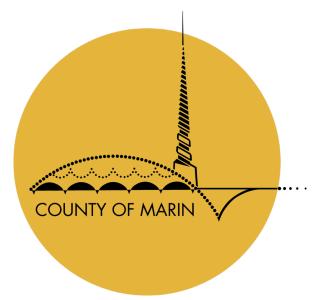
# **COUNTY OF MARIN**

DEPARTMENT OF FINANCE

INTERNAL AUDIT DIVISION



Measure W Community Oversight Committee

Measure W - West Marin Transient Occupancy Tax

Compliance Audit

For the Fiscal Year Ended June 30, 2022

Department of Finance 3501 Civic Center Drive, Suite 225 San Rafael, CA 94903 415 473 6154 T 415 473 3680 F CRS Dial 711 marincounty.org/dof

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# DEPARTMENT OF FINANCE - INTERNAL AUDIT DIVISION MEASURE W-WEST MARIN TRANSIENT OCCUPANCY COMPLIANCE AUDIT FOR THE AUDIT PERIOD JULY 1, 2021 THROUGH JUNE 30, 2022

Community Development Agency Marin County Fire Department Department of Finance - Central Collections Measure W West Marin TOT Oversight Committee Michelle Clein Pamela Lichtenwalner Scoby Zook Allan Bortel Kirk Marckwald

## I. EXECUTIVE SUMMARY

#### Background

On November 6, 2018, the voters of West Marin passed Measure W to establish the West Marin Transient Occupancy Tax area. In recognition of the impacts of visitors to the area, the approval of this measure increased the transient occupancy tax (TOT) to provide targeted funding for enhanced fire and emergency services and community housing. Effective January 1, 2019, Measure W increased the TOT tax rate in West Marin from 10.0% to 14.0% for hotels and short-term rentals, and it applied a 4.0% tax to commercial campground visitors.

Corresponding County Ordinance No. 3692 requires all funds to be used exclusively for the benefit of West Marin (West Marin Tax Area). Distribution of such revenues are to have local oversight by the Measure W West Marin Transient Occupancy Tax Oversight Committee (Oversight Committee), whereby the TOT revenue specifically generated by Measure W (Measure W TOT) is to be allocated through a 50%/50% split between fire and emergency services and long-term community housing.

#### **Governance Structure**

The Oversight Committee is comprised of resident who live in the West Marin Tax Area. Through Ordinance No. 3692, the Oversight Committee will be provided with an annual audit of the revenues and expenditures of Measure W TOT. The annual audits are aimed to provide the Oversight Committee with transparent fiscal data to ensure that Measure W TOT revenues are spent within the boundaries of the West Marin Tax Area and for the purposes approved by the voters.

#### Administration

The Marin County Tax Collector is responsible for the collection and apportionment of TOT funds. This includes both the 10.0% Uniform Transient Occupancy Tax and the 4.0% West Marin Measure W Transient Occupancy Tax.

Per Measure W, all Measure W TOT funds are to be spent exclusively for the West Marin Tax Area, whereby 50% of funds are to be allocated towards enhanced fire and emergency services, and the remaining 50% to be allocated towards community housing. All Measure W funding allocation and spending plans are subject to the approval of the Marin County Board of Supervisors.

Marin County Fire Department oversees and administers the Measure W fire and emergency services program, whereby specific allocation amounts are provided to fire districts and volunteer fire departments located in West Marin. Similarly, Marin County Community Development Agency (CDA) oversees and administers the Measure W community housing program.

## **Prioritization and Distribution of Funds**

Measure W allows for ad-hoc working groups to help inform the funding recommendations to the Marin County Board of Supervisors.

## 1. Fire and Emergency Services

In December 2018, the Marin County Fire Chief, Jason Weber, established an ad-hoc working group (Fire Working Group) to inform the recommendation of the distribution of Measure W Fire/Emergency proceeds. On July 16, 2019, the Board of Supervisors approved an Allocation Plan for Measure W West Marin TOT Fire and Emergency Agencies, with the following distribution assignments:

- 1) 17% Bolinas Fire Protection District (Bolinas)
- 2) 17% Stinson Beach Fire Protection District (Stinson)
- 3) 14% Fire Department in the Inverness Public Utility District (Inverness)
- 4) 4% Nicasio Volunteer Fire Department (Nicasio)
- 5) 8% Muir Beach Volunteer Fire Department (Muir Beach
- 6) 2% Tomales Volunteer Fire Department (Tomales)
- 7) 38% Marin County Fire Department (County Fire), which includes stations in Tomales, Point Reyes, Hicks Valley, Woodacre, and Throckmorton
- 2. <u>Community Housing</u>:

In July 2019, former CDA Director, Brian Crawford, appointed nine (9) community members that live or work in West Marin to participate on the Measure W Working Group on Fund Expenditures for Community Housing (CDA Working Group). The purpose of the CDA Working Group is to prioritize and recommend housing needs in West Marin, such as rental support, new construction, and housing for persons with disabilities, which will be considered by the Board of Supervisors and CDA staff when awarding funds to specific projects using Measure W Community Housing proceeds. Through community engagement and discussion, the CDA Working Group recommends funding priorities for a calendar year.

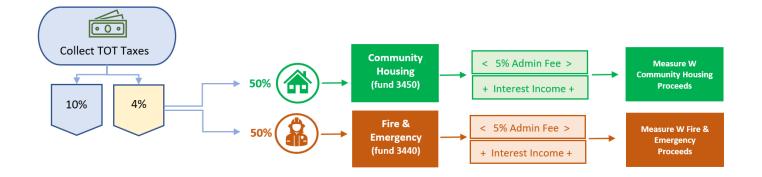
The following funding priorities for calendar year 2021, which was approved by the County of Marin Board of Supervisors on May 4, 2021, were as follows:

- 1) Housing production (70%) Funding to support the development of housing for West Marin public safety employees, teachers, and other members of the West Marin workforce, housing for families, housing for persons with disabilities, and housing for seniors. Funding is made available across the full spectrum of housing development and allowable for permanent rental, homeownership, and transitional/temporary rental.
- 2) Rental assistance and security deposit assistance (15%) Funding to help stabilize West Marin families and individuals at risk of losing current housing and in need of support to acquire new housing.
- 3) Housing needs study (10%) A study of the West Marin Tax Area establishing a baseline understanding of housing market conditions and needs.
- 4) Set-aside for future larger projects (5%) Funding to be accrued for larger housing projects in the future.

# **Expenditure of Funds**

The direct costs of the Measure W Election will be reimbursed from the initial tax collection revenue from the Measure W TOT on a one-time basis. Administrative expenses of the County of Marin shall not exceed 5% of the tax revenue in any year, with any costs of the annual audit for the Oversight Committee paid first, and the remainder split equally between fire/emergency services and community housing.

Measure W TOT proceeds are intended to *augment* support for West Marin fire and emergency protection, as well as West Marin community housing. Therefore, disbursements of Measure W TOT proceeds shall be subject to terms and conditions established by the County including, but not limited to, requiring recipients to certify that these funds are being used to enhance services beyond available resources.



## **II. SUMMARY OF WORK**

## Audit Scope and Objective

For the audit period July 1, 2021 through June 30, 2022, determine that Measure W TOT proceeds were collected, distributed, and spent in compliance with Marin County Code Section 3.05.35 and Marin County Ordinance No. 3692.

## Audit Approach

The Measure W compliance audit was conducted based on an audit plan that included an assessment of the Measure W internal controls, assets, liabilities, fund balance, revenues and expenditures. We performed testing through inquiry, inspection and examination of the scope period noted above, and performed our examination in accordance with Generally Accepted Government Auditing Standards (GAGAS, or "Yellow Book") and the Institute of Internal Auditors Standards for the Professional Practice of Internal Auditing. Detailed work papers are available for review upon written request to the Department of Finance Internal Audit Division.

#### Procedures

The compliance procedures performed, and their corresponding results are listed below:

	COMPLIANCE		
PROCEDURE	AREA	PROCEDURE DESCRIPTION	RESULTS
1	Tax	Reviewed and assessed the adequacy of policies, procedures	No
	Collector	and documentation of the TOT collection process for the	exceptions
		10.0% Uniform Transient Occupancy Tax (TOT) and the	noted
		additional 4.0% Measure W TOT tax to ensure compliance with	
		the requirements of the corresponding Code and Ordinance.	
2	Tax	Assessed whether the Measure W TOT tax collection	No
	Collector	administration system of internal controls were operating	exceptions
		effectively to minimize compliance risks	noted
3	Тах	Assessed the compliance and applicable audit assertions	No
	Collector	associated with the tax collection and apportionment of West	exceptions
		Marin TOT revenues during the audit period.	noted
4	Tax	Examined Measure W TOT cash receipts for the audit period	No
	Collector	and validated that they were properly allocated through a	exceptions
		50%/50% split between fire emergency services (Special	noted
		Revenue Fund 3440) and community housing (Special Revenue	
		Fund 3450) for each allocation interval, that such allocations	
		were recorded in the County financial system accurately.	
5	Fire &	Assessed the compliance and applicable audit assertions	See Section
	Emergency	associated with the administration of Measure W Fire &	111
		Emergency proceeds.	Observation
			#1
6	Fire &	Validated that the annual Administrative Fee Reserve of not-	No
	Emergency	to-exceed 5.0% was accurately calculated, retained and not	exceptions
		subject to distribution.	noted
7	Fire &	Verified that an ad-hoc working group was established for the	No
	Emergency	purpose of providing recommendations on the priorities and	exceptions
		funding expenditures for West Marin fire and emergency	noted
		services, that such ad-hoc working group provided formal	
		recommendations to the Marin County Board of Supervisors,	
		and that those recommendations were approved by the Board.	
8	Fire &	Examined cash disbursements made from the Measure W TOT fi	
	Emergency	emergency services special revenue fund during the audit period	
		validated that such allocations were made in compliance with th	e provisions
		of Measure W (County Ordinance No. 3692), as follows:	

				1		
		8(a)	Verified that Marin County Fire Department did not obtain more funds in a year than the combined allocation to other West Marin fire districts and volunteer fire departments.	No exceptions noted		
		8(b)	Validated that all cash disbursements were allocated in accordance with the Board-approved Allocation Plan.	No exceptions noted		
		8(c)	Examined evidential matter provided by County management and external agencies to verify that Measure W Fire & Emergency program expenditures for fire and emergency services were spent in accordance with the requirements of Measure W.	No exceptions noted		
		8(d)	Confirmed Measure W funds in the possession off each Member Agency (cash on-hand) as of July 1, 2021 and June 30, 2022 via cash confirmations, signed and certified by Member Agencies. Verified that cash balances attested to as of July 1, 2021 agreed to prior year audit report. Verified that current year changes to cash balance agreed to current year expenditures incurred, as verified through audit test work performed in Procedure 8(c) above.	See Section III Observation #2		
		8(e)	Examined evidential matter provided by sub-recipients to ensure that certification was provided attesting that TOT proceeds were used to enhance services beyond available sub-recipient resources.	No exceptions noted		
9	Community Housing	associa	ed the compliance and applicable audit assertions ated with the administration of Measure W Community ng proceeds.	No exceptions noted		
10	Community Housing	to-exc	ted that the annual Administrative Fee Reserve of not- eed 5.0% was accurately calculated, retained and not t to distribution.	No exceptions noted		
11	Community Housing	Verifie Fees a	Verified that claims made and processed for Administrative Fees are properly supported and do not exceed the Administrative Fee Reserve balance.			
12	Community Housing	Examir housin allocat (Count	Examined cash disbursements made from the Measure W TOT concerns a special revenue fund during the audit period, and validate allocations were made in compliance with the provisions of Meas (County Ordinance No. 3692), as follows:			
		12(a)	Validated that all cash disbursements were allocated in accordance with Board approval or the Funding Priorities Plan for Calendar Year 2021, as recommended by the CDA Working Group and approved by the County Board of Supervisors on May 4, 2021.	No exceptions noted		
		12(b)	Examined evidential matter provided by County management to verify that Measure W Community Housing program expenditures for community housing were spent in accordance the requirements of Measure W.	No exceptions noted		

#### **III. FINDINGS AND RECOMMENDATIONS**

Based on the audit procedures performed, we noted the following observations and discussed our specific recommendations and opportunities for improvement with Management:

### 1. Observation #1: Risk of Commingled Funds

It is important to note that Marin County Fire Department serves two distinct roles with respect to the Measure W Fire & Emergency program area, each role with its own set of specific and unique responsibilities: 1) As the Administrator of the Measure W Fire Allocation Plan; and 2) As a Member Agency of the Fire Working Group. Through our review of the processes and procedures performed by Marin County Fire in their administration of Measure W TOT funds (Compliance Procedure #5), we noted opportunities for improvement. Special Revenue Fund 3440 serves as the main repository of Measure W TOT collections mandated for Fire & Emergency. Measure W TOT proceeds contained within this fund are then allocated to the Member Agencies of the Fire Allocation Plan.

