



Marin Local Agency Formation Commission

Municipal Service Review

Tiburon Peninsula Region

FINAL

JUNE 2020

PREFACE

This Municipal Services Review (MSR) documents and analyzes services provided by local governmental agencies in the Tiburon Peninsula 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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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 comprised of two county supervisors, two city councilmembers, two independent special district members, and one representative of the general public. Each group also gets to appoint 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 is independent of local government and employs its own staff. 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>
Judy Arnold	County	<i>District 5 Supervisor</i>
Sloan Bailey	City	<i>Town of Corte Madera</i>
Lew Kious	Special District	<i>Almonte Sanitary District</i>
Larry Loder	Public	<i>Commission</i>
Chris Skelton	Public Alternate	<i>Commission</i>
Tod Moody	Special District Alternate	<i>Sanitary District #5</i>
Barbara Coler	City Alternate	<i>Town of Fairfax</i>
Dennis Rodoni	County Alternate	<i>District 4 Supervisor</i>

Marin LAFCo 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 of local agencies in the Tiburon Peninsula region of southern Marin County. The underlying aim of the study is to produce an independent assessment of municipal services in the region over the next five to ten years relative to the Commission’s regional growth management duties and responsibilities. The information generated as 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 seven agencies operating in the Tiburon Peninsula Region as listed below and shown in Figure 2.1.

Table 2-1: Tiburon Peninsula Regional MSR Agencies

Tiburon Peninsula Agency Names
City of Belvedere
Town of Tiburon
Sanitary District No. 5
Tiburon Fire Protection District
Strawberry Recreation District
CSA No. 29 (Paradise Cay)
Flood Control Zone 4/4a

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

Water

Water services include the 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. The agencies included in this study were Central Marin Sanitation Agency, County Sanitary District No. 1, County Sanitary District No. 2, Las Gallinas Valley Sanitary District, Murray Park Sewer Maintenance District, San Rafael Sanitation District, and San Quentin Village Sewer Maintenance District.

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.

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.

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 LAFCo Executive Officer and Policy Analyst contacted each agency with requests for information.

The study area for this MSR includes communities within the City/Town 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 Belvedere and Town of Tiburon have authority over land use and development policies within the City/Town. 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

Within 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 with Marin LAFCo, information requests sent to individual agencies, draft agency profiles also sent to agencies, and review of the draft report prior to Commission action.

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

Table 2-2: Tiburon Peninsula Regional Agencies’ Meeting Information

Tiburon Peninsula Municipal Service Review – Agency Transparency					
Agency	Governing Body	Meeting Date/Time	Meeting Location	Televised/Streaming	Website
Town of Tiburon	Town Council	1 st and 3 rd Wednesday at 7:30 p.m.	Tiburon Town Hall Council Chambers 1505 Tiburon Blvd, Tiburon, CA 94920	N/A	https://www.townoftiburon.org/163/Town-Council
City of Belvedere	City Council	2 nd Monday at 6:30 p.m.	Belvedere City Hall Council Chambers 450 San Rafael Avenue Belvedere, CA 94920	N/A	https://www.cityofbelvedere.org/95/City-Council
Tiburon Fire Protection District	Board of Directors	2 nd Wednesday at 6:30 p.m.	TFPD Headquarters 1679 Tiburon Blvd. Tiburon, CA 94920	N/A	https://www.tiburonfire.org/board-of-directors/
Sanitary District No. 5	Board of Directors	3 rd Thursday at 5:00 p.m.	SD5 Main Plant 2001 Paradise Drive Tiburon, CA 94920	N/A	https://www.sani5.org/about/board
Strawberry Recreation District	Board of Directors	2 nd Tuesday at 6:30 p.m.	SRD 1 st Floor Mtg Room 118 E. Strawberry Drive Mill Valley, CA 94941	N/A	https://strawberry.marin.org/about-directors
County Service Area 29	Advisory Board	Twice per year or as needed	Tiburon Yacht Club 400 Trinidad Drive Tiburon, CA 94920	N/A	https://www.marincounty.org/depts/pw/divisions/public-services/county-service-areas?tabnum=1
Flood Control Zone 4/4A	Advisory Board	Once per year or more as needed	County of Marin Civic Building 3501 Civic Center Drive - Suite 329, San Rafael, CA 94903	N/A	https://www.marinwatersheds.org/flood-protection/flood-control-zones#undefined3

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 Belvedere, Town of Tiburon, and the adjacent unincorporated communities within the study area.

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.

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

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 is provided in Chapter 3 of this document and will be considered by Marin LAFCo in assessing potential future changes to an SOI or other reorganization.

3.0 DETERMINATIONS

1. Growth and population projections for the affected area.

a) Projected growth in the study area is expected to be minimal. The Tiburon population is expected to increase to a total population of 9,500² by 2030, a .32% annual growth rate. The Belvedere population is expected to increase to a total population of 2,200³ by 2030, a .47% annual growth rate.

b) The expected population and growth rate in unincorporated spaces around the study area is all fairly minimal. The communities of Paradise Cay and Strawberry are predominantly built out, with little relative future development potential, while areas along Paradise Drive have modest development potential at best due to adverse topography and a history of lengthy development processes.

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

a) There are no identified DUCs within the study area.

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

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

4. Financial ability of agencies to provide services.

a) The City of Belvedere, Town of Tiburon, Tiburon Fire Protection District, Strawberry Recreation District, Sanitary District No. 5, CSA 29, and Marin County Flood Control and Water Conservation District Zone 4/4a all prepare annual budgets and prepare financial statements in accordance with established governmental accounting standards. The City Council, Town Council, TFPD, SRD, and SD5 Boards, and the County Board of Supervisors, acting as the Board for the Marin County Flood Control and Water Conservation District, may amend their budgets by resolution during the fiscal year in order to respond to emerging needs, changes in resources, or shifting priorities.

² [Town of Tiburon General Plan, Pg. 34](#)

³ [City of Belvedere General Plan, Pg. 11](#)

Expenditures may not exceed appropriations at the fund level, which is the legal level of control.

b) The City Manager, Town Manager, Fire Chief, Special District General Managers, and County Administrative Officer are authorized to transfer budgeted amounts between accounts, departments or funds under certain circumstances, however; the City Council, Town Council, Special District Boards, and County Board of Supervisors must approve any increase in the operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups. Audited financial statements are also prepared for each agency by independent certified public accounting firms.

c) While additional revenues are needed to provide some services and maintain infrastructure covered in this MSR, the agencies meet their financial responsibilities to provide services.

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

a) Though currently outside of Tiburon Fire Protection District's jurisdictional boundary, TFPD consistently finds itself handling initial response duties for both fire and medical calls on Angel Island. With no stationed equipment or facility on the island, the opportunity presents itself for both/either CSA 31 and/or the Town of Tiburon to erect a structure in order to store necessary emergency response equipment that can be accessed by the responding agency.

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

a) Tiburon Fire Protection District and the City of Belvedere may consider formal annexation of the City of Belvedere into the District. At this time, the City contracts with the District for both fire and emergency medical response services. With no foreseeable plans for the City to create those municipal services of its own, annexation would allow the residents of Belvedere to vote for representation on the District's Board of Directors. A working group should be formed by LAFCo to help determine what is in the best interest both the City and District along with the general public.

b) Strawberry Recreation District and the County of Marin may consider the creation of a new County Service Area in order to remove dredging operations from the District's oversight and administration as it is not a listed function of a recreation district according to State Government Code. A working group should be formed by LAFCo to help facilitate further discussions as to what is in the best interest of the Recreation District along with the members of the area needing dredging.

c) CSA 29 may consider a collaborative bidding process with the other county service areas that do dredging specific services throughout Marin County in an effort to realize overall cost savings on dredging operations by contracting with a larger vendor that may otherwise have been unwilling to bid on single small-scale projects.

d) At this time, Angel Island is currently designated as California State Parkland, is a part of Incorporated Tiburon, and is in the jurisdictional boundary of CSA 31. Despite this multiple agency oversight of the land, calls for service, especially medical emergencies, oftentimes fall to Tiburon Fire Protection District simply as a matter of physical proximity in response time. Angel Island is not currently within the jurisdictional boundary of TFPD. From 2007-2018, TFPD incurred just over \$1.9 million in costs to service Angel Island calls, with an average annual cost of \$173,370. Despite multiple attempts to recoup the costs for services rendered, to this point the District has been unsuccessful. Future emergency medical and fire services to Angel Island should be addressed through planning and consideration of long-term reorganization options. A LAFCo working group should 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 future efficiency and accountability of emergency services to Angel Island.

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

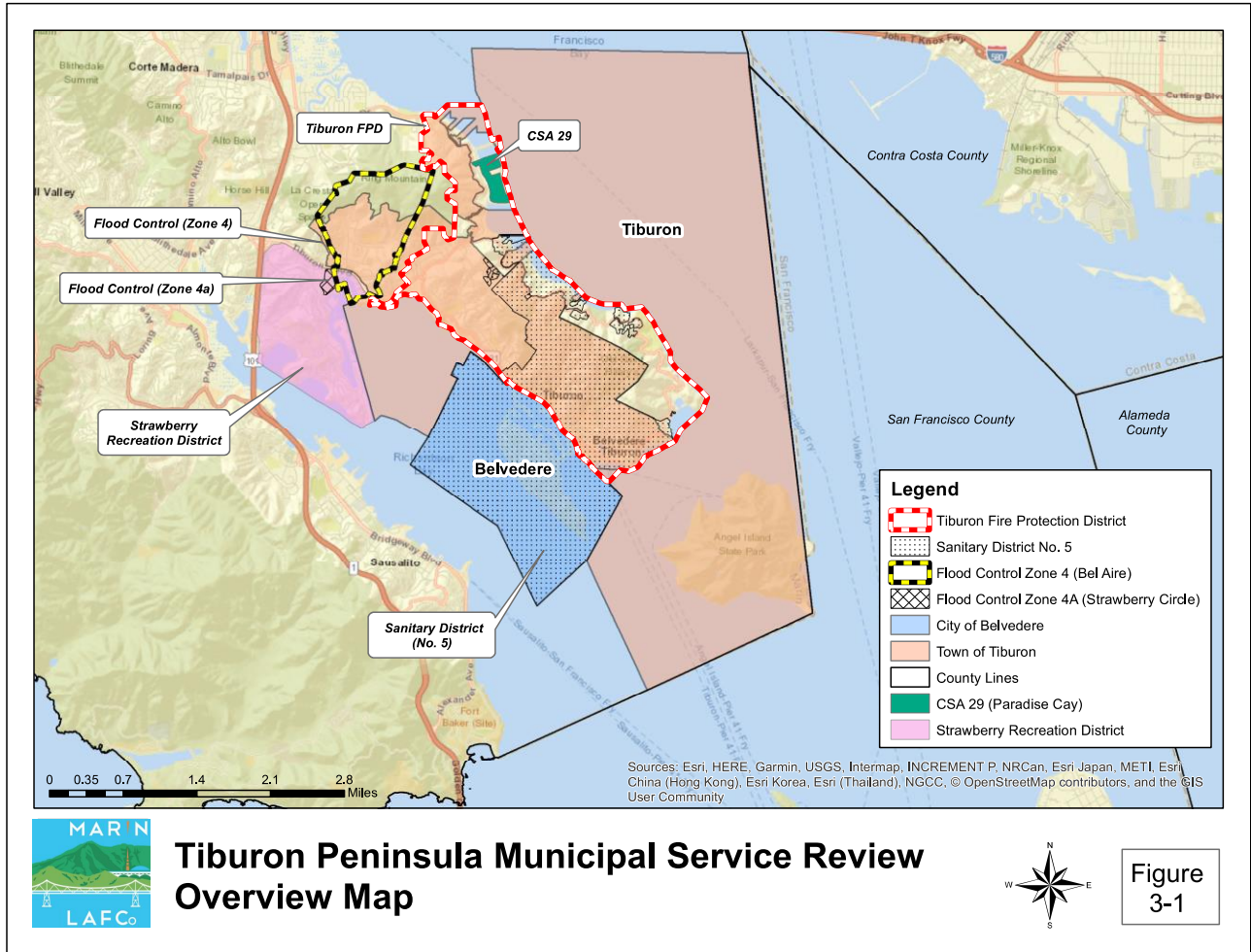
a) Within and adjacent to the Town of Tiburon are areas completely surrounded by Town jurisdiction and therefore considered to be “unincorporated islands”. Marin LAFCo encourages unincorporated island annexations to the Town of Tiburon when there is resident interest. Whenever applicable, Marin LAFCo will consider making amendments to annexation proposals involving affected lands to further reduce and/or eliminate islands to provide more orderly boundaries and cost-efficiencies.

b) The City of Belvedere and the Town of Tiburon may consider addressing the current jurisdictional boundary along the Boardwalk and Corinthian Island areas. While not technically splitting any parcels, the boundary currently splits through buildings that encompass a shopping center as well as an apartment complex, which is highly irregular. Currently, sales tax in the shopping center is divided between the two municipalities depending upon which side of the boundary the business’s cash register physically resides.

c) The Paradise Drive area contains multiple instances of irregular jurisdictional boundary issues between the Town of Tiburon and the County of Marin. A working group should be formed by LAFCo with representation from each agency to address both the current areas of irregularity, as well as the long-term planning model for how to address a road that goes between County and Town of Tiburon jurisdictions.

4.0 REGIONAL SETTING

Figure 4-1: Tiburon Peninsula Municipal Service Review Overview Map



The Municipal Service Review (MSR) study area consists of Marin County’s southeastern peninsula serving the Tiburon, Belvedere, and Strawberry communities. Seven public agencies, including Flood Control Zones (FCZ), are included (See Figure 4.1). Additionally, there are a handful of agencies that serve small pockets within the region that are not reviewed in this document but are either scheduled to be reviewed in upcoming MSRs or have been recently reviewed by previous MSRs. These agencies include Southern Marin Fire Protection District, Richardson Bay Sanitary District, Sanitary District No. 2, and Sewerage Agency of Southern Marin.

Many distinct communities lie within and adjacent to the Tiburon Peninsula 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 fire protection and emergency medical service providers. The only developed areas not provided sanitary sewer service are some parcels in unincorporated portions along Paradise Drive. The Marin Municipal Water District provides water for domestic use and fire-flow to the entire Tiburon Peninsula study area.

West of the study area is the City of Sausalito and the City of Mill Valley. To the north of the study area is the Town of Corte Madera. To the east and south of the study area lies the San Francisco Bay.

4.1 UNINCORPORATED ISLANDS

The State Legislature has recognized that pockets of unincorporated territory that 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, where supported by the island community, to further reduce and/or eliminate islands to provide more orderly local governmental boundaries and cost-efficiencies. However, Marin LAFCo will not independently proceed with an entire island annexation to a municipality where local residents have voiced opposition.

There is one unincorporated island in the Tiburon Peninsula region: The Paradise Drive Community. This community is described in more detail in the discussion below. While the Community of Strawberry is unincorporated, it is surrounded by multiple jurisdictions including the Town of Tiburon, the City of Mill Valley, and the Town of Corte Madera. Additionally, the community carries the denotation of a Census Designated Place (CDP) and is not within the sphere of influence of any of the jurisdictions by which it is surrounded. It was most recently removed from the Town of Tiburon’s sphere of influence in 2004 after consensus was reached by Marin LAFCo that annexation of the community by the Town of Tiburon carried a high likelihood of overwhelming the Town’s municipal services as it would nearly double the current population.

Paradise Drive

The Paradise Drive Community is an island of unincorporated territory located along the east side of the Tiburon Peninsula from the top of the Tiburon Ridge to the bay shore. The area encompasses approximately 900 acres. The east side of the peninsula faces northeast toward San Francisco Bay with views toward the Richmond-San Rafael Bridge and Contra Costa County. The shoreline is characterized by coves and small beaches. Steep wooded hills rise from the shoreline to grasslands at the top of the Tiburon Ridge.

The community spawned in the early 20th century with the first subdivisions being developed in 50's and 60's. There is a difference in visual character of the community north and south of Trestle Glen Boulevard. The area north of Trestle Glen is characterized by open hillsides with little tree cover and a denser pattern of development than the area south of Trestle Glen. Paradise Cay, a water-oriented shoreline community built in the 1960's, is located north of Trestle Glen. San Francisco State University's Romberg Center for marine research is located near the shore as is the County Paradise Beach Park.

The area is served by one narrow winding two-lane road, Paradise Drive. There are steep slopes on either side of the road. The residential areas on both sides of Paradise Drive are served by narrow, steep, rural roadways, some of which are maintained by the County of Marin or the Town of Tiburon and some of which are private roads and driveways. According to Marin County's Paradise Drive Visioning Plan⁴, residents would like to limit the bulk and mass of new structures and encourage a rural style of design. They also want to preserve the rural wooded environment, visual access to the Bay, and a pattern of rural residential development.

⁴ [Marin County Paradise Drive Visioning Plan. September 28, 1998. Pg. 3](#)

5.0 CITY OF BELVEDERE

5.1 OVERVIEW

The City of Belvedere is located 11 miles north of San Francisco in Marin County and is surrounded by the Richardson Bay, San Francisco Bay, and the Town of Tiburon. Seated just across the Richardson Bay from Sausalito, Belvedere maintains a comfortable temperate climate throughout the year. The City encompasses 2.4 Square Miles and has a population of 2,126, making it the 11th most populous city⁵ (not including census designated places) in Marin County.

Belvedere provides its residents with the municipal services of police, road maintenance, storm drain maintenance, and parks and recreation (in partnership with the Town of Tiburon). Water, wastewater, fire protection and emergency services are provided by several special districts. See *Municipal Services* Section below.

Table 5-1: City of Belvedere Overview

City of Belvedere Overview
City Manager: Craig Middleton
Main Office: 450 San Rafael Ave, Belvedere, CA 94920
Formation Date: 1896
Services Provided: Police, Parks & Recreation, Library, Road Maintenance and Construction
Population Served: 2,126
Budget: \$9,276,626

5.2 JURISDICTIONAL BOUNDARY

Incorporation and City Boundary

Prior to being incorporated in 1896, Belvedere's earliest inhabitants were fishery workers brought to the shores by an entrepreneur named Israel Kashow. The fishery famously produced dried codfish and cod liver oil. With this early industrial endeavor, in combination with the land ownership by the Belvedere Land Company, by the time of incorporation there were already numerous structures, a water system, roads, and other amenities available in the area. Population growth stemmed in the early years after World War 2 when Harry B. Allen, owner of the Belvedere Land Company, began dredging in order to create the Lagoon area.

This allowed for the expansion of housing sites directly on the water of the Lagoon. With the close proximity to San Francisco and its desirable temperate climate, Belvedere was relatively quickly built out within its boundaries. Today, the City of Belvedere's jurisdictional boundary is 2.4 square miles, with roughly 20% of this being land and 80% being the Richardson Bay and San Francisco Bay⁶.

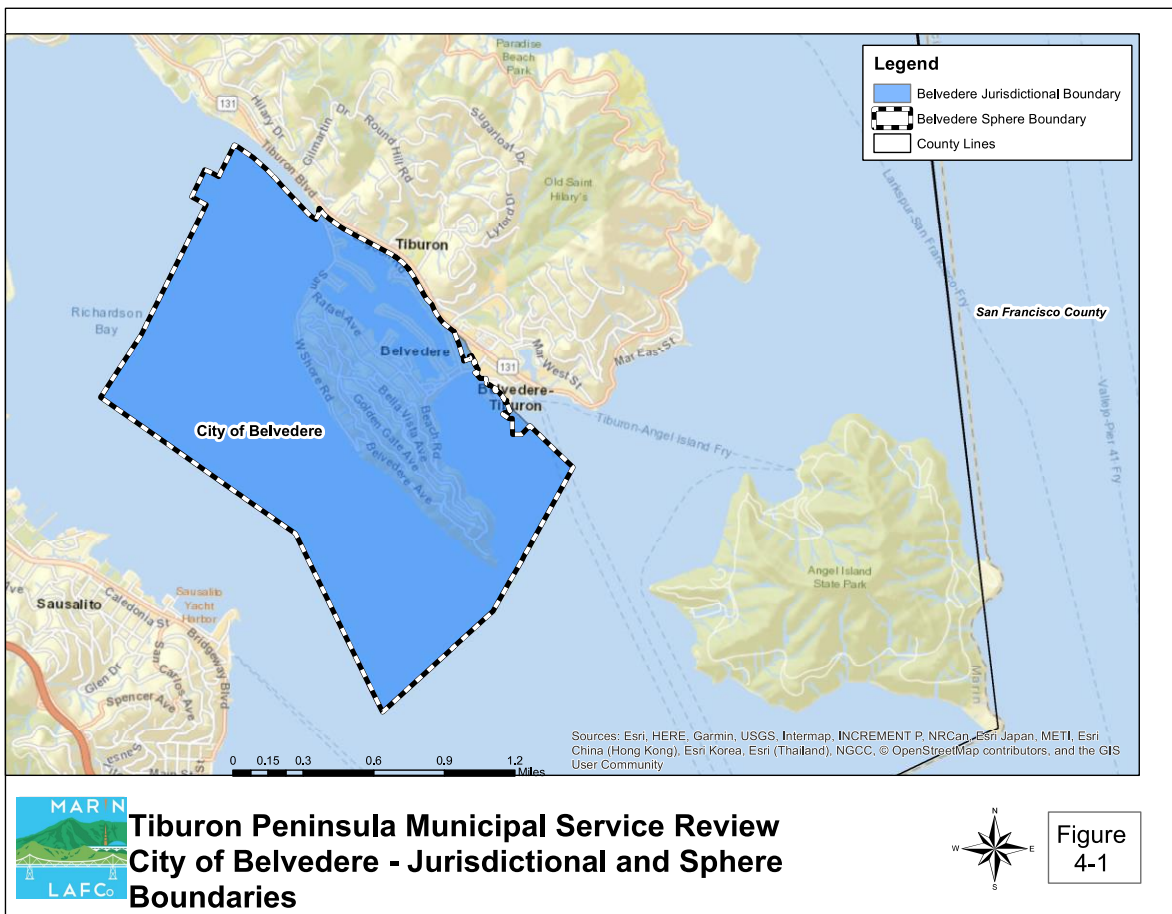
⁵ [Bay Area Census, Decennial Census Data](#)

⁶ [Marin Map Viewer, Cities](#)

Sphere of Influence

The City of Belvedere’s Sphere of Influence (SOI) is coterminous to its jurisdictional boundary. The SOI was last updated by LAFCo in 2004. The boundary between the City of Belvedere and the Town of Tiburon splits through the shopping area on the Boardwalk, as well as through Corinthian Island. The boundary in this area has been acknowledged as disorderly⁷ and recommendations to correct the boundary were originally made in a 1971 independent study done by the consulting firm of Livingston and Blaney. The recommendations to amend both the jurisdictional boundary and the sphere of influence were made again in 2004 by Marin LAFCo staff. The negotiations to correct the boundary between the City of Belvedere and the Town of Tiburon have not been successful up to this point, and there is no record of any recent discussions on the matter.

