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**FINAL  
MUNICIPAL SERVICES REVIEW  
FOR  
SOUTH/CENTRAL MONTEREY COUNTY  
  
LAFCO OF MONTEREY COUNTY**

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**LAFCO OF MONTEREY COUNTY  
LOCAL AGENCY FORMATION COMMISSION  
132 W. Gabilan Street, Suite 102  
Salinas, CA 93901**

**JULY 2006**

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*Prepared for:*

LAFCO OF MONTEREY COUNTY  
LOCAL AGENCY FORMATION COMMISSION  
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**JULY 2006**

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## EXECUTIVE SUMMARY

This Municipal Service Review (MSR) is a report evaluating service conditions in the Central and Southern Salinas Valley areas of Monterey County, as required by 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 in response to the following requirements:

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

The purpose of the MSR is to provide baseline information for each involved service district, thus providing for informed decision making and an expedited review process. **Data for this report was collected between March 2005 and June 2006.** Efforts were made to utilize the most current data available at the time of the creation of this report, however due to the high growth rates of the communities being analyzed and the long data collection window some data will invariably older than others. Several agencies chose not to participate in the formulation of this report resulting in their ineligibility to modify their sphere of influence boundaries until such time as they choose to participate in the MSR process. These agencies are identified within the document.

The format of this report corresponds with the factors required in State law, and conforms to the State's Guidelines for the Preparation of Municipal Service Reviews. This report provides a description of service capabilities of public agencies, and addresses infrastructure needs, growth and population, finances, governmental organization and management. Most of the information was provided by the service districts themselves as they are uniquely able to provide such data, with supplemental information provided by other resources as deemed applicable.

The Central and Southern Salinas Valley are predominantly rural and agricultural in nature, with the population clustered around four incorporated municipalities and numerous unincorporated communities and small residential enclaves scattered throughout the valley. Independent districts and Community Service Areas (CSAs) provide the unincorporated areas with many of the services traditionally delivered by municipal governments.

This MSR inventories the service capabilities of the four municipalities, two Community Service Areas, and 16 independent service districts in the Central and South Salinas Valley area. The role and service area of each district, CSA or municipality is defined, then followed by the nine required statements and a "conclusions" section which summarizes the major points of the individual service districts. Specific recommendations are not given, as that is not the purpose of the report; rather the information is there to provide information for future studies and decision-making regarding Sphere of Influence updates and other actions by LAFCO.

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## 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 that is 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 interest in discouraging urban sprawl, preserving open space and prime agricultural lands, and efficiently extending government services.

In every California County the Local Agency Formation Commissions (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 (LAFCO) are required to conduct reviews of municipal services provided by local agencies as stipulated in the Cortese-Know-Hertzberg Local Government Reorganization Act of 2000. Pursuant to Section 56430 of the Cortese-Know-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.

### **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 independent 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 Draft version was subject to a 21-day public review period with a public information meeting that was held on May 25, 2006. This Final Draft is also undergoing a 21 day public review prior to the LAFCO hearing starting on July 3, 2006 and ending on July 24, 2006, at which time the report will be considered by LAFCO at a regularly scheduled public hearing. During the public review periods, any local agency or member of the public can make comments on the content of the Draft MSR.

The final draft incorporates and respond to comments made on the original Draft MSR. Following LAFCO's consideration of this MSR on July 24, 2006, changes will be incorporated as deemed necessary by LAFCO in response to any additional comments received at or prior to the hearing.

### **The Central and Southern Salinas Valley**

The Central and Southern Salinas Valley MSR area encompasses roughly all lands from Chualar southward to the San Luis Obispo County border. The eastern boundary follows the San Benito, Fresno, and Kings County line, while to the west is Fort Hunter Liggett and the Los Padres National Forest. The defining geographic feature is the broad floor of the Salinas Valley, nestled between the Santa Lucia Range to the west and the Gabilan Range to the East. Highway 101 follows the valley floor in a roughly northwest-southeast orientation and is the primary route of access to the region. Similarly, settlement patterns within the valley have resulted in a string of small towns and cities spread out in a northwest-southeast

orientation. This orientation is reflective of the geographic constraints and dominant transportation routes through the Valley.

The Central and Southern Salinas Valley is predominantly rural and outside of the incorporated cities it contains the lowest population densities within the county as a whole. Within this portion of the county are the incorporated cities of Gonzales, Soledad, Greenfield, and King, and the unincorporated communities of Chualar, Lockwood, San Lucas, San Ardo, Bradley and Parkfield. The local economy is dominated by agribusiness with row crops, vineyards and cattle ranching predominating.

Population growth is beginning to change the valley, with in-migration occurring as a result of people searching for a more rural lifestyle or responding to ever increasing housing costs in other parts of the central coast and bay area. This growth is occurring despite the fact that infrastructure and services are minimal outside of the incorporated communities with the majority of dwellings on individual wells and septic systems. See **Table S1** for growth trends of cities within the South and Central Monterey County area as compared to the County of Monterey and the State of California.

**Table S1  
Comparison of Growth Trends**

<b>Approximate Percentage Change in Population</b>			
<b>Area</b>	<b>1970 to 1980</b>	<b>1980 to 1990</b>	<b>1990 to 2000</b>
Greenfield	60.3%	22.2%	68.6%
King City	47.8%	14.9%	45.3%
Soledad	39.6%	18.8%	57.6%
Gonzales	12.1%	27.0%	61.5%
Monterey County	16.8%	6.7%	13.0%
State of California	17.7%	3.7%	13.8%

*Source: U.S. Census 1970, 1980, 1990, 2000*

### **SERVICE DISTRICTS**

The intent of this section is to provide a comprehensive view of services provided by the various municipalities, service districts and Community Service Areas (CSAs) of the Central and Southern Salinas Valley of Monterey County.

#### **Service Districts**

There are four incorporated cities, 21 service districts and three CSAs serving populations within the South and Central County MSR area. The area is also serviced by County-wide and large regional districts including the following:

- Monterey Bay Unified Air Pollution Control District
- Monterey County Water Resources Agency
- Monterey County Resource Conservation District
- County Service Area #74 (Emergency Medical Services)
- California Department of Forestry and Fire Protection

These districts and their agencies will be discussed in another MSR prepared for LAFCO of Monterey County. The South and Central County MSR inventories the services of the following districts:

#### MUNICIPAL SERVICES

- City of Gonzales
- City of Greenfield
- City of King
- City of Soledad

#### COMMUNITY SERVICES

- Community Services Area Number 20 (Royal Estates 1, 2 & 3)
- Community Service Area Number 53 (Arroyo Seco, Los Coches, and Guidotti Annexations)

#### FIRE

- Gonzales Rural Fire Protection District
- Greenfield Rural Fire Protection District
- Mission Soledad Rural Fire Protection District
- South Monterey County Fire Protection District

#### WATER

- San Ardo California Water District
- San Lucas County Water District

#### RECREATION & PARK

- Greenfield Public Recreation District
- Soledad Mission Recreation District

#### MEMORIAL

- Greenfield Memorial District

#### CEMETERY

- Chalome Cemetery District
- Greenfield Cemetery District
- Gonzales Cemetery District
- King City Cemetery District
- San Ardo Cemetery District
- San Lucas Cemetery District
- Soledad Cemetery District

#### HEALTHCARE

- Soledad Community Healthcare District

#### WASTE AUTHORITIES

- Salinas Valley Solid Waste Authority

**Table S2**, on the following page, identifies the services provided by each municipality, service district and CSA in a manner that facilitates comparison of services by delivering



agency. The following sections are based primarily on information provided directly to the report preparers by staff of each of the service districts, municipalities and Monterey County Public Works. Information was submitted in response to consultant-designed questionnaires distributed in February 2005 supplemented with personal interviews of select providers. A number of agencies included in this report have chosen not to participate, or were unresponsive, and as a result those chapters are incomplete pending further action.

The discussion for each district 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.

Additional services supplied to cities:

- The Regional Water Quality Control Board provides review and permitting function for sewer system expansion.
- Cal Trans and TAMC assist with planning and programming for transportation improvements.
- The Monterey County Health Department assists with review of wells and water system improvements.
- AMBAG provides information about population growth and housing needs and also provides some GIS data.
- The Monterey Bay Regional Air Pollution Control District assists in air quality planning.
- The Monterey County Planning Department coordinates with the City on issues of development in the City's Planning Area through joint referral of plans and projects.
- Monterey County LAFCO provides assistance in sphere of influence amendments and annexation applications.
- The Monterey County Agricultural Commissioner's office and the California Department of Conservation assists with issues related to soils quality, buffers to protect farm operations, and general questions about the agricultural/urban interface.

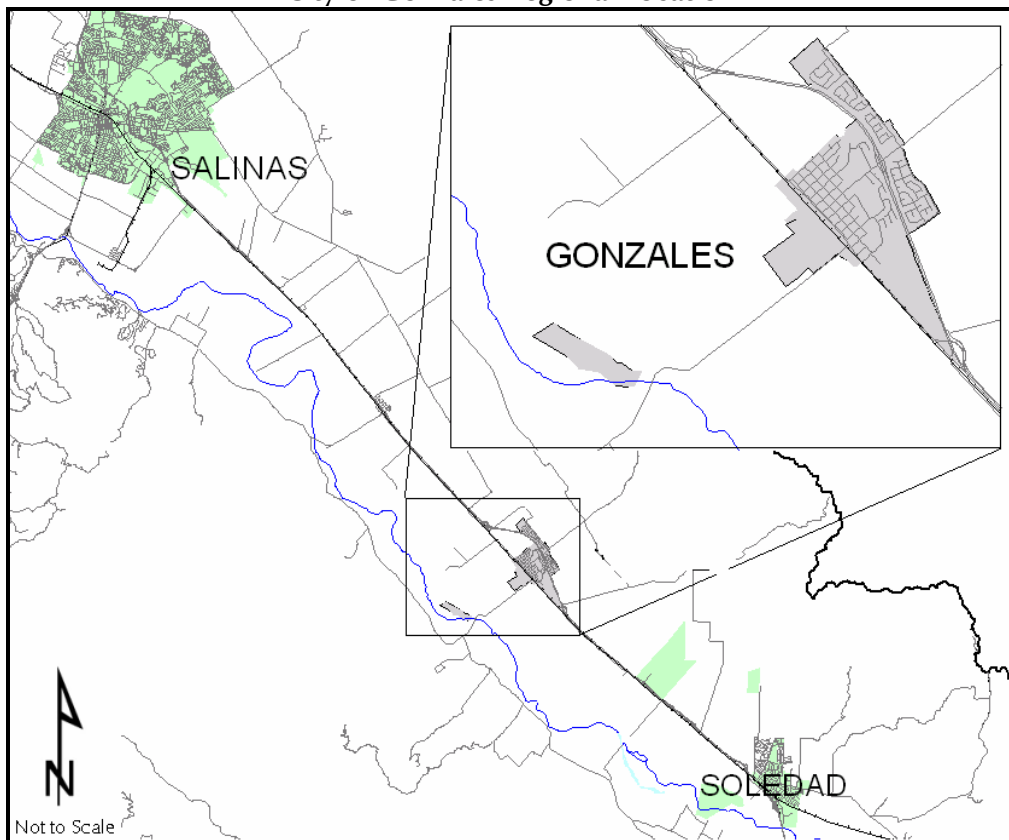
Table S2 Services Provided by Agency	Potable Water	Sanitary Sewer	Stormwater Drainage	Fire Protection	Emergency Response & Rescue	Planning/Building Plan Check	Street Lighting	Road Maintenance	Parks and Recreation Facilities	Recreational Programming	Internment & Cemetery Maintenance	Solid Waste Disposal	Hospital Services	Police Protection
Soledad Cemetery District											X			
San Lucas Cemetery District											X			
San Ardo Cemetery District											X			
King City Cemetery District											X			
Greenfield Cemetery District											X			
Gonzales Cemetery District											X			
Chalome Cemetery District											X			
Greenfield Memorial District									X					
Soledad Mission Recreation District									X					
Soledad Community Healthcare District													X	
Greenfield Public Recreation District									X					
San Lucas County Water District	X	X							X					
San Ardo California Water District	X													
South Monterey County Fire Protection District				X	X	X								
Mission Soledad Rural Fire Protection District				X	X	X								
Greenfield Rural Fire Protection District				X	X	X								
Gonzales Rural Fire Protection District				X	X	X								
CSA #53 (Arroyo Seco)			X											
CSA #20 (Royal Estates)			X				X							
City of Soledad	X	X	X	X	X	X	X	X	X	X		X		X
City of King	X	X	X	X	X	X	X	X	X	X		X	X	X
City of Greenfield	X	X	X		X	X	X	X	X	X		X		X
City of Gonzales	X	X	X	X	X	X	X	X	X	X		X		X
Salinas Valley Solid Waste Authority												X		

**CITY OF GONZALES  
SERVICES PROVIDED AND SERVICE AREA**

The City of Gonzales is an incorporated community of over 8,500 residents and 150 businesses located 18 miles south of Salinas. Agricultural industry forms the base of the City, which is home to several produce packing companies and agricultural related businesses. In addition to industry and housing there are several public parks, a school system, and a recently renovated downtown area. Incorporated lands total 943 acres, or 1.47 square miles. Approximately 829 acres of the City is within the contiguous City limits with an additional 83 incorporated acres at the sewage treatment plant. The City also includes approximately 30 acres in the Highway 101 right of way that bisects the community.

Services provided by the city include police and fire protection, planning, economic development, parks and recreational programming, building plan check and inspection, and public works and engineering including road maintenance and the deliver of potable water and sewer services.

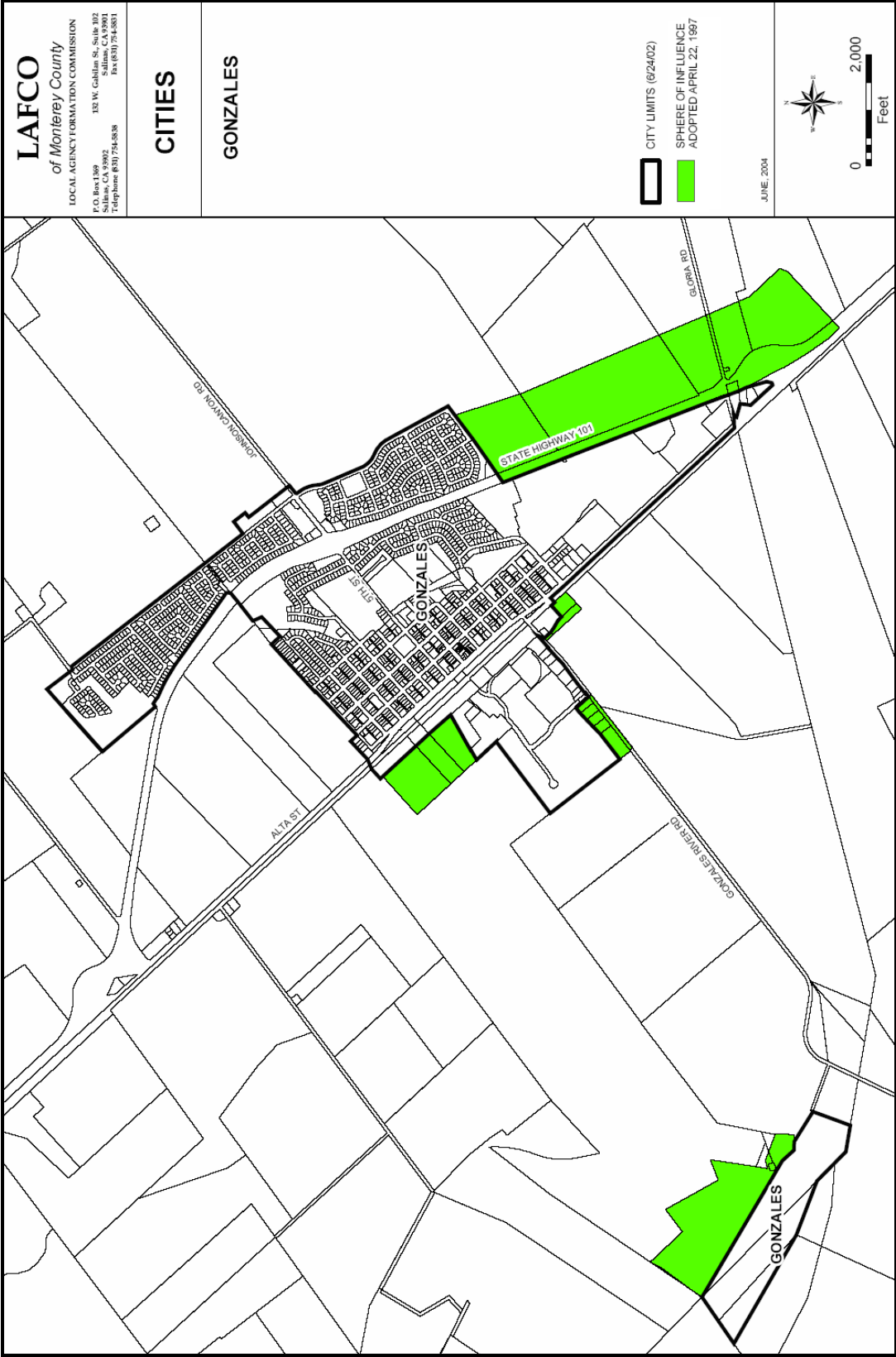
**Figure 1.1  
City of Gonzales Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 1.2**  
**City of Gonzales City Limits and Sphere of Influence**



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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The City's infrastructure system has been developed to support the area within the Gonzales General Plan. Infrastructure expansion and improvements are guided by the Water System Master Plan and Wastewater System Master Plan prepared in April 2001. When individual properties are proposed for development, it is the developer's responsibility to connect to the existing water, storm drainage and sanitary sewer systems. The following charts illustrate the type and extent of infrastructure currently owned and operated by the City.

Gonzales provides fire services through one station with 20 volunteer firefighters trained in structural firefighting, medical emergencies, hazardous material, vehicle fires, grass firefighting, and auto accident response. As available, the volunteers respond from their homes or work to the firehouse on Center Street to staff the equipment. The 35 year old station houses a ladder truck, two engines, a water tender, and a rescue truck. A new fire station is planned for the east side of the freeway near Fifth and Fanoë/Herold Parkway.

The City of Gonzales funds and maintains the fire department and the Gonzales Volunteer Fire Department staffs the equipment with 20 volunteer firefighters. Officers of the Volunteer Fire Department complete Training and equipment checks. The City's Fire Marshal and Building Official perform fire prevention and inspection activities. The City's mechanic coordinates the maintenance and testing of all equipment.

Firefighters respond to 300 calls a year. Multiple incidents and large-scale incidents use coordinated efforts of neighboring fire departments. The Gonzales Building Official acts as the Fire Marshal, providing plan checks and inspection services within Gonzales and the Gonzales Rural Fire Protection Services. Via a long-term contract, the City also provides Fire protection, prevention, suppression, rescue and emergency medical services to the Gonzales Rural Fire Protection District.

Over the last fifteen years the City of Gonzales has been unable to obtain adequate revenues to keep pace with overall service demands and increasing costs of service delivery. This has changed with the implementation of impact fees for most services that need to be expanded for new development. Planning for major infrastructure enhancements are underway, with financing recouped through the levy of impact fees. Such fees are being collected to allow for the installation of signals on the Fifth Street Overpass Ramps. Additionally, the City is increasing its water storage and sewer capabilities including the addition of a 2.5 million gallon water storage tank and expansion of the Sewage Treatment Plant. This is a multi-phase program that will extend over a period of years to enable capacity to keep pace with demands caused by new development.

Park standards are established in the Gonzales General Plan and applied through the subdivision ordinance. New developments are required to submit their fair share of the estimated cost of building a park to serve that new development. Developers have the option of building their own park space to meet park space requirements or paying an in-lieu fee that is determined by the Community Development Director prior to the

recordation of the final map or issuance of certain permits, whichever is applicable for that specific development. Existing City parks are listed in **Table 1.1**.

**Table 1.1  
City Park Descriptions**

Park Name	Address	Size	Play-ground	Picnic Area	BBQ	Sports Field	Other Services
Meyer Park	822 Holstein Way	3 acres	Yes	Yes	Yes	Soccer	Basketball Court/ Restrooms
Central Park (Spring and Summer Only)	207 Fifth Street	2 acres	Yes	Yes	Yes	Sand Volleyball Court	Basketball Courts/ Restrooms
Centennial Park	250 First Street	7 acres				Little League Baseball/ Softball	
Skate Park	203 First Street	½ acre					Modular steel skate system/ Quarter Pipes/ Launch Ramps/ Spines/ Banks/ Pyramids/ Rails
Canyon Creek Tots	Canyon Creek	½ acre	Yes	Yes	Yes		Play-ground Picnic Tables and BBQ Grill
Community Pool	205 Elko						Pool/ Swim Lessons/ Swim Team
Senior Center	117 Fourth Street						Gathering location for local seniors/ Senior Meal Program/ Shopping Trips

Traffic improvements are based on the Circulation Element of the Gonzales General Plan and traffic studies performed for specific projects. The City has established level of service “C” to be maintained as new development occurs. The City is meeting that target in most areas of the City, however in those areas that do not meet this standard, plans are underway for construction of additional capacity.

Historical water consumption and sewer usage data are projected for new growth areas to estimate total requirements. The City utilizes civil engineering consultants for this work and has in place master plans for water and sewer service that are based upon the City’s general plan. The City monitors actual water and sewer usage to make sure the projections and reality are reasonably consistent. Other City service levels are also established by policy directive and through impact fee studies.



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

Customers of City services include residents, business owners, property owners and visitors to the City. Additionally, residents and businesses within the Gonzales Rural Fire Protection District surrounding the City receive Fire and Emergency services via a contract with the city. The City tracks customers through a variety of methods including utility bills, and various types of permits. There are currently 8,500 residents and about 1,800 residences (households) within the City limits and all of these receive City services. There are approximately 150 businesses in the City as well – all of these receive City services.

