

---

**FINAL  
MUNICIPAL SERVICES REVIEW  
FOR THE  
EAST GARRISON  
COMMUNITY SERVICES DISTRICT  
LAFCO OF MONTEREY COUNTY**

---



**PACIFIC MUNICIPAL CONSULTANTS  
585 Cannery Row, Suite 304  
Monterey, CA 93940**

**NOVEMBER 2005**



---

FINAL  
MUNICIPAL SERVICES REVIEW  
FOR THE  
EAST GARRISON COMMUNITY SERVICES DISTRICT

---

*Prepared for:*

LAFCO OF MONTEREY COUNTY  
P.O. Box 1369  
Salinas, CA 93902

*Prepared by:*

PACIFIC MUNICIPAL CONSULTANTS  
585 Cannery Row Suite 304  
Monterey, CA 93940

**NOVEMBER 2005**



# Table of Contents

---

	<u>Page</u>
<b>Executive Summary</b> .....	1
<b>Introduction and Overview</b> .....	3
<b>Service District</b>	
Services Provided and Service Area .....	7
Municipal Service Review Factors.....	11
Summary and Determinations .....	21
<b>References</b> .....	23

## List of Figures

Figure 1 East Garrison Vicinity .....	7
Figure 2 East Garrison Community Services District Location.....	8
Figure 3 East Garrison Annexation Area.....	9
Figure 4 Primary and Internal Street Network for East Garrison .....	14
Figure 5 East Garrison CSD Shown With Potential Future Annexations .....	18

***This page intentionally left blank.***

## EXECUTIVE SUMMARY

This Municipal Service Review (MSR) is a report evaluating service conditions in the area proposed for the East Garrison Community Services District (CSD) located within the County of Monterey. This MSR was written in order to satisfy the requirements of the Cortese Knox-Hertzberg Local Government Reorganization Act of 2000. This act, officially known as AB2838 (Chapter 761, Statutes of 2000), was signed into law on September 26, 2000 and stands as the most significant reform to local government reorganization law since the 1963 statute creating Local Agency Formation Commissions (LAFCOs). Comprehensive in scope, the bill addressed problems of basic reorganization law, a need for orderly growth, local government coordination, and public interest and involvement in the government. This report itself is a creation of the act and responds to the following requirements:

1. LAFCOs shall update all spheres of influence for local agencies by January 1, 2006.
2. Municipal Service Reviews are to be completed for each local agency prior to or simultaneously with the Sphere of Influence (SOI) update.

This MSR was prepared prior to formation of the CSD and SOI, as required by AB2838. The purpose of the MSR is to provide baseline information for the involved service district, thus providing for informed decision making and an expedited review process. The format of this MSR is based on MSR State Guidelines and is designed to be consistent with other MSRs completed within Monterey County. MSRs must evaluate nine factors for each service district:

1. Infrastructure needs and deficiencies;
2. Growth and population;
3. Financing constraints and opportunities;
4. Cost-avoidance opportunities;
5. Rate restructuring opportunities;
6. Opportunities for shared facilities;
7. Government structure options;
8. Management efficiencies;
9. Local accountability and governance.

Most of the information was provided by the service districts that have the potential to be impacted, as they are uniquely able to provide such data, with supplemental information and corrections provided by AMBAG and the consultants preparing the MSR.

The CSD is proposed in order to serve a community that is being planned on the site. The purpose of the CSD is to maintain private roads that run throughout the proposed project, street lighting, transit facilities, recreation program funding, a library, open space, law enforcement, and parks. This MSR evaluates the service capabilities of the proposed CSD

and determines whether the proposed services are the most efficient delivery of such services to the CSD. The role and service area of the District is defined, and then followed by the nine required statements and a "conclusions" section, which summarizes the major points of the service district. Specific recommendations are not given, as that is not the purpose of the report; rather the information is there to provide guidance for future studies and decision-making regarding Sphere of Influence updates and other actions by LAFCO.



## INTRODUCTION AND OVERVIEW

In enacting the Cortese-Knox-Hertzberg Local Reorganization Act of 2000, the Legislature set forth its intent in Government Code section 56001 by reinforcing policies encouraging orderly growth and development essential to the social, fiscal and economic well-being of the state. The Legislature recognized that the logical formation and determination of local agency boundaries is an important factor in balancing competing public interests in discouraging urban sprawl, preserving open space and prime agricultural lands, and efficiently extending government services.

In every California County the Local Agency Formation Commission (LAFCO) is the authority responsible for the approval or disapproval of all boundary changes involving cities and districts, the incorporation or disincorporation of cities, and the formation and dissolution of most special districts. As part of its responsibilities each LAFCO must adopt a "Sphere of Influence" for each government agency within its county. A "Sphere of Influence" (SOI) is a plan for the probable physical boundaries and service area of a local agency within the next 20 years, as determined by a LAFCO. Determining the location and scope of a district's expansion is one of the core functions of each LAFCO, so as to ensure that districts do not overlap, sufficient service capacity exists for each expansion, and that leapfrog development does not occur.

Effective January 1, 2001, Local Agency Formation Commissions (LAFCOs) are required to conduct reviews of municipal services provided by local agencies as stipulated in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Pursuant to Section 56430 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (LAFCO Act), LAFCOs are required to perform the following:

"(a) In order to prepare and to update spheres of influence...the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission...and shall prepare a written statement of [the following] determinations:

- (1) infrastructure needs or deficiencies;
- (2) growth and population projections for the affected area;
- (3) financing constraints and opportunities;
- (4) cost avoidance opportunities;
- (5) opportunities for rate restructuring;
- (6) opportunities for shared facilities;
- (7) government structure options;
- (8) evaluation of management efficiencies; and
- (9) local accountability and governance."

"(b) In conducting a service review, the commission shall comprehensively review all of the agencies that provide the identified service or services within the designated geographic area."