Figure 5-1: City of Belvedere Boundaries



5.3 POPULATION AND GROWTH

The City of Belvedere is essentially built out at this time. The City population has seen a slight decline each year from 2014-2017⁸ (2140 – 2126). With the City having averaged less than 2 new

⁷ Marin LAFCo. *Southern Marin Service Review and Sphere of Influence Update. April 26, 2004. Pg. 75*

⁸ *United States Census Bureau. Quickfacts City of Belvedere. Population estimates. July 1, 2018*

housing permits per year since 1990, combined with the high cost of property in the area, the current projection is for population number to be fairly stagnant into the foreseeable future.

5.4 LAND USE AND GEOGRAPHIC FACTORS

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

Land Use

Belvedere's General Plan 2030 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 Single Family Residential (21%), Open Space (.6%), Multi-Family Residential (.9%), Public Parks/Recreation (.5%), Offices/Commercial (.2%), and undeveloped (.4%)⁹. The majority of the area within the City's boundaries is water (76.6%).

Open Space

The majority of the open space uses in Belvedere are related to the San Francisco Bay and the Richardson Bay. Much of the open space falls within the policies set forth in the Richardson Bay Special Area Plan (RBSAP). The RBSAP includes policies for aquatic and wildlife resources, water quality, navigation channels/marinas/anchorage, dredging and spoils disposal, residential vessels and floating structures, public access, and tidal restoration/marsh enhancement.

5.5 ORGANIZATION STRUCTURE

Governance

Belvedere is a general law 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. The City Council is comprised of 5 members. Mayor and Vice-Mayor are chosen by a vote of the Council. All members serve 4-year terms.

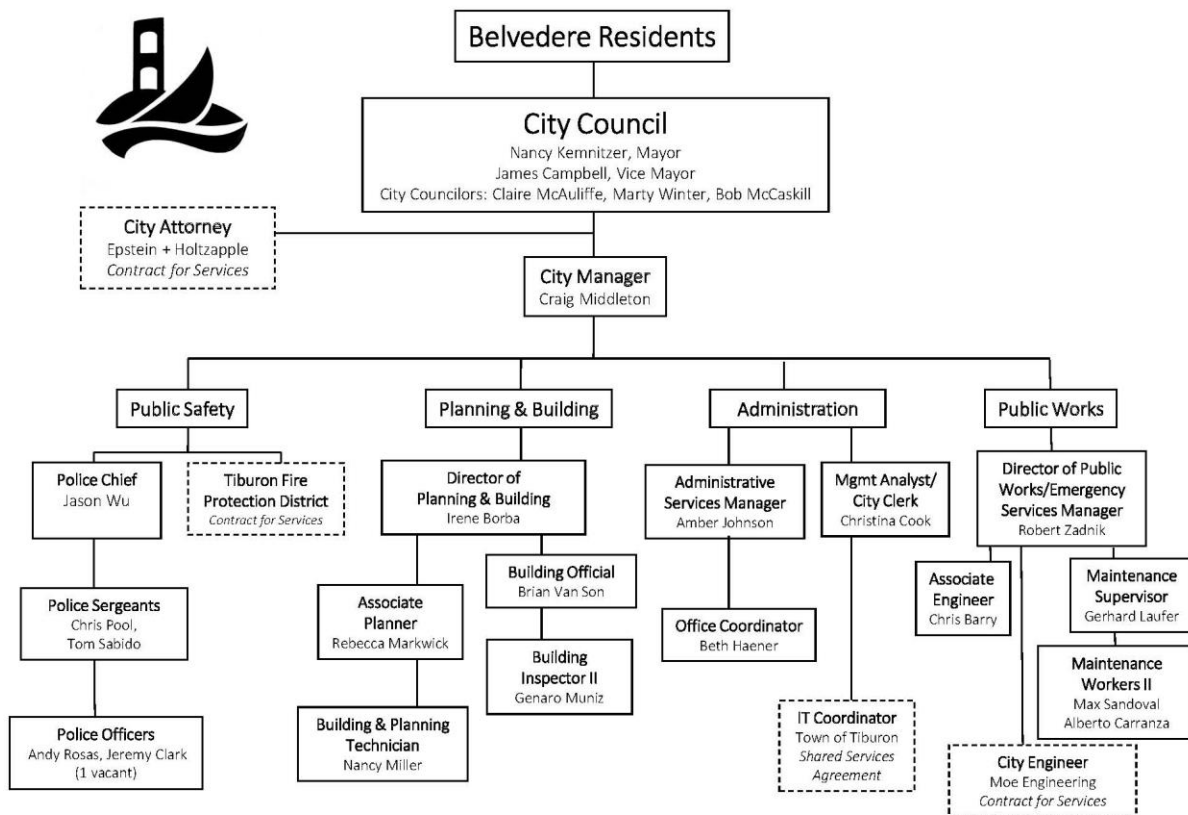
City Council duties include establishing legislation and policies governing the City; adopting all ordinances, resolutions and major contracts; approving and modifying annual budgets; making appointments to advisory boards; commission and committees; and appointing the City manager. City Council meetings are regularly scheduled for the second Monday of each month at 6:30pm in the Belvedere City Hall Council Chambers located at 450 San Rafael Avenue.

⁹ [City of Belvedere. General Plan 2030, Land Use Element. 2010. Pg. 17](#)

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 Belvedere's departments. The Current staffing level is 21 Full-Time Equivalent (FTE) employees. The City's organization chart¹⁰ can be seen below.

Figure 5-2: City of Belvedere Organization Chart



5.6 ACCOUNTABILITY AND TRANSPARENCY

When conducting service reviews and reviewing proposals, LAFCo considers an agency's accountability for community service needs, including governmental structure, operational efficiencies, financial resources, and promoting public access. The City offers multiple ways to keep citizens informed about services, meetings, finances, and decision-making processes. Public notices are posted on the website. Past meeting agendas and meeting minutes can be found in the Agenda and Minutes section of the City's website. The public may also provide verbal comments or concerns by phone or in person at City Hall during business hours and/or at City Council meetings during the public comment period.

¹⁰ [City of Belvedere Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. ix](#)

5.7 MUNICIPAL SERVICES

Belvedere provides a range of municipal services such as police, parks and recreation, road maintenance, and library services. The City also partners with outside agencies for the provision of certain municipal services including water treatment and distribution, wastewater collection/treatment and disposal, garbage collection, and fire/paramedic response.

Fire and Emergency Response

Fire related services are provided by contract by the Tiburon Fire Protection District. The District provides Belvedere a full range of services, including fire protection, fire investigation, emergency medical services, vegetation management, hazardous materials response, and fire prevention services. Projected expenditures for FY 2019/20 are \$1.7 million (20% of the City of Belvedere General Fund expenditures), up from \$1.53 million approved for the previous year. A full report on the District can be found in this municipal service review in Chapter 7.

Law Enforcement

The City of Belvedere provides law enforcement and dispatch services to all areas within the City limits. The Belvedere Police Department is located on the lower level of City Hall, at 450 San Rafael Avenue in Belvedere.

Projected expenditures for FY 2019/20 are \$1.9 million (20% of the General Fund expenditures), similar to the 2018/19 adopted budget. The Police Department employs 14 full-time equivalents (FTE) positions, including 7 sworn officers. This equates to 3.29 full-time sworn officers per 1,000 population. The national average in 2016 (most recent data available) was 2.17 full-time sworn officers per 1,000 population.

Table 5-2: City of Belvedere Police Department Service Indicators

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Calls for Service	3179	4055	4407	5831	5299	6182	4715	4287	4423	6087
Arrests	21	26	33	27	18	10	10	15	10	8
Parking Violations	242	178	155	183	236	232	427	571	386	270
Traffic Violations	86	135	136	129	86	98	82	56	47	12

Over the last 10 years, the Belvedere Police calls for service have nearly doubled, while arrests have been cut by over 50%¹¹. Over the same time span, parking violations have seen a slight increase, while traffic violations have seen a dramatic decline.

¹¹ [City of Belvedere Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 104](#)

Public Works

The Public Works Department's municipal service responsibilities include developing and maintaining city facilities and infrastructure; maintaining the public rights of way, performing pedestrian walkway maintenance, cleaning and maintaining storm drains, and maintaining the City's buildings and other public facilities. The department employs 4 full-time equivalent (FTE) positions and maintains 3 parks, a community playground, 13 miles of streets, 250 storm drain inlets, 17 leans, and all of the public irrigation systems.

The projected expenditures for 2019/20 are \$1.14 million (13% of the General Fund expenditures), a 22% increase from \$931,654 in the 2018/19 adopted budget. Projects completed by the department as part of their Capital Improvement Plan are funded partially by a transfer from the General Fund and the remainder by multiple other funding sources. Some of the major projects completed in FY 18/19 included:

- Golden Gate Lane project design and fundraising
- Complete replacement of City Hall roof
- Belvedere Lagoon coastal levee evaluation
- Beach Road Seawall Stabilization
- Installation of wooden retaining walls on Bayview Avenue

Some of the major projects for FY 19/20 include:

- Implementation of Fire Department and Public Works annual Fire Risk Reduction Program
- Beach Road and San Rafael Avenue levee stabilization
- Underground district project management
- Lagoon Road flood mitigation project construction
- Lanes initiative and design of new priority lane
- Installation of staff EV charging stations at City Hall

Parks and Recreation

The City of Belvedere administers its Parks and Recreation by way of a joint powers agreement with the Town of Tiburon. Upon entering the agreement in June of 1975, the JPA established the Belvedere-Tiburon Joint Recreation Committee. In 2013, the title of the JPA was changed to The Ranch. The Ranch has a governing committee that is made up of 9 members: four appointed by the City of Belvedere; four appointed by the Town of Tiburon; one member appointed by and a member of the Reed Union School District

Both the City of Belvedere and the Town of Tiburon annually contribute agreed upon amounts towards the department's main building at 600 Ned's Way in Tiburon, known as Dairy Knoll. For FY 2019-20, the City of Belvedere has made appropriations totaling \$57,800 towards liability insurance and building maintenance for the facility. The construction of the facility was completed in 2014, thanks in part to a Recreation Needs and Existing Condition Assessment Study performed by the independent firm of Godbe Research in 2011. This assessment pointed to multiple

recommendations of the building of a community center in order to better accommodate the recreation needs of the greater peninsula area. In addition to the Dairy Knoll facility, The Ranch has facility use agreements for programming at multiple locations throughout Belvedere, including Belvedere Community Center, Belvedere Park, and the Lagoon Tennis Courts.

Other than these annual contributions towards this facility, The Ranch is completely funded by program fees, fundraising, and donations, and is not supported by any sort of annual tax assessment. The programs offered in 2018 had a total number of 4435 youth participants and 10,764 adult participants. Roughly 33% of the program revenue for The Ranch comes from its after-school programming, with another 29% coming by way of the department’s popular camps that it offers. The Ranch has a total projected expense budget for FY 2019-20 of \$1,963,618.

Table 5-3: The Ranch Program Budget Summary FY 2019/20

The Ranch Program Budget Summary FY 2019/20			
	Revenue	Expense	Net
Academy	\$666,500	\$390,197	\$276,303
Adult	\$293,600	\$215,900	\$77,700
Camps	\$583,000	\$330,600	\$252,400
Other	\$431,400	\$301,200	\$130,200
Facility Rental	\$18,000	\$735	\$17,265
Subtotal	\$1,992,500	\$1,238,632	\$753,868

Water

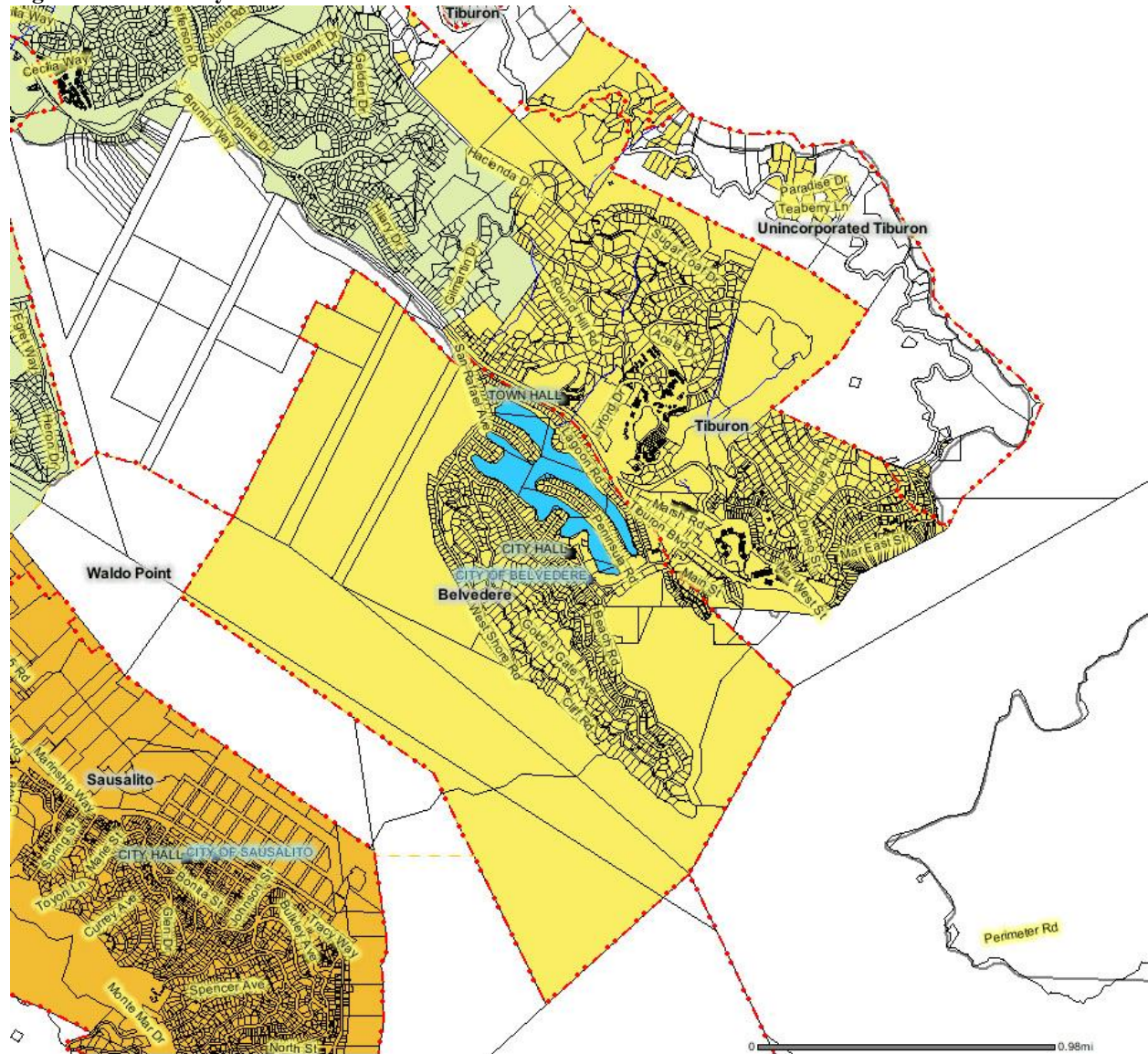
Water services to the City of Belvedere are provided by the Marin Municipal Water District (MMWD), an independent special district, which is separate from the City of Belvedere. The District’s services are reviewed separately in Marin LAFCo’s Countywide Water Service Study (2016). This study can be viewed at marinlafco.org.

MMWD’s jurisdictional boundary spans 148 square miles, of which Belvedere makes up roughly one-third of one percent. 61% of this area is unincorporated and the additional 39% lies in 10 cities/towns, including the entirety of Belvedere. MMWD is currently authorized to provide three specific services within its jurisdictional boundary: (1) domestic water; (2) non-potable water; (3) and recreation. The district’s governing board is comprised of 5 members who are elected by electoral divisions to staggered 4-year terms. The City of Belvedere is represented by electoral division 5. Larry Russell is currently the elected official holding that seat. MMWD currently meets on the first and third Tuesday of each month at 7:30pm at the District’s Administrative Office at 220 Nellan Avenue in Corte Madera.

Wastewater

Wastewater services to the City of Belvedere are provided by Sanitary District Number 5. The District receives a full review in Chapter 6 of this document. The District’s service area can be seen below in yellow.

Figure 5-3: Sanitary District No. 5 Service Area



5.8 FINANCIAL OVERVIEW

The City of Belvedere 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 accounting firm, Maze and Associates Accountancy Corporation, which issued an unqualified, or “clean” opinion on the City’s financial statements for the fiscal year ending in June 30, 2018.

The City adopts an annual budget which is effective July 1st for the ensuing fiscal year. The budget reflects estimated revenues and expenditures. Appropriations and spending authorizations are approved by the City Council. 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.

Revenues and Expenditures

The FY 2019-20 expenditure budget for Belvedere is \$9,276,626. This reflects all funds and operations for the City, including active capital projects. The expenditure budget is supported predominantly by a projected revenue of \$8,665,738, with the remaining difference coming from funds retained from previous periods for capital projects and prior year unallocated resources.

For the FY 2019-20, the City reports that funds for general operations are projected to be \$245,292, or 3.1% higher than those of the previous year, however, operating uses are projected to grow by a larger amount: \$568,217, or 8.1% over the previous year. This increase in both expenses and revenues does not follow any particular pattern shown in the previous five years other than revenues consistently outpacing expenses. Under the FY 2019-20 budget, funds are projected to continue to have a positive balance at fiscal year end, however, the General Fund balance is expected to decrease due to some of the larger transfers out.

In addition to municipal services in the General Fund, the annual expenditure plan includes provisions for the Richardson's Bay Regional Agency contribution, contribution to the Countywide Homeless Fund, and participation in the Tiburon Peninsula Traffic Relief JPA (Yellow Bus Challenge). The up-tick in expenditures can also be attributed to rising personnel costs, with a 3% salary increase for all employees except the City Manager. The City expects the fiscal year 2019-20 contributions made to the California Public Employees' Retirement System (CalPERS) to be \$329,482, which is on the lower end of the payments over the past 5 years.

Table 5-4: City of Belvedere Major Fund Summary

<i>Fund</i>	<i>Fund Balance 7/1/2019</i>	<i>Revenues</i>	<i>Expenditures</i>	<i>Transfers (out)/in</i>	<i>Fund Balance 6/30/2020</i>
General Fund	\$3,823,019	\$7,122,798	(\$5,631,958)	(\$1,889,221)	\$3,424,639
Fire Fund	\$0	\$923,750	(\$1,690,600)	\$766,850	\$0
Insurance Reserve Fund	\$56,804	\$0	(\$525)	\$525	\$56,804
Pension Reserve Fund	\$100,000	\$0	\$0	\$100,000	\$200,000
Pension-related Debt Obligation Fund	\$0	\$0	(\$238,044)	\$238,044	\$0
Capital Improvement Fund	\$282,000	\$416,500	(\$1,287,411)	\$588,911	\$0
Road Impact Fee Fund	\$30,508	\$185,000	(\$320,000)	\$104,492	\$0
Measure A Parks Fund	\$0	\$17,089	(\$17,089)	\$0	\$0
Equipment Replacement Fund	\$0	\$600	(\$91,000)	\$90,400	\$0
Total City Funds	\$4,292,331	\$8,665,738	(\$9,276,626)	\$0	\$3,681,443

The City derives revenue from several sources. Primary revenue sources include property tax (66%), fire tax (11%), and capital improvements (7%). Other revenues include service charges, licenses, and non-property tax

General Fund

The General Fund spending for the current fiscal year is estimated to be \$5.6 million. This fund accounts for most of the general operations of the City and major services to residents and businesses (such as police, planning, building, public works, and recreation)

Table 5-5: City of Belvedere General Fund Budget FY 2019/20

<i>Preliminary FY 19/20 General Fund Budget</i>		
Revenues		\$7,122,798
Expenses	(\$5,631,958)	
Total Transfers Out	(\$1,889,221)	
Expenses Plus Transfers Out		(\$7,521,179)
Surplus/(Deficit)		(\$398,380)

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. The totality of the City's debt obligations for the fiscal year ended June 30, 2018, are \$2,595,000. This debt was incurred in an effort to refinance a large apportionment of its CalPERS pension obligations.

“In August 2017, the City entered into a site and facility lease with the Belvedere Public Financing Authority (Authority) whereby the City leased its corporation yard and adjacent parking lot to the Authority, and the Authority, in turn, leased the property back to the City where the City agreed to make semi-annual lease payments to the Authority. The Authority subsequently assigned the lease to ZB, National Association (Purchaser). The Purchasers paid the Authority \$2,655,000 which the Authority remitted to the City as an advance rental on the lease agreement, for the City to use to refinance a portion of its unfunded actuarial accrued liability with respect to the City's pension obligations, and to pay for costs related to the preparation, execution, and delivery of the lease agreement, site and facility lease and the assignment agreement.

