining maintenance dredging and establishing additional funding sources for regular maintenance dredging such as grants, cost-sharing, and/or a special tax.
- d) Marin County should explore options to include CSA 13's Upper Lucas Valley open space in its Parks system management in order to better align with public perception and ensure recreation service responsibilities are consistent within its areas of responsibility.
- e) Continuing periodic Recreation Needs surveys will help guide the City of San Rafael recreation services priorities.
- f) Implementing 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 Government Code 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.