“(c) The commission shall conduct a service review before, or in conjunction with, but no later than the time it is considering an action to establish a sphere of influence...or to update a sphere of influence...”

Although municipal service reviews may not directly change how services are provided, they are intended to furnish affected agencies, LAFCOs, and the public with a tool to understand and enhance public services conditions. Because LAFCOs are required to review Spheres of Influence every five years beginning January 1, 2001, all LAFCOs must prepare and adopt a Municipal Service Review prior to January 1, 2006.

### **The Role of LAFCO and the Public**

LAFCOs are a creation of the State Legislature to coordinate local and regional growth decisions at the County level. A LAFCO exists in every county to oversee boundary changes, incorporation, formation of special districts and the consolidation, merger, annexation and reorganization of cities and special districts. LAFCOs also guard against duplication of services and haphazard annexation of territory to cities and special districts. Unless otherwise specified by the legislature, the final decision making authority is a seven member Commission consisting of two members of the Board of Supervisors, two members representing city councils within the county, two members representing special service districts, and one public member who is elected by the six other members. Although they operate independently of the state, LAFCOs must act within the legislative parameters that encourage planned, well-ordered, and efficient development patterns and the preservation of open-space.

The purpose of the MSR is to provide LAFCO decision makers with a baseline of technical information about the services provided by a local agency so well informed decision-making can occur about the SOIs under review. The Public Review Draft MSR was subject to a 30-day public review period. During this time any local agency or member of the public could make comments on the content of the Draft MSR. A public meeting was held at the East Garrison Vision Center located in the historic church on Chapel Hill Road between Watkins Gate Road and Inter-Garrison Road within the proposed CSD on August 1, 2005 at 7:00 p.m. The public meeting allowed interested members of the public to better understand the process and purpose of the MSRs and enabled the viewpoints of service receivers to offer their perspective on public services.

This second (final) draft of the MSR is available for public review during a 21day period prior to the LAFCO hearing during which adoption of the MSR will be considered. The final draft incorporates and responds to all written comments made on the Public Review Draft MSR to ensure accuracy and clarity. LAFCO will consider the Final Draft MSR for approval and adoption during its regular meeting of September 26, 2005. Any final changes occurring as a result of the LAFCO consideration will be included in the third and final adopted version of the MSR.

## **The Fort Ord Reuse Plan and East Garrison CSD**

The East Garrison project, which the CSD is proposed to serve, includes the development of a new community with residential, commercial, public, cultural, and open space land uses at the East Garrison of the former Fort Ord. The community will consist of three residential neighborhoods surrounding a mixed-use town center. The East Garrison Specific Plan (EGSP) allows for the construction of up to 1,470 residential units, 75,000 square feet of commercial space, 11,000 square feet of institutional uses, and 100,000 square feet of artist studio space. In addition, the Plan contains approximately 50 acres of open space, parks and natural areas.

The EGSP proposes three neighborhoods (including the Arts District and a Town Center), a Bluff Greenway, multi-use paths and open space areas, and a main entrance. The three residential neighborhoods include a variety of proposed housing types. Forty-four percent of new dwelling units will be townhomes, condo/loft/apartments, live/work, or accessory units. Fifty-six percent of the new units will be single-family detached homes. In addition to the residential, commercial and artist/cultural/education space in renovated structures, the project includes a library, fire station, and a sheriff's field office.

The proposed CSD will serve as a local governmental organization that will oversee maintenance and use of areas commonly owned by the community. Except for perimeter roads, the community will own all the roads, parks and open space areas. In addition to the CSD, a Homeowners Association (HOA) will be formed to oversee functions related to the private property aspects of the community, including road maintenance, design, landscaping, and architectural review.

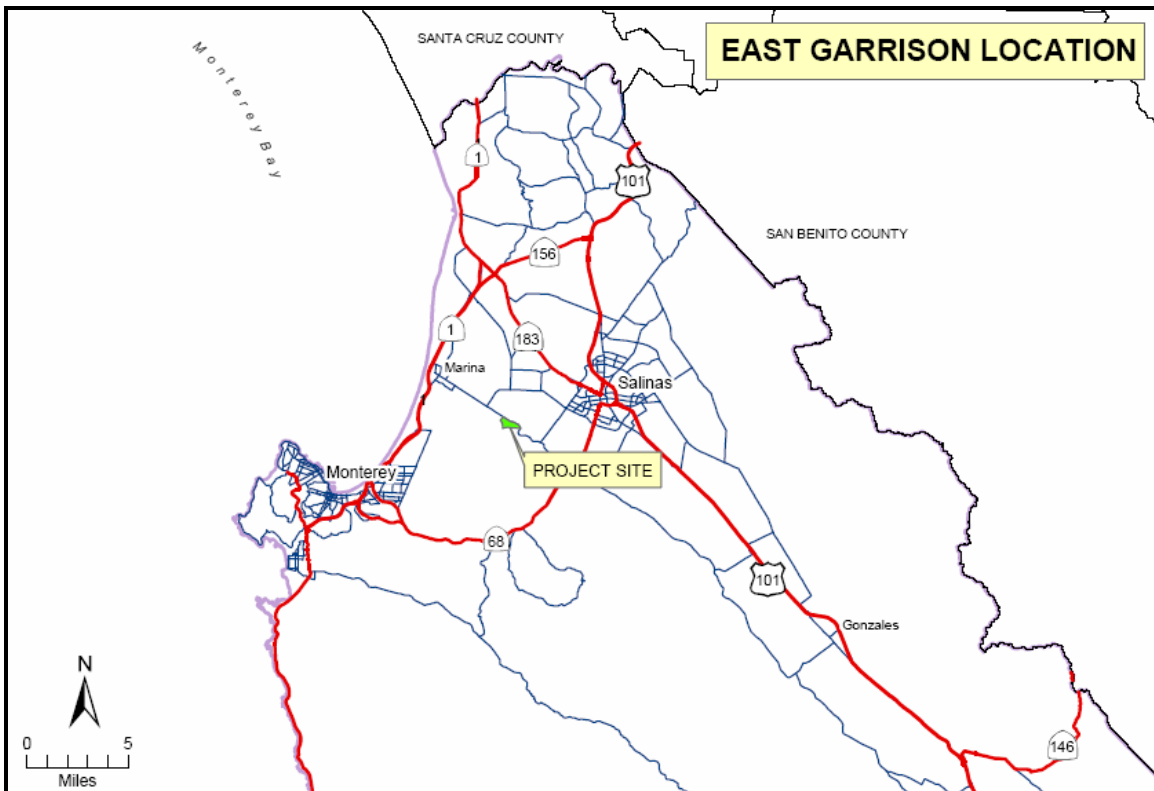
***This page intentionally left blank.***