The City employs available population projections from AMBAG, Department of Finance and other available sources in its periodic updates of the Gonzales General Plan. Needs for public services in developing portions of the City are estimated based on combination of anticipated population, commercial and industrial growth. Generally, the City utilizes consulting assistance for the service system planning, usually from the civil engineering profession. Items such as water demand and sewer service are based on standard factors. Storm drainage requirements are developed through engineering calculations associated with each project.

The City intends to complete an update of the Gonzales General Plan within the next five years. The update will identify additional growth areas appropriate to accommodate continued population expansion. Current AMBAG projections for the City are approximately 30,000 by the year 2030 (or 23,000 in 2025 by interpolation). (Table 1.2) If the City determines through its General Plan update process to utilize the AMBAG population forecasts, and if future land requirement were similar to the present land use types and densities, then the City will need to approximately double in size over the next 20 years in order to accommodate the new growth – this would require on the order of 1,000 to 1,200 acres of additional land to be added to the General Plan and sphere area.

**Table 1.2**  
**Gonzales - 2004 AMBAG Population, Housing Unit, & Employment Forecasts**

	2000	2005	2010	2015	2020	2025	2030
Employment	1,743	1,834	2,653	3,432	4,211	4,708	5,204
Housing Units	1,730	2,091	2,911	3,399	3,886	5,150	6,414
Population	7,525	9,229	12,463	14,627	16,791	22,968	29,145

*Source: AMBAG Population Estimates, 4-2004*

The City of Gonzales coordinates and receives assistance from other agencies in planning for future growth and service needs. These agencies include:

- The Regional Water Quality Control Board provides review and permitting function for sewer system expansion.
- Cal Trans and TAMC assist with planning and programming for transportation improvements.
- The Monterey County Health Department assists with review of wells and water system improvements.

AMBAG provides information about population growth and housing needs and also provides some GIS data.

The Monterey Bay Regional Air Pollution Control District assists in air quality planning.

The Monterey County Planning Department coordinates with the City on issues of development in the City's Planning Area through joint referral of plans and projects.

Monterey County LAFCO provides assistance in sphere of influence amendments and annexation applications.

The Monterey County Agricultural Commissioner's office assists with issues related to soils quality, buffers to protect farm operations, and general questions about the agricultural/urban interface.

### 3. FINANCING CONSTRAINTS AND OPPORTUNITIES

City revenues are generated from property and other taxes, other agency funds, debt service, enterprise funds and city services as outlined in **Table 1.3**. The major source of revenues comes from property taxes, charges for services and operating contributions /grants. The city established an impact fee program that includes fees for police, parks, fire, water, and the general plan. The city's proprietary funds consist of funds for the sewer, water and trash services. The city has established a re-development area and agency.

With the establishment of a redevelopment agency, a city can receive revenues from the additional taxes that are generated from improvements in this area, issue debt to pay for large project improvements, sell and purchase land in an effort to develop opportunities for growth, complete large infrastructure projects and assist with the construction, purchase and repair of affordable housing. The Redevelopment Agency has issued Tax Allocation Notes with remaining debt service of \$1,320,000 and Tax Allocation Refunding Bonds with remaining debt service of \$17,281,000. Impact fees are used to provide infrastructure to accommodate new growth.

**Table 1.3**  
**City of Gonzales – Revenues**

<b>Fiscal Year</b>	<b>Actual FY 2002-2003</b>	<b>Actual FY 2003-2004</b>
Revenues – Governmental Funds		
Taxes and assessments	\$2,031,746	\$2,600,642
Operating contributions/grants	\$909,058	1,347,237
Capital contributions/grants	\$390,007	100,000
Use of money and property	404,628	226,529
Charges for services	1,645,401	1,316,388
Other	33,974	59,110
Subtotal	\$5,414,814	\$5,649,906
Proprietary Funds		
Water	1,044,940	
Sewer	598,659	
Garbage	604,307	
Subtotal	\$2,247,906	\$2,432,125
<b>TOTAL Revenues</b>	<b>\$7,662,720</b>	<b>\$8,082,031</b>

The city utilizes debt financing, assessment district financing, and maintenance district financing. The City of Gonzales has expenditures typical for a City of its size as outlined in **Table 1.4**.

**Table 1.4  
City of Gonzales - Expenditures**

<b>Fiscal Year</b>	<b>Actual FY 2002-2003</b>	<b>Actual FY 2003-2004</b>
Expenditures		
General government	\$1,372,231	\$1,337,722
Public safety	1,500,916	1,605,384
Parks and recreation	213,588	346,660
Public works	2,515,177	2,064,098
Capital outlay		1,072,221
Debt service	450,674	731,676
Misc	7,573	7,573
Streets and roads	149,946	
Subtotal	\$6,210,105	\$7,165,334
Proprietary Funds		
Water	862,997	790,028
Sewer	536,051	600,539
Garbage	569,860	671,793
Total Expenditures	\$8,179,013	\$9,227,694

Pursuant to Council policy, emergency funding of a minimum of \$500,000 is maintained in the General Fund balance reserve.

#### **4 & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

City finances require efficient use of staff and have limited investment in new capital equipment and improvements. The City requires the use of financing districts to help defray the cost of maintaining parks, open space, lighting, and storm drains, and providing street sweeping in new residential and industrial projects. The City and Gonzales Unified School District are considering sharing park space at a new educational facility.

The city has developed a fee schedule that includes costs for general government services, impact fees and water and wastewater fees. The City utilizes development impact fees that covers all elements of the city infrastructure including law enforcement, fire, streets, storm drainage, general facilities, parks, waste water, water, community center, animal control, etc.. Due to the inability of the City to maintain adequate services at the current fee rates, there may be an opportunity to do a rate adjustment and/or implement broader development fees to address the impacts of new development that use City services.

#### **6. OPPORTUNITIES FOR SHARED FACILITIES**

The City participates in a variety of agreements, contracts, and joint powers authorities (JPAs) to capture cost savings and elevated service levels resulting from the sharing of resources. Gonzales Volunteer Firefighters provide primary protection for both the City of

Gonzales and the surrounding Gonzales Rural Fire Protection District via a contractual arrangement. The department also participates in mutual aid agreements with other nearby jurisdictions to provide simultaneous response from two departments if necessary. Additionally, the City of Gonzales also provides part-time police protection services to the Soledad State Prison and periodically shares equipment with the Gonzales Unified School District.

The City is a member of two joint power authorities. The Salinas Valley Solid Waste Authority is responsible for providing solid waste disposal and recycling services for the all Cities of the Salinas Valley in addition to the Eastern Half of Monterey County. Similarly, the Monterey Bay Self Insurance Authority JPA exists to provide Insurance to participating cities.

## **7. GOVERNMENT STRUCTURE OPTIONS**

### Type of Government

The Constitution of the State of California established two types of cities: Charter and General Law. A Charter City has considerably more authority than a General Law City to tax, to regulate and to adopt its own procedures and organization. A General Law City, on the other hand, may exercise only those powers expressly given to it under State law. The City of Gonzales has chosen to remain a General Law City.

### Form of Government

The Gonzales governmental system can be described as a Council/City Administrator System. The people elect the City Council at large for four-year terms and the Councils appoint the Mayor. The City Council appoints the City Manager, Attorney, Treasurer, and Engineer. The City Administrator hires all other City employees.

The city presently funds 36 full-time positions including one executive (City Manager), and department heads for the Public Works Department, Parks Department, Planning and Economic Development Department, Finance Department, Police Department, Fire Department, and Building Department.

The City recently submitted an application to LAFCO for annexation of the remainder of unincorporated territory within the sphere of influence. Within the next 5 years the City will likely request a significant expansion of the sphere of influence and may also request additional annexations within that enlarged sphere. The City is currently processing subdivision map applications and other development entitlement requests of sufficient quantity to constitute full residential buildout under the current general plan. City population could increase from the current level of 8,500 to over 12,000.

Due to the relatively isolated nature of the City within a regional context, there are limited restructuring options available. As such, the City is not considered consolidation or reorganizations of itself or other agencies within the area. The City may explore formation of a recreation district in the future.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

As a city grows its management structure is required to expand staffing, facilities, and services to meet this demand. New technology is also needed to enhance efficiency of a growing land use data base, to address the increased complexity of development issues, and to keep pace with the increasing sophistication of project applicants and urban planning and engineering tools and methods.

The City has indicated that staff resources have not kept pace with population growth, a trend that is expected to continue into the foreseeable future. Public services have been maintained at reasonable levels only through dedicated efforts of City employees, constant attention to work efficiency, and improvements in technology. The City has stated that the Public Works and Police Departments are probably the most impacted by the inability to increase staffing and the Gonzales Rural Fire Protection District could use additional capacity in the form of paid firefighters to provide ongoing staffing of the fire station..

The City's current situation is one where an investment in public service needs may be an acute need in the near term as growth continues. Investment in internal organization, hard facilities and personnel will be required to maintain services at their current levels.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

The greatest opportunity for public participation occurs at noticed and regularly held City Council and Planning Commission meetings. Minutes of meetings, agendas, staff reports, etc. are all available to public on request. The annual budget process also helps set goals as the Council expresses its objectives and allocates financial resources. Similarly, guiding documents such as the General Plan are prepared with citizen input and review. The City operates community news channel with live broadcast of Planning Commission and City Council meetings, and prepares press releases as appropriate to help the public stay informed. A City operated website provides information and opportunities for input from interested parties with Gonzales and worldwide.

Complaint forms are available in the customer service area at City Hall. When complaints are filed the City follows a review and response procedure and informs the citizen of the outcome. Any City staff members can assist the public with filing complaints. Generally, the complaints are referred for review and resolution to the most affected department. In more serious cases, the City Manager would become involved to ensure the complaint is properly resolved.

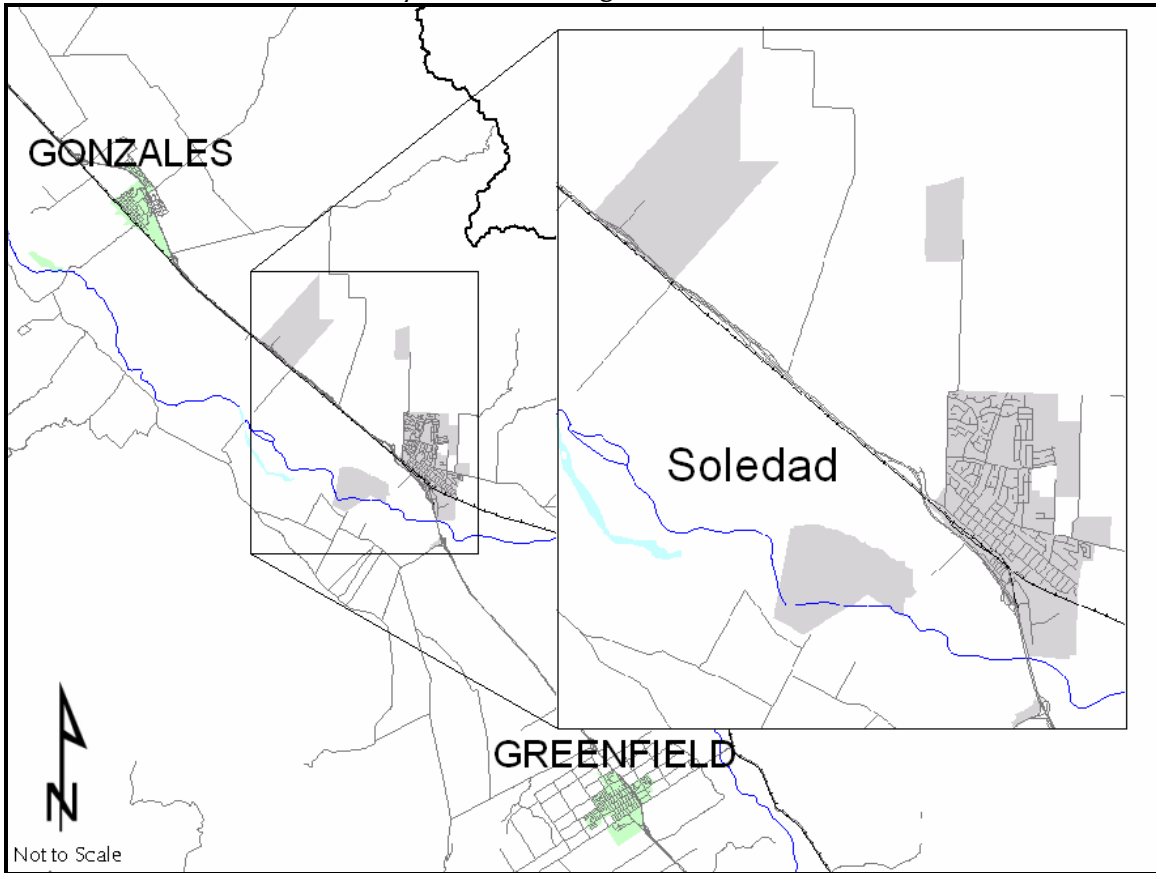
## SUMMARY & DETERMINATIONS

1. Services provided by the city include police and fire protection, planning, economic development, parks and recreational programming, building plan check and inspection, and public works and engineering including road maintenance and the deliver of potable water and sewer services.
2. The City is currently processing subdivision map applications and other development entitlement requests of sufficient quantity to constitute full residential buildout under the current general plan. The City anticipated an application to LAFCO to expand the existing Sphere through a General Plan Update within 5 years.
3. The City is presently sharing resources with adjacent jurisdictions through a variety of mechanisms including the contracting out of staff, participation in Joint Powers Authorities, mutual aid agreements, and the sharing of equipment. Future cost reductions may be achieved through similar arrangements with other entities.
4. The City feels that staff resources have not kept pace with population growth, a trend that is expected to continue into the foreseeable future. The City's current situation is one where an investment in public service needs may be an acute need in the near term as growth continues. Investment in internal organization, hard facilities and personnel will be required to maintain services at their current levels.

**CITY OF SOLEDAD  
SERVICES PROVIDED AND SERVICE AREA**

Located in the central Salinas Valley of Monterey County, the City of Soledad is approximately 25 miles south of Salinas and 25 miles north of King City. The City of Soledad is currently the eighth fastest growing city within California. The City's current population is 26,203 people, including the nearby state correctional facility, which is within the City limits. The total land area of the City is 1,273 acres, or 1.99 square miles.

**Figure 2.1  
City of Soledad Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 2.2**  
**Soledad City Limits and Sphere of Influence**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The City's infrastructure system has been developed to support the area within the Soledad General Plan, which was passed by the City of Soledad City Council in September 2005. Infrastructure expansion and improvements are guided by the Water, Sewer, Traffic and Police Master Plans that are regularly updated to ensure the city is able to provide sufficient levels of service.

#### **Soledad Fire Department**

The City of Soledad is the first city in South Monterey County to become a combination Paid/Volunteer Fire Department comprised of 1 career Fire Chief, vacant career Fire Captain, 3 career Fire Engineers, 1 temporary fire engineer and 25 Volunteer Firefighters, protecting approximately 97 square miles of response area. The Mission Soledad Rural Fire Protection District contracts with the City for the provision of fire protection services. The City of Soledad and its surrounding area continues to increase its population with residential and commercial development, directly impacting the requests for services from the Fire Department.

#### **Soledad Police Department**

The Soledad Police Department is located at 236 Main Street and provides general law enforcement duties including the enforcement of federal, state and local laws. The Police Department has one Chief, one lieutenant, four sergeants, one investigator, thirteen full-time officers, and one full time animal control officer and one evidence technician. Services also include animal control, parking enforcement, vehicle abatement, traffic control and criminal investigations. The Soledad Police department also provides, community awareness and training workshops.

The Police Department strives to provide a minimum service standard of 1 officer for every 1,000 citizens. Not counting the prison population there are 1.47 officers for every 1,000 people in Soledad.

The Programs delivered are School Resource Officer (SRO), and Explorers Program. To augment the current staff the Police Department is pursuing federal grants to support an additional School Resource Officer and Police Officer.

#### **Soledad Public Works Department**

The administration/facility maintenance division is responsible for maintaining City owned buildings, including City Hall, Police Station, Fire Station and Community Center. In addition, the division is responsible for the design and construction of capital improvements projects, reviewing subdivision improvement plans, processing, subdivision maps, monitoring construction by developers and coordination operations of all public works department divisions. The division provides assistance to the City Manager for economic

development and Redevelopment and Redevelopment Agency activities as they relate to the department functions.

The Public Works Department designs, builds and maintains the City's infrastructure including streets, traffic sidewalks and street lights as well as maintaining the City's fleet and equipment. The Public Works Department also operates and maintains the City's public infrastructure systems. These systems include:

- The City's streets, sidewalks and pathways;
- The City's parks (in cooperation with the Mission Soledad Recreation District) as shown in **Table 2.1**;
- The City's storm drainage collection and discharge systems.

**Table 2.1  
City of Soledad Parks**

Park Name	Address	Size	Play-ground	Picnic Area	BBQ	Sports Field	Other Services
Vosti Park	Park and Monterey Street	6.4 acres	Yes	Yes	Yes	Yes	Playground/ picnic area/ BBQ's/ soccer fields
Chester Aaroe Park	Inter-section of East and North Streets	2.8 acres	Yes	Yes	Yes	Little League/ baseball	announcer's booth/ snack bar/ tennis courts/ bathrooms
Ramirez Park	End of the Munras Street cul-de-sac	1.25 acres	Yes				
Bill Ramos Park	Corner of Monterey and Soledad Streets	0.4 acres		Yes	Yes		walking track" for senior citizens /shuffleboard court
Front Street Park	Front Street in Soledad	0.6 acres					commons area
Veterans Park	Corner of Gabilian Drive and Vista de Soledad	4.0 acres	Yes	Yes	Yes	Yes	playground/ picnic area/ BBQ/ soccer field /restrooms
Lum Park	520 Terraza Street	2.5 acre	Yes	Yes	Yes	soccer	basketball court
Santana Park	Corner of Miranda St. and Prado Drive	4.2 acres	Yes			Soccer/ football	basketball court/ volleyball court/ restrooms
Jesse Gallardo Park	Inter-section of East and North Streets	4.0 acre		Yes	Yes	baseball	Tennis Court

Park Name	Address	Size	Play-ground	Picnic Area	BBQ	Sports Field	Other Services
Rotary Park	570 Walker Dr.	4.0 acres		Yes	Yes		adjacent to the YMCA/ benches/ water fountain
Swimming Pool	Walker Drive	4.0 acres					indoor swimming pool facility are owned and operated by the recreational district
Open Space	adjacent to the Salinas River	50.0 acres					open space within the 100-year floodplain available for passive types of recreational uses, such as walking or picnicking

The Public Works Department provides drinking water to the citizens of Soledad through a system of public water wells, treatment facilities, storage tanks and distribution mains and services.

The Utilities Department also collects, treats and discharges treated sanitary sewerage through a separate system of collection services and mains to the treatment plant and discharged into evaporation and percolation ponds. The Utilities Department operates and maintains the following public utility systems:

- The City's domestic water supply, treatment, storage and distribution systems
- The City's sanitary sewer collection, treatment and discharge systems

The Public Works vehicle division also maintains approximately 45 vehicles including sedans, police vehicles, light duty trucks, dump trucks, Taxi units and fire trucks, as well as numerous tractors, pumps, and other construction equipment. There are 2 FTE persons assigned to the division.

The Public Works department is responsible for the proper operation and maintenance of the City's wastewater treatment plant, maintaining wastewater collection system flow, and repairing, inspecting and testing sewer mains, manholes, service connections, monitor wells, and sewer pumping stations. A Long Term Wastewater Management Plan was completed in November of 2005 in cooperation with the Regional Water Quality Control Board (RWQCB) to provide a service plan to meet the wastewater infrastructure needs through build-out of the General Plan. The final plan was accepted by the City of Soledad on May 4, 2006. The City now has a RWQCB permit allowing for up to 4.1 million gallons of wastewater capacity with approved projects requiring a total of 3.4 million gallons of capacity. The Public Works also maintains the over 12 miles of sanitary sewer collection pipelines throughout the City.

The Parks division of Public Works maintains nine parks totaling 30.5 acres as well as two lineal miles of roadway landscaping totaling approximately 2.5 acres. Responsibilities include daily grounds cleanup, grounds and facility improvement, repair of playgrounds and amenities, graffiti removal, mowing, pruning, fertilizing, weeding and spraying. For more specific information on the City's parks please see **Table 2.1**.

In, addition to those facilities discussed in Table 2.1, which are designed to primarily serve the citizens of Soledad, a regional recreational area is located nearby. The west entrance of Pinnacles National Monument is accessed from US 101 via State Highway 146 (Metz Road), which passes directly through Soledad. This park primarily serves visitors/tourists and is a popular destination for visitors to the area.

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

The City tracks customers, maintains population estimates and determines growth projections through a variety of data sources. The number of households within the city is tracked through permit records, with average persons per household and gross population figures determined using State Department of Finance estimates and Census data. The Association of Monterey Bay Area Governments (AMBAG) also provides population estimates through 2030, as determined by Census and other data sources. The City is expected to grow from the current population of approximately 30,000 people to over 50,000 people in the year 2030. Those forecasts for Soledad are included in **Table 2.2** shown below.