As previously noted in prior year's audit report, we observed that Special Revenue Fund 3440 also contained cash balances and expense transactions that were exclusive to Marin County Fire Department as a Member Agency. Meaning, Marin County Fire's portion (38%) of Member Agency allocations, and corresponding expenditures Marin County Fire incurred to enhance fire and emergency protection services, were maintained in Special Revenue Fund 3440.

For the current year's audit period, we did observe that Marin County Fire implemented prior year's audit recommendation by establishing a separate and distinct fund (Member Agency Fund 3510) and appropriately recorded their current year member agency distribution to this fund. However, per our review of the Countywide general ledger, we noted that there remained residual fund balance in the Measure W TOT Fund 3440 belonging to Member Agency Marin County Fire that should have been transferred to Member Agency Fund 3510.

Through June 30, 2022, Member Agency Marin County Fire had spent a total of \$83,018.48 of program expenditures from Measure W TOT Fund 3440. Similarly, of the total cash balance held in Measure W TOT Fund 3440 on June 30, 2022, \$515,102.61 represents allocation amounts owed to Member Agency Marin County Fire but not yet distributed, resulting in a net fund balance of \$432,084.13 in Measure W TOT Fund 3440 that should be transferred to Member Agency Fund 3510.

#### **Recommendation:**

We recommend that Management make the necessary accounting entries to transfer the remaining fund balance currently residing in Measure W Fund 3440 to Marin County Fire Member Agency Fund 3510.

#### Management Response:

County of Marin Fire Department Management agreed with our recommendations.

## 2. Observation #2:

Through our confirmation and recalculation of cash balances attested to by the Member Agencies of the Measure W Fire & Emergency program area, in conjunction with our examination of the cash ledgers, we noted a discrepancy between cash balances confirmed and attested to by Tomales Volunteer Fire Department, as compared to the allocation disbursements issued to them. We determined that this discrepancy originated from an outstanding uncashed check issued in September 2019 in the amount of \$3,336. While typically an uncashed check is considered a timing difference and therefore a permissible and expected reconciling item, we consider this to be an audit observation worth noting due to the nature of the potential internal control risk, as this uncashed check has remained unresolved since FY 2021 by by Tomales Volunteer Fire Department.

As observed in prior audits, we provided a series of recommendations to Management, including the recommendation that an at-least quarterly cash review and reconciliation be implemented. If a quarterly cash reconciliation process had been implemented, it would have increased the likelihood that this outstanding check be identified by Management, and in turn aide them in their administrative oversight of Tomales Volunteer Fire Department.

#### Recommendation:

Consistent with prior year recommendations, we continue to recommend that Management implement a practice of performing an at-least quarterly cash reconciliation, and that such reconciliation be reviewed and approved by someone other than the preparer.

#### Management Response:

County of Marin Fire Department Management agreed with our recommendations.

#### Conclusion

We have completed our audit over the specific Measure W compliance requirements described in the County's Measure W ordinance as of and for the fiscal year ended June 30, 2022, noting no findings or instances of noncompliance. We have identified process improvement observations and made specific recommendations, for which Management has agreed to incorporate and implement going forward.

In our opinion, the County complied, in all material respects, with the provisions of Marin County Code Section 3.05.35 and Marin County Ordinance No. 3692 for the audit period July 1, 2021 through June 30, 2022. Comparative Financial Statements as of and for the fiscal year ended June 30, 2021 and 2022 are located in **APPENDIX A** of this report. A detailed accounting of Measure W TOT by Program Area for Fiscal Year 2022 is in **APPENDIX B** of this report, and corresponding Expenditure Detail is provided in **APPENDIX D** of this report.

We appreciate the assistance and cooperation of the Marin County Fire Department, Marin County Community Development Agency, and the Department of Finance Central Collections Division during the performance of this audit. Please contact us if you have any questions or comments regarding any of the information contained in this audit report.