## SERVICES PROVIDED AND SERVICE AREA

The discussion for the proposed CSD begins with an overview of its mission, history and a map of its existing service area. Following this overview are examinations of the nine required findings, some of which have been consolidated for efficiency or due to overlap. A "Summary and Determinations" section concludes with a summary of important information and observations of existing conditions. Recommendations for future action are not included as that is not the purpose of the report; rather, it is designed to provide LAFCO and others with baseline information to enable informed decision-making.

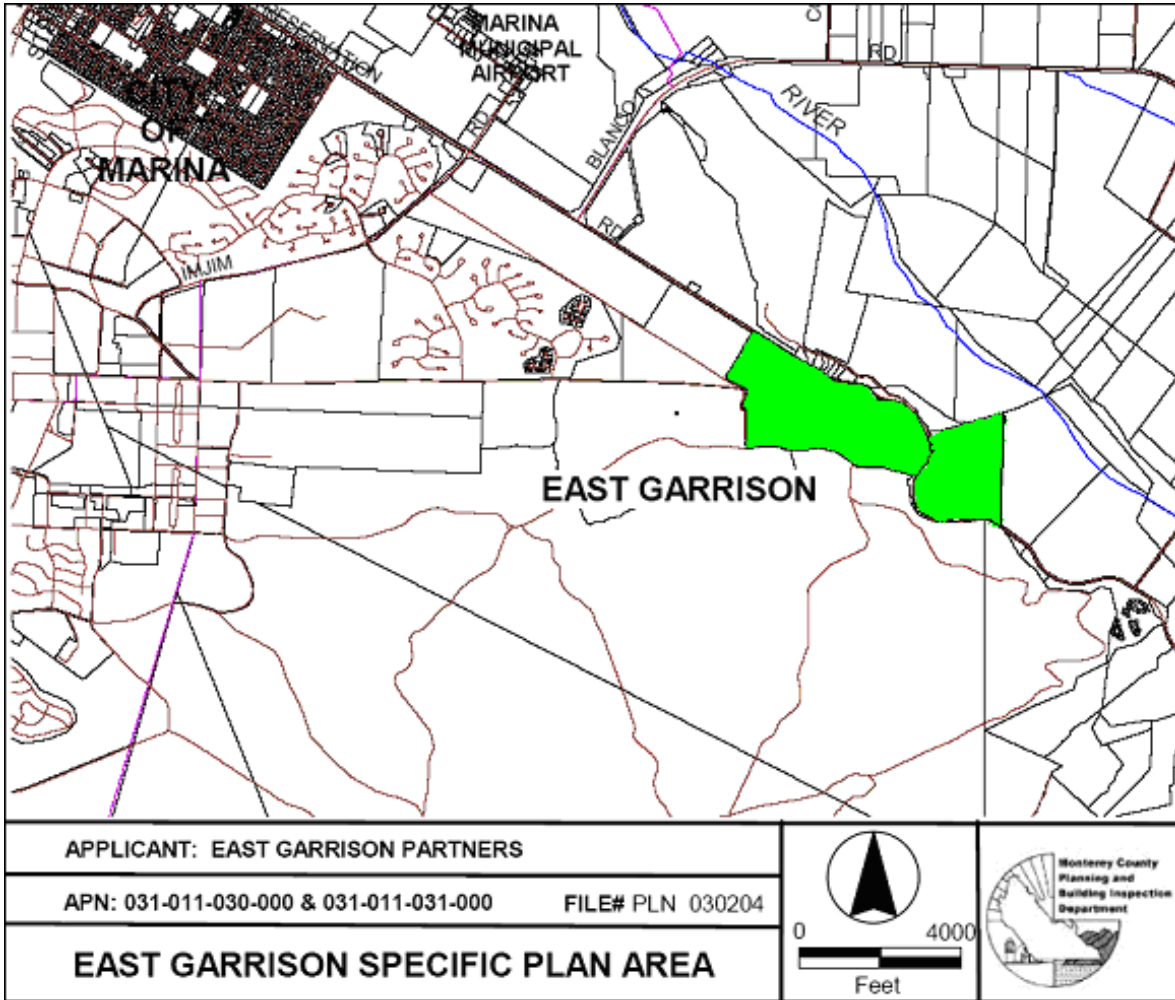
The East Garrison Community Services District is being proposed in order to maintain certain components of the proposed East Garrison development. These components include the private roads that run throughout the proposed project, street lighting, transit facility maintenance, recreation program funding, library construction and maintenance, law enforcement field office construction and maintenance, and open space/park maintenance.