**Table 2.2**  
**Soledad - 2004 AMBAG Population, Housing Unit, & Employment Forecasts**

	2000	2005	2010	2015	2020	2025	2030
Employment	5,196	6,236	7,242	8,007	8,771	9,614	10,456
Housing Units	2,581	4,386	5,554	6,583	7,612	9,059	10,506
Population	22,634	29,647	32,413	35,938	39,463	45,549	51,634

Source: AMBAG Population Estimates, 4-2004

The Soledad population forecast by AMBAG estimates an increase of total population to 45,549 by 2025. This estimate includes an additional technical adjustment by AMBAG, based on the historically higher growth rate of the City than previously forecasted. At full General Plan buildout (a conservative “maximum buildout” scenario) the City’s 2025 population could be 62,000. However, a population of 27,000 to 30,000 is more likely.

The City of Soledad coordinates and receives assistance from other agencies in planning for future growth and service needs. These agencies include:

- The Regional Water Quality Control Board provides review and permitting function for sewer system expansion.
- Cal Trans and TAMC assist with planning and programming for transportation improvements.
- The Monterey County Health Department assists with review of wells and water system improvements.
- AMBAG provides information about population growth and housing needs and also provides some GIS data.
- The Monterey Bay Regional Air Pollution Control District assists in air quality planning.

The Monterey County Planning Department coordinates with the City on issues of development in the City's Planning Area through joint referral of plans and projects.

Monterey County LAFCO provides assistance in sphere of influence amendments and annexation applications.

The Monterey County Agricultural Commissioner's office assists with issues related to soils quality, buffers to protect farm operations, and general questions about the agricultural/urban interface.

### **3., 4., & 5. FINANCING CONSTRAINTS AND OPPORTUNITIES, COST AVOIDANCE OPPORTUNITIES, AND OPPORTUNITIES FOR RATE RESTRUCTURING**

City revenues are generated from property and other taxes, other agency funds, debt service, enterprise funds and city services. The major source of revenues comes from property taxes, charges for services and operating contributions /grants. The city established an impact fee program that includes fees for police, parks, fire, water, and the general government. The city's proprietary funds consist of funds for the sewer, water and trash services. The city has established a re-development area.

With the establishment of a redevelopment agency, a city can receive revenues from the additional taxes that are generated from improvements in this area, issue debt to pay for large project improvements, sell and purchase land in an effort to develop opportunities for growth, complete large infrastructure projects and assist with the construction, purchase and repair of affordable housing.

On July 12, 1983, the City Council adopted Ordinance No. 426, which adopted the Redevelopment Plan for the Soledad Redevelopment Project. On November 28, 1994, as mandated by AB 1290, the City Council, by Ordinance No. 541, amended the Plan (second amendment) to establish or modify existing limits on the establishment and repayment of project loans, advances and indebtedness, and the time limit for plan effectiveness. The Second Amendment to the Plan extended the time limits for debt establishment, debt repayment and Plan duration, reestablished eminent domain authority over non-residential properties, increased the tax increment and bond debt limits and replaced the existing amended Plan with an Amended and Restated Redevelopment Plan in order to update the Plan's provisions to current legal requirements and terminology.

Major objectives have been established by the Soledad Redevelopment Agency, including the creation of an Economic Development Program, which has been very successful over the past few years. Other major objectives are the Downtown Revitalization Program, which began in 2004 with a \$3 million right-of-way improvements project, the Housing Program, which has now active programs for both housing rehabilitation and first time homebuyers, and which is still actively involved in working with the Soledad Housing Authority to construct large affordable housing projects, and the Public Improvements and Facilities Program, which is currently focusing on sewer and water systems, street, sidewalks and lighting repairs and upgrades.

### **6. & 7. OPPORTUNITIES FOR SHARED FACILITIES AND GOVERNMENT STRUCTURE OPTIONS**

## Form of Government

The City of Soledad is a General Law City. The City Council serves as the legislative and policy branch of City government. Its purpose is to set overall policy direction and its mission is to maintain and improve the quality of life of the residents of the City. The City Council is comprised of five elected members who represent the residents of the City.

The Soledad governmental system can be described as a Council/Manager. The people elect the Mayor to a two- year term and City Council at large for four-year terms. The City Treasurer and City Clerk are elected positions. The City Council appoints the City Manager, Attorney, and Engineer. The City Administrator hires all other City employees.

The City is a member of three joint power authorities. The Salinas Valley Solid Waste Authority is responsible for providing solid waste disposal and recycling services for the all Cities of the Salinas Valley in addition to the Eastern Half of Monterey County. Similarly, the Monterey Bay Self Insurance Authority JPA exists to provide Insurance to participating cities. A third JPA exists with the state prison regarding the operation of the prison's wastewater treatment plant.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

As a city grows its management structure is required to expand staffing, facilities, services to meet this demand. New technology is also needed to enhance efficiency of a growing land use data base, to address the increased complexity of development issues, and to keep pace with the increasing sophistication of project applicants and urban planning and engineering tools and methods.

The City has indicated that in order to meet all if its goals, it will need to hire outside consulting staff on an as-needed basis. With the recent lifting of the building moratorium that was put into place due to a lack of sufficient wastewater capacity, Public services are being maintained at reasonable levels. Due to the City's rapid growth, additional investment is needed in the City's infrastructure in order to maintain service levels. Provisions for maintaining and expanding city services are in place to address the potential for reduced levels of service associated with the growth of the City.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

The greatest opportunity for public participation occurs at noticed and regularly held City Council and Planning Commission meetings. Minutes of meetings, agendas, staff reports, etc. are all available to public on request. The annual budget process also helps set goals as the Council expresses its objectives and allocates financial resources. Similarly, guiding documents such as the General Plan are prepared with citizen input and review. The City operates community news channel with live broadcast of Planning Commission and City Council meetings, and prepares press releases as appropriate to help the public stay informed.



Complaint forms are available in the customer service area at City Hall. When complaints are filed the City follows a review and response procedure and informs the citizen of the outcome. Complaints are seldom received; however those that are received are referred for review and resolution to the most affected department. In more serious cases, the City Manager would become involved to ensure the complaint is properly resolved.

## SUMMARY AND DETERMINATIONS

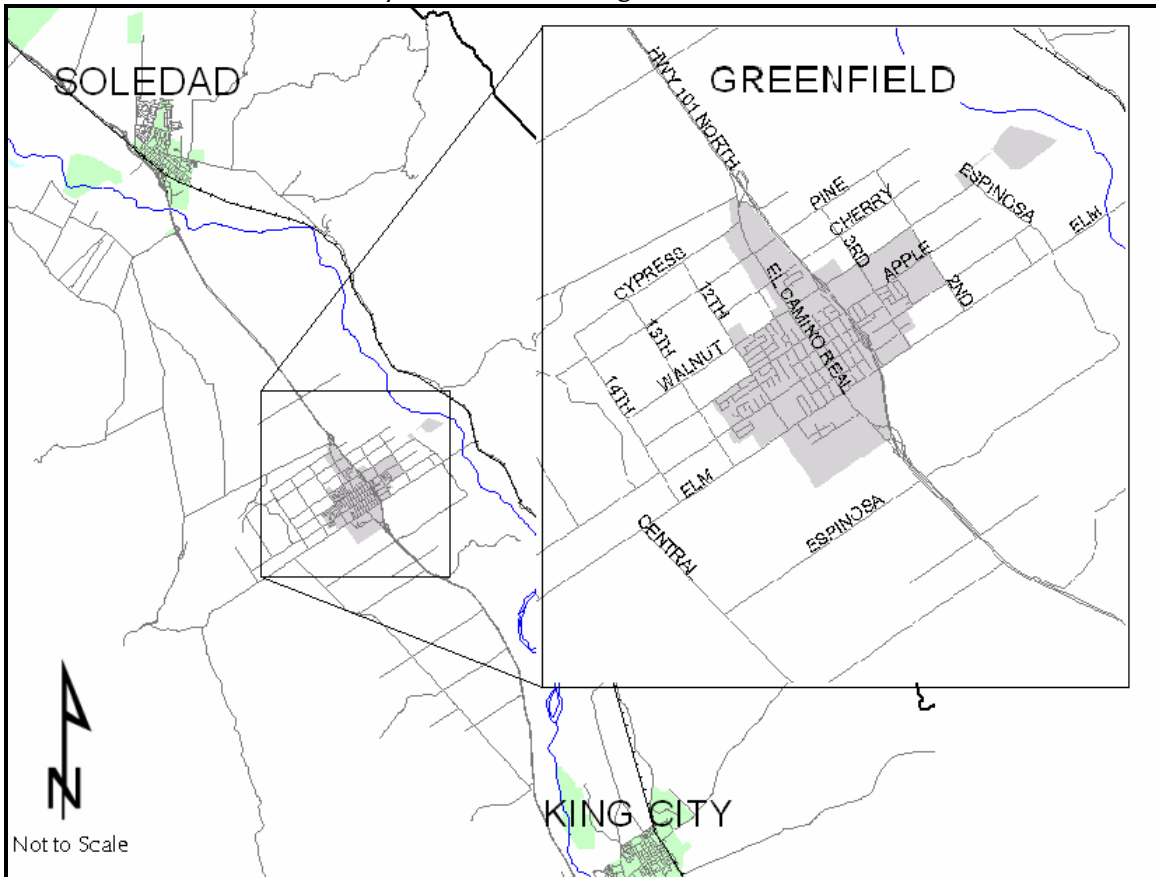
1. Services provided by the city include police and fire protection, planning, economic development, parks and recreational programming, building plan check and inspection, and public works and engineering including road maintenance and the deliver of potable water and sewer services.
2. The City is presently sharing resources with adjacent jurisdictions through a variety of mechanisms including the contracting out of staff, participation in Joint Powers Authorities, mutual aid agreements, and the sharing of equipment. Future cost reductions may be achieved through similar arrangements with other entities.
3. The City has indicated that in order to meet all if its goals, it will need to hire outside consulting staff on an as-needed basis. With the recent lifting of the building moratorium that was put into place due to a lack of sufficient wastewater capacity, public services are being maintained at reasonable levels. Due to the City's rapid growth, additional investment is needed in the City's infrastructure in order to maintain service levels.

**CITY OF GREENFIELD  
SERVICES PROVIDED AND SERVICE AREA**

The City of Greenfield is an incorporated community located approximately 30 miles south of the City of Salinas. The City was incorporated in January 1947 with a population of 1,650 residents. Today, the City has a population of more than 13,300 residents and is planned to grow to over 30,000 people with General Plan Buildout, in approximately 2025. The annual growth rate in recent years has been approximately 6.9 percent.

Services provided by the city include police protection, planning, economic development, parks and recreational programming, building plan check and inspection, and public works and engineering including road maintenance and the deliver of potable water and sewer services. The Greenfield Fire District that encompasses approximately 36 square miles in and around the City provides fire protection services.

**Figure 3.1  
City of Greenfield Regional Location**



Source: Monterey County Planning and Building Inspection

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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The City's infrastructure system has been developed to support the area within the Greenfield General Plan. Infrastructure expansion and improvements are guided by the Water, Sewer, Traffic and Police Master Plans that are regularly updated to ensure the city is able to provide sufficient levels of service.

#### **Potable Water Supply**

The City of Greenfield Public Works Department is responsible for water supply and delivery in the City of Greenfield. The City currently utilizes local groundwater as its sole source of water supply. The current total potable water demand in Greenfield is 4.7 acre-feet per day, or 1,716 acre-feet annually (AFA). The City currently has capacity to serve 18.34 acre-feet per day, which equates to a total annual capacity of 6,694 AFA.

The City currently operates three groundwater wells. The wells pump directly into the one million-gallon Oak Avenue reservoir, located at the intersection of 13<sup>th</sup> Street and Oak Avenue meeting system demands by continually filling the reservoir. These wells operate at a level sufficient to meet peak demands and fire flows by maintaining system pressures and a relatively constant water level in the reservoir.

The City routinely tests its wells to ensure that the groundwater pumped meets EPA and DOHS drinking water standards. The water quality of the primary wells is good and currently meets all regulatory standards. The City is not currently experiencing nitrate problems with its active wells. A complete listing of the mineral (organic and inorganic) constituents of the City's groundwater can be found in the City's annual Water Quality Report.

#### **Wastewater and Sewer Service**

The current capacity of the City of Greenfield Wastewater Treatment Plant (WWTP) is 1.0 million gallons per day. The WWTP has reached and exceeded 90 percent of its capacity. The plant provides treatment and disposal of sanitary wastewater contributed by the residents of the City. The City of Greenfield wastewater treatment and disposal is accomplished in accordance with the Waste Discharge Requirements Order No. R3-2002-0062, that has been established by the California Regional Water Quality Control Board, Central Coast Region. The order allows the capacity of the facility to be increased upon submittal by the City approval by the California Regional Water Quality Control Board of documentation that sufficient improvements have been made to the facility.

With the existing facility operating at almost 90 percent of capacity, the City of Greenfield is in the process of implementing the 2005 Wastewater Treatment Plant Expansion, which would result in a doubling of capacity from 1.0 million gallons a day (MGD) to 2.0 MGD. The City has chosen to break the project into three phases for purposes of financing. Phase 1 of the capacity expansion project consisted of general maintenance activities and minor alterations of existing infrastructure to achieve greater efficiencies of operation. Phase 2, currently being completed, involves the relocation of fencing and site grading to level and

raise approximately 0.17 acres of land adjacent to existing treatment tanks, the removal of an existing oxidator/clarifier; and the construction of a 300 square foot sludge pump building and miscellaneous appurtenances. Phase 3 will complete the expansion with the construction of a digester.

Specific functions and design criteria for the WWTP can be found in the City's Wastewater System Capital Improvement Plan Update.

### **Police Services**

The City of Greenfield Police Department (GPD) is located near the corner of Oak Avenue and El Camino Real. The Police Department staff currently consists of 21 members; there are 17 sworn officers (one who is a School Resource Officer), the Police Chief, a Community Service Officer who serves as a Code Enforcement Officer and Animal Control Officer, and two administrative assistants. The GPD owns 11 marked patrol cars, one marked transport van, and one marked van for volunteers, two unmarked cars and two motorcycles. Currently the Greenfield police department patrols the City limits and up to one mile outside the current City limits.

Monterey County Communications provides police, fire, and medical dispatch for nearly all cities and unincorporated areas of the county. This includes answering all emergency and non-emergency calls. The Communication Center in Salinas dispatches Greenfield Police Officers to service calls that are within the City of Greenfield limits or to calls outside of the city, at the request of the Monterey County Sheriff's Office. The City of Greenfield Police Department participates in a Mutual Aid Agreement with County of Monterey Sheriff's Department, which is responsible for patrolling areas around the Greenfield City limits. This program provides for the sharing of resources to respond to significant public safety events.

According to the California Department of Finance, the 2005 population of Greenfield was 13,316. There are approximately 1.27 officers per each 1,000 residents. The City's goal is to maintain at least 1.25 officers per 1,000 residents given the present community circumstances.

### **Fire Protection Services**

Existing fire protection services within the City and in the outlying rural areas are currently provided by the Greenfield Fire Protection District (GFPD), which serves a population of approximately 18,000 residents. The District currently has one station, which is located near the corner of Oak Avenue and Fourth Street. The District is currently an independent district, governed by a five-member board of directors. The district covers approximately 36 square miles. This district includes the entire City of Greenfield and extends south, approximately 1 mile south of Underwood Road, east to the Salinas River, west to the Arroyo Seco River, and north to Hudson Road, which is approximately halfway between Greenfield and Soledad. For additional information regarding the Greenfield Fire Protection District, please see section 13 of this MSR.



## Parks

Park and recreation facilities are provided by the City of Greenfield Public Works Department, which is responsible for acquiring and developing future parks, open space areas, and trails within the Greenfield area. City standards specify a minimum of 3.9 acres of parkland and open space per each one thousand residents, which includes parks, greenbelt, and outdoor recreational facilities.

The City-owned parks described in **Table 3.1** are developed and operational. The City is responsible for maintaining these parks.

**Table 3.1**  
**Greenfield City Parks**

Park Name	Address	Size	Play-ground	Sports Field	Other Services
Baywood Park Neighborhood Park	Baywood Way and Dart Way	0.74 acres	sand box, play structure	basketball court, sand volleyball court	off-street parking open space
Maple Neighborhood Park	Maple Street and 5 <sup>th</sup> Street	0.24 acres	tot lot	basketball court	
Parkside Neighborhood Park	Parkside Street and Hicks Ave	0.62 acres	play structure	basketball court	
Patriot Community Park	13 <sup>th</sup> and Elm Streets	19 acres	play structure , sand box	Soccer, baseball, softball	skate park, community/daycare center, open space, restrooms, amphitheater, off-street parking facilities
Pinot Neighborhood Park	3 <sup>rd</sup> Street	1.14 acres	sand box, play structure	Basketball, volleyball	open space
Primavera Neighborhood Park	Primavera and 10 <sup>th</sup> Street	0.14 acres	sand box, play structure		
Tyler Neighborhood Park	Tyler Street and El Camino	.038- acre	play structure		Open space

There are two basic park types in Greenfield –neighborhood parks and community parks. Neighborhood parks generally abut residential areas and have amenities such as play areas, picnic areas, and open turf. Some of these parks have turf areas suitable for informal play, practices, and scrimmages, but not formal games. Community parks are designed to serve the needs of several neighborhoods up to the whole community. These parks are intended to host organized, formal recreation leagues and tournaments to meet adult recreation opportunities that would require larger fields and therefore larger sites. Parks in the Greenfield area are mostly located in neighborhoods. Generally neighborhood park sites are developed by private developers in conjunction with housing developments and then maintained by an assessment district or the Department of Public Works through development agreements.

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

The City considers all residents, workers, businesses, institutions, property owners and visitors within the City limits a “customer” of the city. Generally, the customer base of the city is limited to persons or entities within city limits. The Police Department is the principal exception as it provides law enforcement and emergency response services to adjacent jurisdictions via mutual aid agreements maintained by the City. The other exception is one major water customer (Nabisco) located outside City limits, whose facility receives potable drinking but no processing water.

The City tracks customers, maintains population estimates and determines growth projections through a variety of data sources. The number of households within the city is tracked through permit records, with average persons per household and gross population figures determined using State Department of Finance estimates and Census data. The Association of Monterey Bay Area Governments (AMBAG) also provides population estimates through 2030, as determined by Census and other data sources. As show below, AMBAG figures project substantial growth across all customer sectors (residential and commercial) for the City over the next 25 years, with the current population doubling by 2030.

**Table 3.2  
Greenfield - 2004 AMBAG Population, Housing Unit, & Employment Forecasts**

	2000	2005	2010	2015	2020	2025	2030
Employment	1,749	1,883	3,463	4,252	5,040	5,976	6,912
Housing Units	2,864	3,282	4,327	5,070	5,812	6,423	7,033
Population	12,583	15,097	18,627	21,570	24,512	27,183	29,854

Source: AMBAG Population Estimates, April 2004.

The Greenfield population forecast by AMBAG estimates an increase of 4.6 percent, increasing total population to 14,826 by 2007. This represents an additional 2,243 persons (427 households). This estimate includes an additional technical adjustment by AMBAG, based on the historically higher growth rate of the City than previously forecasted.. At full General Plan buildout (a conservative “maximum buildout” scenario) the City’s 2025 population could exceed 36,000. However, a population of 27,000 to 30,000 is more likely.

The City of Greenfield coordinates and receives assistance from other agencies in planning for future growth and service needs. These agencies include:

- The Regional Water Quality Control Board provides review and permitting function for sewer system expansion.

- Cal Trans and TAMC assist with planning and programming for transportation improvements.

- The Monterey County Health Department assists with review of wells and water system improvements.

- AMBAG provides information about population growth and housing needs and also provides some GIS data.

- The Monterey Bay Regional Air Pollution Control District assists in air quality planning.

The Monterey County Planning Department coordinates with the City on issues of development in the City's Planning Area through joint referral of plans and projects.

Monterey County LAFCO provides assistance in sphere of influence amendments and annexation applications.

The Monterey County Agricultural Commissioner's office assists with issues related to soils quality, buffers to protect farm operations, and general questions about the agricultural/urban interface.

### **3, 4, & 5. FINANCING CONSTRAINTS, FINANCING OPPORTUNITIES, COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

City revenues are generated from several sources. There are three major sources providing revenues to the general fund: Property taxes, other agency funds and city services. The city receives revenue from gas tax and TDA for streets. The city established an impact fee program for traffic, parks, police, sewer, water, community center, and general facilities. The city's enterprise funds consist of transit, water and sewer funds. Sewer and water revenues are primarily generated from service charges.

**Table 3.3  
City of Greenfield - Revenues**

<b>Fiscal Year</b>	<b>Actual FY 2002-2003</b>	<b>FY 2003-2004</b>	<b>FY 2004-2005</b>
Revenues – General Fund			
Taxes	\$1,242,761	\$1,165,000	\$1,252,735
Other agencies	789,953	1,045,150	1,072,250
Licenses and permits	100,983	183,700	554,700
Current services	1,230,746	1,163,100	1,232,800
Other	160,670	123,350	801,250
Fund transfers			504,460
Intergovernmental services		239,475	
Total GF Revenues	\$3,525,113	\$3,919,775	\$5,418,195
Revenues – Special Revenue			
Supplemental Law enf. services	100,743	124,600	100,050
Street (gas tax & TDA)	276,067	576,670	1,186,486
Community Development	48,503	613,250	75,000
Youthbuild		500,000	543,000
Home grant/housing fund	27,824		570,750
Capital project funds	363,568	4,377,925	5,027,200
Total Special Revenues	\$816,705	\$6,192,445	\$7,502,486
Revenues – Enterprise			
Transportation fund	69,970	82,300	128,150
Sewer fund	397,086	421,200	501,400
Water fund	700,573	796,050	977,880
Total Enterprise Revenues	\$1,167,629	\$1,299,550	\$1,607,430
<b>TOTAL Revenues</b>	<b>\$5,509,447</b>	<b>\$11,411,770</b>	<b>\$14,528,111</b>

The city uses debt financing as a means for constructing infrastructure. 1978 Water revenue bonds were used to improve the water system and payments are due through 2018. The RDA has issued bonds for \$4 million (Tax Allocation Refunding and Escrow bonds). The City has used special assessment improvement bonds with the final bond payment made in 2001. Impact fees are used to provide infrastructure to accommodate new growth.

