June 4, 2019

Marin County Board of Supervisors
3501 Civic Center Drive
San Rafael, CA 94903

SUBJECT: Proposed County and Special District Budget

Dear Supervisors,

RECOMMENDATION
1. Accept the Administrator’s Proposed FY 2019-20 County Budget for public review, including special districts under the Board (see Schedule 12 attached), pending your Board’s formal adoption of the County Budget;
2. Schedule public hearings on the Proposed FY 2019-20 County Budget to begin on Monday June 17, 2019 in the Board of Supervisors Chambers at 9:00 a.m.; and
3. Authorize the County Administrator and Director of Finance to make technical and other carry forward adjustments as necessary to properly budget and account for grants, projects and year-end fund balances, including:
   a. designation of assigned and committed year-end fund balances and the carry-forward of prior year administrative designations (Attachments A-B); and
   b. other technical adjustments as necessary to accurately reflect the budget - including position and required labor agreement adjustments, the roll forward of existing designations, and Budget Change Proposals and other one-time allocations outlined in the Proposed Budget.

OVERVIEW
This is the second year of the County’s two-year budget process, and the Proposed FY 2019-20 Budget is largely consistent with the plan approved by your Board last June. The extended economic stability has provided an opportunity to focus on long-term strategies, pay down unfunded retiree obligations and increase investments in roads, facilities and technology. The budget is fiscally sound and reflects your Board’s highest priorities.

BUDGET SUMMARY
The FY 2019-20 Proposed All Funds budget is $630.8 million, a 6.9 percent increase compared to the prior year. The ongoing All Funds budget, which excludes one-time expenses, is $591.8 million, a 6.01 percent increase over the prior year. The General Fund, which is the primary operating fund for the County, is $474.2 million, a 7.0 percent increase from the prior year. Including special districts under the Board, the
County’s total budget for FY 2019-20 is $677.1 million, which is a 7.3 percent increase from the prior year. A schedule of special district sources and uses is attached (Schedule 12 in State Auditor-Controller format).

### General Fund and HHS Operating Fund

<table>
<thead>
<tr>
<th></th>
<th>FY 2017-18</th>
<th>FY 2018-19</th>
<th>FY 2019-20</th>
<th>% Change</th>
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<td></td>
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### All Funds

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<th>FY 2017-18</th>
<th>FY 2018-19</th>
<th>FY 2019-20</th>
<th>% Change</th>
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<tr>
<td></td>
<td>Approved</td>
<td>Proposed</td>
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### Expense

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<tr>
<td>Total General Fund Uses</td>
<td>$440,769,732</td>
<td>$443,119,221</td>
<td>$474,248,747</td>
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## A BALANCED BUDGET

Because of our past decisions to reduce ongoing spending, the budget is balanced and structurally sound. As the economy has sustained moderate growth, locally generated revenues such as property tax, sales tax and transient occupancy tax have rebounded and remain strong. The single largest source of discretionary revenue for the County’s General Fund is secured property tax, which is projected to increase by 5.25 percent in FY 2019-20.

Personnel costs, which represent over 60 percent of the County expenditure budget, are increasing by 3.5 percent, and are largely driven by cost of living adjustments for county employees. Other significant increases to the ongoing budget include $4 million for roads and a $4 million contribution to the Facility
Reserve, both funded by increased ERAF revenues. One-time expenditures total $38.9 million, a $7.3 million increase from the prior year, and are largely funded by FY 2018-19 savings in the General Fund. Recommended allocations of General Fund one-time expenditures are included on page 24 of the FY 2019-20 Proposed Budget document.

The County remains committed to fully budgeting and funding its annual required contributions to both pension and retiree health benefits. Over the past few years, the County has established a trust fund for retiree healthcare benefits, which now has a balance of over $100 million, created a pension rate stabilization reserve, and made accelerated discretionary payments to pay down unfunded retiree liabilities. The proposed budget recommends a $1.1 million contribution to the pension rate stabilization reserve to bring the balance of the reserve to $10 million. This reserve can be used to offset volatility in pension rates and help us address future pension increase in a thoughtful manner and avoid short-term service reductions.