**Figure 1**  
**East Garrison Vicinity**



Source: Monterey County Planning and Building Inspection Department

**Figure 2**  
**East Garrison Community Services District Location**



Source: Monterey County Planning and Building Inspection Department



***This page intentionally left blank.***



## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The Fort Ord Reuse Plan prepared a Development and Resource Management Plan (DRMP) as a tool to manage buildout of the base. The purpose was to restrict growth so that it did not outpace resources and services. The DRMP established Level of Service standards for transportation, water, public services, and capital planning. One of the components of the DRMP is that development will be allowed on a first-come, first serve basis up to the limitations. The DRMP also requires monitoring of the availability of wastewater and fire protection services at the time of project review, as well as habitat management.

As part of development of the community, planning was coordinated with the County Sheriff's Office and Library, and the Salinas Rural Fire District. The community will include a number of public buildings and uses.

#### Water and Sewer

The site will be served by typical urban level services. The Marina Coast Water District (MCWD) will provide water and sewer service at the project site. The Monterey Regional Water Pollution Control Agency (MRWPCA) and MCWD will provide wastewater transmission and treatment services for the project. New wastewater collection facilities will need to be constructed to serve the EGSP and are addressed by the Draft East Garrison Specific Plan Environmental Impact Report. The developer will install infrastructure to tie to the regional system, including main lines along Reservation Road and pump station upgrades within the project. According to the Draft SEIR, the existing MRWPCA Regional Treatment Plant can accommodate the increased wastewater that will be generated from the EGSP within its current permitted capacity.

The Reuse Plan proposes a level of buildout for Fort Ord that requires 9000 acre-feet of water use per year (AFY). The DRMP identifies a constrained development scenario based on available water. The DRMP limits total residential development to ensure capacity for industrial/commercial land use and to prevent residential development from outstripping the existing 6,600 AFY potable water supply for the former Fort Ord. The DRMP identified a level of development that would not exceed the available water supply. As part of that program, the Fort Ord Reuse Authority (FORA) has allocated water to each of the jurisdictions receiving water. Monterey County has been allocated 560 acre-feet per year of water use under the current 6,600 acre-foot per year limits. The EGSP is consistent with the DRMP. The Marina Coast Water District will be providing water to East Garrison. As part of the environmental review process, the County requested a Water Supply Assessment (WSA) in conformance with the State of California Water Code. A WSA for the project was prepared and adopted by the MCWD Board on July 14, 2004. The Assessment determined that the project water needs will be 470 acre-feet per year, which is within the County's FORA allocation.

Marina Coast Water District (MCWD) already serves the East Garrison site with water and will continue to serve the project with sufficient water for the community's buildout. MCWD recently adopted an Infrastructure Improvements Master Plan, which identifies needed upgrades to their system, including additional storage capacity (estimated at 3.2

million gallons) on land to the west of the project site, surrounded by the future Youth Camp parcel. The East Garrison development will be responsible for replacing all onsite infrastructure and installing off-site pipelines to tie to the existing MCWD system. The developers will work with the water district to build needed system upgrades. A new sewer line was recently installed to serve East Garrison along Reservation Road and can be used for much of the project buildout.

The MRWPCA wastewater treatment plant has a treatment capacity (permitted) of 27 million gallons per day (mgd). The plant currently has an unused capacity of 8.6 mgd of wastewater; this project will result in 0.68 mgd during wet conditions.

#### Storm Drains

There is an existing storm drainage system in East Garrison that includes both surface and subsurface facilities. An existing culvert at West Camp Road allows upstream drainage that does not percolate into the soil to flow under the road and onto East Garrison. The existing storm drainage system includes earth and concrete ditches, concrete gutters, storm drainpipes, manholes, inlets, and two major outfall pipes. The outfall pipes, which are 24 and 30 inches in diameter, collect stormwater run-off from East Garrison and carry it down the bluff, across Reservation and Panziera Roads and into a drainage ditch that follows the westerly side of the agricultural land adjacent to the Salinas River. The drainage ditch carries these flows together with any run-off from the agricultural land to an impoundment where stormwater is stored and then pumped to the river in a 12-inch diameter pipe.

New storm drainage facilities must be constructed to serve East Garrison. These will include conventional drainage facilities and detention/retention basins that also function as infiltration ponds. The purpose of the conventional storm drainage facilities is to intercept stormwater flows at the project boundaries, collect it within the development, and convey it to a controlled point of discharge. These conventional facilities will include earth swales, lined ditches, concrete curbs and gutters, manholes, catch basins, and underground storm drain pipes. The use of detention/retention basins as described below will regulate peak stormwater flows so that the existing storm drain outfalls can be utilized.

The Monterey County Water Resources Agency (MCWRA) requires that the post-project, 100-year flow rate not exceed the pre-project, 10-year flow rate. To comply with this policy, and to not impact the downstream agricultural land and improvements, two detention basins and one retention basin will be constructed at East Garrison. The detention basins will collect and store stormwater run-off and then release it into the existing outfall pipes in accordance with the MCWRA policy. The third basin located at the north end of East Garrison will be constructed as a retention basin rather than a detention basin since there are no existing drainage facilities in this area that could be used to drain the basin. This basin is located just to the north of East Garrison, adjacent to the proposed Inter-Garrison connector road. The retention basin will collect stormwater run-off and store it until it percolates into the ground.

The stormwater detention and retention basins will be designed, constructed, and maintained by the CSD in order to minimize potential breeding grounds for mosquitos in standing water. The final design, construction, and maintenance methodologies of the basins have not been formalized and will be addressed through the formation of the CSD.

### Solid Waste

The solid waste and recycling program in East Garrison will be managed by the CSD or the proposed East Garrison Home Owners Association (HOA) in conjunction with Monterey County. East Garrison lies within the Monterey Regional Waste Management District and is governed by the provisions of Chapter 10.41 of the Monterey County Code. As such, all residences and businesses are required to store trash in approved containers and to have it removed weekly by either the existing franchisee (Waste Management, Inc.) or another vendor approved by the Board of Supervisors.