Using the proceeds from the capital lease, the City remitted \$2,600,000 to the California Public Employees' Retirement System (CalPERS) in payment of the pension obligations, and the remaining \$55,000 was used to pay costs of issuance. The lease revenue bonds accrue interest at 4.46% per annum, and principal and interest payments are due semi-annually on March 1 and September 1, through September 1, 2032, and are payable from the general funds of the City.”¹²

The City also provides a pension plan for employees and is part of the California Public Employees Retirement System (CalPERS). CalPERS provides retirement, disability, and death benefits based on the employee's years of service, age, and final compensation. As of June 30, 2018, the City's Net Pension Liability was \$4,645,998. The Town's pension funded ratio is currently 39.45%. In addition to the pension plan, the Town provides other post-employment benefits (OPEB) to its retirees. As of June 30, 2018, the Town carried a net OPEB liability of \$1,229,000. The Town currently has 34 employees, both active and inactive, in its OPEB plan.¹³

Reserves

The City of Belvedere has established a policy of maintaining a General Fund reserve equal to 50% of annual operating expenses plus the General Fund transfer to the Fire Fund. For FY 2019-20, this would equate to \$3,199,404. If revenues are received and funds expended as projected, the reserve policy should exceed its goal by 4% and reach \$3,424,639.

¹² [City of Belvedere Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 40](#)

¹³ [Marin County Local Government Reform of Pensions and Other Post-Employment Benefits. September 13, 2019. Pg. 48-56](#)

5.9 SUSTAINABILITY

In April of 2011, the City of Belvedere adopted its Climate Action Plan, assessing its “footprint” and proposed policies and programs to reduce greenhouse gas emissions citywide by 15% from 2005 levels by 2020. The plan outlines specific programs for attaining sustainable lifestyles, building standards, environmental protection, and economic development within the City. Additionally, the City completed a Sustainability Element in its General Plan 2030. A Sustainability Element is an optional element of the General Plan and is not mandated by the State of California. Its inclusion in the General Plan demonstrates an added level of commitment by the City to the long-term health and viability of the community. In addition, the City currently seats a Committee to Protect Belvedere’s Seawalls, Levees, and Utilities. The Committee was impaneled by the City Council in order to review recommendations as to how best to protect the City and its residents from the effects of sea-level rise, storm events, and seismic activity, as well as consider opportunities to supplement protection activities with nature-based options that have shown themselves to be useful in other locations.

As of 2016, the City had already not only achieved, but exceeded its goal by cutting community emissions by 21% and cutting government operations emissions by 17%¹⁴. A few of the sustainability milestones that the community has reached include per capita water use declining 24%, waste emissions have done down 17%, and transportation emissions have dropped by 18%. The City sees its next largest opportunity moving forward to cut emissions across the board by a projected 8% through the purchasing of Deep Green Electricity from Marin Clean Energy.

At this time, the City has not yet begun its Climate Action Plan draft for 2030.

¹⁴ [Belvedere City Council, Meeting Minutes December 10, 2018, Pg. 2](#)

6.0 TOWN OF TIBURON

6.1 OVERVIEW

The Town of Tiburon is situated in the south-eastern area of Marin County to the east of Highway 101. It is bordered by Corte Madera to the north and Belvedere for a small apportionment to the south, but a majority of its area is surrounded by the waters of the Richardson Bay and San Francisco Bay. Located just a few miles north of San Francisco, the Town enjoys a very temperate climate year-round. The Town covers a total area of 15.2 square miles, a vast majority being water. With an estimated 2018 population of 9,115, Tiburon ranks as the 6th¹⁵ largest City/Town in Marin County.

The Town of Tiburon provides its community with a range of municipal services including recreation, police, street maintenance, and street lighting. Fire services, emergency medical response, water, and wastewater services are all provided by a number of different special districts throughout the area. See Municipal Services section below.

Table 6-1: Town of Tiburon Overview

Town of Tiburon Overview
Town Manager: Greg Chanis
Main Office: 1505 Tiburon Blvd, Tiburon, CA 94920
Formation Date: June 23, 1964
Services: Police, Recreation, Street Maintenance, Street Lighting
City Boundary: 15.2 square miles; Sphere of Influence: 16.7 square miles
Population served: 9,115
Budget: \$12,610,252

6.2 JURISDICTIONAL BOUNDARY

Incorporation and City Boundary

Originally inhabited by the Coast Miwok Native Americans, Tiburon was first named Punta del Tiburon, or Shark Point, by Lieutenant Juan Manuel de Ayala in late 1775. In 1831, John Reed received a provisional grant for much of Southern Marin, including the Tiburon Peninsula, from the Mexican authorities. In 1882, Peter Donahue brought the San Francisco and North Pacific Railroad to the area. He brokered a deal with the Reed family for a right-of-way and built a railroad terminal to connect with ferries running in the San Francisco Bay. The passenger ferries carried commuters and autos to San Francisco and Sausalito, and barges would take loaded freight cars to Richmond and San Francisco.

Despite numerous attempts to incorporate over the coming years, efforts continuously fell short due to the opposition from large landowners. Land use input at that time was offered from the Tiburon Peninsula Coordinating Council (TPCC).¹⁶ The TPCC was comprised of representatives from each homeowners association, the school, fire and sanitary districts, and the City of

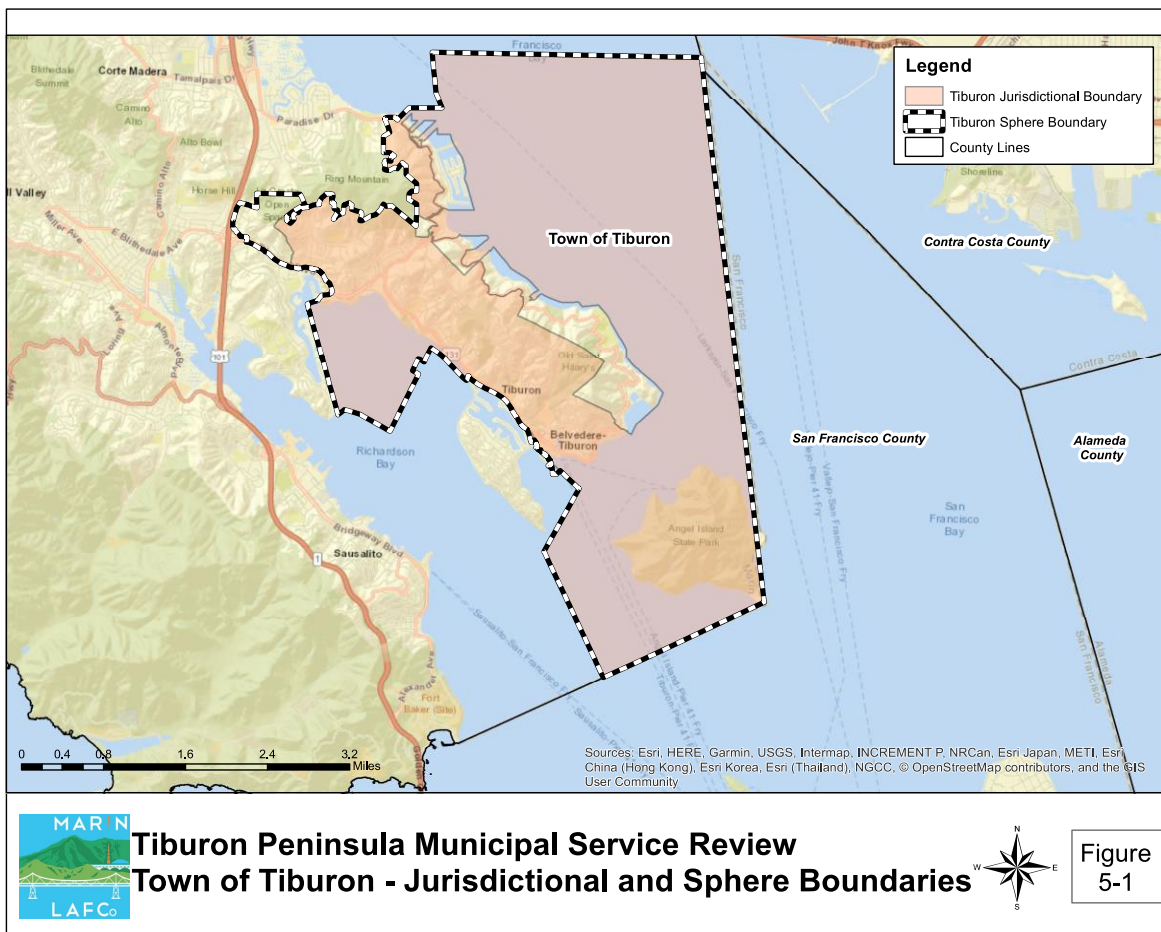
¹⁵ [Bay Area Census, Decennial Census Data](#)

¹⁶ [Landmarks Society, Timeline.](#)

Belvedere. In 1963, a committee was formed from this Council to make another incorporation attempt. Using the Tiburon Fire Protection District map at that time, the Committee was able to push the movement of incorporation to a vote in early 1965 with the concessions that a few specific areas outside of the TFPD boundary, including Angel Island, were added within the boundary in order to have oversight of future development of those areas.

With the first official census data following incorporation coming in 1970 (total population 6,209), it would appear that Tiburon’s most notable growth period came during the 1990s. In that decade, the population of the Town grew by over 1,100 residents. Despite the Town’s close proximity to San Francisco, moderate climate conditions, and relative rural character, the population total has seen a slight decline since peaking in 2014. Today, the Town of Tiburon’s jurisdictional boundary is 15.2 square miles¹⁷ (9741 acres), 67% of which is water and 33% is land.

Figure 6-1: Town of Tiburon Boundaries



Sphere of Influence

Tiburon’s Sphere of Influence (SOI) extends to areas beyond its jurisdictional boundary to encompass 16.75 square miles and include the unincorporated areas of Paradise Drive, Paradise

¹⁷ [Marin Map Viewer, Cities/SOI](#)

Cay, and West Tiburon/Eagle Rock/Bay Vista (See Section 1, Regional Setting, for full discussion of the Tiburon Peninsula area unincorporated neighborhoods). The SOI was last reviewed and updated in 2004. Notably, the 2004 update excluded the area of Strawberry from the Town’s SOI.

The boundary between the Town of Tiburon and the City of Belvedere splits through the shopping area on the Boardwalk, as well as through an apartment complex and parts of Corinthian Island. The boundary in this area has been acknowledged as disorderly¹⁸ and recommendations to correct the boundary were originally made in a 1971 independent study done by the consulting firm of Livingston and Blaney. The recommendations to amend both the jurisdictional boundary and the sphere of influence were made again in 2004 by Marin LAFCo staff. The negotiations to correct the boundary between the Town of Tiburon and the City of Belvedere have not been successful up to this point, and there is no record of any recent discussions on this matter.

6.3 POPULATION AND GROWTH

As discussed in the Jurisdictional Boundary, the most significant population growth for Tiburon that is captured by census data took place in the 1990s, with the population total ballooning by over 1,100 people. From 2000 – 2014, the population saw an estimated¹⁹ slow but steady tick upwards but has started to see a slight regression in the past 5 years. Despite the recent slight regression, the Association of Bay Area Governments (ABAG) projects that Tiburon will see some modest growth in the future. ABAG estimates the Town’s population will increase by approximately 50 to reach a projected 2030 population of 9,235.

6.4 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 agriculture and open space.

Land Use

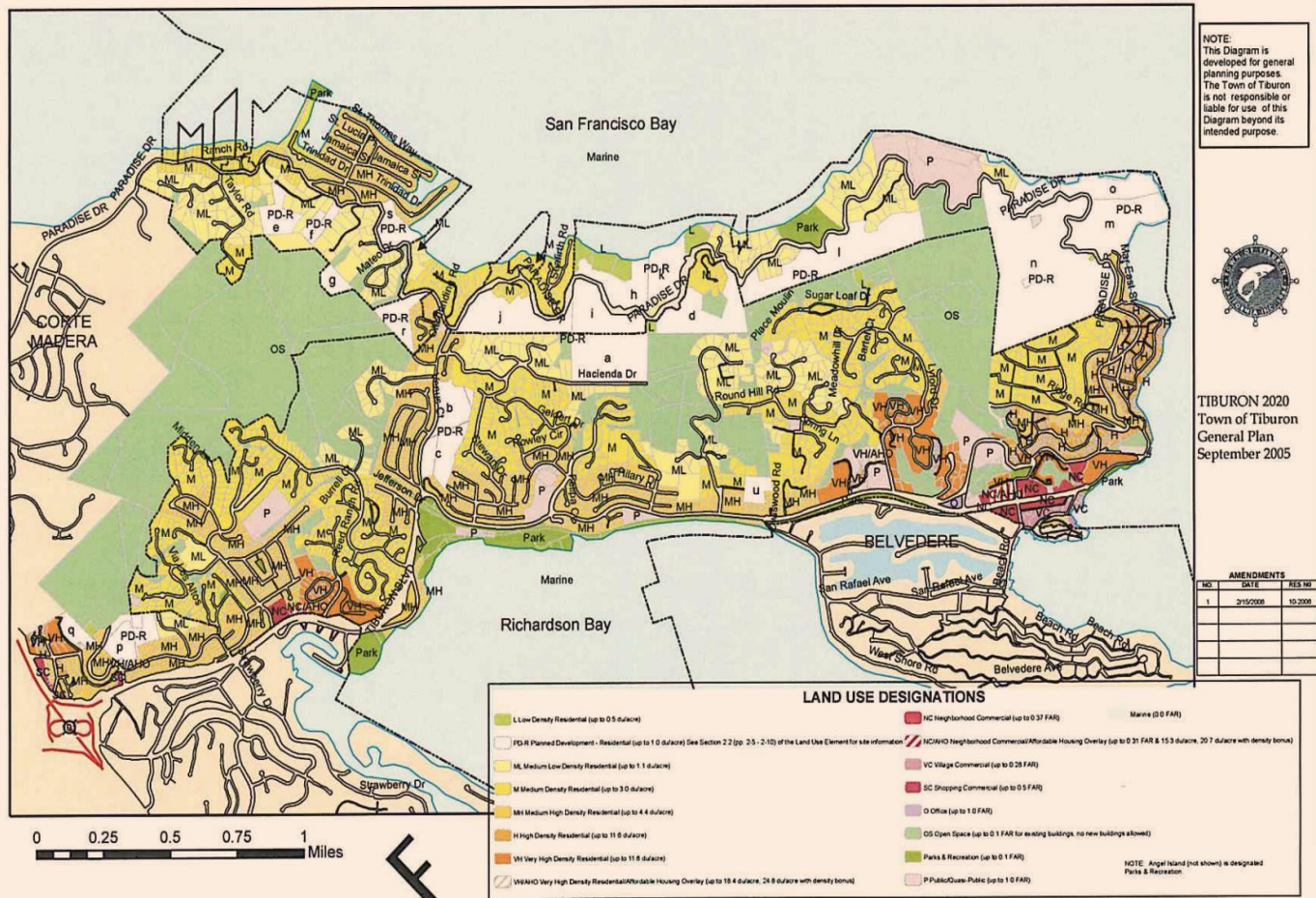
Tiburon’s General Plan 2020 serves as the key visioning document for the Town’s desired land use and related management policies. The primary land use designations within town limits include²⁰ Residential (52%), Open Space (22%), and Parks (22%). The Parks designation is inclusive of the space that Angel Island State Park holds within the Town’s boundary. A land use map is provided in figure 6-2.

¹⁸ [Marin LAFCo. *Southern Marin Service Review and Sphere of Influence Update*. April 26, 2004. Pg. 75](#)

¹⁹ [United States Census Bureau. *Quickfacts Town of Tiburon*. Population estimates. July 1, 2018](#)

²⁰ [Town of Tiburon, *Tiburon General Plan 2020*. February, 2006. Pg. 2-11](#)

Figure 6-2: Town of Tiburon Land Use Designations

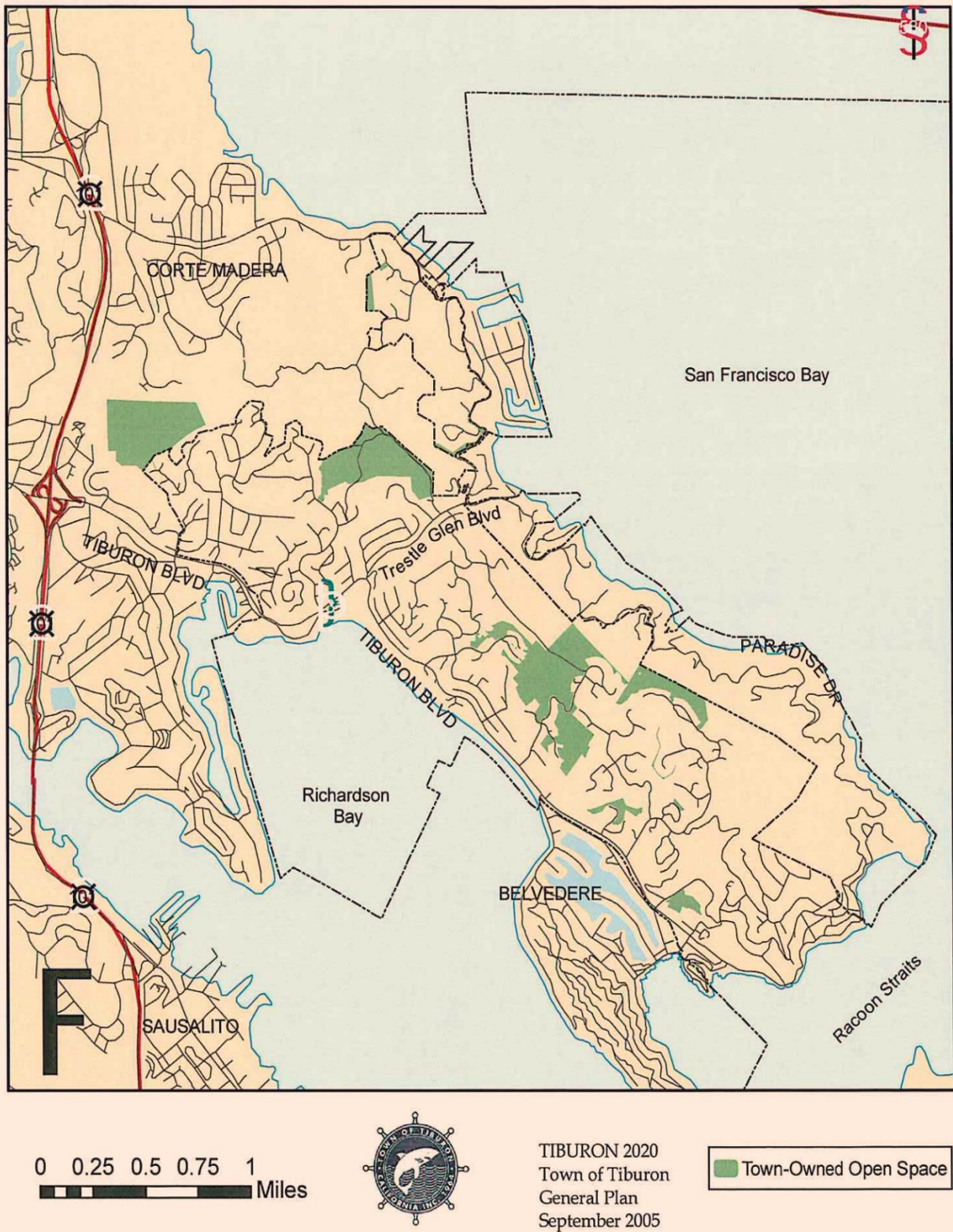


Open Space

The Town of Tiburon’s natural features as a peninsula extending into San Francisco Bay offers a predominantly scenic raw environment that residents and local officials have designated as a primary consideration in the review and approval of any and all development. Resident town planning interests have enabled large tracts of protected open space to remain within town limits. The Town of Tiburon General Plan 2020 recognizes the benefits of maintaining open space and natural resources for their ecological, recreational, and economic value. Within the General Plan, the Open Space and Conservation Element includes policies that address public uses and resource management.

The Town of Tiburon actively owns and maintains a majority of the open space within the town boundary. In 1972, the Town passed a \$1.25 million bond measure for the purpose of acquiring land for open space and recreational purposes. Since then Tiburon has secured over 800 acres of open space within town limits.

Figure 6-3: Open Space Owned by Town of Tiburon



6.5 ORGANIZATION STRUCTURE

Governance

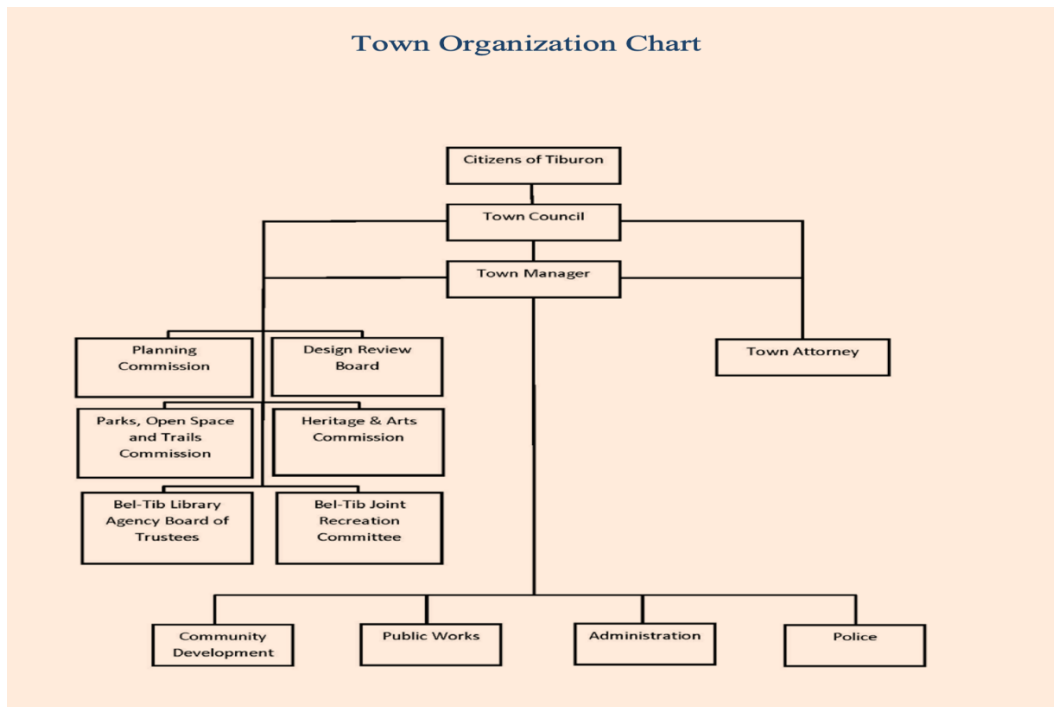
The Town of Tiburon is a general law city operating under a council-manager form of government, in which legislative and policy functions are vested in the Town Council, while the Town Manager conducts the day-to-day city business. There are 5 councilmembers who are elected for staggered, 4-year terms. The Town Council appoints a member to be Mayor during the December Town Council meeting. The position is rotated each year.