Interfund loans have been made to advance revenue for capital purchases. The city has also obtained grants to supplement its revenue stream.

**Table 3.4  
City of Greenfield – Expenditures**

<b>Fiscal Year</b>	<b>Actual FY 2002-2003</b>	<b>FY 2003-2004</b>	<b>FY 2004-2005</b>
Expenditures – General Fund			
City Council	\$466,945	\$95,235	\$145,084
Administration	825,607	548,565	363,660
Attorney, clerk, engineer, PW	391,223	245,495	499,635
Parks and Recreation	96,547	508,460	384,584
Building/Planning	163,288	275,750	272,793
Public Safety	1,641,673	2,700,545	2,899,000
Insurance	106,484	100,000	86,000
Refuse	654,947	742,500	742,500
Total GF expenditures	\$4,346,714	\$5,216,550	\$5,393,256
Expenditures – Special			
Supplemental Law enf. Services	108,268	168,000	100,050
Street	654,045	1,299,290	1,186,485
Community Development	40,938	0	75,000
Youthbuild		0	543,000
Home program			570,750
RDA fund	86869		
Capital projects funds	832,725	4,009,000	4,326,275
Total Special expenditures	\$1,722,845	\$5,476,290	\$6,801,560
Expenditures – Enterprise			
Transportation Fund	80,799	84,200	128,000
Sewer fund	432,549	472,200	494,240
Water fund	700,815	723,500	934,898
Total Enterprise expenditures	\$1,214,163	\$1,279,900	\$1,557,138
Total Expenditures	\$7,283,722	\$11,972,740	\$13,751,954

The city develops a mid-year budget to consider the impacts of economic uncertainty and state budget cuts. It is the city’s philosophy to not fund operating deficits from the reserves. In June 2004, the city estimated the reserves for all funds to be \$3.7 million at the end of fiscal year 2004-05.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The City participates in a variety of agreements, contracts, and joint powers authorities (JPAs) to capture cost savings and elevated service levels resulting from the sharing of resources. The Greenfield Fire Protection District provides primary protection for both the City of Greenfield and the surrounding unincorporated area. The department also participates in mutual aid agreements with other nearby jurisdictions to provide simultaneous response from two departments if necessary.

The City is a member of two joint power authorities. The Salinas Valley Solid Waste Authority is responsible for providing solid waste disposal and recycling services for the all Cities of the Salinas Valley in addition to the Eastern Half of Monterey County. Similarly, the Monterey Bay Self Insurance Authority JPA exists to provide Insurance to participating cities.

Several regional and national parks are located near the Greenfield City limits. These serve as recreational areas for Greenfield residents, but also attract visitors to the Salinas Valley.

Oak Park. Oak Park is approximately 25 acres in size and is located on Oak Avenue approximately two miles east of the city limits near Metz Road. This park is owned, operated, and maintained by the Greenfield Recreation District (a County Special District) and includes a community swimming pool, tennis, volleyball, and horseshoe facilities. The park also includes large open and canopied picnic areas, equipped with picnic tables and barbeque facilities. This location also includes a play structure, open space, and restroom facilities. See Section 12, Greenfield Public Recreation District for additional information on this park.

San Lorenzo Park. San Lorenzo Park is a County Park located 12 miles south of Greenfield in King City. It is located along the Salinas River and includes picnic areas, a gazebo, playgrounds, horseshoe pits, volleyball courts, softball areas, and a walking trail along the banks of the river. Overnight facilities include over 90 campsites. San Lorenzo Park also has large group picnic areas and meeting facilities available for rent. A Tourist Information Center is located in the main Exhibit Barn and the Monterey County Agricultural and Rural Life Museum (MCARLM) is also located at this site. See Section 4, King City for additional information on this park.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The City Council is the governing body of the City and consists of four Council Members and one Mayor each serving a four-year term. In addition to specific direction for administrative staff, the council also adopts goals, regarding the type and extent of services the City should provide for its residents. The City's operating and capital budgets also must be approved by the Council, as well as all appropriations and purchases greater than \$25,000. City Council meets the first and third Tuesdays of each month. In addition, Council will occasionally meet in workshop sessions. The workshops are primarily for the purpose of discussing issues and problems of conference to Council.

The City Manager's Department provides the management systems, oversight, and support necessary to ensure the ongoing efficiency and effectiveness of all City operations. The City Manager is also the appointed City Treasurer, Redevelopment Agency Executive Director, and Personnel Officer. The City Manager also represents the City with outside governmental agencies, presents an annual budget to the City Council, and coordinates a variety of public information resources for both internal and public distribution.

In 2004, the City hired a full-time Community Development Director to oversee economic development opportunities within the City. The position also holds the responsibility of handling the affordable housing program.

Due to the relatively isolated nature of the City within a regional context, there are limited restructuring options available. As such, the City states that it has not considered consolidation or reorganizations of itself or other agencies within the area.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

As a city grows its management structure is required to expand staffing, facilities, services to meet this demand. This is evident through the recent establishment of the Community Development Department. New technology is also needed to enhance efficiency of a growing land use data base, to address the increased complexity of development issues, and to keep pace with the increasing sophistication of project applicants and urban planning and engineering tools and methods.

The City's current situation is one where an investment in public service needs are ongoing due to the increases in City population, and consequently, the demand for services. Facilities and staff are being expanded to adequately handle the additional population and the City actively uses the services of contract consultants and developer reimbursement to supplement City services.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

The greatest opportunity for public participation occurs at noticed and regularly held City Council and Planning Commission meetings. Minutes of meetings, agendas, staff reports, etc. are all available to public on request. The annual budget process also helps set goals as the Council expresses its objectives and allocates financial resources. Similarly, guiding documents such as the General Plan are prepared with citizen input and review.

Complaint forms are available in the customer service area at City Hall. When complaints are filed the City follows a review and response procedure and informs the citizen of the outcome. Complaints are seldom received; however those that are received are referred for review and resolution to the most affected department. In more serious cases, the City Manager would become involved to ensure the complaint is properly resolved.

## SUMMARY & DETERMINATIONS

1. The City is preparing for substantial population growth through its infrastructure master plans and updated General Plan.
2. The City is presently sharing resources with adjacent jurisdictions through a variety of mechanisms including participated participation in Joint Powers Authorities, mutual aid agreements, and the sharing of equipment. Future cost reductions may be achieved through the sharing of park space with the Greenfield Unified School District and other agencies operating parks in the vicinity of Greenfield.
3. Due to the relatively isolated nature of the City within a regional context, there are limited restructuring options available. As such, the City states that it has not considered consolidation or reorganizations of itself or other agencies within the area, as there would be no advantage to such a restructuring.
4. The City's current situation is one where an investment in public service needs are ongoing at due to the increases in City population, and consequently, the demand for services. Facilities and staff are being expanded to adequately handle the additional population.

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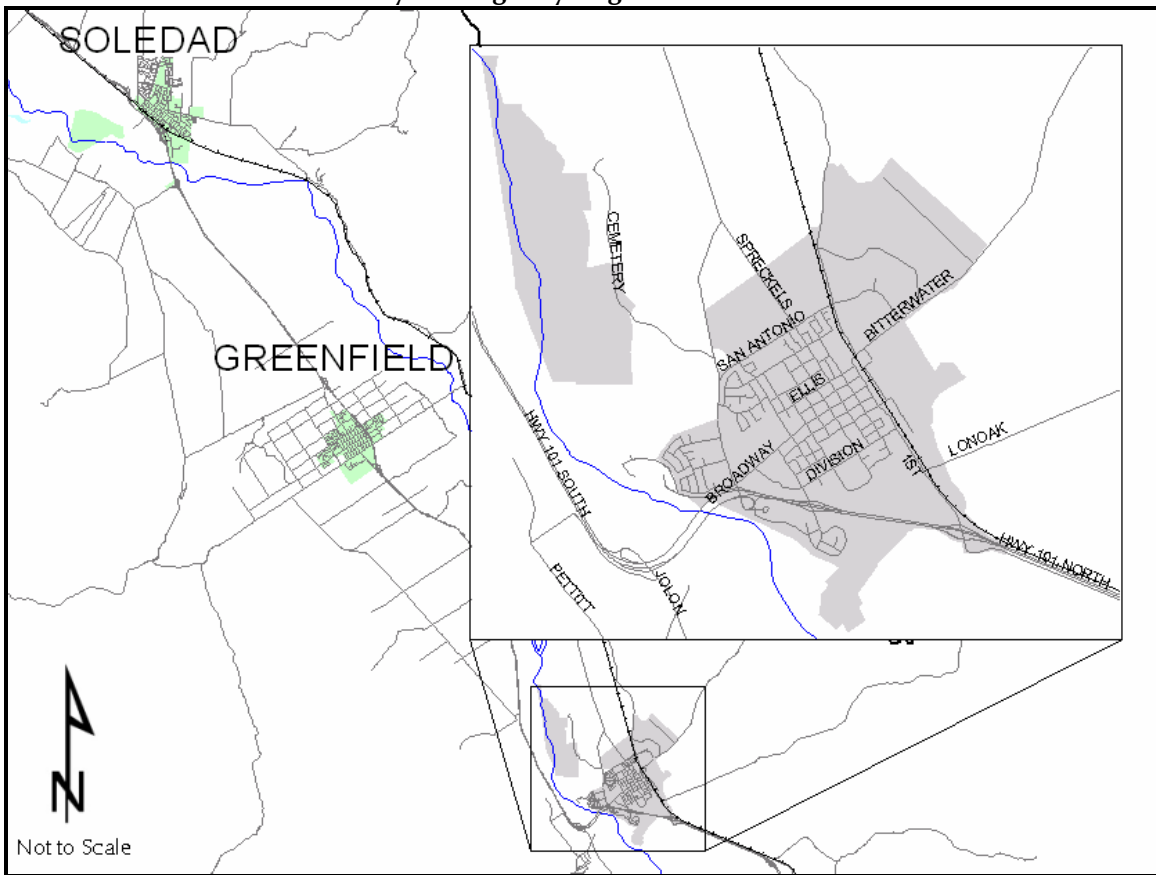


## KING CITY SERVICES PROVIDED AND SERVICE AREA

King City is located at the southern end of the Salinas Valley. The City's economic base is largely dependent upon agriculture with food processing and packing the primary sources of employment. King City encompasses approximately 2.8 square miles with an elevation of 330 feet above sea level. The city was incorporated in 1911 and is governed by a five-member city council.

Services provided by the city include police and fire protection, community development, economic development, parks and recreational programming, building plan check and inspection, and public works and engineering including road maintenance and the deliver of potable water and sewer services.

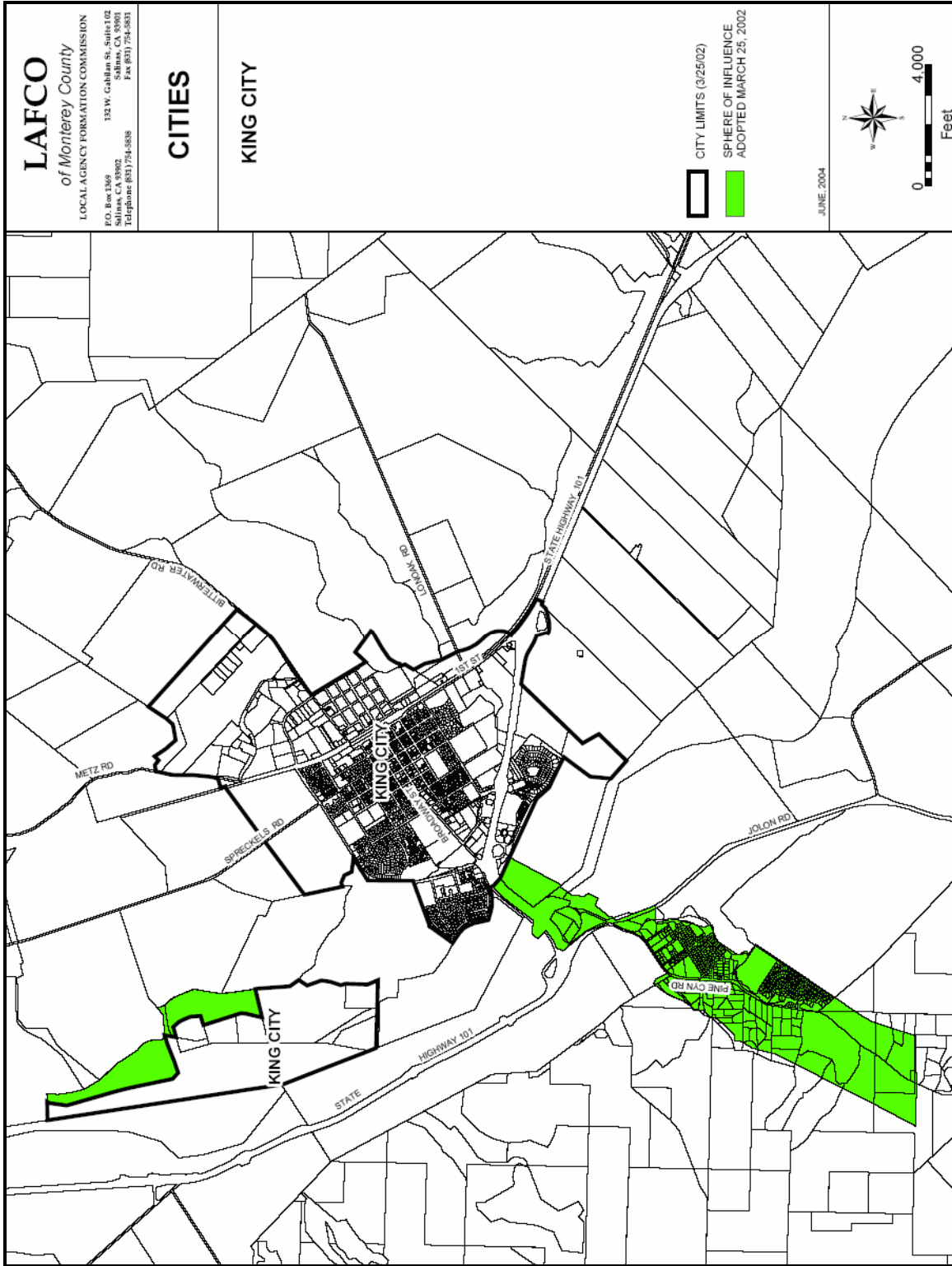
**Figure 4.1  
City of King City Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 4.2**  
**City of King City Limits and Sphere of Influence**



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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The City's infrastructure system has been developed to support the area within the King City General Plan. Infrastructure expansion and improvements are guided by the Water, Sewer, Traffic and Police Master Plans that are regularly updated to ensure the city is able to provide sufficient levels of service. King City is working on a Capital Improvement Program to address the needs of existing and proposed development.

#### **Transportation**

California Highway 101 is a four lane divided roadway, which abuts the southern boundary of the city. Alternative north to south routes includes Interstate Highway 5, which is accessed by Highway 198 located a few miles south of King City. An additional scenic route is Highway 1, which can be accessed from either the Monterey Peninsula or Nacimiento Ferguson Road. Roads and highways leading out of the city provide trucking to both San Francisco and Los Angeles markets within one day.

The city is also serviced by Union Pacific Railroad's coastal main rail line running parallel to the East Ranch Business Park and abutting the park boundary. Rail service is available to the second phase of the East Ranch Business Park, subject to negotiation. In addition, the Amtrak Coast Starlight provides bus services from the Salinas depot to Carmel and the Monterey Peninsula.

#### **Potable Water Supply**

Water supply in King City is provided by California American Water Company (CalAm), a public utility corporation. It acquired the King City District in 1962 from Pacific Gas and Electric. The water supply system within King City consists of 9 wells, five of which are inactive. The four usable wells operate at 3,550 gallons per minute or 5.1 million gallons per day if all wells were operating simultaneously resulting in a total capacity of 5,726 acre feet per year. Currently, peak demand is approximately 3.54 million gallons per day with daily demand averaging approximately 2.13 million gallons per day.

#### **Police Services**

The King City Police Department has 11 patrolling officers and is housed in a 10,200 square foot building with the ability for future growth. The temporary holding facilities have room for five detainees. In addition to the King City Police Department there are also County Sheriff and California Highway Patrol substations located within the City.

#### **Fire Protection Services**

King City provides fire services through one station with three triple combination pumpers and one standby pumper. Personnel consist of the Fire Chief and support staff with authorization to have up to 35 volunteer firefighters. Firefighters are trained in structural firefighting, medical emergencies, hazardous material, vehicle fires, grass firefighting, and auto accident response.

**Public Works**

The King City Public Works Department is responsible for maintaining, repairing, and replacing city property including streets, sidewalks, parklands, and the sewer system. The department is severely understaffed due to budget cutbacks and adequate service is not being provided, although the option of additional staffing is being considered due to the improved financial condition of the City.

**Wastewater and Sewer Service**

Sewer services utilize primary and secondary ponds with facilities for non-recoverable industrial wastewater. Average flow capacity is 1.2 million gallons per day (gpd); peak hour design flow is for 3.0 million gpd. The City is currently in the process of preparing a Wastewater Capacity Evaluation and updating its Sewer Master Plan for the wastewater treatment plant.

**Parks**

Numerous parks recreational facilities and areas can be found throughout the city and outlying areas. The City currently maintains three community parks, which consist of San Antonio Park (10 acres), Forden Park (2 acres), and various Citywide parks totaling 13 acres. The King City Public Golf Course has a nine-hole course with driving range and clubhouse. The King City Park and Recreation Center has two swimming pools, a diving pool, a wading pool, a water slide, a playground with BBQ facilities, a recreation building and meeting room, three indoor racquetball courts, tennis courts and newly built San Antonio Community Park.

There are several instances where there will be additional park space added in the near future. The recent approval of the Arboleda Specific Plan and Mills Ranch Specific Plan will provide an additional 14 acres of park land, which included baseball fields, soccer fields, community parks, and linear parks. The 90 acre Downtown Addition General Plan Amendment/Rezoning/Specific Plan currently being processed by the City proposes 24 additional acres of open space.

**Table 4.1  
Parks within King City**

Park Name	Size	Play-ground	Picnic Area	BBQ	Sports Field	Other Services
San Antonio Park	10 acres	yes	yes		2 ball fields, Soccer field, Basketball	Skate park, Parking facilities, Restrooms
Forden Park	2 acres	Yes	Yes	Yes		Restrooms, parking facilities
<b>Citywide parkland</b>						
Municipal Parks	13 acres	Yes - 2	yes	yes	Tennis, Racquetball, Softball, Soccer, Baseball	Swimming pool, Water slide, Recreation and meeting rooms, 9 hole golf course
<b>Proposed projects which include additional parkland</b>						

Park Name	Size	Play-ground	Picnic Area	BBQ	Sports Field	Other Services
Creek Ridge Baseball Park (Arboleda) and Mills Ranch	14 acres	yes	yes	Yes	Baseball, Soccer (one at each park)	Greenbelt, Restrooms, Bicycle and pedestrian facilities, Maintenance buildings

The nearby San Lorenzo Regional Park provides hiking, camping and sports facilities. In addition, the park has an exhibit barn and main museum displaying historical scenes and antique farm equipment. Each Fourth of July, the park sponsors the Valley Heritage Day for local citizens and visitors. Other activities nearby include the San Antonio Mission, Soledad Mission, Fort Hunter Liggett Military Reserve, the Los Padres National Forest, Lake San Antonio, and Lake Nacimiento.

Other community projects in progress include a multi-million dollar expansion of Mee Memorial Hospital, and the community Town Square redevelopment. Each project involves a non-traditional sector of the local economy. Prospective tenants for the Town Square include a new Hartnell College campus, a three-screen movie theater, restaurant, and various retail uses.

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

The city tracks customers, maintains population estimates and determines growth projections through a variety of data sources. The number of households within the city is tracked through permit records, with average persons per household and gross population figures determined using State Department of Finance estimates and Census data. The Association of Monterey Bay Area Governments (AMBAG) also provides population estimates through 2030, as determined by Census and other data sources. As show below, AMBAG figures project substantial growth across all customer sectors (residential and commercial) for the City over the next 25 years, with the current population nearly doubling by 2030.

**Table 4.2  
King City - 2004 AMBAG Population, Housing Unit, & Employment Forecasts**

	2000	2005	2010	2015	2020	2025	2030
<b>Employment</b>	8,295	8,682	10,366	11,301	12,235	13,186	14,136
<b>Housing Units</b>	2,835	3,231	3,877	4,327	4,777	5,223	5,669
<b>Population</b>	11,094	12,885	15,484	17,433	19,381	21,371	23,360

Source: AMBAG Population Estimates, 4-2004

The City of King coordinates and receives assistance from other agencies in planning for future growth and service needs. These agencies include:

The Regional Water Quality Control Board provides review and permitting function for sewer system expansion.

Cal Trans and TAMC assist with planning and programming for transportation improvements.

The Monterey County Health Department assists with review of wells and water system improvements.

AMBAG provides information about population growth and housing needs and also provides some GIS data.

The Monterey Bay Regional Air Pollution Control District assists in air quality planning.

The Monterey County Planning Department coordinates with the City on issues of development in the City's Planning Area through joint referral of plans and projects.

Monterey County LAFCO provides assistance in sphere of influence amendments and annexation applications.

The Monterey County Agricultural Commissioner's office assists with issues related to soils quality, buffers to protect farm operations, and general questions about the ag/urban interface.