#### IV. DISTRIBUTION

Community Development Agency Management Marin County Fire Department Management Department of Finance Management Measure W Community Oversight Committee

Audit Team:

Michelle Camacho, Audit Manager

Issued this 26th day of January 2023

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Mina Martinovich, CPA Director of Finance APPENDIX A



# Measure W West Marin Transient Occupancy Tax Comparative Balance Sheets As of June 30, 2021 and 2022

	June 30, 2021				June 30, 2022							
	Fire Emerge			mmunity Iousing	_	Total	Er	Fire & mergency		munity using	1	ōtal
ASSETS												
Cash and Investments in County Pool	\$ 668,	018	\$	965,970	\$1	,633,988	\$	743,568	\$1,6	17,131	\$2,3	360,699
Due from Other Funds	50,	050		-		50,050		83,079		-		83,079
Total Assets	718,	068		965,970	1	,684,038		826,647	1,6	17,131	2,4	143,778
LIABILITIES												
Accounts Payable	\$3,	343	\$	-	\$	3,343	\$	3,336	\$	-	\$	3,336
Due to Other Funds	489,	723		-		489,723		515,103		-	5	515,103
Due to Other Governments	212,	020		-		212,020		253,428		-	2	253,428
Total Liabilities	705,	086		-		705,086		771,867		-	7	771,867
FUND BALANCES												
Restricted		-		951,073		951,073		-	1,5	91,224	1,5	591,224
Assigned	12,	982		14,897		27,879		54,780		25,907		80,687
Total Fund Balances	12,	982		965,970		978,952		54,780	1,6	17,131	1,6	571,911
Total Liabilities and Fund Balances	\$ 718,	068	\$	965,970	\$1	,684,038	\$	826,647	\$1 <u>,</u> 6	17,131	<u>\$2</u> ,4	143,778

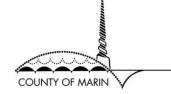
APPENDIX A



# Measure W West Marin Transient Occupancy Tax Comparative Statement of Revenues, Expenditures, and Changes in Fund Balances For the Fiscal Years Ended June 30, 2021 and 2022

	_	Fiscal Year 202	1	Fiscal Year 2022				
	Fire & Emergency	Community Housing	Total	Fire & Emergency	Community Housing	Total		
REVENUES								
Taxes	\$ 556,793	\$ 556,793	\$1,113,586	\$ 935,294	\$ 935,294	\$1,870,588		
From Use of Money and Property	3,272	3,660	6,932	669	886	1,555		
Total Revenues	560,065	560,453	1,120,518	935,963	936,180	1,872,143		
Expenditures								
Current								
General Government	54,847	35,701	90,548	5,000	35,799	40,799		
Public Protection	532,061	-	532,061	889,165	-	889,165		
Public Assistance		8,065	8,065	-	249,220	249,220		
Total Expenditures	586,908	43,766	630,674	894,165	285,019	1,179,184		
NET CHANGE IN FUND BALANCES	(26,843)	516,687	489,844	41,798	651,161	692,959		
Fund Balances - Beginning of Year	39,825	449,283	489,108	12,982	965,970	978,952		
FUND BALANCES - END OF YEAR	\$ 12,982	\$ 965,970	\$ 978,952	\$ 54,780	\$1,617,131	\$1,671,911		

**APPENDIX B** 



# Measure W West Marin Transient Occupancy Tax Account Balances by Program Area For the Fiscal Year Ended June 30, 2022

	Fire	e & Emergency	Com	munity Housing	Total
Measure W TOT Collections	\$	935,294.50	\$	935,294.59	\$ 1,870,589.09
Pooled Interest Income		668.92		885.76	1,554.68
Total Measure W TOT Revenue		935,963.42		936,180.35	1,872,143.77
Less: 5% Administrative Fee Reserve		(46,798.17)		(46,809.02)	(93,607.19)
Total Measure W TOT Proceeds		889,165.25		889,371.33	1,778,536.58
Measure W TOT Proceeds Allocated for:					
Fire and emergency services		(822,378.03)		-	(822,378.03)
Housing production		-		(221,720.00)	(221,720.00)
Other <sup>1</sup>		-		(27,500.00)	(27,500.00)
Total Measure W TOT Proceeds Allocated		(822,378.03)		(249,220.00)	(1,071,598.03)
Measure W TOT Proceeds Balance Unallocated		66,787.22		640,151.33	706,938.55

<sup>1</sup> The project does not align with the priorities recommended by the Working Group and adopted the Board. However, the Measure W community housing guidelines authorize the Board to approved projects that address community housing goals, but do not fall within the approved priorities. The Marin County Board of Supervisors approved the funding to support the first two phases of a three-phase process for the West Marin Housing Collaborative on October 26, 2021.