The current economic expansion is now nearing ten years and will become the longest sustained recovery in modern history. Most economists continue to project a slowdown within the next two years; however, the timing and severity of the slowdown is less certain, particularly for the Bay Area.

Economic indicators for Marin County remain positive. In terms of unemployment and personal income measures, Marin remains ranked among the top counties in the state. The housing market remains strong, particularly in terms of median sales prices. In 2018, the median sales price of a single-family home in Marin rose by 15 percent to $1.15 million, although the number of units sold decreased by nine percent to 2,952. Marin also continues to be one of the healthiest counties in the state despite having one of the oldest populations. However, total population growth and the number of new housing units in Marin have continued to lag behind other counties in the Bay Area.

Despite a strong local economy and a relatively stable fiscal outlook for the state, Marin continues to be a slow growth county. This is a function of the County’s financial structure, with nearly 40 percent of its discretionary revenue coming from local taxes. Since the County of Marin is primarily funded by property tax revenue, the County’s fiscal outlook is closely linked to changes in local assessed property values. Because of Proposition 13 limitations and relatively low levels of new construction, we are projecting a gradual slowdown in the annual growth rate for countywide assessed value over the next five years.

**FUNDING PRIORITIES**

To be a responsive government, the County of Marin must continue to understand major trends, adapt to new community needs, and plan for future uncertainties. With each two-year budget cycle, we assess the community’s top priorities. This year, the County conducted a resident survey that affirmed our focus on the current community priorities.

As shown in the graphic below, 75 percent of the community agreed the current community priorities were all “essential” or “very important,” with 90 percent agreeing that investing in County infrastructure and improving disaster preparedness were the
most critical priorities for the County. Results of the survey are available on the County’s website at [www.marincounty.org/residentsurvey](http://www.marincounty.org/residentsurvey). Over the next year, we will continue to engage the community to refine and enhance our focus on these priorities.

![Survey Results Chart]

**INVESTING IN COUNTY INFRASTRUCTURE**

Providing quality County facilities and road maintenance is a vital component of local government service. While we are fortunate to own many of our County facilities, more than half of the County’s 44 buildings are over 20 years old and in need of significant repair. The County also maintains 420 miles of roads in unincorporated areas and the current pavement condition index (PCI) is 65.

As shown in the chart on the following page, the County’s recent investments in road improvements have resulted in a significant increase in the pavement quality index (PCI) for County-maintained roads. However, despite the recent investments and improved PCI scores, deferred road maintenance is currently estimated to be $70 million.

The Road Repair and Accountability Act of 2017 (SB 1) has increased statewide gas taxes to create additional ongoing revenue for County road improvements. This ongoing revenue source is critical to maintaining progress toward improving pavement conditions, especially as construction costs continue to rise. Marin County voters also recently approved an extension of the Measure AA sales tax, which will provide approximately $1.7 million in annual revenue for road improvements and transportation enhancements. In FY 2019-20, the all funds roads budget is $23.4 million, including $9.6 million in General Fund contributions for road improvements. This includes an additional $4 million per year in new ongoing funding for County...
road maintenance, $3 million in one-time funding and $2.1 million in required maintenance of effort contributions.

In addition to our roads, there is currently over $150 million in deferred maintenance for County-owned buildings and facilities. High priority facility needs have been identified that total over $80 million, including the Woodacre Fire Department Headquarters, Juvenile Hall, the Marin Center, and the General Services Building. In order to address the significant costs, the County has a goal to contribute $40 million to the facility reserve over the next five years. This Proposed Budget includes a $5 million contribution to the facility reserve as part of the long-term facility funding strategy. When opportunities arise, the County will look to leverage this reserve and other funds to rehabilitate or improve facilities that provide key services to the community. County staff are also exploring the expansion of residential behavioral health services at the County’s 920 Grand Avenue facility in San Rafael, increasing annual investments in the social services facility on 120 N. Redwood, and planning for improvements to parks and libraries.

**IMPROVING DISASTER PREPAREDNESS**

The past few years have shown that wildfires are a growing threat for all California communities. Since fire knows no jurisdictional boundaries, the County is working with cities, towns and other fire agencies to explore a countywide wildfire prevention program that enhances protection for all Marin residents. Additionally, a partnership between Marin County Fire and Marin County Parks adds an additional fire crew for the next two years to enhance vegetation management efforts on open space lands throughout the County.