### 3. FINANCING OPPORTUNITIES AND CONSTRAINTS

City revenues are generated from property and other taxes, other agency funds, debt service, enterprise funds and city services. The major source of revenues comes from property taxes, sales taxes and motor vehicle license fees. The city also receives revenue from gas tax and TDA for streets as shown in **Table 4.3**.

**Table 4.3**  
**City of King City – Revenues**

<b>Fiscal Year</b>	<b>Actual (FY 2003-2004)</b>	<b>Actual (FY 2004-2005)</b>
Revenues - General Fund		
Taxes & assessments	2,547,461	2,412,426
License, permits, impact fees	239,870	106,687
Intergovernmental	616,985	1,078,205
Charges for services	87,860	230,914
Use of money & property	401,324	98,734
Other	327,504	258,511
<b>Total</b>	<b>\$4,221,004</b>	<b>\$4,185,477</b>
CDA Special		
Other		52,621
<b>Total</b>		<b>\$52,621</b>
CDA Low/Mod Income Housing		
<b>Total</b>		<b>\$409,681</b>
Revenues - Debt service		<b>\$1,599,517</b>
Other Governmental Funds		<b>\$1,311,180</b>
Trust & Agency		
<b>TOTAL Revenues</b>	<b>\$4,221,004</b>	<b>\$7,558,476</b>

The City has an impact fee program that includes fees for government buildings, public meeting facilities, library expansion, aquatic center, parks and open space, law enforcement, fire, traffic, and storm sewer. Fees increase annually on July 1<sup>st</sup>. The city's enterprise funds consist of funds for the golf course, airport operations, transit system, sewer maintenance and operations and racquetball. Sewer revenues are primarily generated from user fees.



**Table 4.4  
City of King City – Expenditures**

<b>Fiscal Year</b>	<b>Actual (FY 2003-2004)</b>	<b>Actual (FY 2004-2005)</b>
Expenditures - General Fund		
Government	1,000,672	1,135,675
Community development	339,017	342,035
Public safety	1,907,005	1,536,016
Public works	584,622	436,237
Streets and roads		
Parks and recreation	586,768	375,682
Capital Outlay		3,099
Debt service	60,444	
<b>Total</b>	<b>\$4,478,528</b>	<b>\$3,828,744</b>
CDA Special		
Community Development		230,229
<b>Total</b>		<b>\$230,229</b>
CDA Debt Service		
<b>Total</b>		<b>\$2,036,700</b>
Other Government Funds		
Public Safety		305,277
Public Works		445,487
Capital Outlay		91,202
Debt Service-Interest		6,371
<b>Total</b>		<b>\$848,337</b>
<b>TOTAL Expenditures</b>	<b>\$4,478,528</b>	<b>\$6,949,851</b>

#### **4 & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

Since 2002, the city has been operating with a soft hiring freeze and diligently pursuing measures to reduce or eliminate costs. In 2003, staff indicated that all fees and charges are reviewed during the annual budget process. These fees include Airport fees, Building and Planning fees, Law Enforcement fees, Fire Protection fees, Traffic Impact fees, Storm Drainage fees, General Government Facility fees, Library Expansion Facility fees, Sewer Operation and Connection Fees, Aquatic Center Facility fees, Development Impact Fees, Parkland and Open Space Acquisition fees and Parks and Recreation fees.

The sewer user charge consists of two primary components, the Capital Facilities Charges (one time charges on new development) and on-going user charges for services provided. The 2003 flat rate for residential was set at \$108.96 annually. Other rates applied to other uses based on usage or type of facility. The ending fund balance for sewer in June 2003 estimated to be \$1.6 million has enabled the undertaking of major maintenance and pre-design efforts without immediate changes to the rates. The city has developed a Facility Plan for wastewater treatment. One alternative considers serving the King City and projected growth within the city. Another alternative considers an expanded service area. The city is aggressively pursuing economic revitalization fueled by local expansion and small business growth. The City Council and business community will work diligently with potential investors to facilitate appropriate development projects.

The City has adopted a formal economic strategy to guide its efforts. This strategy seeks to build upon the historic agricultural strengths of King City, and to diversify to include less

seasonal employment and higher value-added products. An aggressive marketing program to identify and capitalize upon emerging opportunities is in progress.

The City Manager identified several areas for consolidation or cost saving measures. This included identification of the Del Mesa Airport as an item that may be better served by another agency such as the City of Salinas and/or the County of Monterey, reduction in current staffing, and restructuring debt. To save costs, the City has contracted with the County of Monterey for building services and privatized its Community Development function.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The City participates in a variety of agreements, contracts, and joint powers authorities (JPAs) to capture cost savings and elevated service levels resulting from the sharing of resources. The King City Fire District and the South County Fire Protection District provides protection for both King City and the surrounding unincorporated area. The City is the primary jurisdiction of the King City Fire District and the unincorporated areas of the County surrounding King City is the primary jurisdiction of the South Monterey County Fire Protection District. The department also participates in mutual aid agreements with other nearby jurisdictions to provide simultaneous response from two or more departments if necessary.

The City is a member of two joint power authorities. The Salinas Valley Solid Waste Authority is responsible for providing solid waste disposal and recycling services for the Cities of the Salinas Valley in addition to the Eastern Half of Monterey County. Similarly, the Monterey Bay Self Insurance Authority JPA exists to provide Insurance to participating cities.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The City Council is the governing body of the City and consists of the Council Members and the Mayor each serving a four-year term. In addition to specific direction for administrative staff, the council also adopts goals, regarding the type and extent of services the City should provide for its residents. The Council also must approve the City's operating and capital budgets.

The Mayor acts as the City official designated to represent the City in agreements with other governmental agencies, but shall have no administrative duties except as required to carry out the responsibilities outlined in the King City Municipal Code. The council is responsible for appointing a City Manager, City Attorney and City Engineer. The City Manager and City Attorney are responsible to the Council only.

The City Manager is the Chief Administrative Officer of the City and coordinates the implementation of the Council's policy decisions while providing guidance to the Council and departmental directors. The City Manager's Department provides the management systems, oversight, and support necessary to ensure the ongoing efficiency and effectiveness of all City operations. The City Manager also represents the City with outside governmental

agencies, presents an annual budget to the City Council, and coordinates a variety of public information resources for both internal and public distribution.

The City Clerk is responsible for the functions and duties prescribed by State law for general law cities and set forth by the King City Municipal Code. Aside from providing informational services to the public, the City Clerk's Office provides City Council support and elections administration, records management and Council agendas.

The mission of the Finance Department is to provide accurate financial information in an efficient and timely manner along with the preparation of the annual audit of financial statements. The department maintains financial and accounting records for the City and the Redevelopment Agency, provides financial guidance and direction to other city departments, and ensures that City records are in compliance with accepted accounting principles.

Due to the relatively isolated nature of the City within a regional context, there are limited restructuring options available. Several that may be possible include the potential to have the County or outside consultant take over building inspection services if staffing shortages in those areas become an issue. Another option may be to research the possibility of a joint sanitation facility for the southern Salinas Valley area. There is also the potential to combine local police departments since they already work cooperatively to provide coverage throughout the area. Combining local fire districts may also be an option since many of the facilities and resources are used jointly at this time. The City is not currently negotiating for any consolidation or reorganizations of itself or other agencies within the area.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

As a city grows its management structure is required to expand staffing, facilities, services to meet this demand. New technology is also needed to enhance efficiency of a growing land use data base, to address the increased complexity of development issues, and to keep pace with the increasing sophistication of project applicants and urban planning and engineering tools and methods.

In order to save money, the City has chosen to maintain staff vacancies and reduce department expenditures. The City's current situation is one where an investment in public service needs is required to deal with current service issues and the expected increases in City population. Facilities and staff will need to be expanded to adequately handle current and future service needs.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

The greatest opportunity for public participation occurs at noticed and regularly held City Council and Planning Commission meetings. Minutes of meetings, agendas, staff reports, etc. are all available to public on request. The annual budget process also helps set goals as the Council expresses its objectives and allocates financial resources. Similarly, guiding documents such as the General Plan are prepared with citizen input and review.

If a resident has an issue that needs to be addressed, staff and elected officials are available to handle complaints or comments, but ultimately all issues are the responsibility of the City Manager. Budget expenditure related to public outreach is not currently a priority of the City due to its current financial situation.

## SUMMARY AND DETERMINATIONS

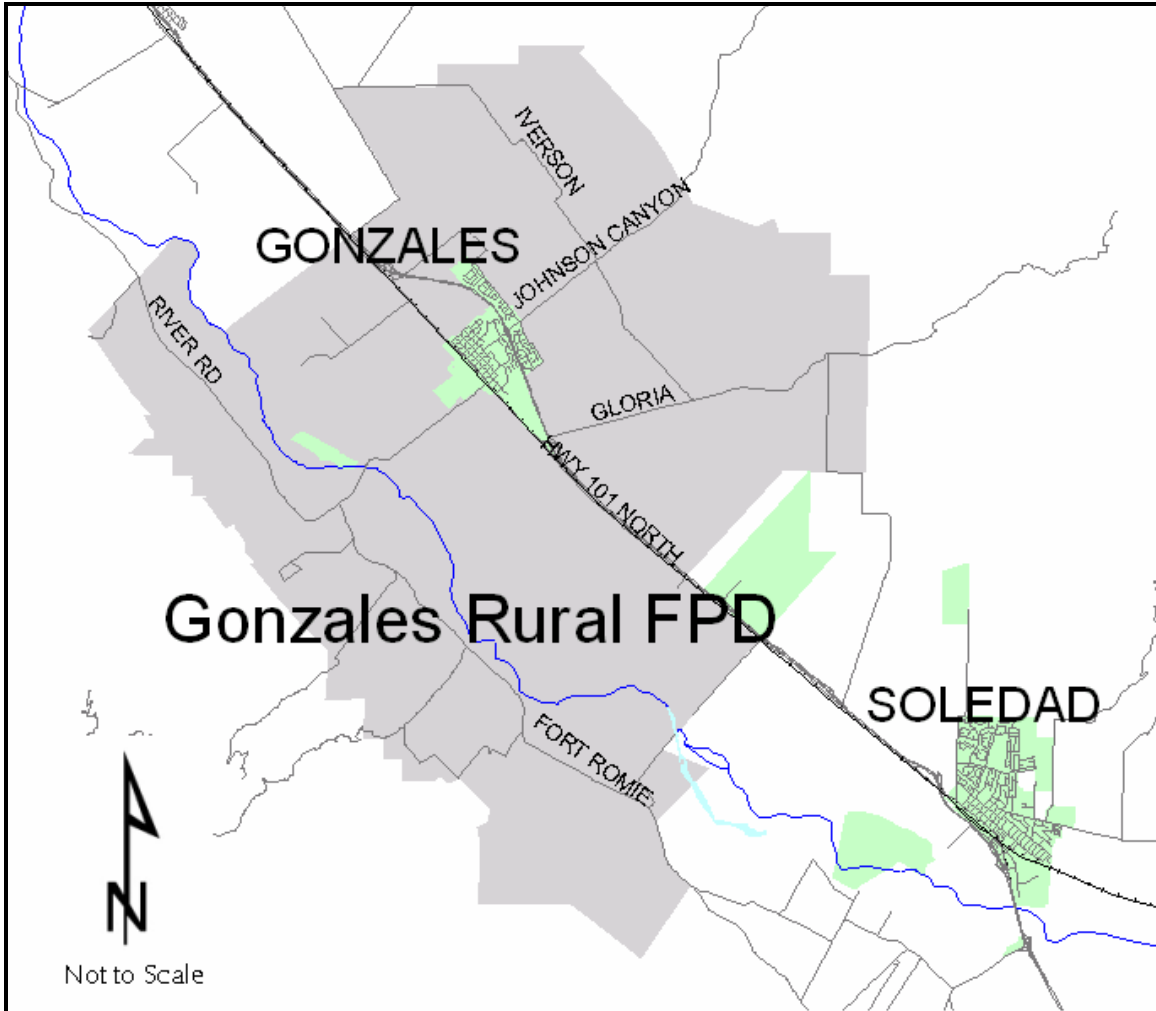
1. The City Manager identified several areas for consolidation or cost saving measures. These included identification of the Del Mesa Airport as an item that may be better served by another agency such as the City of Salinas and/or the County of Monterey, reduction in current staffing, restructure debt, and park and recreation services to be fully funded from fees. To save costs, the City has contracted with the County of Monterey for building services and privatized its Community Development function.
2. In order to save money, the City has chosen to maintain staff vacancies and reduce department expenditures. The City's current situation is one where investments in public service needs are needed to deal with current service issues and the expected increases in City population. Facilities and staff will need to be expanded to adequately handle current and future service needs.
3. Due to the relatively isolated nature of the City within a regional context, there are limited restructuring options available. There is, however the opportunity to explore the potential of combining local police or fire departments since they already work cooperatively to provide coverage throughout the area. The City is not currently negotiating for any consolidation or reorganizations of itself or other agencies within the area.

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## GONZALES RURAL FIRE PROTECTION DISTRICT SERVICES PROVIDED AND SERVICE AREA

The Gonzales Rural Fire Protection District is an independent special district formed on November 15, 1955 for the provision of fire protection services for an 80 square miles area in the unincorporated areas surrounding the City of Gonzales. The fire district contracts with the City of Gonzales Fire Department for all Fire Protection Services within the district.

**Figure 5.1**  
**Gonzales Rural Fire Protection District Boundaries**

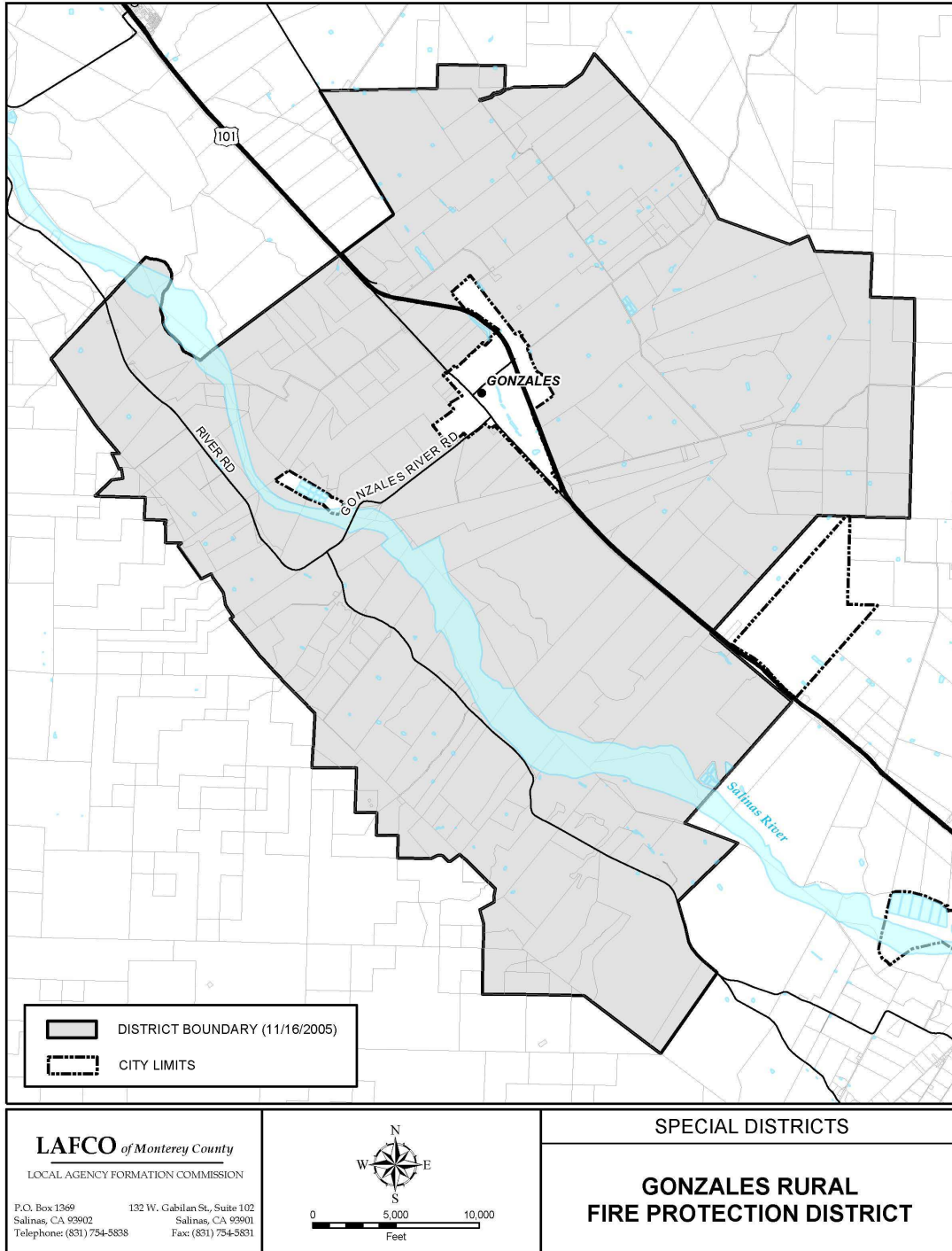


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**Figure 5.2  
Gonzales Rural Fire Protection District**



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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The district does not own infrastructure or retain fire preventions staff. It purchases service from the City of Gonzales on a contractual basis. Discussion of these services can be found in the City of Gonzales section of this document (Section 1).

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

The district does not prepare population or service demand projections, nor does it coordinate with other agencies in planning for future growth and service needs. Customers of the agency include all residents (approximately 1500 per district numbers), property owners and highway travelers within the district.

### 3. FINANCING CONSTRAINTS AND OPPORTUNITIES

The Gonzales Rural Fire Protection District provides fire protection services by contracting with the City of Gonzales. District revenues include property taxes, interest on pooled investments, state funds, and Proposition 172 funds. Property taxes provided the largest source of revenue representing 68% of district revenues in FY 2003-2004. Proposition 172 county funds provide about 30% of district revenues. Statewide voter approval of Proposition 172 allows Counties to collect a ½ cent sales tax to fund emergency services and distribute such revenues to emergency service agencies. The budget revenues are shown in the table below.

Detailed expenditure budgets were not provided by the agency but the majority of the funds collected are paid to the City of Gonzales for fire protection services pursuant to a service contract.

**Table 5.1**  
**Gonzales Rural Fire Protection District Revenues and Expenditures**

<b>Fiscal Year</b>	<b>FY 2002-2003</b>	<b>FY 2003-2004</b>	<b>FY 2003-2004</b>
Revenues – Property Tax	~	~	\$77,054
Revenues – Prop 172	~	~	34,450
Revenues – Interest/Other	~	~	1,834
Total Revenues	\$103,000	NA	\$113,338
Total Expenditures	\$103,000	NA	\$106,350

### 4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES

The City of Gonzales provided the District services by contract, mainly via the City's volunteer firefighters. The City of Gonzales funds and maintains the fire department and the Gonzales Volunteer Fire Department staffs the equipment. Similar to other fire protection agencies, the district does not charge for primary services.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The district does not own infrastructure to share or enter into Mutual Aid or Automatic Aid agreements as it purchases service from the City of Gonzales and they are responsible for entering into such agreements, if desired. This would not prevent the pooling of financial resources with other fire districts in the Salinas Valley as an option.

## **7. & 8. GOVERNMENT STRUCTURE OPTIONS AND MANAGEMENT EFFICIENCIES**

An elected Board of Directors governs the district. Should no candidate apply for the position, the Monterey County Board of Supervisors would appoint one. With all services contracted out and the lack of infrastructure to maintain, staffing is limited to the Board of Directors. Meetings are held quarterly at the option of the president. The Board feels its boundaries are correct at this time and does not wish to annex new areas for service or divest itself of existing service areas.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Board meetings are noticed through the posting of agendas on power poles within the district. Customer feedback is not actively solicited. Questions or service complaints are fielded and addressed by directors of the District Board of the Monterey County Board of Supervisors.

## **SUMMARY & DETERMINATIONS**

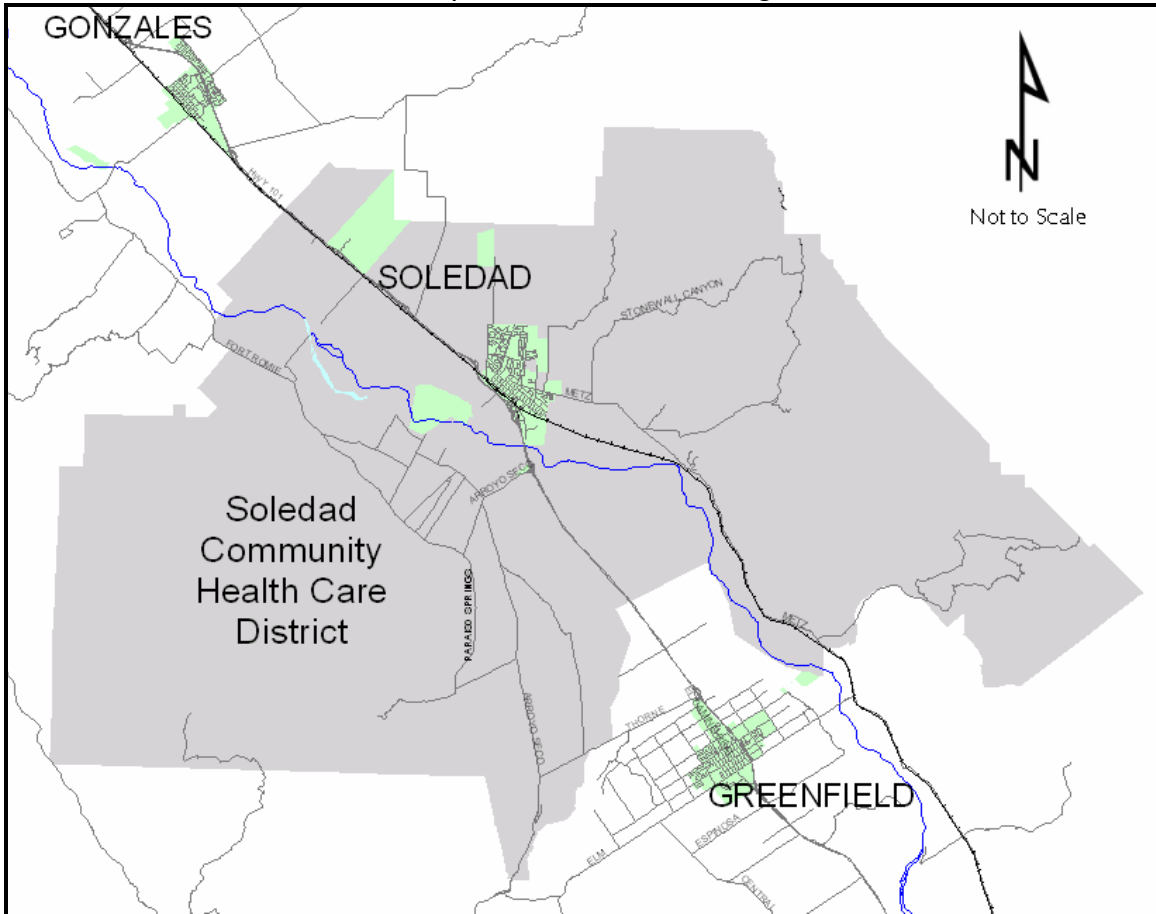
1. The District contracts with the City of Gonzales Fire Department for all fire protection services. Although the Board feels that the District boundaries are appropriate at this time, opportunities for additional cooperation with neighboring Districts should be encouraged.