Town 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 Town Manager and Town Attorney. Town Council meetings are scheduled for the first and third Wednesdays of each month at 7:30 p.m. in the Tiburon Council Chambers at Town Hall, located at 1505 Tiburon Boulevard.

Administration

The Town Manager is appointed by the Town Council and is responsible for town operations management and policy implementation on behalf of the Town Council. The Town Manager is an at-will employee and administers the Town of Tiburon's departments. The Town's organization chart can be seen below. The current staffing level is 40.7 full-time equivalent (FTE)²¹ positions. An organization chart for the Town can be seen below.

Figure 5-4: Town of Tiburon Organization Chart



²¹ Town of Tiburon Staff Correspondence, September 19, 2019

6.6 ACCOUNTABILITY AND TRANSPARENCY

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

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

6.7 MUNICIPAL SERVICES

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

Fire and Emergency Response

Fire-related services for the majority of the Town of Tiburon are provided by the independent special district, Tiburon Fire Protection District. The District, and all of its correlating services to the Town of Tiburon, receives a full review in Chapter 7 of this document. The northwestern corridor of the Town receives fire protection and emergency response services from Southern Marin Fire Protection District. This district was created through the consolidation of the Tamalpais and Alto Richardson Bay Fire Protection Districts in 1999.

Law Enforcement

The Town of Tiburon provides law enforcement and dispatch services to all areas within the town limit and response to nearby unincorporated neighborhoods as necessary. The Tiburon Police Department is located at 1155 Tiburon Boulevard in Tiburon.

Projected expenditures for FY 19/20 are \$3.6 million (28% of the General Fund expenditures), an increase of 5.26% (\$183,401)²² from the FY 18/19 budget. A majority of this increase is due to an increase in salary and benefits, while the remainder of the budget remains very similar to the prior year. The Police Department employs 17 full-time equivalents (FTE) positions, including 13 sworn officers. This equates to 1.42 full-time sworn officers per 1,000 population. The national average in 2016 (most recent available) was 2.17 full-time sworn officers per 1,000 population.

²² [Town of Tiburon Municipal Budget FY 2019-20, Introduction Pg. 7](#)

Over the last ten years²³, the Tiburon police calls for service have increased by 28%, while physical arrests (adult) have decreased by 49%. Traffic and parking violations are also down for the same time period, by 53% and 56% respectively. See Table 6-2 below for further calls for service and law violation details.

Department community engagement efforts include Safety Day at Reed School, Read Across America, National Night Out, Disaster Preparedness Fairs, Del Mar 8th Grade Graduation Parade, as well as Get Ready disaster preparedness classes that are held approximately 15 times per year at the Police Station.

Table 6-2: Tiburon Police Department Service Indicators

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Calls for service	7263	7263	7621	8345	8103	7811	7665	8185	10280	10138	10071
Adult Arrest	97	75	93	68	106	71	55	61	47	70	49
Juvenile Arrest	7	6	13	9	2	2	5	7	3	5	4
Traffic Violations	411	370	351	460	325	251	165	97	142	282	191
Parking Violations	2474	1836	2121	1797	1844	1789	1751	1773	1446	1159	1111

Public Works

The Public Works Department’s municipal service responsibilities include developing and maintaining the town facilities and infrastructure, street lighting, parks and playgrounds, storm drain systems, open space parcels, and roads. The department employs 9 full-time equivalents (FTE) positions and is broken down into five divisions. The Administration and Engineering Division oversees the department’s operations and provides administrative and engineering oversight for the Town’s Capital Improvement Program (CIP) projects. This division is also responsible for the grants for capital projects. The Street Maintenance Division is responsible for the Town’s 15 miles of sidewalk, 32 miles of streets, 50 miles of curb and gutter, 13 miles of culverts, 18 miles of v-ditches, and over 500 catch basins. The Parks Maintenance Division takes care of the Town’s 10 parks comprised of nearly 70 acres of land, as well as the multi-use path and the landscaped medians all through the Town. This division also oversees the lighting, landscape, and facilities at the Cypress Hollow park. These efforts are paid for through a special tax assessment on the parcels located in Cypress Hollow.

Projected departmental expenditures for 2019-20 are projected to be \$2.2 million²⁴ (17% of the General Fund expenditures), a slight increase from the \$2.05 million in the 2018-19 adopted budget. Projects completed by the Department as a part of their Capital Improvement Program are

²³ Town of Tiburon Staff Correspondence, September 4th, 2019

²⁴ [Town of Tiburon Municipal Budget FY 2019-20, Pg. 2](#)

funded separately from the General Fund. Approximately \$2.76 million has been budgeted for the program in FY 2019-20. There is a carry-over of funding from the 2018-19 fiscal year in the amount of \$1.36 million for projects that were not completed prior to June 30, 2019.

Recent Projects completed by the Department include:

- Annual drainage improvements
- LED Street Lights
- Pavement Management Program
- Police Department flooring
- Ferry Dock pile replacement
- Shoreline Park pathway lights
- Field improvements to McKegney Green
- Virginia undergrounding design and construction start
- Hawthorne undergrounding design
- Main Street seawall evaluation

Major new projects identified for FY 2019-20 include:

- 2020 Paradise Drive retaining wall
- Paving Hawthorne undergrounding district
- Culvert Old Rail Trail at San Rafael Avenue
- Old Rail Trail bike station
- Old Rail Trail Path Repairs
- Main Street bollards

Parks and Recreation

The Town of Tiburon administers its Recreation by way of a joint powers agreement (JPA) with the City of Belvedere. Upon entering the agreement in June of 1975, the JPA established the Belvedere-Tiburon Joint Recreation Committee. In 2013, the title of the JPA was changed to The Ranch. The Ranch has a governing committee that is made up of 9 members: four appointed by the City of Belvedere; four appointed by the Town of Tiburon; one member appointed by, and a member of, the Reed Union School District.

Both the City of Belvedere and the Town of Tiburon annually contribute agreed upon amounts towards the department's main building at 600 Ned's Way in Tiburon. For FY 2019-20, the Town of Tiburon has made appropriations for \$10,000²⁵ toward's the facility's property insurance and \$30,000 towards maintenance. The construction of the facility was completed in 2014, thanks in part to a Recreation Needs and Existing Condition Assessment Study performed by the independent firm of Godbe Research in 2011. This assessment pointed to multiple recommendations of the building of a community center in order to better accommodate the

²⁵ [Town of Tiburon Municipal Budget FY 2019-20, Pg. 70](#)

recreation needs of the greater peninsula area. In addition to the Dairy Knoll facility, The Ranch has facility use agreements for programming at multiple locations throughout Tiburon, including Reed Elementary School, Bel Aire Elementary School, Del Mar Middle School, Angel Island State Park, Paradise Park, Landmarks Art and Garden Center, and Tiburon Baptist Church.

Other than the aforementioned annual contributions towards the Dairy Knoll facility, The Ranch is completely funded by program fees, fundraising, and donations, and is not supported by any sort of annual tax assessment. The programs offered in 2018 had a total number of 4435 youth participants and 10,764 adult participants. Roughly 33% of the program revenue for The Ranch comes from its after-school programming, with another 29% coming by way of the department’s popular camps that it offers. The Ranch has a total projected expense budget for FY 2019-20 of \$1,963,618.

Table 6-3: The Ranch Program Budget Summary FY 2019-20

The Ranch Program Budget Summary FY 2019-20			
	Revenue	Expense	Net
Academy	\$666,500	\$390,197	\$276,303
Adult	\$293,600	\$215,900	\$77,700
Camps	\$583,000	\$330,600	\$252,400
Other	\$431,400	\$301,200	\$130,200
Facility Rental	\$18,000	\$735	\$17,265
Subtotal	\$1,992,500	\$1,238,632	\$753,868

Water

Water services to the Town of Tiburon are provided by the Marin Municipal Water District (MMWD), an independent special district, which is a separate local agency from the Town of Tiburon. The District’s services are reviewed separately in Marin LAFCo’s Countywide Water Service Study (2016). This study can be viewed at marinlafco.org.

MMWD’s jurisdictional boundary spans 148 square miles. 61% of this area is unincorporated and the additional 39% lies in 10 cities/towns, including the entirety of Tiburon and it’s surrounding unincorporated areas. MMWD is currently authorized to provide three specific services within its jurisdictional boundary: (1) domestic water; (2) non-potable water; (3) and recreation. The district’s governing board is comprised of 5 members who are elected by electoral divisions to staggered 4-year terms. The Town of Tiburon is represented by electoral division 5. Larry Russell is currently the elected official holding that seat. MMWD currently meets on the first and third Tuesday of each month at 7:30 p.m. at the District’s Administrative Office at 220 Nellan Avenue in Corte Madera.

MMWD’s jurisdictional boundary spans 148 square miles, of which Belvedere makes up roughly one-third of one percent. 61% of this area is unincorporated and the additional 39% lies in 10 cities/towns, including the entirety of Belvedere. MMWD is currently authorized to provide three specific services within its jurisdictional boundary: (1) domestic water; (2) non-potable water; (3)

and recreation. The district's governing board is comprised of 5 members who are elected by electoral divisions to staggered 4-year terms. The City of Belvedere is represented by electoral division 5. Larry Russell is currently the elected official holding that seat. MMWD currently meets on the first and third Tuesday of each month at 7:30pm at the District's Administrative Office at 220 Nellan Avenue in Corte Madera.

Wastewater

Wastewater services to the Town of Tiburon are provided by multiple local agencies. The southern half of Tiburon is served by Sanitary District Number 5 (SD5), a majority of the northern half of the Town is served by Richardson Bay Sanitary District (RBSD), and a smaller northeastern portion of the town is served by Sanitary District Number 2 (SD2). Below is an overview of each agency.

Richardson Bay Sanitary District

RBSD is an independent special district, a separate local agency from the Town of Tiburon. It encompasses an approximate 3.1 square mile jurisdictional boundary within southeast Marin County. About 60% of its jurisdictional area is within Tiburon Town limits, and the other 40% covers the unincorporated community of Strawberry.

RBSD is a member of the Sewerage Agency of Southern Marin (SASM) Joint Powers Agency. RBSD provides the services of sewage collection system and water reclamation. The District connects to the main sewer lines owned by SASM which carry the wastewater to the SASM wastewater treatment plant. Once processed, the wastewater is disinfected and pumped 6 miles to Racoon Straits in Tiburon for deep-water discharge into the San Francisco Bay. Processed water is also further treated, or reclaimed, and used for landscape irrigation by the City of Mill Valley Parks Department.

The District's governing board is comprised of five elected members who are seated to four-year terms and are all residents of the District. The Board regularly meets on the third Tuesday of every month at 4:00 pm at the RBSD District Office located at 500 Tiburon Boulevard in Tiburon.

Sewerage Agency of Southern Marin

SASM is a Joint Powers Authority formed in 1979 to consolidate the wastewater collection, treatment, water reclamation and disposal needs in Southern Marin County. SASM is comprised of six-member agencies: City of Mill Valley, Tamalpais Community Services District, Almonte Sanitary District, Alto Sanitary District, Homestead Valley Sanitary District, and Richardson Bay Sanitary District. Each district has one seat on the SASM Board of Commissioners.

Sanitary District No. 2

SD2 is a dependent special district that provides wastewater collection and transportation services in the study area to the northeastern area of incorporated Tiburon, as well as the unincorporated community of Paradise Cay. As a dependent special district, the Corte Madera Town Council serves as Board Members for SD2. Council members are elected at-large to four-year terms that are staggered to maintain a measure of continuity during times of transition. District meetings are

typically held on the 1st and 3rd Tuesday of each month at 6:45 pm, or at the conclusion of the Corte Madera Town Council meeting, in the Town Hall Council Chambers at 300 Tamalpais Drive in Corte Madera.

The District's boundaries are essentially contiguous with that of the Town of Corte Madera, with three main exceptions: the previously mentioned northeast portions of incorporated Tiburon and the surrounding unincorporated area, a portion of Greenbrae to the east of Highway 101 and south of Corte Madera Creek, and the residential area of the City of Larkspur known as Palm Hill. Town of Corte Madera personnel provides all engineering, management, and operational services to the wastewater collection system. The District is a member of the Central Marin Sanitation Agency (CMSA) which is a joint powers agency administered by its own board, separate from the Town Council/District Board of Directors. The District provides one of the six members of the governing board of CMSA.

Sanitary District No. 5

SD5 is an independent special district that serves a majority of the incorporated area of southern Tiburon, all of Belvedere, and patches of the unincorporated area along Paradise Drive. SD5 receives a full review in Chapter 7 of this document.

6.8 FINANCIAL OVERVIEW

The Town of Tiburon prepares an annual report on the Town'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, Marcello & Company, which issued an unqualified, or "clean" opinion on the Town's financial statements for the fiscal year ending on June 30, 2018.

The Town adopts an annual budget which is effective July 1 for the ensuing fiscal year. The budget reflects estimated revenues and expenditures and special fund appropriations. The Town 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 Town Manager is authorized to transfer budgeted amounts between accounts, departments, or funds; the Council must approve any increase in the Town's operating expenditures, appropriations for capital projects, and transfers between major funds and reportable fund groups.

Revenues and Expenditures

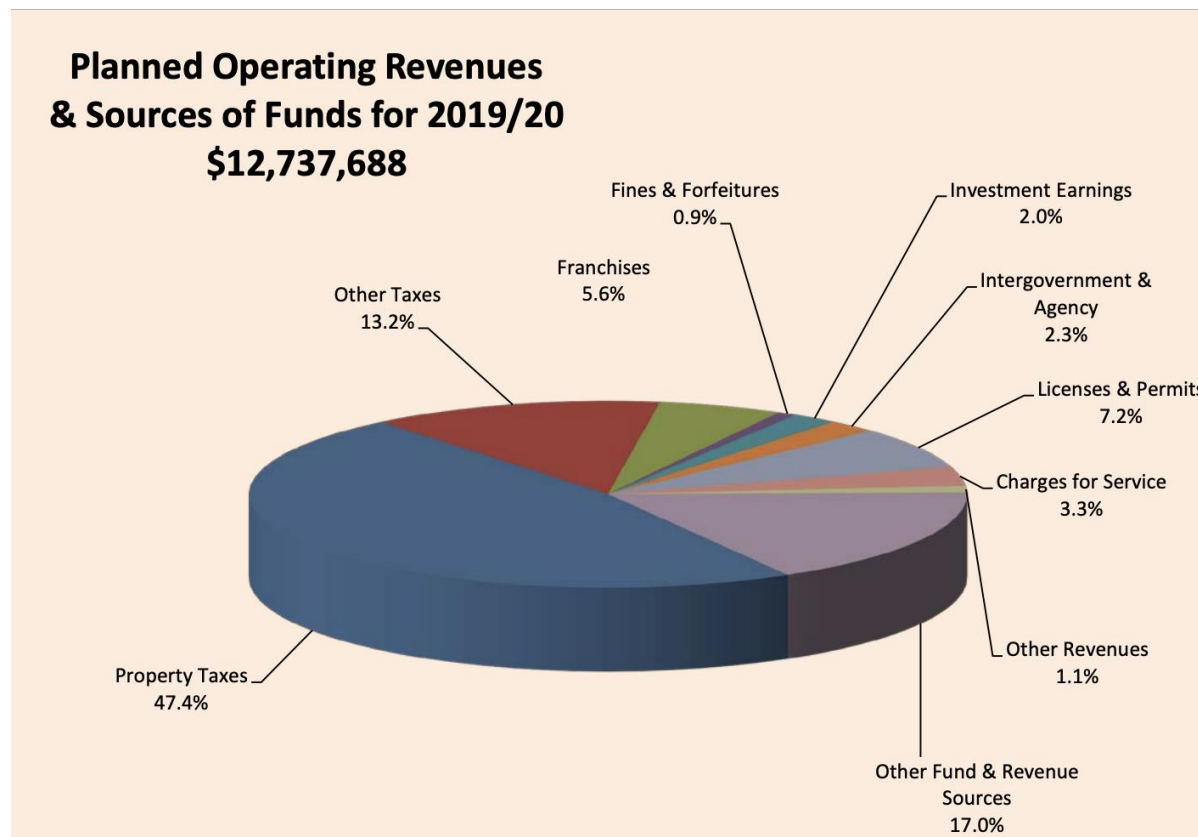
The FY 2019-2020 expenditure budget²⁶ for the Town of Tiburon is \$12,610,252. This reflects all funds and operations for the Town, not including capital improvement. The expenditure budget is supported predominantly by a projected revenue of \$12,737,688. For the FY 2019-20, the Town reports that funds for general operations are projected to be \$238,429, or 1.9% higher than those of the previous year, however operating uses are projected to grow by a marginally larger amount:

²⁶ [Town of Tiburon Municipal Budget FY 2019-20, Pg. 2](#)

\$248,827, or 2.01% 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. Despite this trend, the Town has maintained an operational surplus in each year with revenues consistently outpacing expenditures. Under the FY 2019-20 Budget, funds are projected to continue to have a positive balance at fiscal year-end, however, the General Fund Discretionary Reserves are proposed to be spent down by \$1.2 million towards capital improvement projects.

The Town derives revenue from several sources. Primary revenue sources include property taxes (47.4%), other taxes (13.2%), other fund & revenue sources (17%), and licenses and permits (7.2%). Other revenues include franchises, investment earnings, charges for service, and fines and forfeitures.

Figure 6-5: Town of Tiburon Funding Sources FY 2019-20



General Fund

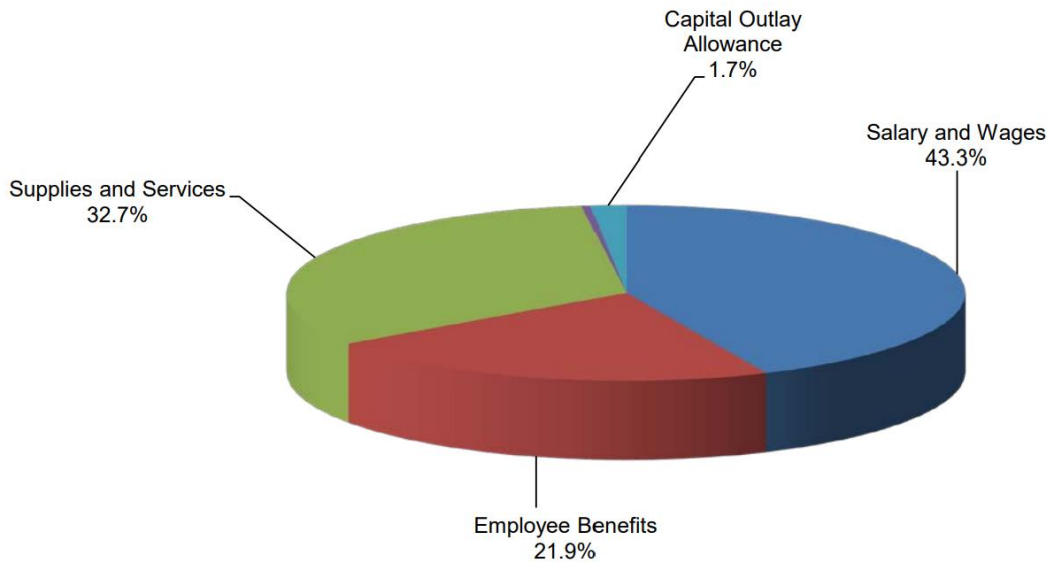
The General Fund spending for the current fiscal year²⁷ is estimated to be \$10,451,132. This fund accounts for most of the general operations of the Town and major services to residents and businesses (such as police, planning, building, library, parks, streets, engineering, traffic

²⁷ [Town of Tiburon Municipal Budget FY 2019-20, Pg. 4](#)

enforcement and management). The following chart summarizes the fiscal year allocation of planned General Fund Expenditures by object.

Figure 6-6: Town of Tiburon General Fund Expenditures by Object

<p>General Fund Expenditures by Object FY 2019/20 \$10,451,132</p>



Debt

The Town 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. The Town supports a Debt Service Program that is comprised of a consolidated municipal bond associated with the financing of public improvements in specific neighborhoods, subdivisions, or development areas. The total appropriation made in FY 2019-20 for governmental and business-type activities debt obligations totaled \$1,334,669. This referenced obligation is solely associated with utility undergrounding assessment districts, and required debt payments are 100% funded by special assessments on the properties located in those districts. No General Fund money is used to satisfy this debt.

The Town also provides a pension plan for employees and is part of the California Public Employees Retirement System (CalPERS). CalPERS provides retirement, disability, and death benefits based on the employee’s years of service, age, and final compensation. As of June 30, 2018, the Town’s Net Pension Liability²⁸ was \$8,168,481. The Town’s pension funded ratio is

²⁸ [Town of Tiburon Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 12](#)

currently 39.45%. In addition to the pension plan, the Town provides other post-employment benefits (OPEB) to its retirees. As of June 30, 2018, the Town carried a net OPEB liability²⁹ of \$2,128,177. The Town currently has 58 employees³⁰, both active and inactive, in its OPEB plan.

Reserves

The town of Tiburon has established a General Fund Operating Reserve policy to maintain a minimum target reserve levels of 25% of annual General Fund Expenditures. General Fund Reserves are projected to decrease from \$4,041,193 to \$3,127,436 for FY 2019-20, which will still maintain the minimum target reserve levels.

6.9 SUSTAINABILITY

In April 2011, the Town of Tiburon adopted a Climate Action Plan assessing its greenhouse gas footprint and proposed policies and programs to reduce greenhouse gas emissions citywide by 15% from 2005 levels by 2020. The plan outlines specific programs for attaining sustainable lifestyles, building standards, environmental protection, and economic development with the town. As of 2015, the Town had already not only met, but exceeded its goal³¹ by dropping greenhouse gas emissions by 21%.