County residents also face new threats in the form of sea level rise and climate change. The County proclaimed a local state of emergency on February 15, 2019 because of the severe impacts of storm damage largely focused in the baylands of...
eastern Novato, directly south of Highway 37. The County has prioritized climate change adaptation in recent years and is assessing current and future effects of sea level rise, including a focused assessment of Highway 37 between Highway 101 and the Petaluma River to help recommend improvements that will increase resiliency to the flood-prone corridor.

The importance of broad and effective resident communication has never been greater. When asked to rate the Board’s five current budget priorities by importance, nearly 90 percent of respondents prioritized disaster preparedness as an essential or a very important priority. Alert systems such as Alert Marin, Nixle and other tools are critical to resident safety and ongoing efforts are needed to increase the number of subscribers and to coordinate the messaging of the various alert services. Communication with the public can save lives in the event of a disaster and can also help inform and educate residents about how to prepare and mitigate risks. Broad and effective resident communication can help ensure that residents maintain defensible space around homes through responsible vegetation management and keep driveways and roads clear to ensure access by first responders during a wildfire.

This summer, Pacific Gas and Electric will be expanding its Public Safety Power Shutoff (PSPS) program into the Bay Area, including Marin – a precautionary measure to help reduce the risk of wildfires by turning off electricity in the interest of public safety if certain conditions are met. The PSPS program will become part of our “new normal” as accelerating climate change has led to larger, costlier, and more frequent wildfires in the state than ever before, burning almost year-round. The proposed budget includes funding to improve public communications for emergency services, as well as funding for one-time emergency preparedness initiatives.

PRESERVING AFFORDABLE HOUSING AND HOUSING FIRST

Preserving affordable housing is one of the top priorities for the County, and respondents of the recently completed Resident Survey concur. Home prices and rents are becoming increasingly unaffordable for many residents and County employees. Over the past three years, the County has pursued a variety of initiatives to preserve and enhance affordable housing, including the investment of nearly $6 million to help create or preserve up to 240 affordable housing units.

In December 2018, the Board approved an ordinance requiring landlords to provide reason, or a just cause, before evicting a renter in the unincorporated areas of Marin. The Board also expanded a fee waiver program to encourage the creation of both accessory dwelling units (ADUs) and junior accessory dwelling units (JADUS) through 2019. The County also recently entered into a new voluntary compliance agreement (VCA) designed to improve local fair housing choice and to result in more affordable housing options. One of the provisions of the VCA is for the County to facilitate the creation of at least 100 units of affordable housing available to families outside areas of racial or ethnic concentrations.
In January, the Board allocated an additional $4.1 million from its General Fund to support the acquisition, preservation and development of more affordable housing and this Proposed Budget includes a $3 million one-time contribution to the Affordable Housing Trust Fund, which will partly be used to purchase and rehabilitate the Coast Guard housing in Point Reyes Station. The proposed budget also includes funding to continue support for the Landlord Partnership program, a partnership between the County and the Marin Housing Authority to revitalize Golden Gate Village, as well as funding for mandatory mediation for rent increases above five percent, and enhanced inspections of multi-family housing units.

Homelessness in Marin remains a top priority for the County, with a goal of ending chronic and veteran homelessness by the end of 2022. With data showing that people who are chronically homeless will have a life expectancy 25 years less than their housed peers, the County’s goals are to reduce barriers to access, revamp outreach programs, and better connect people who need intensive services with the appropriate housing.

The most recent “point-in-time” count of homeless residents in January 2019 reflected a reduction in homelessness of 28 percent over the past two years. In partnership with neighboring jurisdictions and community-based organizations, 128 chronically homeless residents have been housed since 2017.

Progress towards reducing homelessness in Marin has been the result of many factors, including new programs and partnerships with community-based organizations and law enforcement. The Housing First model prioritizes the most vulnerable people experiencing homelessness and provides permanent housing before offering services. The Coordinated Entry program has helped simplify the process for clients to receive services by streamlining the intake, assessment and referral process, and the County’s partnership with the Marin Housing Authority provides up to 50 new permanent supportive housing beds per year by pairing Section 8 vouchers with Whole person Care and behavioral health services.