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## SOLEDAD COMMUNITY HEALTHCARE DISTRICT SERVICES PROVIDED AND SERVICE AREA

The Soledad Community Healthcare District is a public agency that provides healthcare services within the City of Soledad and surrounding areas as necessary. Additional information for this district is still being compiled. This section will be distributed separate from this document.

**Figure 6.1**  
**Soledad Community Healthcare District Regional Location**

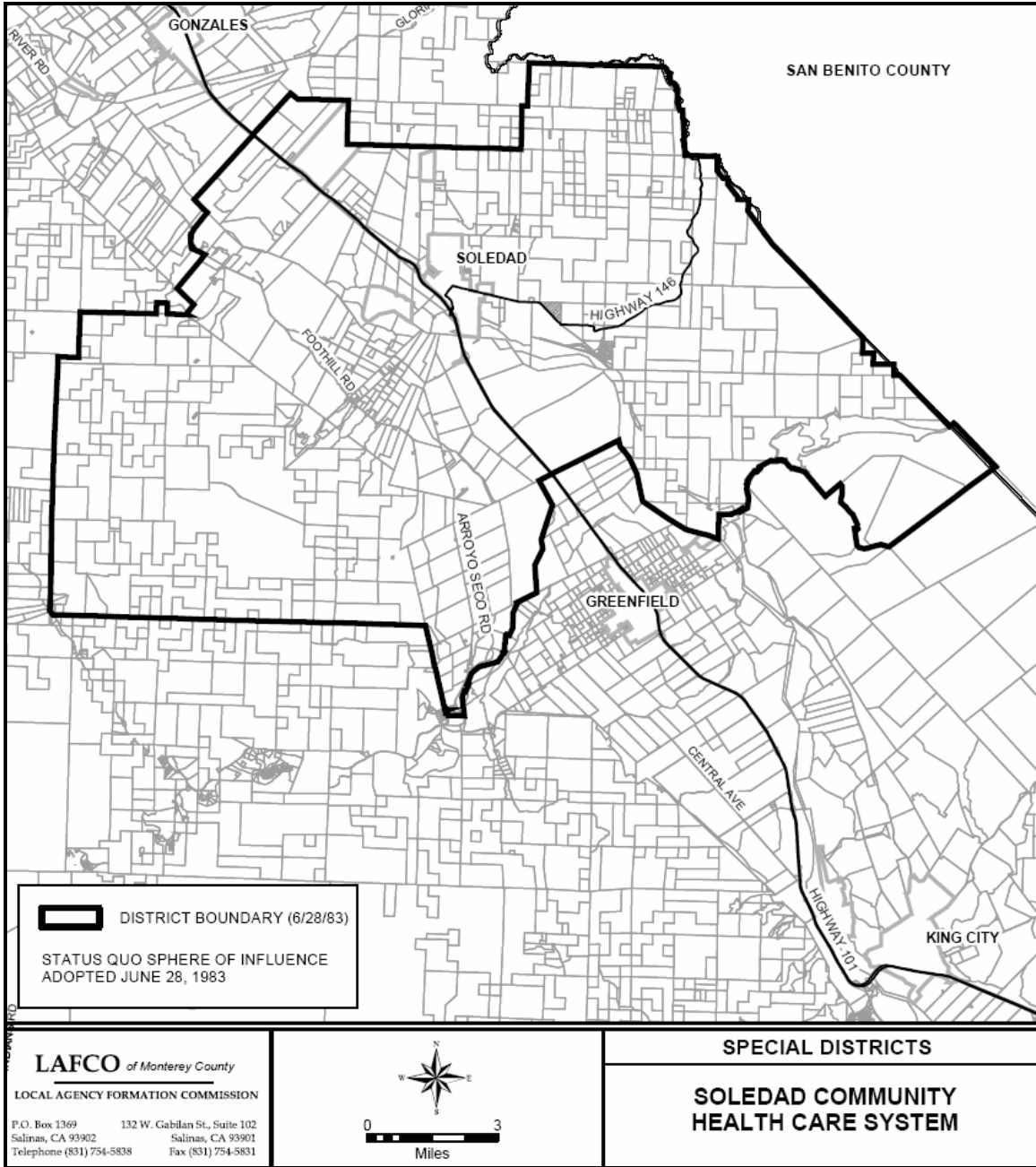


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**Figure 6.2  
Soledad Community Healthcare District Boundaries**

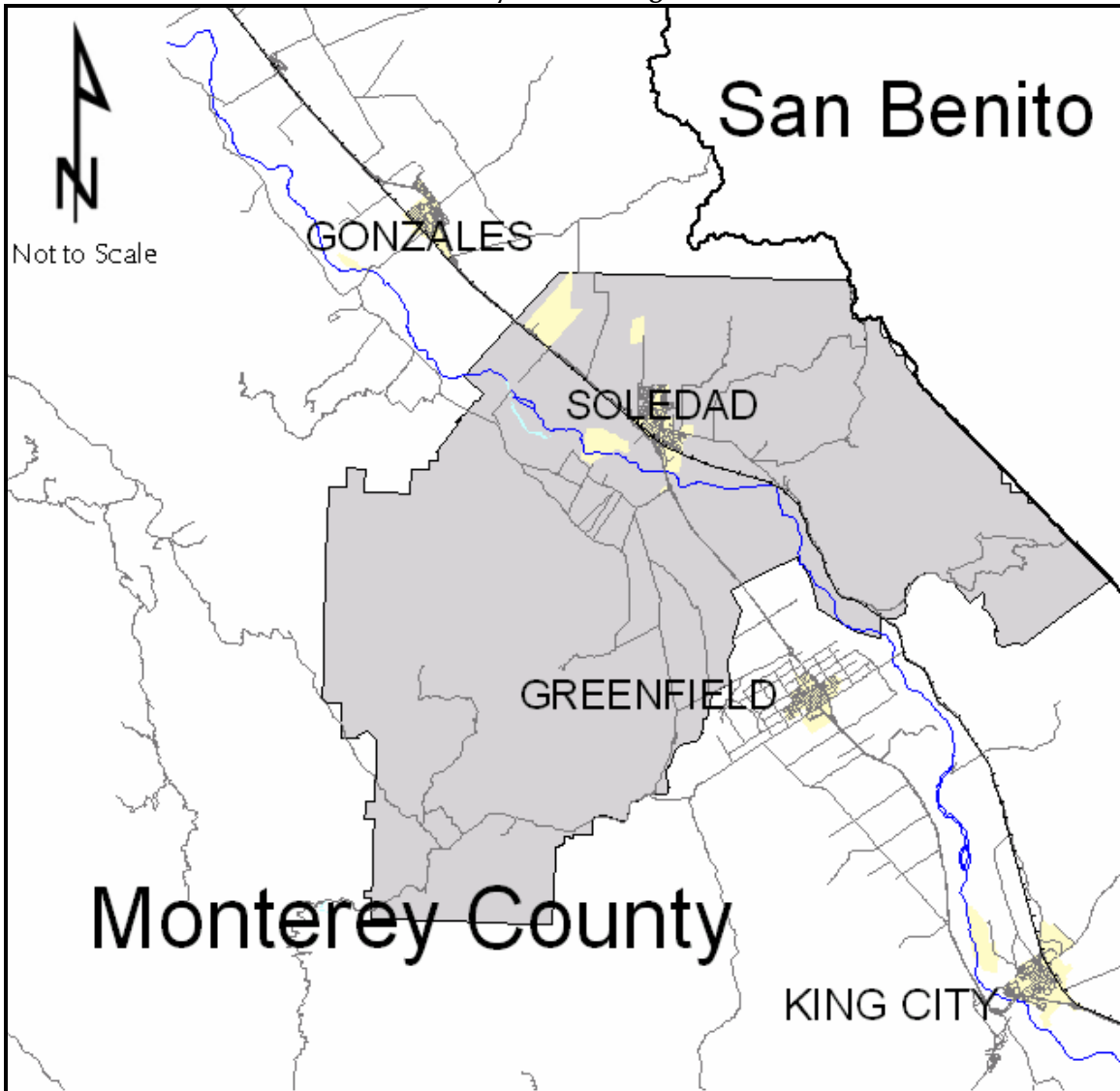


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**SOLEDAD CEMETERY DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The Soledad Cemetery District is a mostly volunteer agency that provides public interment services in and around the community of Soledad. Additional information for this district is still being compiled. This section will be distributed separate from this document.

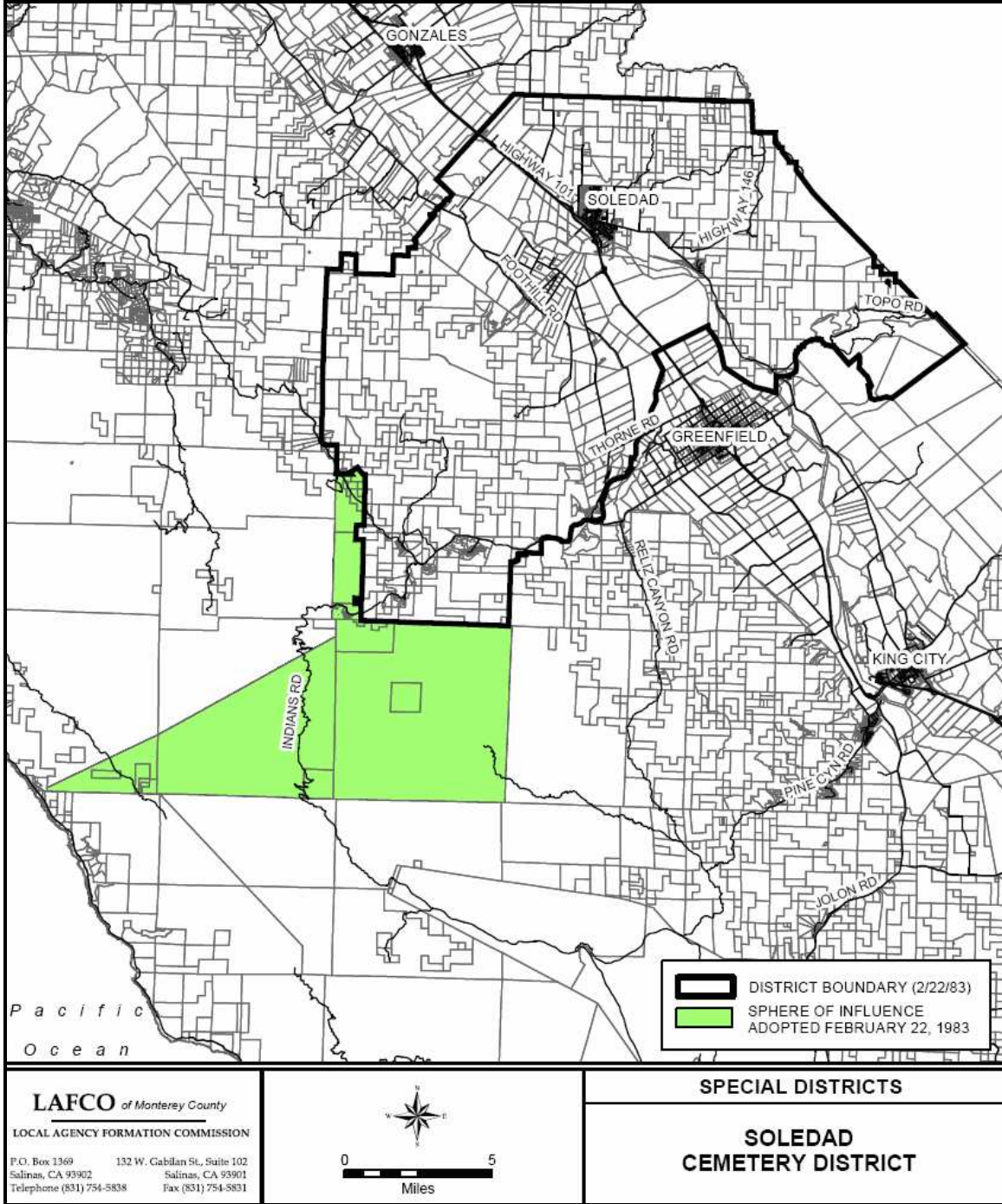
**Figure 7.1  
Soledad Cemetery District Regional Location**



Source: Monterey County Planning and Building Inspection

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Figure 7.2  
Soledad Cemetery District Boundaries



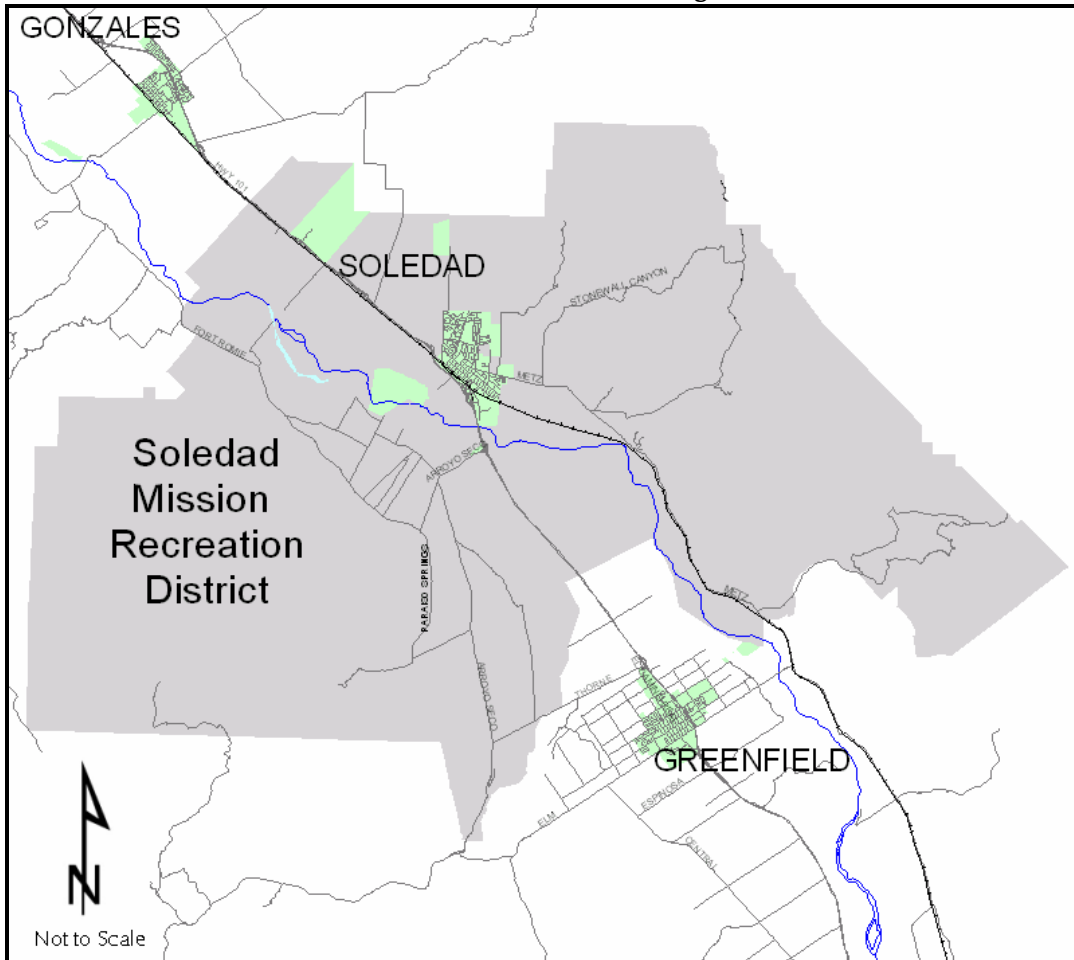
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## SOLEDAD MISSION RECREATION DISTRICT SERVICES PROVIDED AND SERVICE AREA

The Soledad-Mission Recreation District is an independent special district created to provide recreational facilities and programming to Soledad and its environs. The district presently runs an outdoor park and aquatic facility in Soledad where it provides a pool and staffing necessary for a swim team, swim instruction, water-aerobics, special events, lap-swimming and “open swim” supervised by lifeguards. This facility supplements municipal recreational facilities operated by the City of Soledad and the regional recreational facilities of Pinnacles National Monument and the Arroyo Seco Wilderness Area.

The district was created by special election on September 11, 1962 and covers an area extending westward from the Monterey-San Benito County line to Carmel Valley Road on the west, and points north and south of the City of Soledad approximately midway between the neighboring cities of Gonzales and Greenfield as shown in **Figure 8.1**.

**Figure 8.1**  
**Soledad Mission Recreation District Regional Location**

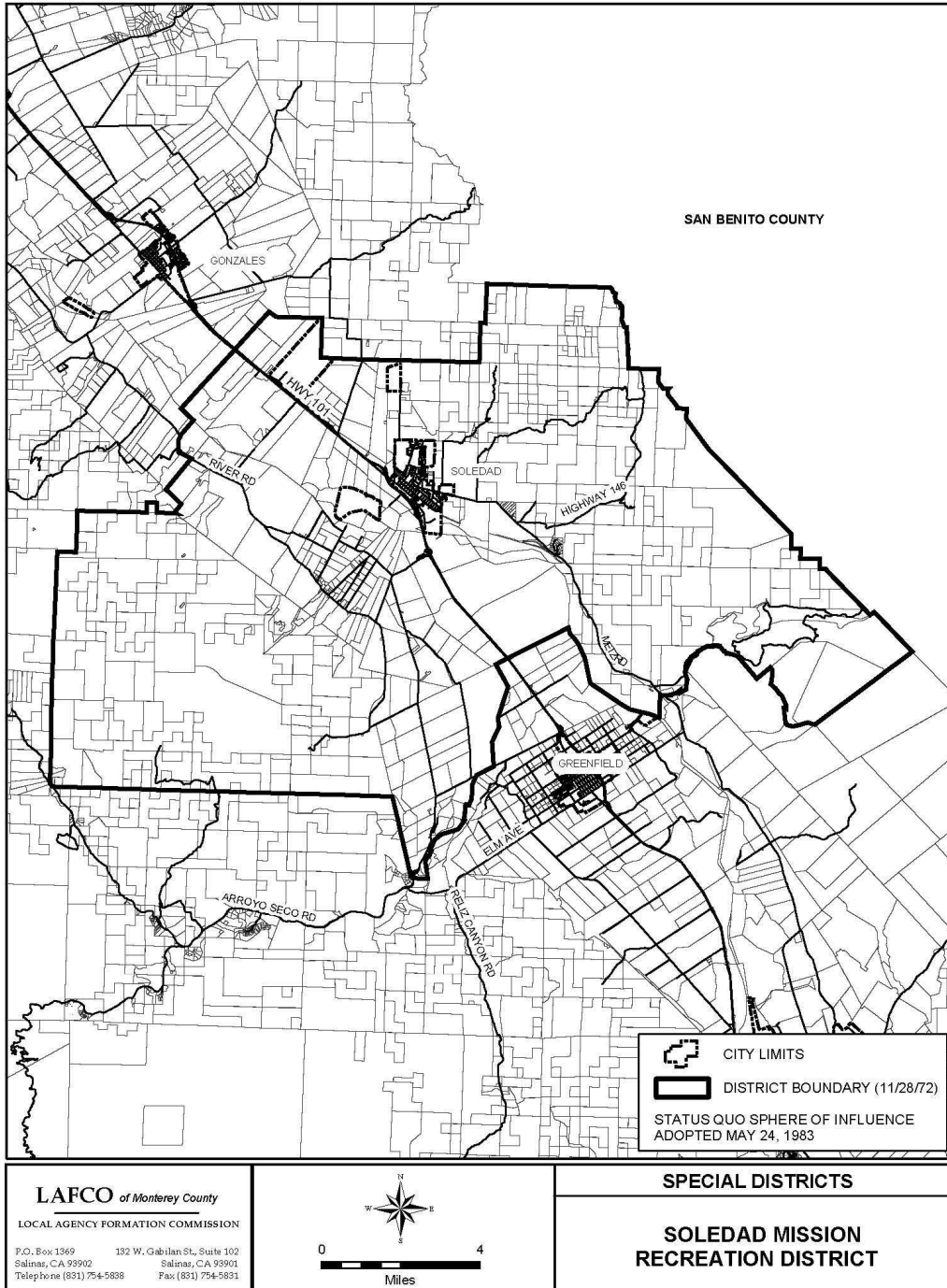


Source: Monterey County Planning and Building Inspection

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**Figure 8.2  
Soledad Mission Recreation District Boundaries**



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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The Soledad Mission Recreation District owns and operates a 2-acre park and aquatic facility at 570 North Walker Drive in Soledad. The outdoor park is open to the public and contains a gravel track, benches and picnic tables. The indoor aquatic facility houses a 6 lane, 25 meter pool including diving boards, a wading pool and locker rooms. The district indicated that pending grant applications and per capita funding exists for the addition of training and community rooms, the replacement of the pool roof, renovation of the showers, and the addition of a therapy pool.