### Library

A branch of the Monterey County Free Library system will be located at the western end of the Town Square, adjacent to the main entrance. The library will be sized to serve the entire East Garrison community at buildout. Program elements include standard library functions, a community room, and an historical interpretive center. The Monterey County Free Library system will be the operator and the CSD will construct and maintain the facility.

### Law Enforcement

The Monterey County Sheriff's Department provides police protection in the unincorporated areas of the County, including the project area. The primary station that serves the Specific Plan area is located at 1414 Natividad Road in Salinas. Stations are also located in the City of Monterey and King City and have staff available for additional assistance as needed.

According to the Sheriff's Department, the proximity of existing stations precludes the need for a full station at East Garrison. The Specific Plan instead provides for a community field office for deputies to work on reports and have a presence in the community. The Sheriff's Office is expected to be located in the Town Center, possibly within the Library. As part of an agreement between the Redevelopment Agency and developer, financial contributions and timing have been negotiated between the parties to ensure that these facilities are constructed and maintained by the CSD.

### Fire District

The proposed CSD will not be responsible for Fire Protection as outlined in the LAFCO "*Justification of Proposal and Plan for Providing Services*" application. The Salinas Rural Fire District will provide Fire Protection Services to the East Garrison Development as an Independent Fire District under the California Health and Safety Code Section 13800. However, the Salinas Rural Fire Prevention District is requiring the construction of a new fire station within the community, which will be staffed approximately two-thirds of the way through construction. Until then, the Salinas Fire Protection District will respond from the Toro station.

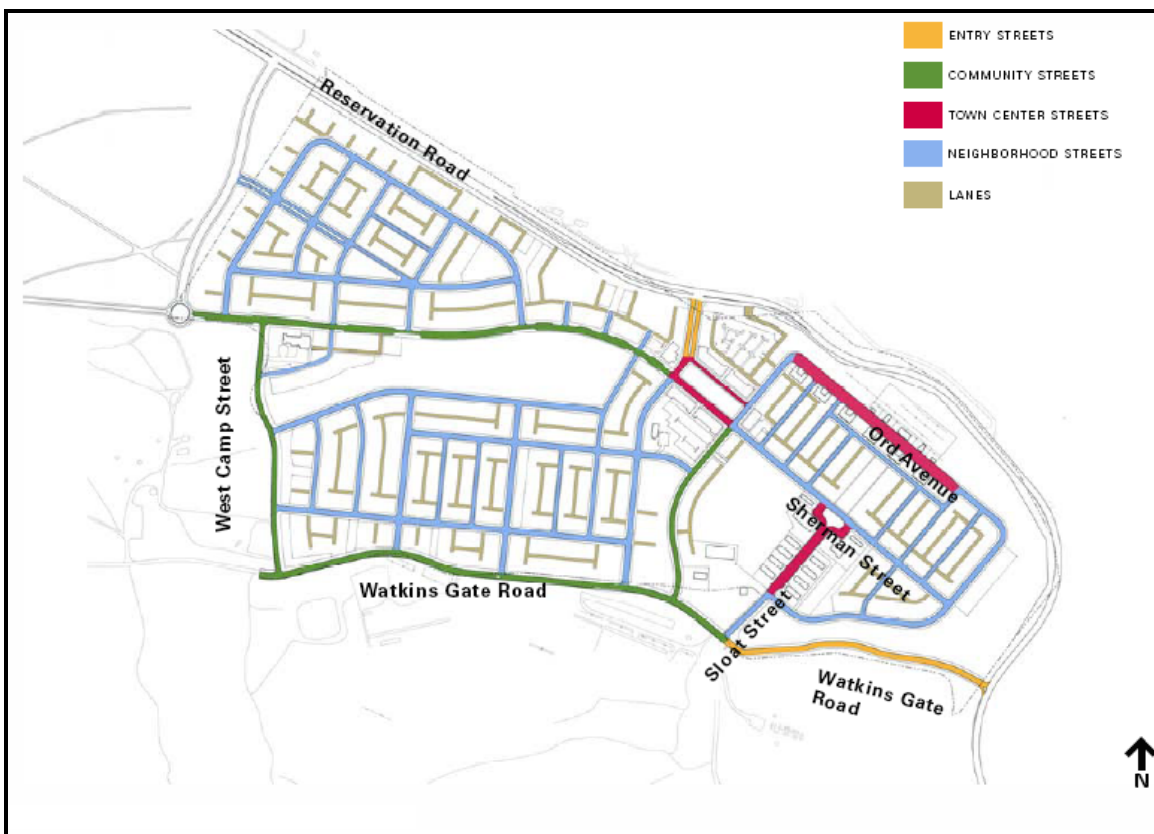
The East Garrison project area is not currently within the Salinas Rural Fire Prevention District's service boundaries. The project area is required to annex into the District. District policy allows that an area may be annexed as long as it does not reduce service levels within the current District boundaries. The East Garrison Fire Station Location Study completed in October 2003 for the Salinas Rural Fire Protection District states that, with the addition of the new fire station, there would be no reduction in service. A separate MSR has been prepared for the Salinas Rural Fire District that addresses this annexation as well as other proposed annexations.

## Transportation

As part of FORA's oversight over base reuse, it has adopted an impact fee applicable to all residential development within the former Fort Ord. A significant portion of that impact fee is dedicated to regional road infrastructure needs related to base reuse. The impact fee for the residential construction proposed at East Garrison will generate over 50 million dollars, approximately half of which will be used for regional transportation improvements.

A revised (updated) transportation allocation study has been prepared by TAMC in coordination with FORA to accurately reflect current development proposals, including the proposed East Garrison project. The developer, in consultation with the Monterey County Public Works Department (PW), will be responsible for contributing their fair share of fees for transportation improvements associated with the project's transportation impacts.