Since 2005, the town has managed to reduce its total emissions by over 13,000 metric tons of carbon dioxide equivalent (MTCO_{2e}). The most significant apportionment of this reduction came in the form of Residential Energy, which accounted for 46% of the total reductions (-5,958 MTCO_{2e}). This sector represents emissions generated from the use of electricity, natural gas, and propane in Tiburon homes. Other areas that showed significant progress included Transportation (-4,763 MTCO_{2e}) and Commercial Energy (-1,316 MTCO_{2e}).

Other noteworthy sustainability efforts of the Town include:

- A Zero Waste Ordinance
- Creation of a Construction and Demolition Ordinance
- Designation as Tier 1 with the California Green Building Code
- Replacement of 3 vehicles in the Town Fleet with electric vehicles
- Solar panels added to Town Hall
- Approval of plans to add solar panels to the Tiburon Police Department
- Ordinance created for all new Single-Family Dwelling construction to have solar panels
- Town facilities are Deep Green through Marin Clean Energy

The Town has also made significant public outreach and local coordination efforts in order to help educate its residents towards more sustainable day to day lifestyles. These efforts include:

- Utilizing the Town's newsletter, social media, and press to promote sustainability
- Support and promote lectures, workshops, and activities
- Participating in and supporting the Marin Climate and Energy Partnership

²⁹ [Town of Tiburon Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 12](#)

³⁰ [Town of Tiburon Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 30](#)

³¹ [Town of Tiburon Community Greenhouse Gas Emissions Inventory for Year 2015](#)

- Partnering with Resilient Neighborhoods to enroll Tiburon households in a program to learn about sustainability and take actions to reduce household greenhouse gas emissions.

The Town is currently working on the initial draft of its 2030 Climate Action Plan, and hopes to have that document completed by early 2020.

7.0 SANITARY DISTRICT #5

7.1 OVERVIEW

Sanitary District No. 5 of Marin County (SD5) has roots in Southern Marin County that date back nearly 100 years³². The independent special district provides wastewater collection and treatment to the southern half of the Town of Tiburon, all of the City of Belvedere, and parts of the unincorporated eastern side of the Tiburon Peninsula.

Covering approximately 2550 acres³³, SD5 shares a boundary with the Richardson Bay Sanitary District as well as Sanitary District No. 2. SD5 currently has the largest service area boundary of all of the independent sanitary districts in Southern Marin County and shows the potential for continued growth into the unincorporated areas of Paradise Drive as parcels in that area continue to move off of septic systems.

Table 7-1: Sanitary District No. 5 Overview

Sanitary District No. 5	
Primary Contact	Tony Rubio, District Manager/Chief Plant Operator
Phone	(415) 435-0221
Office Location	2001 Paradise Drive, Tiburon, CA 94920
Formation Date	1922
Services Provided	Wastewater Collection and Treatment
Service Area	2550.51 acres

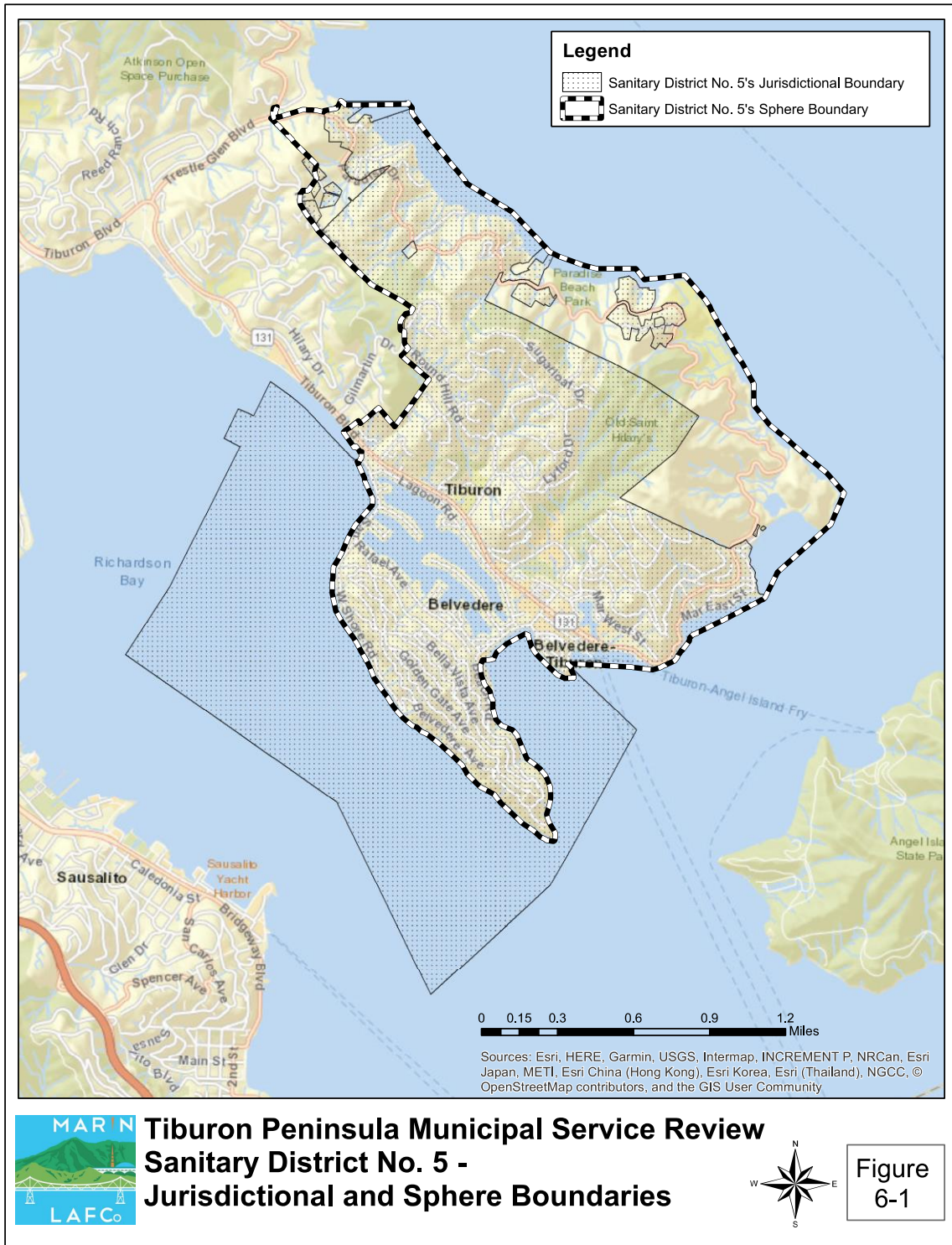
7.2 FORMATION AND DEVELOPMENT

SD5 was originally formed on March 22, 1922, as a garbage collection agency for the southern Tiburon Peninsula. In the early 1940s, sewer systems were constructed throughout the peninsula, however, many of these pipelines dumped directly into the bay. In the early 1960s, the main treatment plant was constructed in Tiburon to provide primary waste treatment. The plant was upgraded to a secondary treatment facility as a result of the Clean Water Act in the early 1980s. In 2012, the District performed a rehabilitation project to upgrade equipment and electrical components to bring the facility to meet all of the current standards. The current plant appears to have the capacity to meet projected future needs based upon current population projections and current available plant capacity.

³² Sanitary District No. 5 Staff Correspondence, September 19, 2019

³³ [Marin Map Viewer, Sanitation Districts](#)

Figure 7-1: Sanitary District No. 5 Jurisdictional Boundary and Sphere of Influence



7.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

SD5's sphere of influence, while covering a good deal more landmass, is actually less total acreage than its jurisdictional boundary. This is due to the boundary including all of the area in the City of Belvedere's jurisdictional boundary which encompasses a large amount of the waters of the Richardson Bay. While the SOI does not include this large area of water, unlike the jurisdictional boundary, it does encompass the entirety of the unincorporated area of Paradise Drive that is south of the District's northeastern point just below Old Landing Road. The total acreage in the SOI is 1,935.

The Jurisdictional boundary encompasses a total area of 2,550 acres. The majority of the boundary is made up by the City of Belvedere and the southern half of the Town of Tiburon. There are multiple "island parcels", meaning parcels that are a part of the district and are completely surrounded by area that is not in the District's jurisdictional boundary. These are parcels that have been annexed into the District over time either by way of new development or through the failure of older existing septic systems that needed to be changed to sewer. The majority of these "island parcels" lie in the unincorporated area of Paradise Drive, however, there are others in the northwestern area of the District's Boundary along Noche Vista Lane. With the sphere of influence encompassing all of the area around these parcels on Paradise Drive and the continued aging of older septic systems serving the developments in the area, the likelihood of future annexation applications to the district is high.

7.4 MUNICIPAL SERVICES

SD5 owns and operates a wastewater collection system and two municipal wastewater treatment plants (WWTP). The main WWTP which serves Belvedere and incorporated Tiburon east of Gilmartin Drive has a dry weather flow average of .650 million gallons a day (MGD) with a design capacity of .98 MGD. This plant was significantly upgraded in 2012. The second WWTP is located at Paradise Cove and has a capacity for 40,000 gallons per day. The current average dry weather flow rate at this plant is 16,000 gallons per day.

SD5's wastewater collection system collects and transports wastewater flows to the WWTP through a series of gravity sewers and interceptors, pump stations, and force mains. The combined collection and conveyance systems³⁴ include a total of about 34 miles of sewers with about 28.5 miles of gravity sewer lines ranging from 4-inch to 18-inch diameter, about 2.4 miles of force mains, and 24 pump stations.

Rates

Residential rates for sewer service are calculated using Equivalent Dwelling Units (EDU). Rates had annual increases from 2010-2015, but have remained constant since 2015. Tiburon sewer service charge is \$1,034 per EDU, and Belvedere Sewer Service Charge is \$1985 per EDU³⁵. Non-Residential rates are calculated by using an "EDU Factor" to define different user groups such as Restaurants, Hotels, Grocers, and others. The

³⁴ [Sanitary District No. 5 Sewer System Management Plan, May 17, 2018, Pg. 8](#)

³⁵ [Sanitary District No. 5 Operating Budget FY 2017-18, Pg. 1](#)

formula used to calculate the annual sewer service charge for non-residential users is as follows: Non-Residential EDU Units x Annual Rate = Annual Non-Residential Sewer Service Charge. SD5 has managed to keep rates stagnated over the past 4 years thanks in part to their ability to maintain a small staff and tremendous levels of preventative maintenance keeping large scale repair projects from becoming consistent necessities.

7.5 ORGANIZATIONAL STRUCTURE

SD5 is overseen by a five-member Board of Directors that are elected to either a full-term seat for a 4-year term or a short-term seat for a 2-year term. Board members are entitled to compensation for their participation. Members receive \$100 per meeting. The current Board members are listed below in Table 7-2.

Table 7-2: Sanitary District No. 5 Board of Directors

Member	Position	Term
Tod Moody	President	December 2, 2022
John Carapiet	Vice President	December 4, 2020
Michael Lasky	Secretary	December 4, 2020
Catharine Benediktsson	Director	December 2, 2022
Richard Snyder	Director	December 4, 2020

The District currently supports 9 Full-Time Equivalent (FTE) employees including a District Manager that oversees operations.

7.6 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Board meetings are held on the third Thursday of each month at 5:00 p.m. at the Main Plant office. Meeting agendas, minutes, and handouts are on the District webpage (www.sani5.org).

Annual Budget Review

SD5 provides an annual budget to the Board for review and consideration. An independent auditor, Perotti and Carrade, has conducted the most recent annual audit of SD5’s financial statements. Both the annual budget approved by the Board and financial audit can be found online on the District’s website.

7.7 FINANCIAL OVERVIEW

SD5’s primary source of revenues is from service fees. Additional revenue sources include property taxes, connection and inspection fees, and investment income. Major expenses include the operation of the wastewater treatment plant and collection system, infrastructure upgrades, and administrative and engineering operations. A summary of SD5’s financials is provided below in Tables 7-3 and 7-4.

Table 7-3: Sanitary District No. 5 Expenditures Summary

Expenditures	FY 2016-2017	FY 2017-2018
Operating Expenses	\$3,169,300	\$2,986,410
Capital Expenses	\$1,110,961	\$2,733,750
Total Budgeted Expenditures	\$4,280,261	\$5,720,160

Table 7-4: Sanitary District No. 5 Revenues Summary

Revenues	FY 2016-2017	FY 2017-2018
Property Taxes	\$1,042,698	\$901,056
Tiburon Sewer Service Charge Revenue	\$2,804,996	\$2,730,747
Belvedere Sewer Service Charge Revenue	\$2,330,273	\$2,296,383
Interest	\$55,851	\$25,000
Connection Fees	\$335,932	\$100,000
Paradise Sewer Extension Fees	-	\$12,464
Other Income	\$50	\$100
Permit Fees	\$24,950	\$12,500
SASM Reimbursement	\$93,573	\$65,000
Total Budgeted Income	\$6,888,322	\$6,143,250
Net Total	\$2,408,061	\$5,720,160

Revenue

SD5's primary revenue source is service fees. As discussed above, there is a structured fee schedule calculated using Equivalent Dwelling Units (EDU). In FY 2017-18 sewer service fees totaled over \$5.1 million combined between Tiburon and Belvedere accounting for 82% of SD5's total revenue. Fees for sewer services are billed on the County of Marin's property tax bills in two equal installments on December 10, and April 10. An additional 13% of SD5's total revenue comes from property taxes³⁶ which in FY 2017-18 totaled \$901,056.

Debt

In February of 2012, SD5 was issued \$10,935,000 of revenue bonds at a premium of \$1,076,031 by the Tiburon/Belvedere Wastewater Financing Authority³⁷. The bonds were issued in order to provide financing for the rehabilitation and renovation of the District's main treatment plant. As of June 30, 2018, this is the only long-term debt that the District is bound to. The future debt service³⁸ on the loan and interest is shown below in table 7-5.

³⁶ [Sanitary District No. 5 Operating Budget FY 2017-18, Pg. 1](#)

³⁷ [Sanitary District No. 5 Annual Financial Statements Report for FY ending June 30, 2018, Pg. 8](#)

³⁸ [Sanitary District No. 5 Annual Financial Statements Report for FY ending June 30, 2018, Pg. 22](#)

Additional SD5 liabilities include pension plans and other post-employment benefits (OPEB) for retirees. SD5 contributes to the California Public Employees Retirement System (CalPERS) which provides various retirement to members and beneficiaries. Contributions to the pension plans from the District were \$847,033 for the year ended June 30, 2018, of which \$740,733 was a one-time payment to reduce overall pension liabilities³⁹. As of June 30, 2018, the District reported a total net pension liability of \$583,347. In 2018 there were a total of 9 active place members and 5 inactive employees or beneficiaries currently receiving benefits.

Table 7-5: Sanitary District No. 5 Debt Service Payment Overview

Fiscal Year Ending June 30	Principal	Interest	Total
2019	\$460,000	\$339,950	\$799,950
2020	\$470,000	\$330,650	\$800,650
2021	\$480,000	\$321,150	\$801,150
2022	\$490,000	\$309,000	\$799,000
2023	\$505,000	\$294,075	\$799,075
2024-2028	\$2,870,000	\$1,087,500	\$3,957,500
2029-2032	\$2,860,000	\$294,750	\$3,154,750
Total	\$8,135,000	\$2,977,075	\$11,112,075

Capital Improvement

SD5 operates on a 10-year Capital Improvement Program (CIP). The CIP was updated during the year ending June 30, 2018. The District has determined that there is an urgent need for significant capital improvements moving forward. These needs primarily deal with the aging infrastructure of the District’s wastewater collection system. Inflow and Infiltration (I&I) is the target of the District’s highest concern as reducing I&I requires a comprehensive plan and adequate funding to achieve results.

As of 2017, the Tiburon Collection system has an estimated \$4,300,000 of capital work identified in the CIP⁴⁰. The Belvedere Collections system has an estimated \$6,500,000 of capital work identified in the CIP. The Main Plant has an estimated \$2,000,000 of capital work. The Paradise Cove Plant has an estimated \$200,000 of capital work identified.

7.8 SUSTAINABILITY

Local agencies play a critical role in protecting natural resources and the environment through land conservation, water recycling, preserving open space, and renewable energy projects. In 2010, SD5 pursued the possibility for the agency to recycle water. Ultimately, the tabulated data showed that the District simply did not have enough end-users and that the total expense would not be justified. As a result, the Board made the decision not to pursue this path at that time. This possibility will be revisited in future assessments.

³⁹ [Sanitary District No. 5 Annual Financial Statements Report for FY ending June 30, 2018, Pg. 24](#)

⁴⁰ [Sanitary District No. 5 Annual Financial Statements Report for FY ending June 30, 2018, Pg. 9](#)

Recent projects include a bio-solids master plan evaluation to determine the best reuse opportunities for organics in order to be in compliance with the upcoming legislation of SB1383. The District also had control panel standardization projects and generator replacement projects that have been raised during the installation per the Marin Bay Waterfront Adaption and Vulnerability Evaluation report on sea-level rise. The District has taken the opportunity evaluate the opportunity for converting to solar, but at this time the project is not feasible. The reuse of methane in a generator has been explored as well, but at this time the District does not produce enough methane in order for this to be a possibility.

8.0 TIBURON FIRE PROTECTION DISTRICT

8.1 OVERVIEW

The Tiburon Fire Protection District (TFPD) was established in April of 1941 as an Independent Special District comprised of seventeen volunteer firefighters. The TFPD boundary surrounds just over 4 square miles of the Tiburon Peninsula in southeastern Marin County. This area includes a majority of the Town of Tiburon boundary, as well as all of the unincorporated space along the eastern shore of the peninsula. While not currently within the District’s jurisdictional boundary, the District has a contractual agreement with the City of Belvedere to offer fire protection and emergency services to the City. The district serves a population of approximately 11,000 persons. The last Municipal Service Review that included the TFPD was conducted in April of 2004 as part of the Southern Marin Service Review and Sphere of Influence Update.

The Primary function of TFPD is to provide structural fire and emergency medical response to the Town of Tiburon, City of Belvedere, and surrounding areas as shown in Figure 8-1. The TFPD also participates in the Marin County and California Mutual Aid System with nearby fire districts and responds to wildland fires as needed.

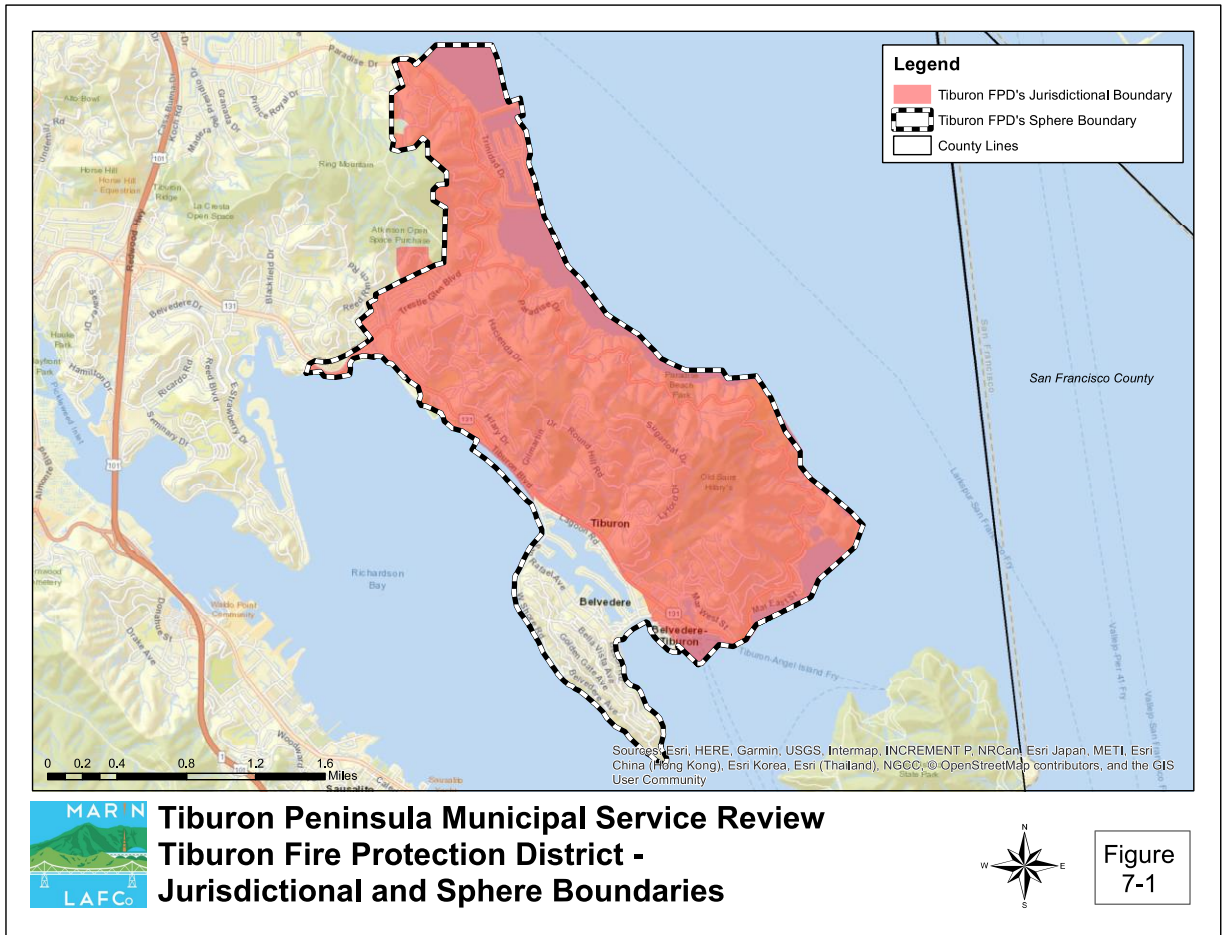
Table 8-1: Tiburon Fire Protection District Overview

Tiburon Fire Protection District			
Primary Contact:	Chief Richard Pearce	Phone	(415)-435-7200
Office Location:	1679 Tiburon Blvd, Tiburon, CA 94920		
Formation Date:	1941		
Services Provided:	Fire Protection and Emergency Response		
Service Area:	2,579 acres	Population Served:	≈11,000

8.2 FORMATION AND DEVELOPMENT

The Tiburon Fire Protection District’s formation was the result of serious fires that damaged the Northwestern Pacific Railroad’s railroad yard and several homes in the late 1930s. In 1941, community members petitioned the Marin County Board of Supervisors for organized fire protection, and in April 1941, a measure was approved for a new fire district and three fire commissioners were elected. The original district was made up of seventeen volunteer firefighters. The fire district was established as an independent Special District whose legal authority and responsibilities are contained in the State of California Health and Safety Code Sections 13800-13970.