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

The district provides services to the general public regardless of geographic origin and does not prepare it's own future population estimates or service demand projections. Soledad lies at the heart of the district and contains the majority of the District's population with approximately 30,000 residents. AMBAG population estimates anticipate substantial growth in Soledad to around 32,400 by 2010 and almost 40,000 by 2020. As such there will be an even greater need for additional park and recreation services in the short and long term.

### 3. FINANCING CONSTRAINTS AND OPPORTUNITIES

Fees charged for the use of the aquatic facility provide approximately forty percent of the district revenue. A share of property tax income provides Sixty percent of the revenue for the district. Revenues can fluctuate if the County or State withholds more property taxes than anticipated. Revenues are also impacted if mechanical issues cause closure of the facility. The district follows GASB 34 accounting standards.

**Table 8.1  
Soledad Budgeted Revenues and Expenditures**

Fiscal Year	FY 2002-2003	FY 2003-2004	FY 2004-2005*
Revenues – Property/District Tax	\$143,342	\$161,627	\$153,600
Revenues – State	27,200	0	
Revenues – Charges/contribution	79,163	97,263	114,000
Revenues – Interest/Other	8,512	9,229	16,000
Total Revenues	\$258,217	\$268,119	\$283,600
Expenditures – Salaries/Benefits	111,919	135,925	\$154,300
Expenditures – Services/supplies	115,330	118,064	121,300
Expenditures – Fixed assets	15,132	5,425	8,000
Total Expenditures	\$242,381	\$259,414	\$283,600

\*Fiscal Year 2004-2005 includes a revenue and expenditure budget for Dry Period Loan Repayment and Dry Period Loan of \$15,000 each.

### 4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES

The district charges fees for its aquatic programs in order to recoup costs. Fees vary depending upon type of activity. Increasing the fees charged for the programs could be an additional source of revenue but could also result in reduced revenues if fewer residents

participate. Revenues from programs are dependent on effectively balancing the fee with the level of participation.

Voters within the district approved a tax-ceiling rate of 17 cents/\$100 valuation at the time of district formation in 1962. This tax is collected with the property tax bill. The district has recently submitted grant applications for capital improvements. The district regularly reviews its expenditures and maintenance costs in relationship to revenues.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The district does not jointly own or share facilities or services with other agencies. No interagency agreements currently exist. The district has proposed to lease the Community Center in Soledad to run recreational programs. Other opportunities such as outsourcing or joint ventures may exist as the City of Soledad provides and maintains comparable passive and active recreational facilities, with a resultant benefit reached through efficiencies of scale.

## **7. GOVERNMENT STRUCTURE OPTIONS**

Due to such a large number of users living outside of district boundaries, the district feels its boundaries are not correct at this time and should be expanded or addressed by another agency. Between 200 and 3,000 patrons visit the aquatic facility each month, depending upon the time of year. Based upon patron receipts and membership information, many of these customers are non-district residents originating from an area roughly bounded by Chualar, Arroyo Seco, and Lockwood. Driving this extra-district attendance is the lack of year-round aquatic recreational providers in the Central and Southern Salinas Valley, with this facility being the only off-season provider between the months of September and May. The district feels its boundaries should be adjusted or another agency created or enabled to reduce the physical and financial pressure on the existing Aquatic facility.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

A five-member board governs the recreation district. The Monterey County Board of Supervisors is responsible for appointment two of the district's board members, who must reside within the boundaries of the district but outside the Soledad city limits. The remaining three board members must reside within city limits and are appointed by the Soledad City Council.

Serving the board is one full time executive director, two part time management personnel, and approximately seven part time operational personnel and four part time seasonal employees.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Board Meetings are published in local publications and agendas posted at City Hall and the meeting site. Complaints are received verbally or through a comment box located at City Hall and at the Aquatic Facility. The comments received are addressed by employees, the director, or the Board if necessary.

## SUMMARY & DETERMINATIONS

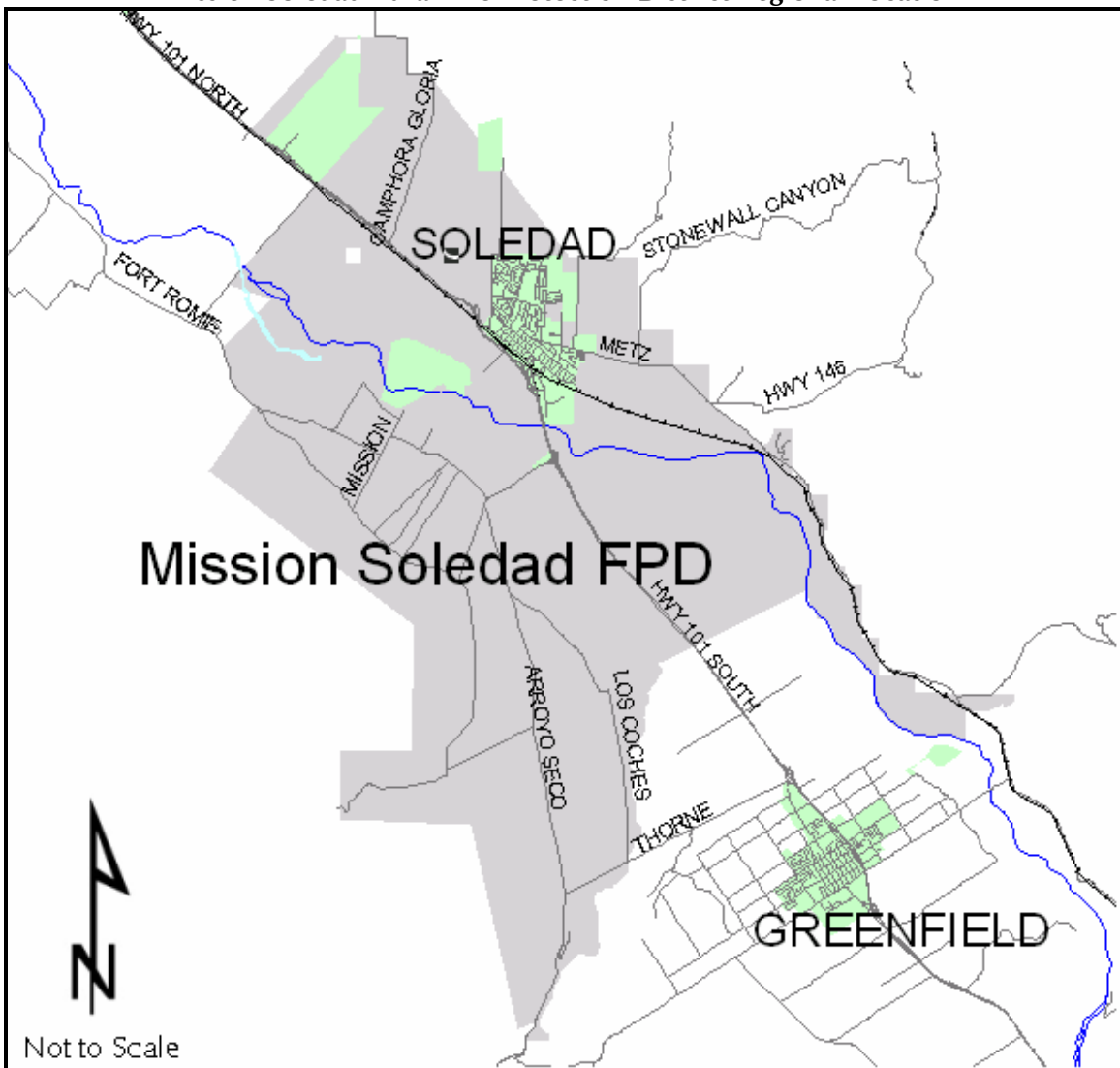
1. Increasing the fees charged for the programs could be an additional source of revenue but could also result in reduced revenues if fewer residents participate. Revenues from programs are dependent on effectively balancing the fee with the level of participation.
2. The District Board feels that the existing boundaries do not coincide with the population it serves. The reasoning provided by the Board is that there are limited aquatic services in other districts, especially in the off-season. While other districts and municipalities within South County close their pools between September and May, the Soledad-Mission Recreation District operates year round. Due to this, the Board feels that residents within the district boundaries pay more for the same services than those outside district boundaries.
3. Joint use agreements or outsourcing with the City of Soledad or the Greenfield Recreational district could be explored for both aquatic and non-aquatic facilities and programming.
4. Population forecasts project substantial growth within both current district boundaries and the actual service area, as it presently exists. As such there will be an even greater need for additional park and recreation services in the short and long term.

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**MISSION SOLEDAD RURAL FIRE PROTECTION DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The Mission Soledad Rural Fire Protection District is an independent special district formed in 1950 for the purpose of providing fire protection services to all property lying within district boundaries, including the City of Soledad. The district has contracted with the City of Soledad for the provision of fire protection services. The current contract with the City was entered on September 3, 1998 with a term of fifteen (15) years. Please see Section 2 (City of Soledad) of this MSR for additional information for this district. Additional information is still being compiled. This section will be distributed separate from this document.

**Figure 9.1  
Mission Soledad Rural Fire Protection District Regional Location**

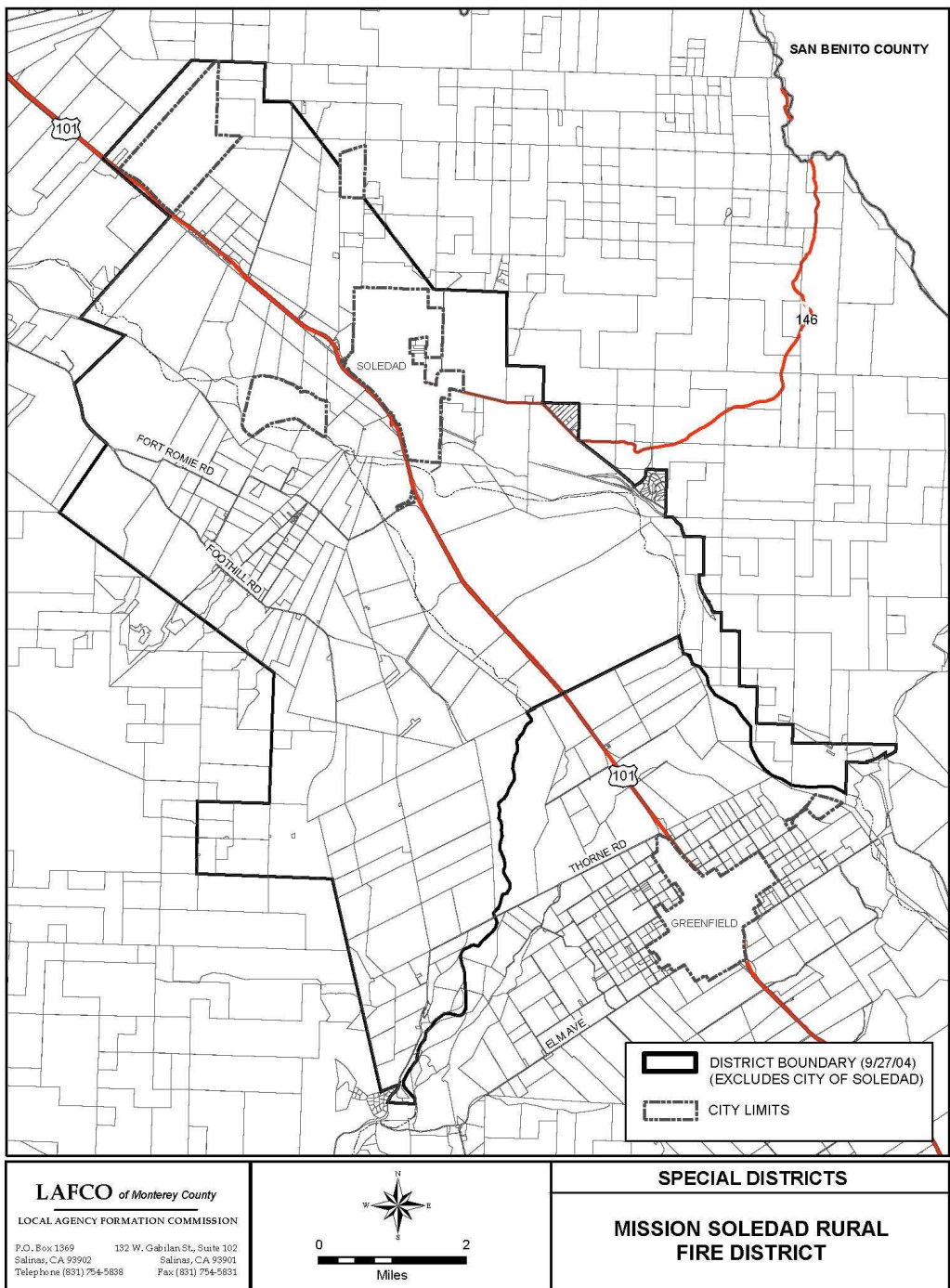


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**Figure 9.2**  
**Mission Soledad Rural Fire Protection District Boundaries**

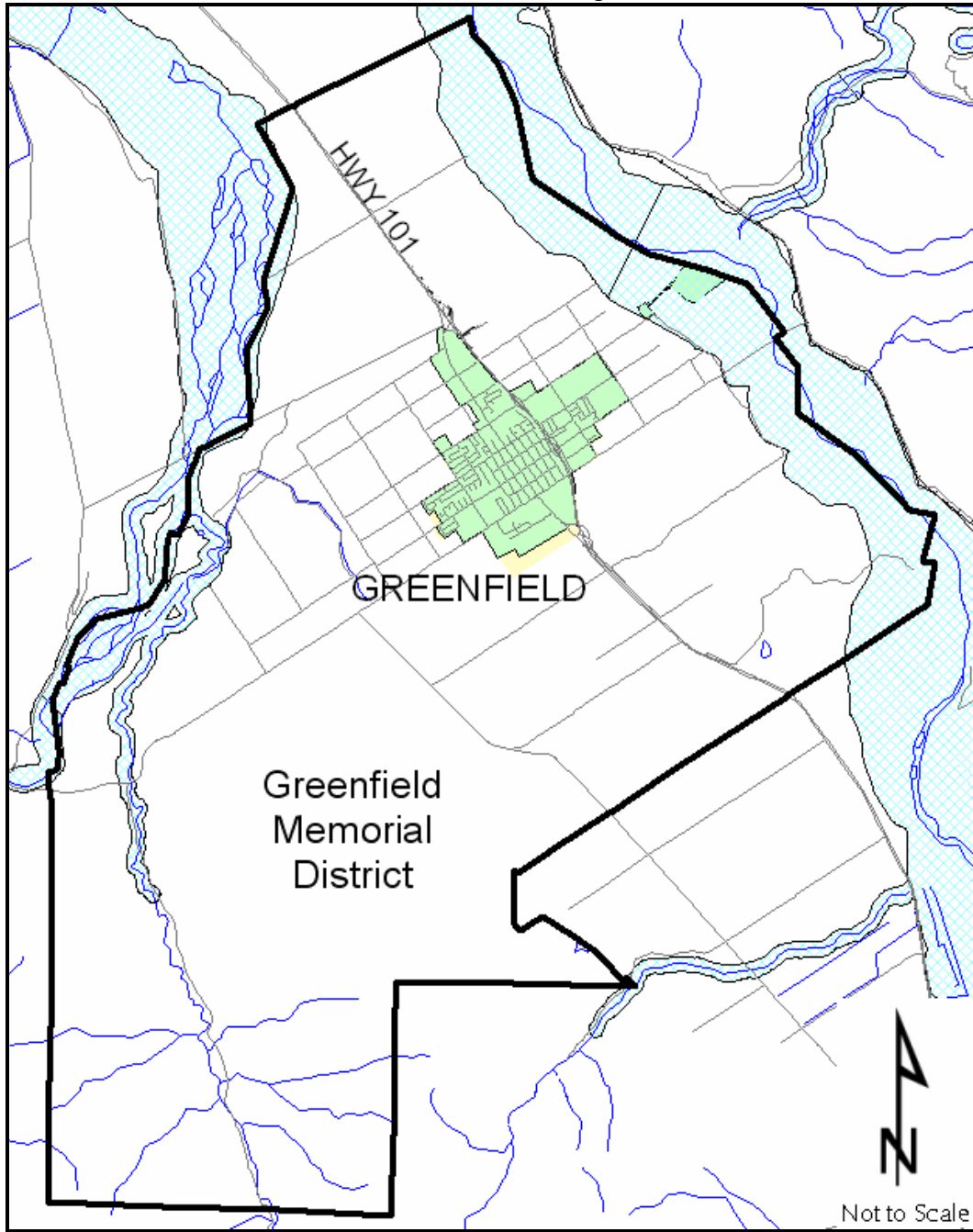


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**GREENFIELD MEMORIAL DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The Greenfield Memorial District owns and maintains Jim Maggini Memorial Park that includes a community center, basketball court and barbeque pits. This district did not participate in the MSR process.

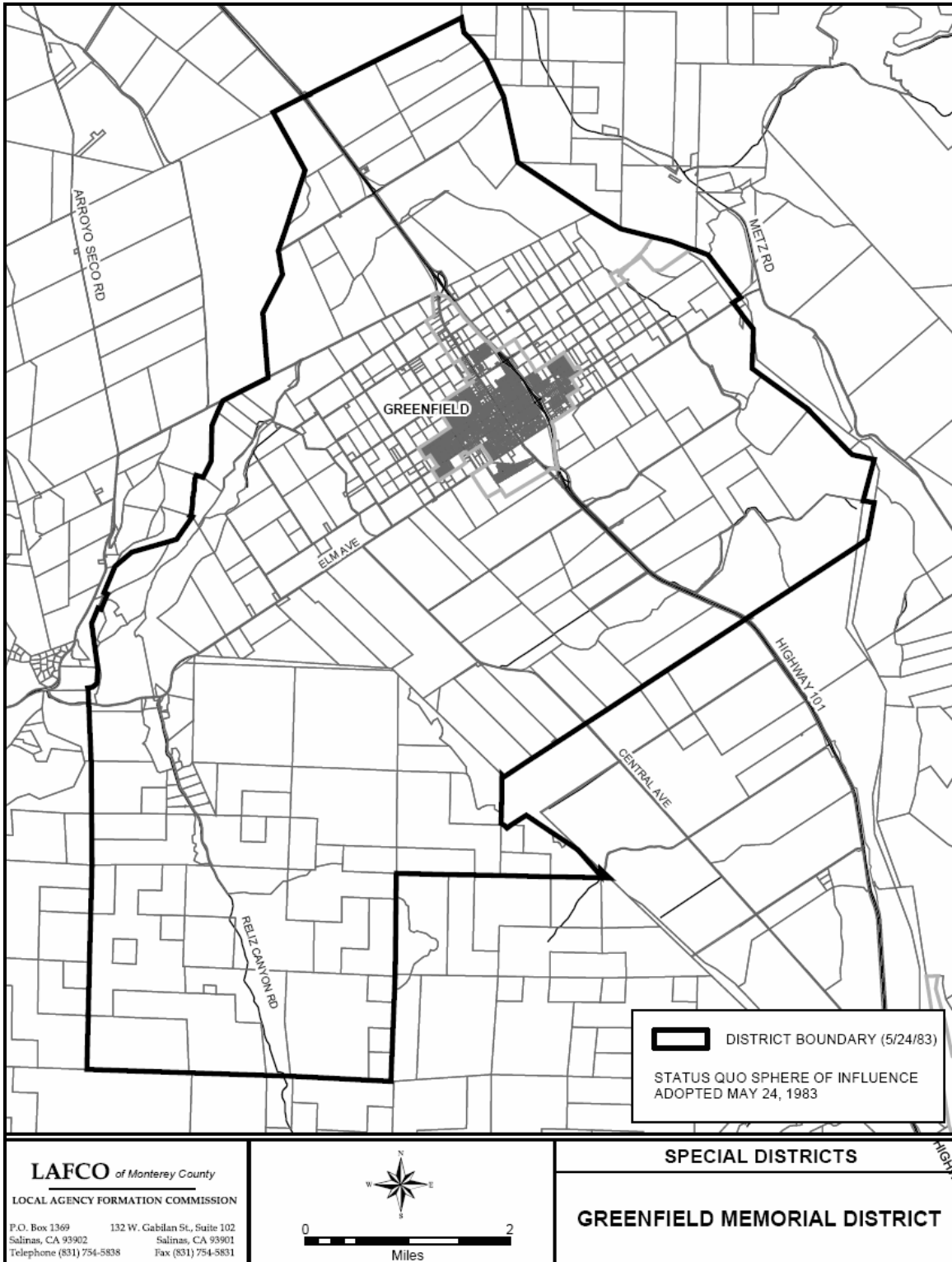
**Figure 10.1  
Greenfield Memorial District Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 10.2  
Greenfield Memorial District Boundaries**



**LAFCO** of Monterey County  
LOCAL AGENCY FORMATION COMMISSION  
P.O. Box 1369      132 W. Gabilan St., Suite 102  
Salinas, CA 93902      Salinas, CA 93901  
Telephone (831) 754-5838      Fax (831) 754-5831