**Figure 4**  
**Primary and Internal Street Network for East Garrison**



Source: East Garrison Specific Plan

In addition to automobile and road projects, the Reuse Plan identifies a strong desire to provide pedestrian and bicycle friendly infrastructure, as well as transit systems. The Reuse Plan encourages the development of villages near job centers and states that bus service can generally be supported by densities of 7-15 units per acre. The EGSP includes a system of bike and pedestrian paths and sidewalks to provide both internal circulation and to connect to future external paths and trails. The EGSP also proposes bus stops around the site that

will be served by Monterey-Salinas Transit and a shuttle from CSUMB. The Town Center will include a more substantial transit stop. The paths, sidewalks, and bus stops will be constructed and maintained by the CSD.

Most of the roads, as depicted on the previous page in Figure 4, (Primary and Internal Street Network), will be privately owned and maintained by the proposed CSD. These roads will be built to the standards established by the Plan.

### Parks

The EGSP proposes several parks. The Reuse Plan identifies a need for neighborhood parks that would each serve 500 to 1500 residents within communities and stated that they should be within easy walking and biking distance. The EGSP proposes three neighborhood parks, one community park, four other parks, and four greenways. In addition to these developed parks, the project includes many acres of open space, described as greenways in the EGSP. Surrounding areas also provide thousands of acres of open space managed by the Bureau of Land Management. The proposed CSD will provide maintenance for each of the proposed parks, greenways and open space within the project. Public works could potentially maintain the open space, but such maintenance would impact the County's general fund.

### Other Infrastructure

New facilities will be constructed at East Garrison to provide natural gas service. Existing PG&E operated gas mains will be extended and new distribution mains will be installed in a new joint trench adjacent to roadways. The joint trench will include natural gas, electric, telephone, and cable TV facilities. In addition, the expansion of existing gas transmission facilities outside of East Garrison may be required. The need for these improvements will be determined by PG&E.

### Financial Terms

The Redevelopment Agency of Monterey County (Agency) adopted a Redevelopment Plan for Fort Ord. The East Garrison area is located within the boundaries of the Redevelopment Area. The benefit of being located within the Redevelopment area is that the Agency can choose to use Tax Increment funds to revitalize the area. The CSD proposed for this project will pay costs for public services.

### Development Agreement

Development Agreements have been used around the state of California for many years. Recently the Board of Supervisors adopted a Development Agreement Ordinance. The County and the developer have negotiated a Development Agreement, which can benefit both parties. The County can obtain more exactions by negotiation than it can through the normal mitigation and condition process associated with development projects. The normal process involves the requirement that exactions be related to the impact caused and roughly proportional to the impact. A Development Agreement, as a negotiated contract, is not subject to such limitations. The developer obtains surety in the entitlement process. Once the project is approved, the developer may construct the project subject to the terms of the Development Agreement. The Development Agreement requires Board of Supervisors approval as one of the project approval steps.

## **2. GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA**

The Reuse Plan was prepared by FORA pursuant to Senate Bill 899 to guide the development of the former Fort Ord. The closure of the base meant the loss of significant employment, both on the base and for surrounding communities. The Reuse Plan established a "Land Use Capacity," a projected development yield based on anticipated market absorption, land characteristics, and community vision.

The projected ultimate development under the Reuse Plan is planned to accommodate growth for a 40-60 year timeframe, with a not-to-exceed limit on total development. The Reuse Plan projected a need for 6,520 new homes on the former base by 2015, representing approximately 63% of the housing demand of the Peninsula cities. One of the primary tenets of the Reuse Plan is to provide the housing first in order to support planned former Fort Ord job growth.

The EGSP proposes 1,400 residential units plus up to 70 accessory (carriage house) units on 244 gross acres. As part of a future project, the County anticipates construction of additional residences on the remaining area of the East Garrison district and at the University of California Monterey Bay Science and Technology Center.

## **3. & 4. FINANCING CONSTRAINTS, FINANCING OPPORTUNITIES, AND COST AVOIDANCE**

The Agency entered into an Option Agreement with the East Garrison developers. The Option Agreement requires that the developers fund at least 3.5 million dollars in public facilities and provide a minimum of 34,000 square feet of neighborhood serving retail and public areas in the Town Center. The County consented to the Option Agreement between the Redevelopment Agency and developer. The goal of the County is to ensure that the project is financially self-sufficient. One of the mechanisms proposed to do that is to establish the CSD. The CSD will serve as a local governmental organization that will oversee maintenance and use of areas commonly owned by the community, except maintenance of the private roads. Aside from perimeter roads, the community will own all the roads, parks and open space areas. In addition to the CSD, a Homeowners Association (HOA) will be formed to oversee functions related to the private property aspects of the community: road maintenance, design, landscaping, architectural review, CC&Rs, etc.

As the site is in a Redevelopment area, FORA will transfer the land to the Agency. The Agency is negotiating a Disposition and Development Agreement (DDA) with the developers to determine financial and transactional terms for buildout of the project. The DDA assigns respective financial and procedural obligations. The Agency, upon adoption of the DDA, would participate in funding portions of the community to assist with the production of affordable housing, renovation of historic buildings, and construction of civic buildings and uses.

As part of the DDA, financial contributions and timing are being agreed to by the parties to ensure that these facilities are constructed as the project builds out. The Agency will use future tax increment to finance their share of obligations. As part of the project approval, the Agency is required to adopt the DDA.

Infrastructure improvements associated with the CSD will primarily be funded by private (Mello-ros) and public taxation. East Garrison Partners-1, LLC will be responsible for the initial installation of the infrastructure. Fees to fund the CSD have not yet been established, however the fees will be assessed in a manner that results in an amount that is roughly proportional to the value of the property. It is important to note that CSD fees cannot be higher than two percent of the assessed value of the home.