Figure 8-1: Tiburon Fire Protection District Jurisdictional Boundary and Sphere of Influence



8.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

Tiburon Fire Protection District’s service boundary, which currently encompasses just over 4 square miles, includes all of the incorporated area of Tiburon that lies south of Turtle Rock Court as well as all of the space to the east, both incorporated and unincorporated, along Paradise Drive. The current Sphere of Influence⁴¹ encompasses 4.65 square miles. The Sphere of Influence includes all of the City of Belvedere, with which the District contracted for services beginning in 1981. In 2004 Marin LAFCo designated⁴² an “interim” sphere of influence that included the TFPD jurisdictional boundary and the City of Belvedere. The “interim” title was given due to the open discussions at the time of the possible reorganization to form a larger fire protection district, while still allowing annexations prior to said reorganization. To this point, no official negotiation for the annexation of the City of Belvedere into the service boundary of TFPD has taken place.

Additionally, despite the area being outside of the District’s service boundary, TFPD finds itself regularly being the agency tasked with the initial response for both fire protection and medical emergencies on Angel Island. While a majority of the island is within the jurisdictional boundary of the Town of Tiburon, it also has the designation of State Park Land. At the same time, the land

⁴¹ [Marin Map Viewer, Fire Services](#)

⁴² [Marin LAFCo. Southern Marin Service Review and Sphere of Influence Update. April 26, 2004. Pg. 75](#)

technically falls under the jurisdiction of the Marin County Fire Department (CSA 31) for fire protection, however, the burden of response regularly falls to TFPD simply as a matter of its staff's physical proximity to the area. At this time, TFPD receives no funding from either the State of California, Marin County, or the Town of Tiburon for extending its services outside of its current boundary to Angel Island. Since 2007, the District has carried an average cost annually⁴³ for Angel Island service call responses of \$173,370.

There are County and City designated land uses in and around the TFPD's service boundary. Within the Town of Tiburon boundary, land use authority falls under town jurisdiction. Unincorporated areas within the District are subject to Marin County Land use authority. Land use within the town is predominantly residential but also includes commercial and mixed-use areas; business and industrial areas; and open space and natural resource lands. The predominant land uses in unincorporated district territory are generally comprised of open space and low-density residential lands.

8.4 MUNICIPAL SERVICES

Fire Protection and Emergency Response

The TFPD provides fire protection, emergency response, and paramedic services. Incident call types include rescue/emergency medical response, fire, service calls, good intention calls, natural disasters, false alarm, and hazardous materials/conditions. The District has two stations with personnel covering three shifts. The District has 30 full-time employees (24 career safety, 2 administrative personnel, and 4 firefighter trainees) staffing 2 companies, which include structure engines, wildland engines, and support units. The Fire Chief oversees the general operations of the District in accordance with the policy direction of the Board of Directors. The Fire Chief is supported by a Deputy Fire Marshal, a Finance Officer, an Executive Assistant, and three Battalion Chiefs, each serving as the District's Training, Logistics, or Operations Officer.

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

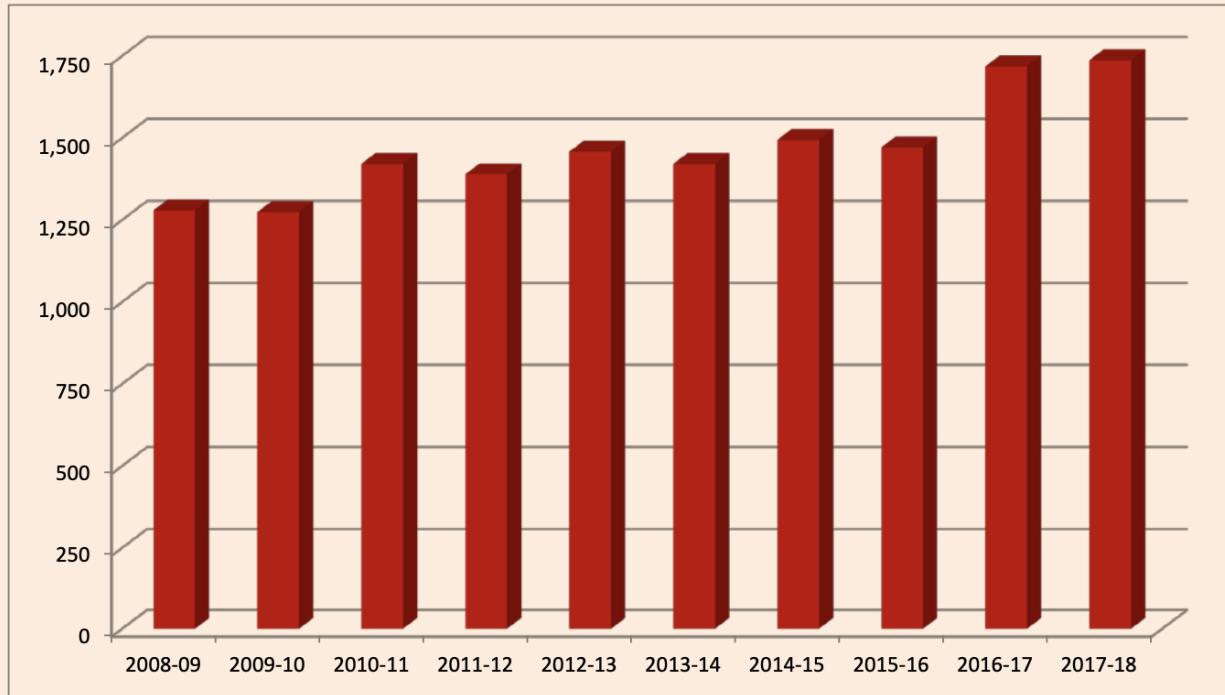
The TFPD receives an average⁴⁴ of 1,466.2 calls per year (2008-2018) with the majority being for Rescue/Emergency Medical. The call volume increased by approximately 15% during the past two years from 1,471 calls in 2015/16 to 1,737 in 2017/18. A summary of call numbers over the last 10 years is shown below in Figure 8-2.

Figure 8-2: Tiburon Fire Protection District Total Responses

⁴³ Staff Correspondence, October 3, 2019

⁴⁴ [TFPD Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 75](#)

**Tiburon Fire Protection District
Total Responses
Last Ten Fiscal Years**



During FY 2017-18 the TFPD responded⁴⁵ to 1,737 incidents. Of these, 68 percent were for emergency medical services and 2 percent were for fires. The average reported response time was 4 minutes 56 seconds for emergency medical services and 10 minutes 56 seconds for fires. A summary of incidents and response times is provided below in figures 8-3 and 8-4.

Figure 8-3: Tiburon Fire Protection District Response Times

⁴⁵ [TFPD Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 75](#)

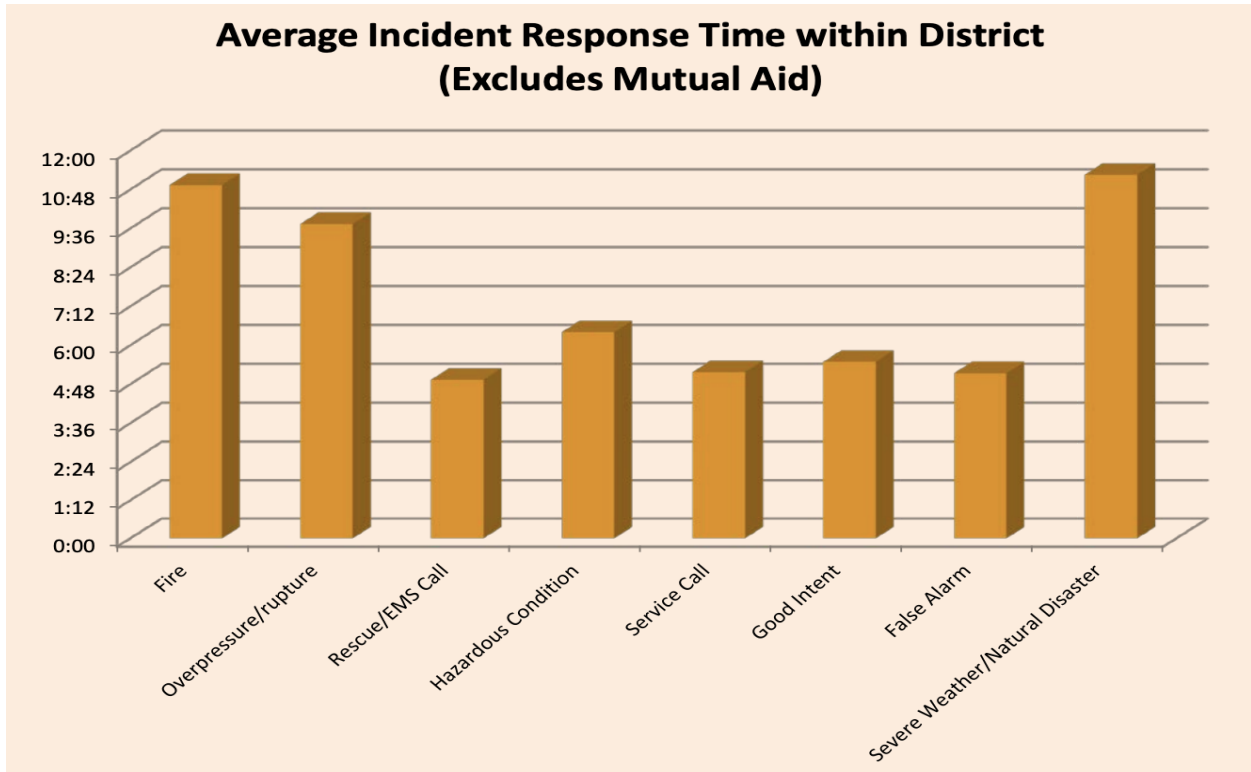
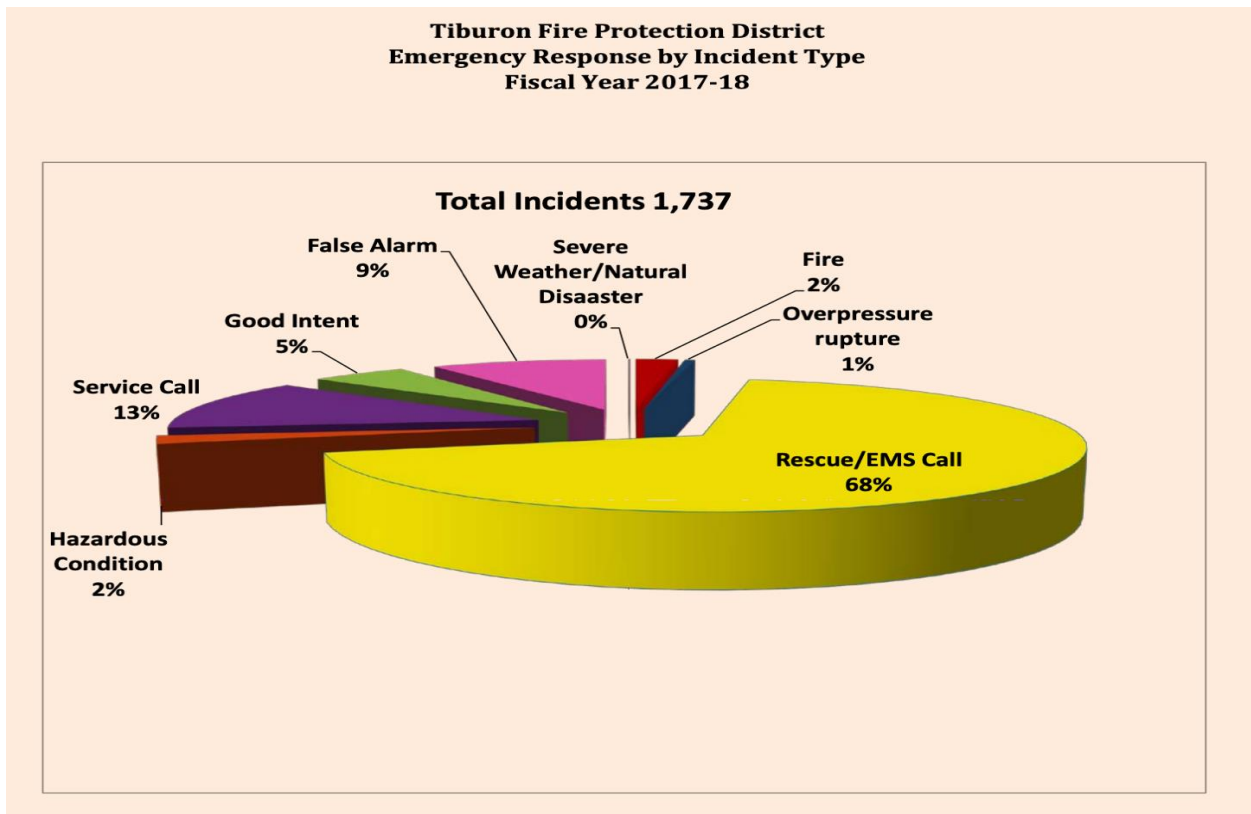


Figure 8-4: Tiburon Fire Protection District Response by Incident Type



Facilities and Apparatuses

The TFPD provides fire protection, emergency response The TFPD owns, operates, and maintains two fire stations with one concurrently used as its administrative building. The stations are:

- Station 10 – 4301 Paradise Drive, Tiburon, CA 94920
- Station 11 – 1679 Tiburon Boulevard, Tiburon, CA 94920

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

Station 10: 1 Type 1 Engine, 1 Ambulance, 1 Reserve Ambulance, 1 4x4 Utility Pickup Truck

Station 11: 1 Reserve Type 1 Engine, 1 Type 3 Engine, 1 Type 3 Reserve Engine, 1 Medium-Duty Rescue Unit, 1 B/C Command Vehicle, 1 Prevention Vehicle, 1 Chief’s SUV, 1 Utility 4x4 Pickup, 1 Staff Car

Waterfront: 1 Type 2 Fireboat

The Fire Chief drives an SUV capable of responding “Code 3” when a life or property emergency exists. The Battalion Chiefs share a 4x4 pickup truck for daily response. There is a reserve Battalion SUV command vehicle at Station 11. Additionally, the Prevention Division utilizes a “Code 3” capable SUV for inspections, investigations, fire response, community service events, public education, and meetings.

The District has a preventative maintenance program, and for new equipment, a purchasing committee is formed to review or write specifications, seek public bids, and follow the vehicle through the build-up and delivery process. In addition to the maintenance program, a comprehensive vehicle replacement plan is in place to maintain a state-of-the-art fleet. Based on frequency of use, apparatus is replaced in a timely fashion to ensure the highest levels of in-service vehicle availability.

Other Service Providers

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

The TFPD serves as an alternate Emergency Operations Center (EOC) location for the Town of Tiburon and the City of Belvedere. During a major emergency or disaster, the EOC provides a central location of authority and information with face-to-face coordination among personnel.

Running contiguous to the northwestern border of the District is the boundary for Southern Marin Fire Protection District (SMFD). SMFD was formed by the merger of the Alto-Richardson Fire Protection District and the Tamalpais Fire Protection District. The City of Sausalito Fire Department was annexed into the District in 2012. SMFD serves approximately ¼ of the Town of Tiburon.

8.5 ORGANIZATION STRUCTURE

Board of Directors

The Tiburon Fire Protection District has a five-member board that is elected to a four-year term through at-large election. The Board of Directors maintains current certificates for the CA Local Agency Ethics. Certificates for each of the board members can be found on the TFPD website. The Board of Directors meets regularly on the 2nd Wednesday of each month at 6:30 p.m. at the Tiburon Fire Protection District Headquarters Station 11, 1679 Tiburon Boulevard.

Table 8-2: Tiburon Fire Protection District Board of Directors

Member	Position	Term Expiration
Steve Sears	President	November 2020
Cheryl Woodford	Vice President	November 2022
David Kirchhoff	Secretary	November 2022
Tom O’Neill	Director	November 2022
Robert Miller	Director	November 2020

8.6 ACCOUNTABILITY AND TRANSPARENCY

The TFPD has consistently made it a priority to maintain high accountability and transparency with all its activities. The TFPD website (www.tiburonfire.org) provides information on Board meetings, financial reports, stations, history, apparatus, and more.

Meeting and Agendas

The TFPD Board of Directors meets regularly on the 2nd Wednesday of each month at 6:30 p.m. at the Tiburon Fire Protection District Headquarters Station 11, 1679 Tiburon Boulevard in Tiburon. Special meetings are held as needed to go over specific topics such as the annual budget. Meeting agendas and minutes can be found on the TFPD website (www.tiburonfire.org/board-of-directors).

Annual Budget Review

The District maintains extensive budgetary controls. The budget, adopted no later than the August Board meeting each year, provides overall control of revenue and expenditures, including appropriations on a line item basis and the means of financing them. The Finance Officer produces monthly reports on expense activity that assist that Battalion Chiefs in monitoring activities and programs. These reports are also reviewed by the Fire Chief and the Finance Committee to assure budgetary compliance.

8.7 FINANCIAL OVERVIEW

Approximately 72% of all annual district revenue⁴⁶ comes from property taxes. Additional revenue comes from the District’s contract with the City of Belvedere (19%), strike teams and other reimbursements and fees (7%), and Southern Marin Emergency Paramedic Service (2%). The Tiburon Fire Protection District maintains a goal of providing a high level of community

⁴⁶ [Tiburon Fire Protection District Operating Budget FY 2019-20, Pg. 10](#)

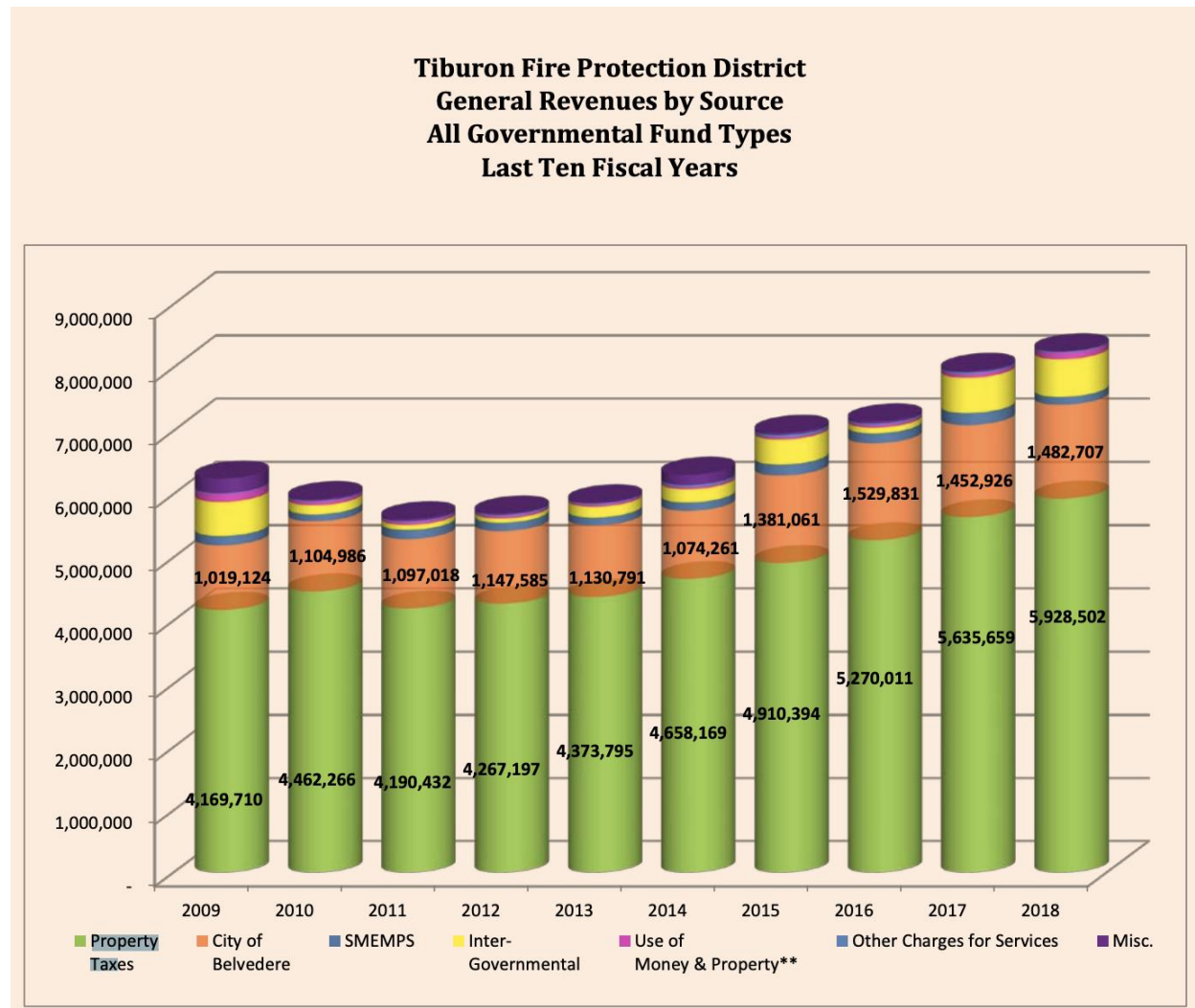
service while maintaining sustainable fiscal practices. Over the past three years, the District has ended with budget surpluses that have helped to bolster the general fund reserves.