The County’s efforts toward reducing homelessness will be supported with County investments and over $9.0 million in state and federal funds in FY 2019-20, including $4.8 million from California Business, Consumer Services and Housing Agency for homelessness programs and $4.5 million from the U.S Department of Housing and Urban Development’s competitive Continuum of Care Program. The state funding is a Homeless Emergency Assistance Program (HEAP) grant designated to two County partners: Homeward Bound of Marin will use $4.5 million to assist with the redesign of its Mill Street Center in San Rafael, adding 32 permanent supportive housing beds, and St. Vincent de Paul will use $300,000 for a diversion pilot program that will provide newly homeless people with immediate assistance to end their housing crisis.

ADDRESSING CLIMATE CHANGE AND SEA LEVEL RISE
The County’s 2015 Climate Action Plan update established reduction targets for municipal greenhouse gas emissions (GHG). Over the past three years, local
municipal actions have included energy efficiency improvements to County-owned buildings and facilities, increased fuel efficiency and alternative fuel vehicles in the County fleet, reduced water usage and waste production from County facilities, and reduced emissions from County employees’ daily commute. In 2017, the County switched all electrical utility accounts to MCE “Deep Green” renewable energy program. These actions have reduced the County’s annual carbon emissions by more than 2,270 tons and have enabled the County to achieve its 2020 municipal emissions reduction target two years ahead of schedule.

The budget includes funding to support efforts to address sea level rise and reduce our carbon footprint. Over the next fiscal year, DRAWDOWN: Marin will develop emissions reduction and sequestration strategies that will be incorporated into the County’s next Climate Action Plan and Countywide Plan update. The budget includes additional support for BayWAVE staff and $500,000 to fund projects across the county that help mitigate or adapt to sea level rise. It also includes funding to expand the Structural Elevation Program which assists homeowners in accessing grant funding to make their homes more resilient to flooding and sea level rise.

The County continues to support reduced vehicle emissions by replacing its aging fleet with hybrid vehicles and by utilizing grant funds to install electric vehicle charging stations on the County’s facilities. In October, we added 41 EV charging stations at the Civic Center and we are currently working with PG&E to install an additional 22 charging units at 1600 Los Gamos. The County’s fleet now includes over 70 hybrid vehicles and 15 electric vehicles. Ongoing funding for the RideGreen commute alternatives program continues to encourage and incentivize employees to use public or human-powered transportation to get to and from work and currently averages 255 participants per month.

Additional funding will go toward coordination of a program to reduce the use of single-use utensils in food service businesses. Various County departments and community partners will work to develop a multi-tiered program to support the drafting and implementation of this ordinance.

**PRIORITIZING RACIAL EQUITY**

The Board of Supervisors has defined equity as just and fair inclusion in which everyone – including members of all racial and ethnic groups – can participate, prosper, and reach their full potential. Equity gives all people a chance in life despite historic patterns of racial and economic exclusion. The County will evaluate policy decisions through a racial equity lens to ensure that marginalized communities are not negatively impacted.

One important step to address historical disparity in Marin is to establish and align departmental equity initiatives with Board of Supervisors’ goals and set measurable outcomes to evaluate the success of those initiatives. In 2019, the County created and hired an Equity Director to lead equity initiatives and develop stronger community partnerships. The Director will develop a racial equity tool that will be used to evaluate policy impacts on the community and will partner with County...
employees, focusing on both internal equity initiatives and equitable service delivery in Marin, to develop an equity ecosystem.

In this coming year, the Equity Director, in collaboration with the CAO and HHS, will work to implement the HHS racial equity plan, will partner with county departments and nonprofit agencies to develop a robust equity and jobs initiative focusing on internships and apprenticeships, and will continue to work in partnership with other local jurisdictions through GARE (Government Alliance on Race and Equity). Marin County’s focus on equity is intensifying and partnerships across the organization will be required in order to make needed structural changes.