## **5. & 6. RATE RESTRUCTURING OPPORTUNITIES AND OPPORTUNITIES FOR SHARED FACILITIES**

Since the CSD has not been established at this time and the method and amount of cost recovery has not yet been established, there are no opportunities to restructure rates.

At some point in the future, if water becomes available, a potential expansion of the East Garrison CSD may be proposed. This annexation is located to the south of the proposed project. In expectation of this possibility, the water and sewer pipes have been sized to accommodate this potential future growth. Figure 5 shows a larger project area that includes this potential annexation area and the presently proposed CSD.

As part of development of the specific plan and CSD, planning was coordinated with the Sheriff's Office, Monterey County Library, and Salinas Rural Fire District. The community of East Garrison will include a number of public buildings and uses. In addition to an enhanced transit stop in the Town Center, a civic building will be located at the head of the Town Square and will be used as a library.

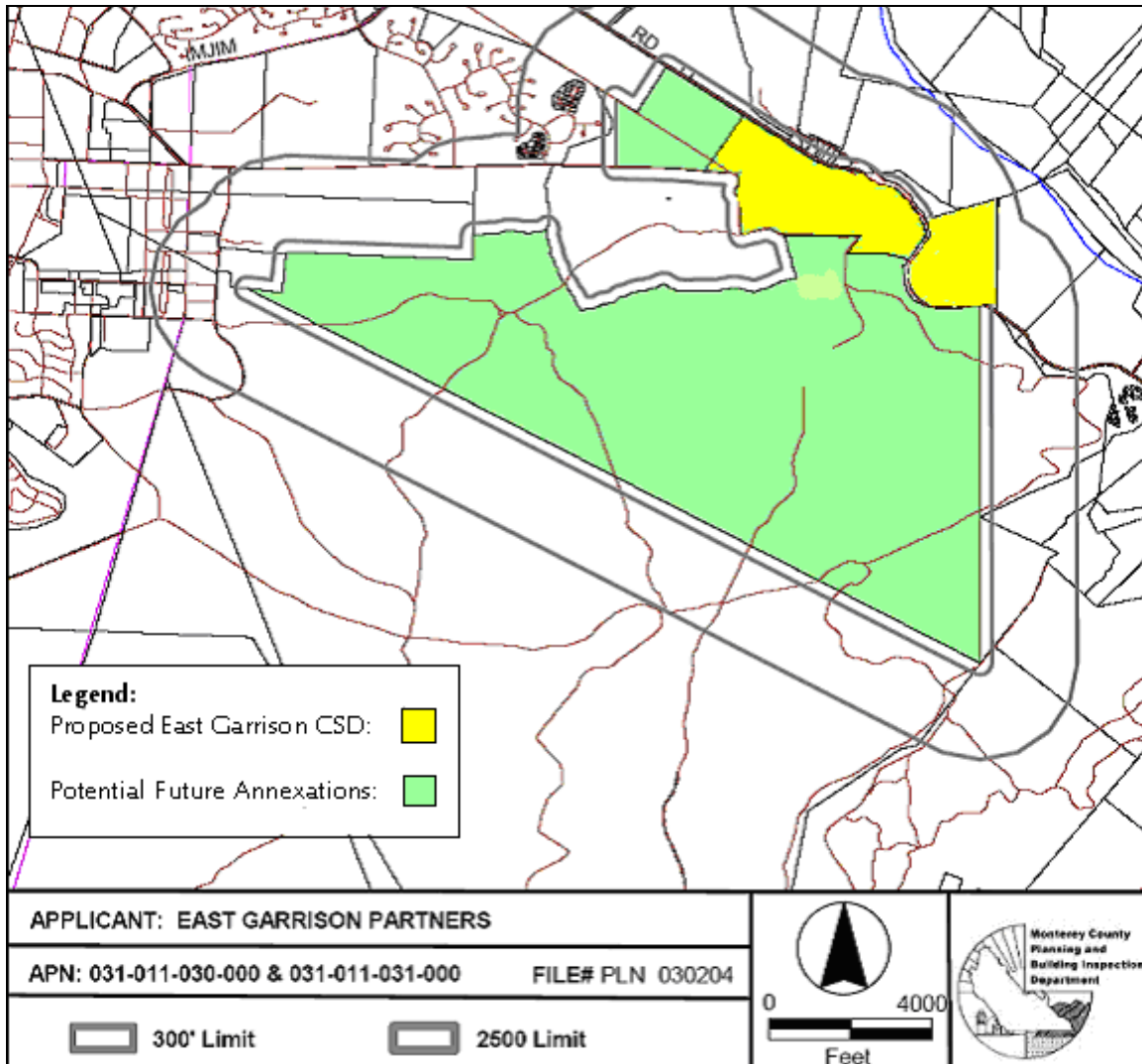
The project includes a site for a fire station in the East Garrison area and opportunities for placement of a Sheriff's Field Office. The fire station site, identified by the Salinas Rural Fire Protection District, is located near the edge of the community to serve the former Fort Ord and surrounding areas. An existing chapel will be used to house a historical interpretive exhibit while the community builds out and can be used as a community meeting center.

An existing sewer line and pump station at the main gate will be utilized after construction, however it is not currently being used.

The County Public Works Department could potentially maintain open space, but such maintenance would impact the County's general fund.

Under Mutual Aid Agreements, this area is also served by the California Highway Patrol, California State University at Monterey Bay Police, the Presidio of Monterey, the City of Marina, and the Bureau of Land Management.

**Figure 5  
East Garrison CSD Shown With Potential Future Annexations**



Source: Monterey County Planning and Building Inspection Department

## 7. GOVERNMENT STRUCTURE OPTIONS

The County Board of Supervisors will initially govern the proposed CSD until such time as there are enough residents within the CSD to warrant an election of individuals to an independent CSD Board. Onsite administrative staff will maintain the CSD.