Revenue

Revenue sources for the TFPD come primarily from a portion of the 1% property tax on residents within its district boundaries. Of the 1% property tax, the TFPD receives an average of 12% which amounts to approximately \$5.9 million for FY 2017-18. The other major source of revenue for the District is the funding it receives through its contracted services to the City of Belvedere. The contracted funds from the City totaled approximately \$1.48 million for FY 2017-18.

Other sources of revenue for the district include but are not limited to charges for services, operating grants and contributions, and payments from the Southern Marin Emergency Medical Paramedic System (SMEMPS). An illustration of the District’s revenue sources over the last ten fiscal years can be viewed in figure 8-5 below.

Figure 8-5: Tiburon Fire Protection District General Revenues by Source



Debt

The TFPD expends approximately \$122,000 per year on debt service including principal and interest payments. Current debt obligations include the lease of a Type 1 engine as well as payments to the Marin Emergency Radio Authority (MERA). As of June 30, 2018, the Tiburon Fire Protection District had approximately \$237,824 in outstanding debt⁴⁷.

The TFPD also provides a pension plan for employees and is part of the California Public Employees Retirement System (CalPERS). CalPERS provides retirement, disability, and death benefits based on the employee’s years of service, age, and final compensation. As of June 30, 2018, the TFPD Net Pension Liability⁴⁸ was \$8,504,463. The TFPD pension funded ratio is 80% which is well above average for fire districts. In addition to the pension plan, the TFPD provides post-retirement health care benefits to its retirees. As of June 30, 2018, the District carried a Net OPEB liability⁴⁹ total of \$843,908 and is 85% funded. The District currently has 49 employees, both active and inactive, in their OPEB plan.

The TFPD maintains a District credit card with a credit limit of \$50,000. As of October 1st, 2019, the available credit⁵⁰ was \$40,184. The card balance is typically paid in full every month so that no interest is accrued.

Financial Audit

The Tiburon Fire Protection District annually prepares a Comprehensive Annual Financial Report (CAFR) in house to review the District’s financial statements in accordance with established governmental accounting standards. The District contracts with an outside accounting firm, Maher Accountancy, to audit the CAFR. The most recent audited financial statement was prepared for the fiscal year ending June 30, 2018.

Table 8-3: Tiburon Fire Protection District Financial Audit Summary

Revenues	FY 2017-2018 Audit
Property Taxes	\$5,928,502
Intergovernmental	\$594,275
Use of Money and Property	\$99,483
Charges for Services	\$1,501,576
Distributions from SMEMPS	\$123,655
Reimbursements and Miscellaneous	\$10,533
Total Revenues	\$8,258,024

Expenditures	FY 2017-2018 Audit
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⁴⁷ [TFPD Comprehensive Annual Financial Report for the Year Ended July 30th, 2018. Pg. 66](#)

⁴⁸ TFPD Staff Correspondence, November 12, 2019

⁴⁹ TFPD Staff Correspondence, November 12, 2019

⁵⁰ TFPD Staff Correspondence, October 3, 2019

Salaries and Benefits	\$6,495,379
Material and Services	\$684,570
Capital Outlay	\$745,906
Debt Service	\$294,496
Total Expenditures	\$8,220,351

8.8 WILDLAND FIRE PREPAREDNESS

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

The TFPD participated in the Community Wildfire Protection Plan that was released in 2016. This was a collaborative effort among fire agencies in the county, local fire organizations including FIRESafe Marin, land management agencies, and community stakeholders. Through this effort, areas of concern throughout the county were identified based on population, fire behavior, vegetation, and other factors. Additionally, several goals were stated and associated action items were created to better prepare the county for wildland fires. One such goal is to “Increase awareness, knowledge, and actions implemented by individuals and communities to reduce human loss and property damage from wildland fires, such as defensible space and fuels reduction activities, and fire prevention through fire safe building standards”. The TFPD is working towards providing more education to the community about this topic. Additionally, TFPD provides an illustration on their website of how to create the necessary defensible space around residents’ homes. In partnership with Tiburon Volunteer Fire Department, Town of Tiburon Public Works Department, and City of Belvedere Public Works, TFPD provides “Chipper Events” to residents in the District. This allows residents the opportunity to drop off their vegetation cuttings and slash for chipper removal free of charge. To date, the efforts have removed upwards of 342 tons of vegetation from the Peninsula.

9.0 STRAWBERRY RECREATION DISTRICT

9.1 OVERVIEW

Strawberry Recreation District (SRD) is an independent special district organized pursuant to California Government Code Section 5780. The District provides parks and recreation services, as well as dredging/channel maintenance, to the unincorporated community of Strawberry. An overview of the District is provided in Table 9-1.

Strawberry Recreation District is located between the Town of Tiburon’s western boundary and Highway 101. Despite sharing a zip code with the City of Mill Valley, the community is, in fact, a census-designated place. The District is approximately 862 acres⁵¹ in size with a population of approximately 6,000 residents. The Marin Municipal Water District provides municipal water service and the Richardson Bay Sanitary District provides wastewater service to the District’s residents. The County of Marin provides police, community development, library, and road maintenance services. Fire protection services are provided by the Southern Marin Fire Protection District.

Table 9-1: Strawberry Recreation District Overview

Strawberry Recreation District			
Primary Contact	Nancy Shapiro, Interim General Manager: gm@strawberryrec.org		
Location	118 East Strawberry Drive, Mill Valley, CA 94941		
Formation Date	1949	Enabling Legislation	G.C. 5780
Services Provided	Parks and Recreation, Open Space, Dredging		
Other Municipal Service Providers	Marin Municipal Water District, Richardson Bay Sanitary District; Southern Marin Fire Protection District, County of Marin		
District Boundary	862 acres (based on GIS boundary shapefiles)		
Population Served	6,000		

9.2 FORMATION AND DEVELOPMENT

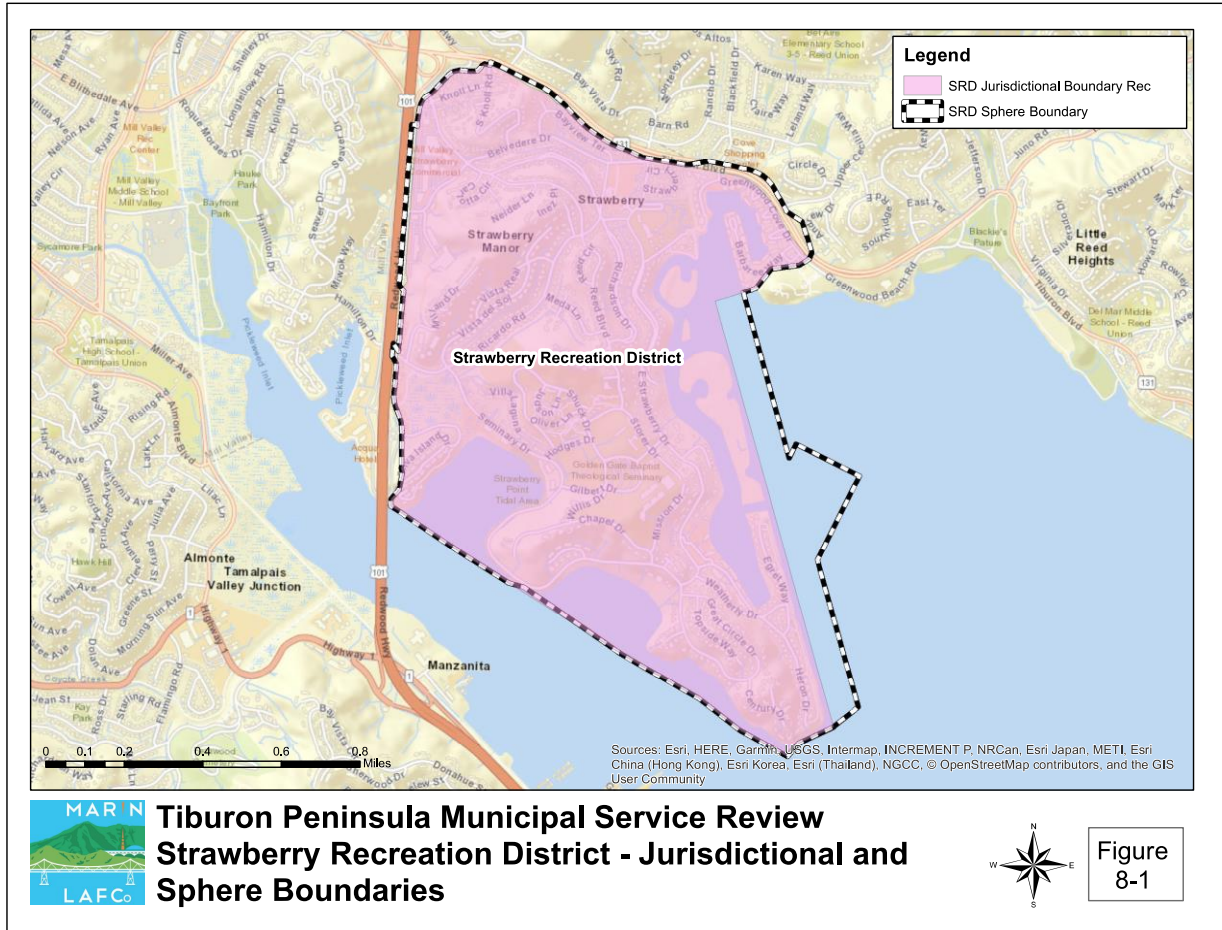
The first subdivision in the community of Strawberry was built in 1947, and by 1948 there were approximately 20 families living on the Strawberry peninsula. On March 7, 1949, Strawberry Recreation District was formed as a County Recreation District and conducted its business in the Red Barn, which was used as a community center, until 1954. In 1961 the District reorganized as a Park and Recreational District. In 1958, planning began for the construction of a new facility for the District, but construction did not begin until March of 1970. The construction of the facility was completed in February of 1971.

Today, the Strawberry Recreation District facility is the home to large meeting spaces, classrooms, a kitchen, athletic court, a stage, an aquatic facility, two baseball fields, a soccer field, four tennis courts, and picnic areas. The District’s facility is truly a community hub, as is evidenced annually

⁵¹ [Marin Map Viewer, Recreation Districts](#)

by the Strawberry Festival which dates back to 1953. The festival was originally organized to raise funds for the school library.

Figure 9-1: Strawberry Recreation District Boundary and SOI



9.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

Strawberry Recreation District’s boundary is approximately 862 acres in size. The sphere of influence is slightly larger at 887 acres, however, the majority of the size difference is comprised of water in the Richardson Bay. The only other area where the jurisdictional boundary isn’t contiguous with the sphere boundary is along Tiburon Boulevard at the northeastern border.

9.4 POPULATION AND GROWTH

The Census Designated Place (CDP) of the community of Strawberry stretches beyond the jurisdictional boundary of Strawberry Recreation District to the north over Tiburon Boulevard. The northern portion of the CDP boundary includes a myriad of developed parcels that run-up to the jurisdictional boundary of Corte Madera. The total population of the CDP as of the 2010

Census⁵² was 5,393, which was an increase from 5,302 in 2000. While there is still some room for development in the northern pocket of the CDP, within the District boundary the area is essentially built out and shows little growth potential.

9.5 MUNICIPAL SERVICES

Parks, Recreation, and Open Space

Strawberry Recreation District and its main 5-acre facility is a genuine hub for the community of Strawberry. As their website states, the District “...continues to strive to create community through people, parks, partnerships, and programs.” The District’s programs are open to all, both from within the District boundary and from outside. In 2018, Strawberry Recreation District had over 850 participants in just its youth program offerings.

SRD provides a myriad of recreational programs for the community. The District offers daily youth programming, after school classes and drop-in play, and adult fitness classes. Swimming and tennis lessons are available year-round for all ages. The Strawberry Aquatics Facility is an outdoor facility that contains a five-lane 25-yard pool, a shallow teaching pool, spa, children’s splash pad, and wader pool. The District offers American Red-Cross CPR, First Aid, and Lifeguard training periodically throughout the year. Day and specialty camps are held throughout the summer months and are consistently one of the District’s highest revenue-generating programs offered. The camp’s available spaces typically sell out well in advance.

The District offers a number of rental spaces, including both facilities and athletic fields, to the community for private rentals. Areas available for private party rental include the aquatic facility, tennis courts, playing fields, meeting rooms, and reception hall.

Dredging

On⁵³ June 27th, 1989, Strawberry Recreation District held a special election to establish Zone IV. Zone IV was created in order for SRD to be able to oversee and administer dredging operations along the waterway east of Strawberry Drive in order to provide boating access for waterfront properties. Dredging consists of removing built-up sediment from the main channel and disposing of the sediment at a designated disposal site. Based on anecdotal information from community members, siltation begins impeding boat passage within 8-9 years of dredging.

The first dredging episode for Zone IV was conducted in 1992 and removed approximately 175,000 cubic yards of material. Since then, there have been two other dredging episodes in 2005 and 2014. The sediment disposal site for Zone IV, as is stated in the dredging permit, is Alcatraz Island. Each dredging episode restores the channel’s depth to between 6 and 8 feet below the Mean Lower Low Water (MLLW) level. A summary of prior dredging volumes is provided below in table 9-2. The next dredging episode, for which permitting has already been issued, is scheduled for late 2023.

⁵² [United States Census Bureau. Quickfacts Strawberry CDP. Population estimates. July 1, 2018](#)

⁵³ Resolution No. 362, Strawberry Recreation District

The dredging efforts are funded by a bond measure (Measure G) from 2004, and by a special tax of \$2,000 per parcel that was enacted in 2013 (Measure B). The bond will be fully paid as of August, 2019. The special tax is set to increase from \$2,000 per parcel to \$4,000 per parcel on January 1, 2020, in order to be the sole funding mechanism for the dredging operations moving forward. The special tax includes the option for an annual increase for inflation of up to 3.5%. The District keeps the revenue and expenses of Zone IV completely separate from all of the District’s operational revenues, expenses, and funds.

Dredging operations for SRD are overseen by a Citizens Advisory Committee (CAC) that is currently composed of two community members living in Zone IV. The CAC reports to the Board of Directors on budgetary and operational matters.

While dredging is an important service to many of the members of the Strawberry Recreation District, dredging is not one of the named powers of a Recreation District according to California State Government Code. The principal act that governs the district is the Recreation and Park District Law (Government Code 5786). The principal act empowers Recreation and Park Districts to 1) organize, promote, conduct and advertise programs of community recreation, including, but not limited to, park and open space, parking, transportation, and other related services that improve the community’s quality of life, 2) establish systems of recreation and recreation facilities, including, but not limited to, parks and open space, and 3) acquire, construct, improve, maintain, and operate recreation facilities including, but not limited to, parks and open space, both inside and beyond the district’s boundaries.

Table 9-2: Strawberry Recreation District Zone IV Past Dredging Volumes

Year	Dredge Depth (MLLW)	Volume (cy)
1992	No post dredge survey	175,000
2005	-7'	200,000
2014	-7'	150,000

9.6 ORGANIZATION STRUCTURE

Board of Directors

Strawberry Recreation District is governed by a five-member board of directors. Members serve four-year terms and must be residents of SRD. Board meetings are held at 6:30 p.m. on the second Tuesday of each month in the 1st-floor meeting room at 118 East Strawberry Drive.

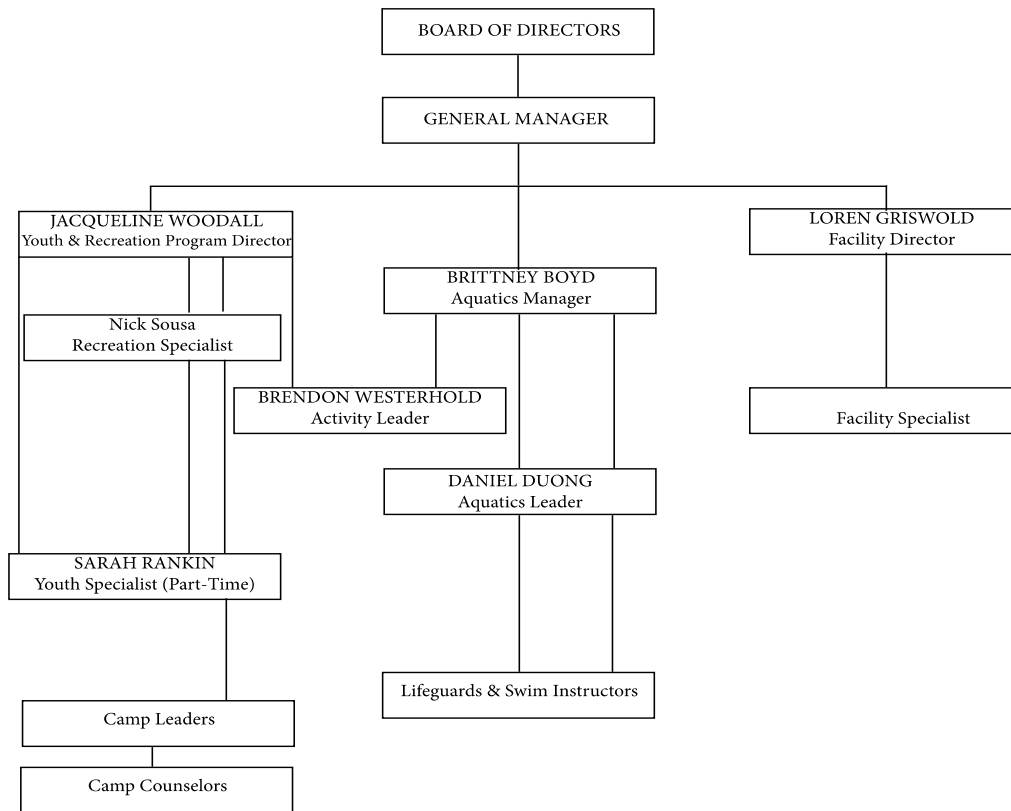
Table 9-3: Strawberry Recreation District Board of Directors

Member	Position	Term
Pam Bohner	Chair	Expires November 2020
Cale Nichols	Vice-Chair	Expires November 2020
Vacant	Secretary	Expires November 2022
Jeff Francis	Director	Expires November 2022
Peter Teese	Director	Expires November 2022

Staffing and District Operations

Strawberry Recreation District employs 8 full-time equivalents (FTE) employees, as well as numerous part-time, seasonal, and volunteer positions that fluctuate throughout the course of the year. The District General Manager oversees the operations of the District and reports to the Board of Directors. An organization chart for SRD as of November, 2019, can be seen in Figure 9-2 below.

Figure 9-2: Strawberry Recreation District Organization Chart



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 access. Strawberry Recreation District offers multiple ways to keep citizens informed about services, meetings, finances, and decision-making processes. Public notices are posted on the District website. Past meeting agendas and meeting minutes may be found on the Meetings and Agendas page of the website. The public may also provide verbal comments or concerns by phone or in person at the SRD office during business hours and/or at District meetings during the public comment period.

Meetings and Agendas

Agendas and minutes of board meetings are posted on the District’s website as required by the Brown Act (AB 2257). 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. In addition, agendas must be in a format that is retrievable, downloadable, indexable, and electronically searchable by commonly used Internet search applications. 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 audits on its webpage through a link located on the management and finance page of its website. Currently, the public can access the audits going back at least five fiscal years online through the District’s website. The budgets are prepared and presented to the board of directors by the General Manager for approval and adoption on an annual basis. Currently, the public can access the annual budgets going back at least 3 fiscal years online through the District’s website.

9.8 FINANCIAL OVERVIEW

The District’s Fiscal Year (FY) 2019-20 operating budget⁵⁴ is \$1,833,228, an increase of \$348,000 from FY 2018-19. It received a majority of its revenue from fees generated from recreational programs such as day camps and swim lessons, as well as from facility rentals for the swimming pool and the main building use. The other major source of revenue for the District comes from property taxes. The majority of SRD’s expenditures are for staffing, both full time and part-time/seasonal, as well as facility maintenance and repairs. The most recent available report on the District’s financial statements (FY ending June 30, 2017) was a “qualified” or clean audit. Table 9-4 shows an abbreviated budget for the District.

⁵⁴ [Strawberry Recreation District Operating Budget FY 2019-20](#)

Table 9-4: Strawberry Recreation District Revenues and Expenditures for FY 2018-19 and 2019-20

Revenue	FY 2017-18 Actuals	FY 2018-19 Actuals	FY 2019-20 Adopted
Recreation Programs	\$986,079	\$784,323	\$1,014,775
Facilities	\$158,464	\$182,360	\$197,837
Administration	\$2,440	\$41,706	\$4,000
Property Tax	\$398,701	\$390,654	\$398,701
Measure A	\$87,070	\$92,439	\$93,780
Licenses/Permits	\$140,747	\$147,869	\$142,530
Other	\$187,305	\$242,160	\$187,299
Total	\$1,960,806	\$1,748,511	\$2,038,922

Expense	FY 2017-18 Actuals	FY 2018-19 Actuals	FY 2019-20 Adopted
Recreation Programs	\$763,116	\$771,580	\$1,023,500
Facilities	\$310,578	\$334,505	\$387,642
Administration	\$371,082	\$378,360	\$420,085
Capital Improvement	\$276,058	\$198,284	\$346,000
Other	\$246,647	\$54,627	\$17,063
Total	\$1,967,444	\$1,737,356	\$2,194,148
Net Total	(\$13,638)	\$11,154	(\$155,226)

Financial Audit

Strawberry Recreation District is required to submit a complete financial audit to the County and State annually. The most recent audit of the District was conducted in 2018 but is currently awaiting formal approval. As such, the most recent audit of the District available to the public is for the FY ending June 30, 2017. The audit was conducted by Certified Public Accountants at R.J. Ricciardi INC.

Debt

The District's only long-term debt obligation at this time is the product of a 2004 General Obligation Bond used for the dredging of Zone IV. On June 9, 2004, the District issued General Obligation Bonds in the principal amount of \$1,800,000 in 2004 Series A Bonds. The Bonds bear interest at 4.5%-5.5% and are due semi-annually on February 1 and August 1. The final payment was scheduled for August 1, 2019. As of June 30, 2018, the District's remaining debt⁵⁵ on the bonds were \$353,505.