STATE AND FEDERAL POLICIES
Approximately 40 percent of the County’s budget is comprised of federal revenues or state matching revenues. With recent and potentially additional federal policy revisions, the County remains at risk of reduced ongoing funding and stability of safety net programs. The President’s FY 2020 budget includes proposals that would result in significant reductions in spending over the next ten years, including over $1.0 trillion of cuts to non-defense discretionary spending. Over the next decade, the budget proposal calls for implementing significant cuts to key programs, including about $660 billion from repealing and replacing the Affordable Care Act (ACA); $645 billion in other health care cuts, including Medicare reforms; and $330 billion from reductions in and reforms to various safety net programs. While these are only Administration proposals, and much negotiation remains, we are concerned with continued federal proposals to scale back on safety net programs for our most vulnerable residents.

In addition to funding challenges for safety net programs, federal policy changes are a concern for Marin. As a coastal county drastically affected by sea level rise and working to be more environmentally sustainable, the County opposes federal efforts to slow or reverse efforts to mitigate climate change – including any proposals to allow offshore drilling. The County will continue to oppose immigration policy efforts that would eliminate pathways to full and equal citizenship, restrict the rights of immigrants, break up families, or build a wall along the southern border. The County strongly supports restoration of the Deferred Action for Childhood Arrivals (DACA) program and opposes any rollback on ACA commitments, including proposals to shift to a block grant or per-capita funding system for Medicaid funding to states. In Marin alone, more than 50,000 residents benefited from new or expanded ACA coverage, about 20 percent of the population.

Finally, with the disastrous North Bay fires of recent years, the County encourages federal efforts and funding related to disaster preparedness and to help manage fire risk, which includes approximately 100,000 acres of federal responsibility areas in the Golden Gate National Recreation Area, Muir Woods National Monument, and the Point Reyes National Seashore.

At the state level, the picture is brighter - though not without concern. With the May 2019 Budget Revision, the Governor maintains much of his January proposal, which
had been good news for counties. The May Revise projects short-term revenues $3.2 billion higher than January, but most of the increase is constitutionally obligated to reserves, debt repayment, and schools. Though the short-term forecast is somewhat rosier, projected slower economic growth is leading to a lower forecast in out-year revenues – about $1.6 billion lower in 2022-23 compared to January’s forecast.

Although largely good news, the Governor noted that a balanced budget under even a moderate recession scenario would be a significant challenge, notwithstanding a projected $16.5 billion Rainy Day Fund next year. With 70 percent of State revenues consisting of volatile Personal Income Tax revenues, highly correlated with the state of the economy, any slowdown will have a dramatic impact on State revenues. State budget risks include continued federal uncertainty, slowing global growth, federal deficits, falling home ownership, increased student loans, continued natural disasters, and an aging population.

The May Revise maintains January’s proposal to rebase the In-Home Supportive Services (IHSS) Maintenance of Effort (MOE), acknowledging that much of the program’s costs are beyond counties’ ability to control. In addition, the May Revise maintains a reduced 4 percent annual inflation factor beginning in 2020-21, versus what previously had been a 7 percent inflator. This is a significant change for the good to stabilize county costs.

The May Revise proposed $650 million in one-time investments focused on homelessness, including $275 million set aside strictly for counties; $100 million reserved for local Continuums of Care; and $275 million reserved for the state’s 13 largest cities (none in Marin). While allocation details remain to be finalized and are likely to be competitive, the Governor also added flexibility by allocating all funds up-front versus requiring back-end milestone achievement. Eligible uses are also expanded to include hotel/motel conversions, traditional and non-traditional permanent supportive housing, rapid rehousing, and jobs programs.

The May Revise also includes $750 million in one-time funding to increase housing production, but with some policy changes. First, $250 million is available for technical assistance and staffing to encourage housing production, but school districts and county offices of education are added as qualified entities for a portion of the funding for teacher housing. Second, $500 million in incentive money is included to meet housing-related goals established in regional housing action plans, but these funds are repurposed for State Infill Infrastructure Program grants. Third, while $50 million is available to expand the state tax credit program, these funds now may be used for preservation projects to maintain existing housing stock in addition to new housing production.

The Governor continues to link transportation revenues to affordable housing, threatening to withhold vital transportation funds from jurisdictions not in compliance with housing element law and that haven’t zoned or entitled to meet their annual housing goals. At time of publication, neither the Senate nor the Assembly Budget
Subcommittee proposals included this linkage, so negotiations continue. The California State Association of Counties (CSAC) will continue to lobby against this policy linkage.