Annexation into the Salinas Rural Fire Protection District is the only service district boundary change required by the formation of the CSD. The CSD area is already within the service areas of those local agencies that will serve the project.



## **8. & 9. LOCAL ACCOUNTABILITY, GOVERNANCE, AND MANAGEMENT EFFICIENCIES**

These items have not yet been developed, however it can be anticipated that public meetings of the Board would occur quarterly, bi-yearly or as-needed. All public hearings regarding agency operations, meetings, programs, etc. will require public notice per the Ralph M. Brown Act.

***This page intentionally left blank.***

## SUMMARY & DETERMINATIONS

1. The CSD is being proposed in order to maintain certain components of the proposed East Garrison development. These components are the private roads that run throughout the proposed project, the street lighting, the transit facility maintenance, recreation program funding, the library, law enforcement, and open space/park maintenance.
2. MCWD already serves the East Garrison site with water and will continue to serve the project with sufficient water for the community's buildout. MCWD recently adopted a Master Plan and identified needed upgrades to their system, including additional storage capacity (estimated at 3.2 million gallons) on land to the west of the project site, surrounded by the future Youth Camp parcel.
3. The Monterey Regional Water Pollution Control Agency (MRWPCA) and the MCWD are the agencies responsible for wastewater transmission and treatment for the project. New wastewater collection facilities will need to be constructed to serve the EGSP and are addressed by the Draft Specific Plan EIR. The developer will install infrastructure to tie to the regional system, including main lines along Reservation Road and pump station upgrades within the project. The existing MRWPCA Regional Treatment Plant can accommodate the increased wastewater that will be generated from the EGSP within its current permitted capacity.
4. The Monterey County Water Resources Agency (MCWRA) requires that the post-project, 100-year flow rate not exceed the pre-project, 10-year flow rate. To comply with this policy, and to not impact the downstream agricultural land and improvements, two detention basins and one retention basin will be constructed at East Garrison.
5. The solid waste and recycling program in East Garrison will be managed by the CSD or HOA in conjunction with Monterey County. East Garrison lies within the Monterey Regional Waste Management District.
6. A County Library will be located at the western end of the Town Square, adjacent to the main entrance. The library is sized to serve the entire East Garrison community at buildout of Track Zero and beyond (approximately 3,100 units). Program elements include standard library functions, a community room, and an historical interpretive center. The Monterey County Free Libraries will be the operator.
7. The Sheriff's Office is expected to be located in the Town Center, possibly within the Library. As part of an agreement between the Redevelopment Agency and developer, financial contributions and timing have been negotiated between the parties to ensure that these facilities are constructed.
8. The Salinas Rural Fire Protection District is requiring the construction of a new fire station within the community, which will be staffed by two-thirds of the way through construction. Until then, the Fire District will respond from the Toro station. The project site is not currently within the Salinas Rural Fire Prevention District's

service boundaries. The project area will be required to annex into the District. District policy allows that an area may be annexed as long as it does not reduce service levels within the current District boundaries. The East Garrison Fire Station Location Study completed in October 2003 for the Salinas Rural Fire Protection District states that, with the addition of the new fire station, there would be no reduction in service.

9. The project applicant, in consultation with the Monterey County Public Works Department, will be responsible for contributing their fair share fees for transportation improvements associated with the project's transportation impacts.
10. New facilities will be constructed at East Garrison to provide natural gas service. Existing PG&E operated gas mains will be extended and new distribution mains will be installed in a new joint trench adjacent to roadways. The joint trench will include natural gas, electric, telephone, and cable TV facilities. In addition, the expansion of existing gas transmission facilities outside of East Garrison may be required. The need for these improvements will be determined by PG&E.
11. The Redevelopment Agency of Monterey County (Agency) adopted a Redevelopment Plan for Fort Ord. The East Garrison area is located within the boundaries of the Redevelopment Area. The benefit of being located within the Redevelopment area is that the Agency can choose to use Tax Increment funds to revitalize the area. The CSD proposed for this project will pay costs for public services.
12. As part of the Disposition and Development Agreement, financial contributions and timing are being agreed to by the parties to ensure that these facilities are constructed as the project builds out. The Agency will use future tax increment to finance their share of obligations. As part of the project approval, the Redevelopment Agency will have to adopt the DDA.
13. Public works could potentially maintain open space, but such maintenance would impact the County's general fund.
14. The County Board of Supervisors will initially govern the East Garrison Community Services District until such time as there are enough residents within the CSD to warrant an election of individuals to an independent CSD Board. Onsite administrative staff will maintain CSD.
15. Annexing into the Salinas Rural Fire District is the only boundary change the CSD would require. The East Garrison Specific Plan area is within the remaining service districts that are providing services.

## REFERENCES

### Documents and Websites Used:

Association of Monterey Bay Area Governments (AMBAG), 2004 Population Forecasts.

Cypress Environmental and Land Use Planning: Draft Municipal Services Review for the North County Area of Monterey County. June 2004.

Governor's Office of Planning and Research: Local Agency Formation Commission Municipal Services Review Guidelines. August 2003.

Pacific Municipal Consultants. Draft Municipal Service Review for the Salinas Rural Fire Protection District. July 2005.

Pacific Municipal Consultants. Draft Municipal Services Review for the South and Central Monterey County Area. June 2005.

### Contacted Via Questionnaire or Personal Interviews:

Caraker, Elizabeth. Contract Staff, LAFCO Monterey County.

McCoy, Keith. East Garrison Project Manager. Urban Community Partners.

McKenna, Kate. Executive Director, LAFCO Monterey County.

Negro, Steven. Fire Chief, Salinas Rural Fire Protection District.

Novo, Mike. Planning Manager, Monterey County Planning and Building Inspection Department.

Sargenti, David.. Division Chief, Salinas Rural Fire Protection District.