Additionally, SRD also provides a pension plan for employees and is part of the California Public Employees Retirement System (CalPERS). CalPERS provides retirement, disability, and death

⁵⁵ SRD Basic Financial Statements for the Year Ended July 30th, 2018. Pg. 8

benefits based on the employee's years of service, age, and final compensation. As of June 30, 2018, the District's Net Pension Liability⁵⁶ was \$164,318.

9.9 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. While the District is active in preserving many of the open-space areas within its boundaries such as Strawberry Vista and Seminary Drive Waterfront Coastal Path, the District is also making strides to reduce its carbon footprint by participating in Zero Waste Marin. Zero Waste Marin is a Joint Powers Authority formed in 1996 that is comprised of representatives from all over Marin County. The mission of the JPA is to help residents and businesses meet the County's zero waste goal by 2025 by reducing and recycling their solid waste and safely disposing of hazardous materials.

⁵⁶ SRD Basic Financial Statements for the Year Ended July 30th, 2018. Pg. 23

10.0 COUNTY SERVICE AREA NO. 29 – PARADISE CAY

10.1 OVERVIEW

County Service Area No. 29 (CSA No. 29) was formed by Board Resolution No. 92-04 on January 7, 1992, and encompasses approximately 44.1 acres. CSA No. 29 is a single-purpose dependent special district that provides maintenance dredging for navigation purposes to the unincorporated area at the northern end of Paradise Drive on the eastern edge of the Tiburon Peninsula. Table 9-1 below provides an overview of the CSA.

CSA No. 29's boundary encompasses a majority of the unincorporated community of Paradise Cay. The community is an unincorporated island that is surrounded on all sides by the Town of Tiburon. The community was built in the 1960s and was one of the last developments allowed to be built on fill in the San Francisco Bay. The 135 parcels that constitute CSA No. 29 are connected by a series of waterways for ingress and egress for homeowners' watercraft.

Additional service districts within CSA No. 29 include Marin Municipal Water District, Tiburon Fire Protection District, and Marin County Sanitary District No. 2. While the CSA is on unincorporated land, it is within the sphere of influence of the Town of Tiburon.

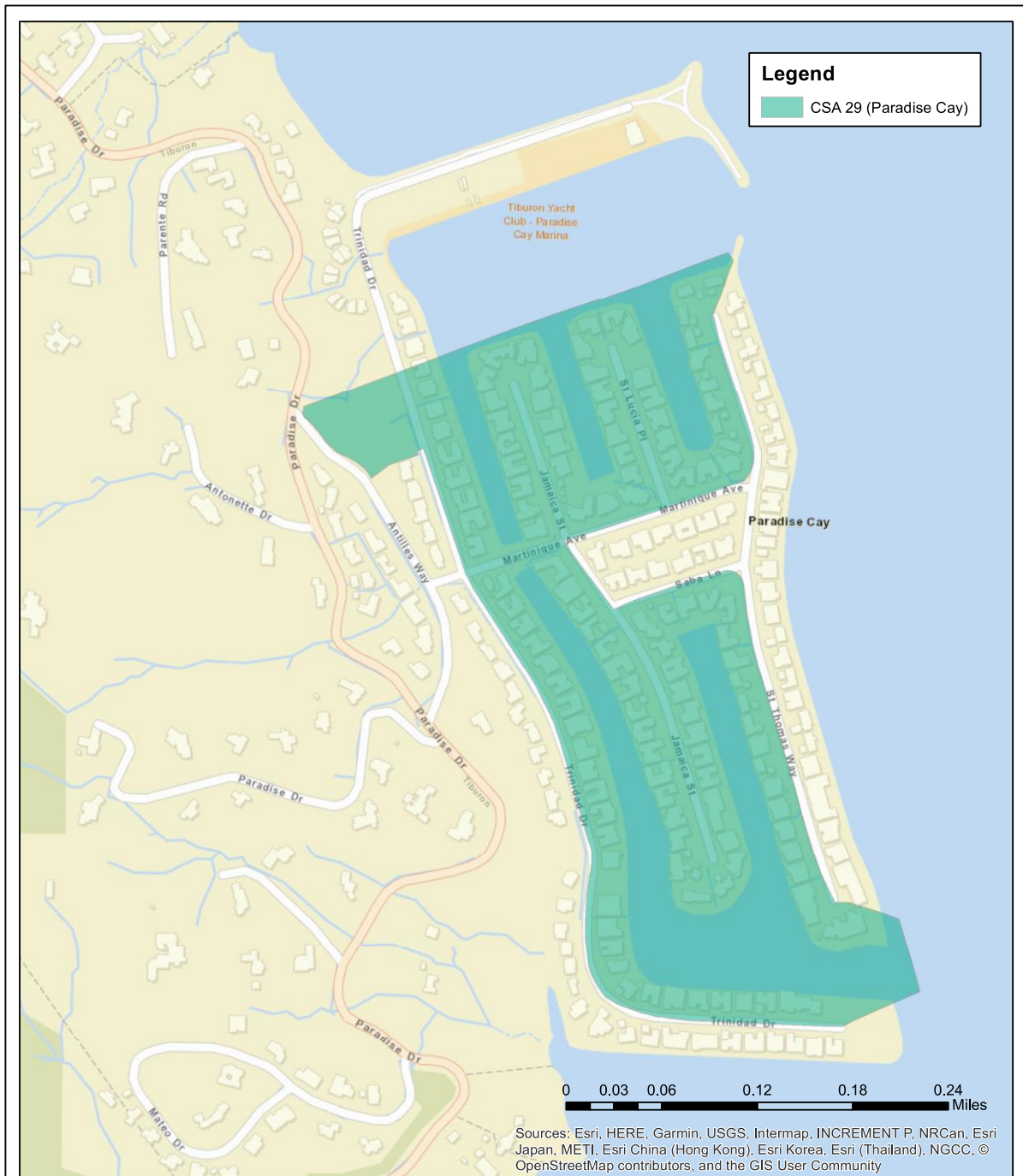
Table 10-1: County Service Area No. 29 Overview

CSA No. 29 – Paradise Cay			
Primary Contact	Scott McMorrow		
Phone	(415) 473-2918		
Office Location	Department of Public Works, 3501 Civic Center Drive #304, San Rafael, CA 94903		
Formation Date	January 7, 1992	Services Provided	Dredging
Service Area	44.1 acres	Population Served	566

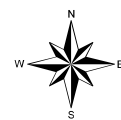
10.2 FORMATION AND DEVELOPMENT

CSA No. 29's establishment was the result of landowners' interest in dredging services for the five waterways amongst the community of Paradise Cay. The community has an agreement in place with the County of Marin for a special tax, currently at \$1,500 per parcel (plus a possible 3% annual adjustment for inflation), to fund the permitting, dredging, and waste disposal as necessary. The property owners within Paradise Cay 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 lagoon by dredging. The channel is prone to sediment buildup that reduces navigational capacity. The channels were most recently dredged in 2014.

Figure 10-1: County Service Area No. 29 Jurisdictional Boundary



**Tiburon Peninsula Municipal Service
Review County Service Area 29 (Paradise
Cay) Jurisdictional Boundary**



**Figure
9-1**

10.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

CSA No. 29's sphere of influence is coterminous with its jurisdictional boundary which runs the full length of Trinidad Drive as well as the entirety of St. Thomas Way, save for the parcels along Saba Lane and Martinique Avenue. It includes a total of 135 parcels. Land use designations within the CSA are strictly reserved for Single Family Residential. The majority of the residential lots within the CSA have been developed.

10.4 POPULATION AND GROWTH

CSA No. 29 is within Census Tract 1241 and is made up of Census Blocks 2024, 2037, 2025, and 2038. According to 2010 US Census data, the combined population of these blocks is 619. All developable parcels within the CSA boundary have been developed and increased growth is unlikely.

10.5 MUNICIPAL SERVICES

Dredging

CSA No. 29 was formed to provide dredging services for the Paradise Cay community in order to provide boating access for waterfront 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 upon the history of this community's dredging frequency, siltation begins impeding boat passage within 3-4 years of dredging.

Marin County staff have been working with property owners to remove 6 parcels from the CSA and add 1 parcel. 5 of the 6 parcels to be removed are not contiguous to any of the waterways being serviced by dredging operations and have no need to be included moving forward. The parcel targeted to be added to the CSA is both contiguous to the current jurisdictional boundary of the CSA as well as being on the water and requiring the dredging service to ensure watercraft ingress and egress to the residence. At this time, County staff plans to delay the proposed boundary adjustment⁵⁷ until after the 2020 dredging episode.

The previous 5 dredging episodes have averaged approximately 26,868 cubic yards⁵⁸ of silt removal from the CSA, and the proposed 2020 episode is targeted to remove a similar amount. As is agreed upon in the dredging permit, CSA 29 had disposal sites designated both in the San Pablo Bay as well as Alcatraz Island. The proposed dredging episode for 2020 will increase channel depth to 8 feet below the Mean Lower Low Water (MLLW) level in channels A-E, and will increase channel depth to 9 feet below MLLW level for the north and south waterways and entrance channels. A summary of prior dredging volumes is provided below in Table 10-2.

⁵⁷ Marin County Staff Correspondence, October 14, 2019

⁵⁸ [Marin County CSA 29 Documents](#)

Table 10-2: County Service Area No. 29 Past Dredging Volumes

Year(s)	Dredge Depth (MLLW)	Volume (cy)
2000	-8’/-9’	16,913
2003	-8’/-9’	15,647
2006	-8’/-9’	26,850
2009/10	-8’/-9’	41,850
2014/15	-8’/-9’	33,080

10.6 ORGANIZATIONAL STRUCTURE

Board of Supervisors

CSA No. 29 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 latent power.

The Board of Supervisors generally 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 10-3.

Table 10-3: 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. 29 and advises the Board of Supervisors on necessary actions. This Advisory Board typically meets twice 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 six appointees as noted below in Table 10-4.

Table 10-4: County Service Area No. 29 Advisory Board Members

Member	Position	Term Expiration
James Sherman	Advisor	11/5/2022
Harry Blake	Advisor	01/08/2022
Robert Cerf	Vice-Chair	01/08/2022
Eric Lyons	Chair	01/08/2022
Eugene Royal	Advisor	01/15/2022
Ken Royal	Advisor	09/10/2022

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.

10.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Advisory Board meetings are held twice 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 met twice. The spring meeting was held on March 7, 2018, and the fall meeting was held on October 10, 2018.

Annual Budget Review

CSA No. 29 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 of the Budgetary Comparison Schedule.

10.8 FINANCIAL OVERVIEW

CSA No. 29 is funded through a special tax on the properties served. Currently, the cost of the tax is \$1,500 per parcel 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 10-5.

Table 10-5: County Service Area No. 29 Financial Summary

Revenues	FY 2016-17 Actuals	FY 2017-18 Actuals	FY 2018-19 Adopted Budget
Parcel Tax	\$163,700	\$210,003	\$210,120
Total Revenues	\$165,256	\$210,003	\$210,120
Expenditures	FY 2016-17 Actuals	FY 2017-18 Adopted Budget	FY 2018-19 Adopted Budget
Construction - Dredging	\$0	\$0	\$710,000
Staffing	\$15,367	\$16,470	\$40,000
Miscellaneous	\$2,071	\$15	\$1,000
Professional Services	\$673	\$630	\$177,000
Net Total	\$145,329	\$144,540	\$928,000
Projected Fund Balance	\$574,967	\$767,856	\$49,976

With the current parcel tax being implemented in 2016 and having a lifespan of 10 years, the upcoming planned full dredging in 2020 as well as the subsequent dredging efforts, likely in 2025, will be funded by the parcel tax as it currently stands.

10.9 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 29 takes great care in ensuring compliance with proper water quality discharge requirements, as well as with the disposal of the removed sediment as to not disturb any sensitive habitat. Additionally, CSA 29 ensures that all dredging episodes are scheduled at a time of the year that does not cause a disturbance to any of the endangered or special status species in the area, including the Steelhead, Chinook Salmon, Coho Salmon, and Pacific Herring.

11.0 FLOOD CONTROL ZONE NO. 4

11.1 OVERVIEW

Flood Control Zone #4 (FZ4) encompasses .85 square miles and includes sections of the Town of Tiburon and Bel Aire. FZ4 was established in 1957 in order to address flooding problems in the community of Bel-Aire and adjacent undeveloped lands. The boundary was amended in 2001 to include subzone 4A: Strawberry Circle.

The boundaries of FZ4 were formed by the Marin County Flood Control and Water Conservation District and approved by the Board of Supervisors.

Five members that reside within FZ4 are appointed by the Board of Supervisors to serve on the Advisory Board to oversee matters involving the zone. The Advisory Board meets annually in February or March to review the budgetary needs, then schedules regular meetings throughout the year as deemed necessary by the District engineer. FZ4 sustains 8 pumps at 3 permanent pump stations in an effort to reduce flooding. In addition, FZ4 maintains 0.15 miles of berm/levee, tide gates and trash racks, and an annual vegetation program along .09 miles of creek. An overview map is provided in Figure 11-1 below.

Figure 11-1: Flood Control Zone No. 4/4A Boundary

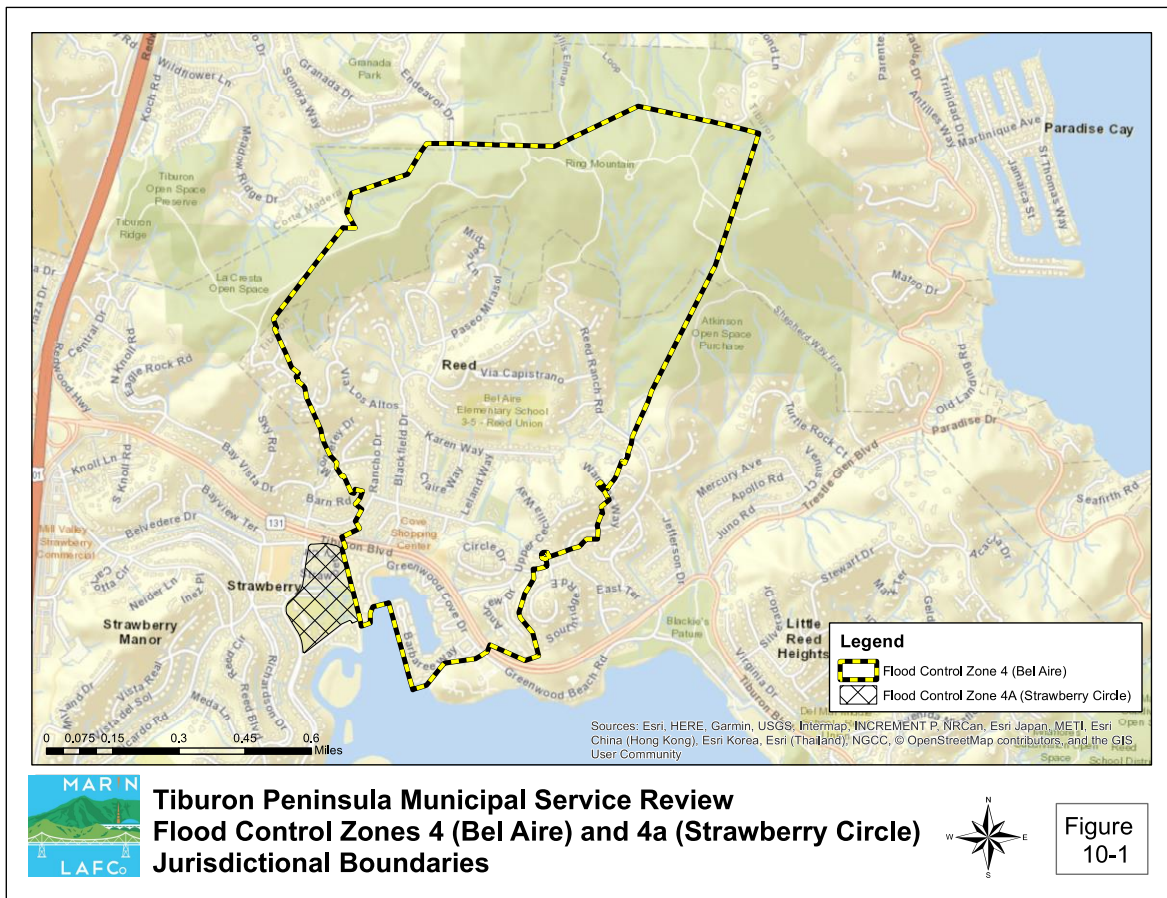


Table 11-1: Flood Control Zone No. 4 Overview

Flood Control Zone #4 and 4A – Bel Aire			
Primary Contact	Scott McMorrow		
Phone	(415) 473-2918		
Office Location:	Department of Public Works, 3501 Civic Center Drive, San Rafael, CA 94903		
Formation Date	1957	Services Provided	Flood Control
Service Area	.85 square miles	Population Served	1,500

11.2 FORMATION AND DEVELOPMENT

Flood Control Zone 4 was originally created in May of 1957, as determined by the Board of Supervisors in Resolution 4860. FZ4 was established to alleviate the perpetual flooding in the Bel Air neighborhood and nearby undeveloped territory.

In 2001, the Board of Supervisors and Marin County Flood Control and Water Conservation District passed resolution 2001-159 declaring the intention to amend FV4 and establish Subzone 4A. The approval for the amendment would be contingent on the passage of special tax Measure F presented to voters residing in Subzone 4A only. Measure F clearly exceeded the two-thirds votes required to succeed. The special tax of \$220 per year is levied annually on each parcel within the subzone boundary in order to fund the future costs of a new underground pump station.

11.3 DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

FZ4’s sphere of influence is contiguous with its jurisdictional boundary and includes a total of 850 parcels. Land uses within the zone boundary of areas in unincorporated City of Mill Valley and Town of Tiburon, which include the sub-watersheds of East and West Creeks and Salt Works Canal, which all drain into Richardson Bay.

11.4 POPULATION AND GROWTH

The FZ4 is within the community of Bel Aire which is Census Tract 1241. In 2010, the US Census reported a population of 5,441, which is a slight increase from the year 2000. All developable parcels within the boundary have been developed and increased growth is unlikely.

11.5 MUNICIPAL SERVICES

Flood Control

Flood Control Zone 4 offers pump station and vegetation maintenance, sediment removal, and precipitation and stream maintenance along the East and West Creeks.

In years 1982-83 and 1997-98, major flooding occurred throughout Marin driving the Marin County Flood Control and Water Conservation District to prepare for every year as an “El Nino year”. Preparation for flooding includes, constant assessment of the pumps and generators, regular

inspection of the levees and floodwalls, as well as the creeks to be clear of all vegetation, sediment or other issues that may block the pumps or flow of rainwater.

In early 2016, the County Flood Control and Water Conservation District determined a need for the removal of sediment accumulation near Cecilia Way along the West Creek. The County received a permit from the San Francisco Regional Water Quality Control Board and a programmatic permit from the California Fish & Wildlife as required. The work was set to begin in October of 2016 barring any disputes or concerns regarding disruption of any habitations.

11.6 ORGANIZATION STRUCTURE

Board of Supervisors

Flood Control Zone #4 was formed as a dependent special district with the Marin County Board of Supervisors as its governing body. The Advisory Board consists of five (5) members appointed by the District Board. County Supervisors are elected to four-year terms of office, with no term limits.

Table 11-2: County of Marin Board of Supervisors

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

Advisory Board

The Board of Supervisors appoint five (5) members, who shall reside in Flood Control Zone 4, to an Advisory Board that oversees the zone. That Board will make recommendations to the Board of Supervisors on necessary actions. This Advisory Board meets once a year in February or March to review budgeted items and planned projects, including design and engineering of upcoming improvements. A written update is provided to the Board of Supervisors unless a meeting is needed to discuss a time sensitive issue. The Advisory Board consists of five appointees. As of October 16, 2019, all five seats are vacant.

Staffing and District Operations

As a dependent 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).

11.7 ACCOUNTABILITY AND TRANSPARENCY

Meetings and Agendas

Advisory Board (AB) meetings are held once per year and more often as needed. AB meeting notices are posted in three public places. Meeting notices and meeting documents are posted on the District’s website. Members of the public who have requested to be notified of AB meetings are notified via email. 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 met twice. The spring meeting was held on March 22, 2018, and the fall meeting was held on September 25, 2018.

Annual Budget Review

Flood Control Zone 4 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 FCZ is included in the County of Marin Comprehensive Annual Financial Report as a line item under Public Protection of the Budgetary Comparison Schedule.

11.8 FINANCIAL OVERVIEW

FCZ 4 is funded by an apportionment of the property tax on the properties served. Additionally, subzone 4A has a special tax that was enacted in 2002 (Measure F) for \$220 annually per parcel. This special tax was raised in order to fund the future costs of a new underground pump for the subzone. This tax sunsets in 2022 and will need to be revisited at that time in order to address the necessity of renewing and/or increasing the cost per parcel. 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 11-3.

Table 11-3: FCZ 4 FY 2018-19 Proposed Operating Budget

Expenditures	FY 2017-18 Budget	FY 2018-19 Proposed	FY 2019-20 Estimate
Salaries, Benefits, and Overhead	\$473,021	\$425,000	\$386,578
Maintenance – Building and Improvements	\$241,463	\$265,723	\$273,695
Professional Services Contracts	\$307,489	-	-
Construction	-	\$2,000,000	-
Utilities	\$4,500	\$6,000	\$6,000
Misc. Expenses	\$45,200	\$45,200	\$45,200
Total Expenditures	\$1,071,673	\$2,741,923	\$711,472
Revenues	\$760,136	\$763,936	\$767,756
Projected Fund Ending Balance	\$2,151,939	\$173,952	\$230,236

11.9 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. FCZ 4's mission is to reduce the risk of flooding for the protection of life and property while utilizing sustainable practices. This mission is implemented through effective, transparent, and responsive planning, design, construction, operation, and maintenance of District-owned facilities such as storm water pump stations, detention basins, bypass drains, creeks, ditches, and levees. FCZ 4's efforts to subvert major flooding events has a major impact on water quality. Storm drains allow untreated runoff from the exteriors of our homes and businesses to flow directly to creeks and the Bay. Floods can also overwhelm sewage treatment facilities and wash untreated sewage into creeks, storm drains, and the Richardson Bay. Through their continued preventative measures, FCZ 4 protects not just people and property, but the local environment as well.