Finally, we’re pleased to see increased investment in early childhood education and preschool programs. $130 million is added for childcare costs, including a proposed new $80 million dedication of Proposition 64 revenues from the sale of cannabis. While 30,000 additional childcare slots are maintained from January’s proposal for full-day, full-year access to state preschool to all eligible low-income four-year olds, the release date for the first 10,000 slots was moved to April 1, 2020 and release of the final 20,000 slots was postponed with a date to be determined. These postponements are due to the slower out-year revenue growth projected in the May Revision.

PERFORMANCE MANAGEMENT
New this year is the County’s performance management system, called Marin Compass, which incorporates resident input to measure progress towards our community’s goals. The enhanced focus on continuous improvement, data collection and engagement with our employees and the community are critical components in the new performance management program. With community engagement as a core element of the Marin Compass, the County conducted a resident survey for the first time since 2009. Conducted through the National Research Center (NRC), the survey’s central aim was to assess whether the Board of Supervisors’ budget priorities were consistent with those of the community it serves, and to benchmark Marin’s results among other counties and communities across the nation.

Collecting and sharing data online is a key focus for 2019 and the years ahead. County departments are hard at work ensuring alignment with their respective missions, strategies and actions. By the close of this fiscal year, departments will have identified data that measures progress on their most important work. This data will be publicly available on the County’s open data site, which will detail qualitative and quantitative data. In FY 2019-20 we will also focus on identifying cross-departmental initiatives. We know we can make great progress when we join together to improve conditions for the community.

FINANCIAL ATTACHMENTS
This letter includes several attachments. The attached Schedule 12 summarizes special district sources and uses in State Auditor-Controller format. We are also requesting your Board’s approval to make technical adjustments as necessary to properly budget and account for grants, projects and other financial allocations, including properly accounting for authorized position allocation adjustments and unspent purchase orders, associated requisitions and related appropriation authority to open the new fiscal year as part of the Final Budget for FY 2019-20.

Attachments A-B detail carryforward administrative designations and designations of fund balance. Consistent with Governmental Accounting Standards Board (GASB) Statement No. 54, these carryforward designations are categorized as either
"Commitments," which require your Board’s approval to establish, change or utilize, or "Assignments," which require County Administrator management approval. The Assignments category includes administrative designations, and some operating reserve accounts – such as the vehicle replacement or radio replacement accounts. The Commitments category includes reserves for economic uncertainty, a state/federal budget reserve, and one-time project set-asides.

CONCLUSION
For a more detailed overview of the FY 2019-20 Proposed Budget, please refer to the Proposed Budget document. Copies of the Proposed County Budget are available for public review on the County’s website (www.marincounty.org/budget). Detailed information is available from the Department of Finance relating to special districts under the Board and it will be published online as well.

We have accomplished much in recent years, but we still have more to do. We will all need to work together in this next year and the years ahead to meet the ambitious objectives included this proposed budget. Engagement with our employees and our community will need to become a more regular and meaningful aspect of conducting business. We are making a big commitment in doing so with Marin Compass and we appreciate your Board’s commitment and support in this effort.

We want to thank your Board and all of our employees for their leadership, collaboration and support. The development of the County budget is a significant Administrative Services Team project. In particular, we want to recognize the efforts of the Department of Finance, Information Services and Technology, Public Works and the Human Resources Department for their assistance in the preparation of this budget. We also thank the Budget Working Group, the Performance Management Working Group and the 5 Year Business Plan participants for their efforts to improve our performance and strategic focus. Most importantly, we would like to recognize the staff of the County Administrator’s Office for their significant contributions, thoughtfulness and dedication throughout our budget preparation process.

Please feel contact me or my staff with any questions or concerns.

Respectfully submitted,

Matthew H. Hymel
County Administrator

Roy Given, CPA
Director of Finance

Attachments:
FY 2018-19 Administrative Designation Carryforward
FY 2018-19 Year End Commitments and Assignments
FY 2019-20 Schedule 12 Special Districts Sources and Uses