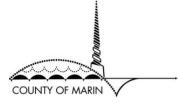
APPENDIX C



# Measure W West Marin Transient Occupancy Tax Fire & Emergency Allocations Earned and Spent by Member Agency As of and For the Fiscal Year Ended June 30, 2022

MEMBER AGENCY	Allocations Due To / (From) Juy 1, 2021	Allocations Earned	Allocations Distributed	Allocations Due To / (From) June 30, 2022
Bolinas	58,134.64	151,158.09	(139,804.32)	69,488.41
Inverness	47,875.48	124,483.13	(115,132.87)	57,225.74
Muir Beach	27,357.13	71,133.22	(65,789.92)	32,700.43
Nicasio	13,678.57	35,566.61	(32,894.97)	16,350.21
Stinson	58,134.64	151,158.09	(139,804.32)	69,488.41
Tomales	6,839.78	17,783.30	(16,447.98)	8,175.10
Marin County Fire	489,723.47	337,882.79	(312,503.65)	515,102.61
Total	701,743.71	889,165.23	(822,378.03)	768,530.91

	<b>Unspent Allocations</b>		Allocations	<b>Unspent Allocations</b>
MEMBER AGENCY	July 1, 2021	Allocations Received	Spent	June 30, 2022
Bolinas	64,973.25	139,804.32	(66,420.34)	138,357.23
Inverness	(27,193.05)	115,132.87	(9,645.00)	78,294.82
Muir Beach	73,051.29	65,789.92	(27,500.00)	111,341.21
Nicasio	(6,673.00)	32,894.97	(32,894.97)	(6,673.00)
Stinson	8,538.10	139,804.32	(140,100.05)	8,242.37
Tomales	18,935.14	16,447.98	(2,135.00)	33,248.12
Marin County Fire	(50,049.96)	312,503.65	(65,092.75)	197,360.94
Total	81,581.77	822,378.03	(343,788.11)	560,171.69



# Measure W West Marin Transient Occupancy Tax Expenditure Detail For the Fiscal Year Ended June 30, 2022

FIRE & EMERGENCY	Proceeds Spent	т/м	COMMUNITY HOUSING	Proceeds Spent	T/M
Bolinas	(66,420.34)	А	Housing Production	(221,720.00)	) н
Inverness	(9,645.00)	в	Other <sup>1</sup>	(27,500.00)	)
Muir Beach	(27,500.00)	с	Total	(249,220.00)	)
Nicasio	(32,894.97)	D			
Stinson	(140,100.05)	Е			
Tomales	(2,135.00)	F			
County Fire	(65,092.75)	G			
Total	(343,788.11)	-			

#### Nature of

т/м	Expenditures	Expense Amount	West Marin Area	Description
A	Salaries and benefits	\$ (66,420.34)	Bolinas	50% of Assistant chief salary, increase in Night Officer Duty Shift pay and addition of Night Driver, and expansion of 4-month seasonal firefighter program to year-round part-time
В	Salaries and benefits	\$ (9,645.00)	Inverness	Personnel Expenses, Supplies & Inventory, and Administration costs
С	Salaries and benefits	\$ (27,500.00)	Muir Beach	Fire Chief Stipend
D	Supplies & Inventory	\$ (32,894.97)	Nicasio	Supplies & Inventory, and Administration costs
E	Salaries and benefits	\$ (140,100.05)	Stinson	Captain 1, Duty Officers and Night driver
F	Equipment Rental & Training	\$ (2,135.00)	Tomales	Equipment Rental, Training, Medical
G	Professional Services: Disaster Coordinator	\$ (6,000.00)	San Geronimo Valley	Contracted professional services for San Geronimo Valley Disaster Coordinator
G	Supplies & Minor Equipment	\$ (32,124.23)	(various)	Supplies & Inventory, and Repairs
G	Tuition & Training	\$ (26,968.52)	(various)	Tuition and Training for various individuals
н	Preservation of Affordable Housing	\$ (1,720.00)	San Geronimo Valley	Planning, capital needs assessment, appraisal, and financing costs for the development of the Two Bird property in San Geronimo
н	Preservation of Affordable Housing	\$ (20,000.00)	Stinson	Rehabilitation of studio apartment
н	Acquisition and Preservation of Affordable Housing	\$ (200,000.00)	Pt. Reyes	Acquisition and Rehabilitation of property
I	Housing Collaborative	\$ (27,500.00)	(various)	Hire consultant to develop a Collaborative Operating System of decision - making, vision, goals, strategic priorities and workplans
	•			

<sup>1</sup> Refer to Appendix B