**SPECIAL DISTRICTS**

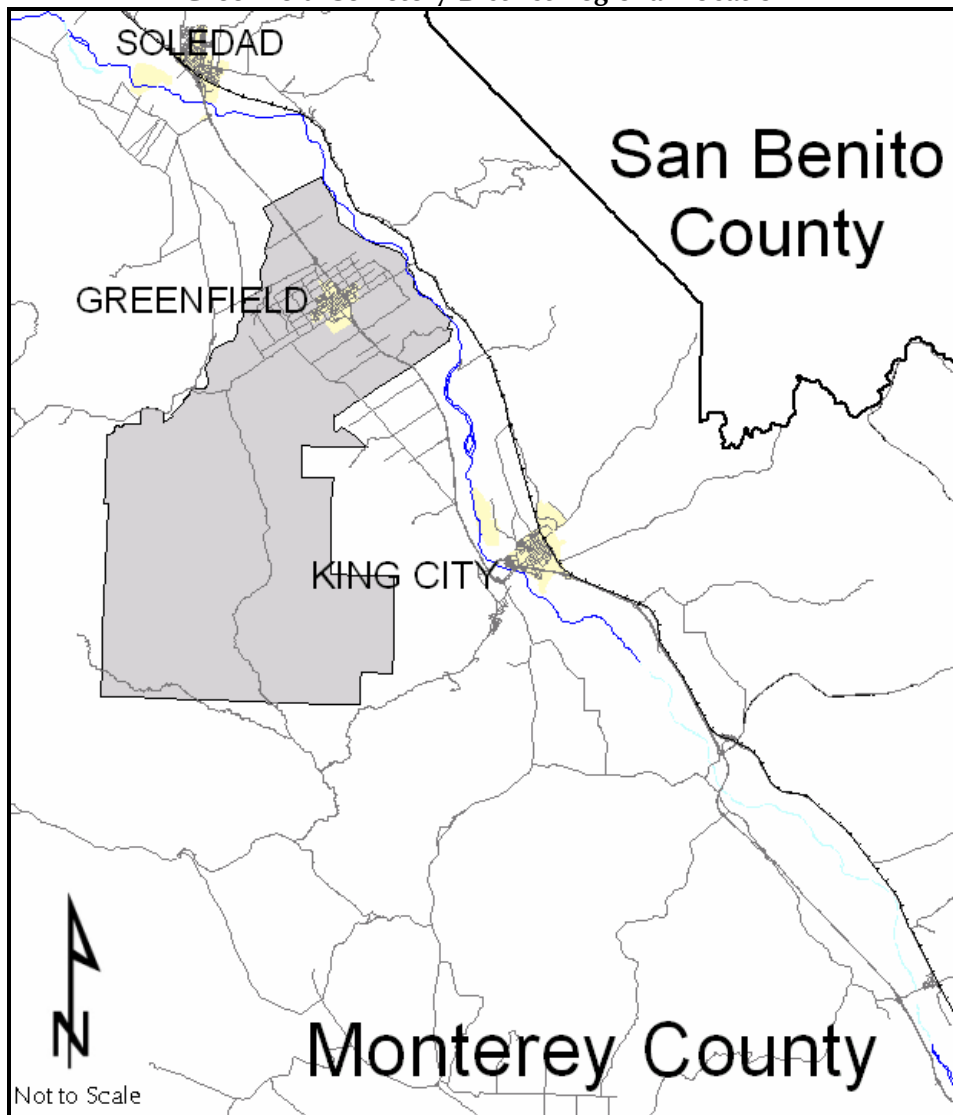
**GREENFIELD MEMORIAL DISTRICT**

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## GREENFIELD CEMETERY DISTRICT SERVICES PROVIDED AND SERVICE AREA

The Greenfield Cemetery District was formed on November 8, 1943 as a special district under the County of Monterey. The district is responsible for the operation of a public cemetery for the use of residents in and around the City of Greenfield, though plots are available to interested parties outside of the district. The main cemetery is located on approximately 4 acres fronting Elm Avenue, east of the City and adjacent to Oak Park, a public recreation area owned and operated by the Greenfield Public Recreation District. Another 0.6 acres of cemetery space was recently acquired from the Holy Trinity Church Cemetery at 803 Elm Avenue in Greenfield.

**Figure 11.1  
Greenfield Cemetery District Regional Location**

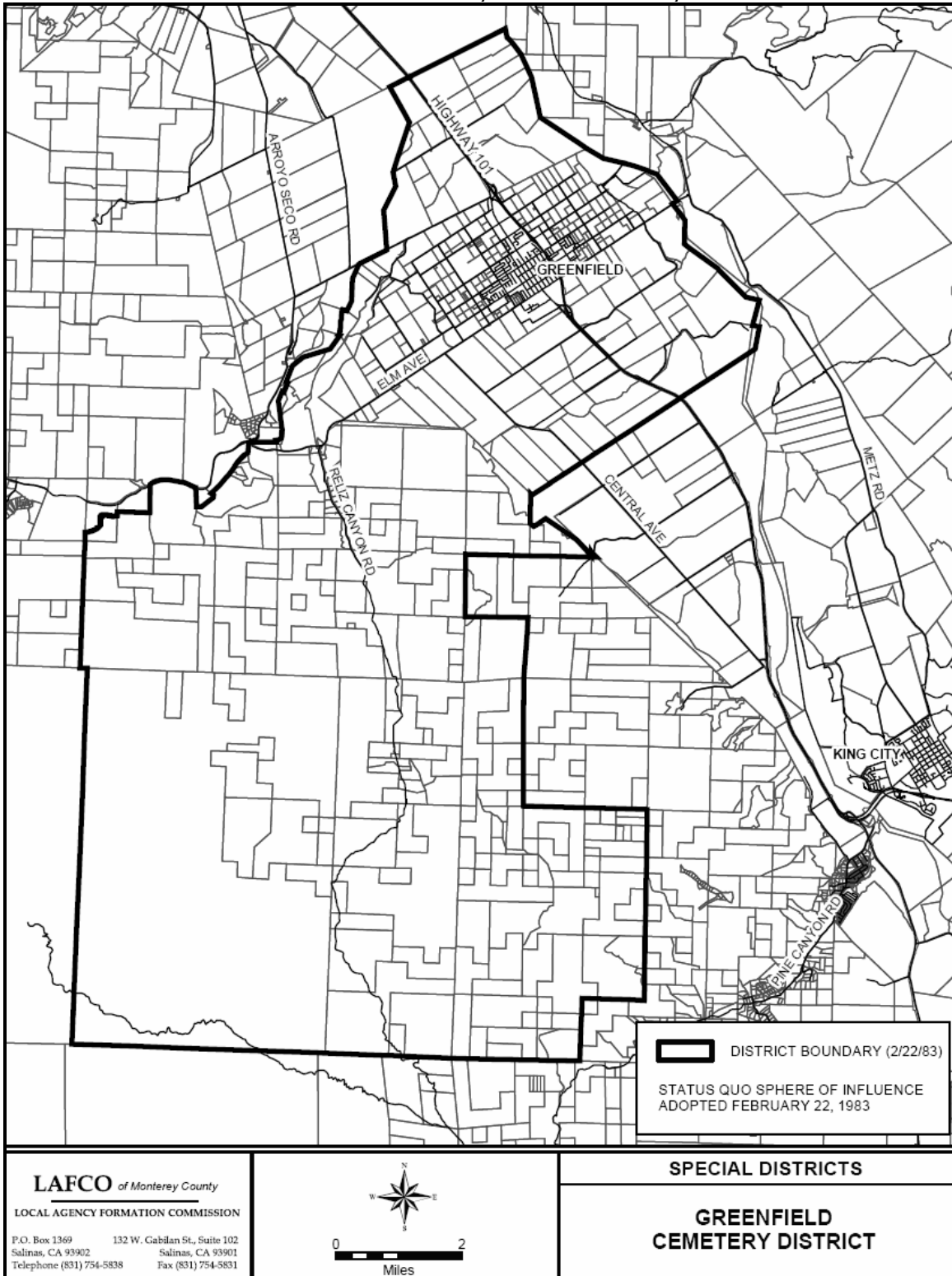


Source: Monterey County Planning and Building Inspection

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**Figure 11.2  
Greenfield Cemetery District Boundary**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

Infrastructure owned by the district includes a building to house equipment necessary for the opening/closing of graves and general landscaping maintenance. The District shares a backhoe tractor and 2 lawnmowers with the Greenfield Recreation District.

Recent purchases include additional land in the amount of .57 acres adjacent to the Holy Trinity Cemetery that was acquired on May 14, 2003. Planned infrastructure enhancements include the construction of a wall with cremation niches for the internment of ashes.

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

The district defines customers as those requiring or desiring internment services within the District. While principally organized and maintained for residents of the District, plots are available to qualified non-residents at a higher fee schedule.

Neither the District nor AMBAG prepares and maintains population and/or service demand projections for the District. AMBAG projections for the population of Greenfield, which is located within the Greenfield Cemetery District, are expected to increase significantly in the future. With the increased population, an increased demand for internment services is anticipated.

### **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

District revenues are primarily generated from two sources, property taxes and service charges for the opening/closing of graves and the sale of grave liners and vaults. Supplementing annual revenue is an endowment fund established in 1986 by the Board of Supervisors to provide an endowment for care of the burial plots in the cemetery. Fees are collected on each grave sold to develop this fund, with expenditures limited to the interest earnings from the fund. To date no monies from the fund have been expended by the District and remain available for long-term maintenance.

Annual revenues and expenditures vary from year to year due to fluctuations in demand for burial plots. In 2003 property taxes contributed 51% of annual revenue and service charges (open/closure of graves and sale of plots and vaults) 44%, with the remainder originating from interest payments and State tax revenues. Salaries and capital outlays made up the bulk of expenditures of the district, with annual expenditures exceeding annual revenue for the last three fiscal years, largely due to infrastructure enhancement and expansion. The agency does not have any outstanding debt, though it is subject to outstanding litigation at this time.

### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

The district provides various rates for burial services at the cemetery. Rates vary according to such factors as size of grave and additional optional services. The district charge is reduced for smaller graves and additional charges are assessed for non-residents. District

charges for services are roughly equivalent to costs and are increased as necessary to remain solvent.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The District is not currently involved in any joint functions or purchasing. The district does share equipment with the Greenfield Recreation District, which maintains abutting property. Shared equipment includes a backhoe tractor and 2 lawnmowers. Similar opportunities may exist with the Holy Trinity Cemetery owned by the Catholic Diocese of Monterey. In May of 1993 the District acquired .57 acres of cemetery space from the Diocese for purposes of capacity expansion.

## **7. & 8. GOVERNMENT STRUCTURE OPTIONS AND EVALUATION OF MANAGEMENT EFFICIENCIES**

A five-member Board of Directors governs the District. The Monterey County Board of Supervisors appoints members for four-year terms of service and by geographical division. Long and short-term agency goals are discussed and established by the District Board at monthly meetings. Serving the Board are two employees, a caretaker and one part-time worker. The Board feels its boundaries and organizational structure is correct and adequate at this time, and not in need of reorganization.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

The District provides several avenues for the public to observe how the District operates and have their questions and concerns addressed. Agendas are posted in a manner consistent with state law, with meetings open to the public and are regularly attended by residents voicing both positive and negative issues. The President of the Board handles complaints received by the District.

## **SUMMARY & DETERMINATIONS**

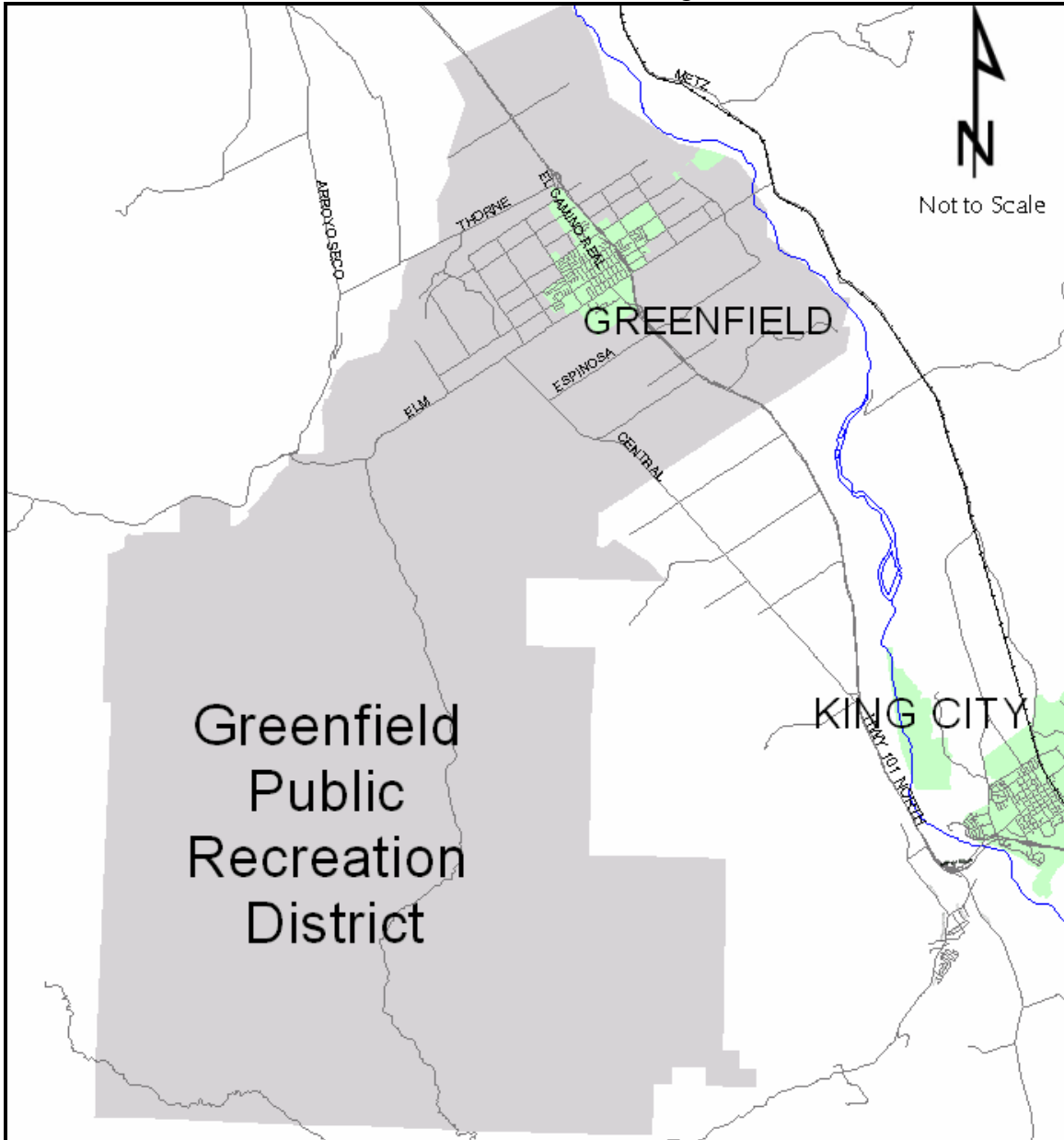
1. The District shares equipment with the Greenfield Recreation District. Other opportunities for shared resources may exist with the Catholic Diocese of Monterey Cemetery from which the District recently acquired burial space.
2. The Board feels its boundaries and organizational structure is correct, adequate, and not in need of reorganization at this time although service demand can be expected to increase as the population of Greenfield and surrounding areas increase.

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## GREENFIELD PUBLIC RECREATION DISTRICT SERVICES PROVIDED AND SERVICE AREA

The Greenfield Public Recreation District is an independent special district created for the provision of recreational facilities to the City of Greenfield and surrounding unincorporated areas. District facilities supplement neighborhood parks operated by the City of Greenfield, the Greenfield Memorial District, and the regional recreational facilities.

**Figure 12.1**  
**Greenfield Public Recreation District Regional Location**

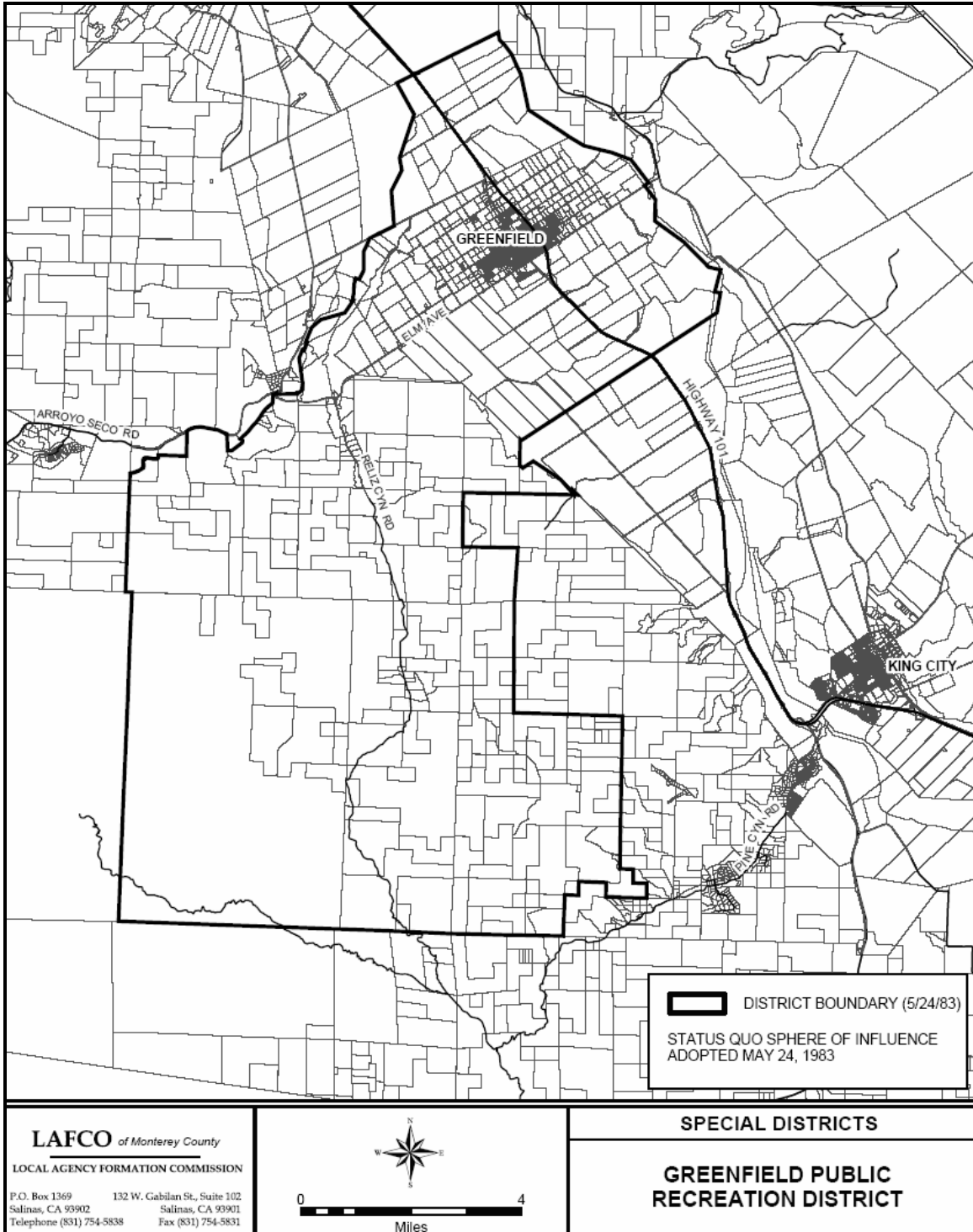


Source: Monterey County Planning and Building Inspection

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**Figure 12.2  
Greenfield Public Recreation District Boundaries**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The district encompasses the Greenfield voting township, although services are open to the general public within and without the district. Lands owned by the district were designated a recreation area in 1906 and became Monterey County property in 1955 at which time the district and governing board was created.

The district owns and maintains Oak Park, a facility approximately 23 acres in size. The park is located on Elm Avenue, approximately 1 mile east of town and adjacent to the Greenfield Cemetery. Infrastructure within the park includes a swimming pool, tennis courts, horseshoe pits, canopied picnic areas with barbeque facilities, a playground, support structures including an employee residence, and a water well that provides irrigation water but not potable drinking water. Obtaining potable drinking water for this facility is a priority for the District. The potential for the annexation of a 20 acre park (Patriot Park) is also being researched at this time.

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

The district provides services to the general public regardless of geographic origin and does not prepare it's own future population estimates or service demand projections. Greenfield lies at the heart of the district and contains the majority of the District's population with around 15,000 residents. AMBAG population estimates anticipate substantial growth in Greenfield and Soledad in the future. As such, there will be an even greater need for additional park and recreation services in the short and long term.

### **3., 4., & 5. FINANCING CONSTRAINTS AND OPPORTUNITIES, COST AVOIDANCE OPPORTUNITIES, AND OPPORTUNITIES FOR RATE RESTRUCTURING**

A limited budget and expenditures related to the operation and maintenance of the swimming pool have reduced overall district operations and maintenance to minimum levels. Insufficient data was provided to make further determinations.

### **6. OPPORTUNITIES FOR SHARED FACILITIES**

The District provides recreational facilities in a manner not dissimilar to the City of Greenfield and the Greenfield Memorial District with which it shares a customer base. The City presently operates and maintains over 23 acres of parkland consisting of 9 neighborhood parks ranging in size from 6,000 square feet to over 19 acres. Additionally, a community center is being constructed in Patriot Park to serve the needs of the City of Greenfield residents. Similarly, the Memorial District owns and maintains Jim Maggini Memorial Park that includes a community center, basketball court and barbeque pits. Cooperative arrangements between the District, the City and/or the Memorial District may provide opportunities for the entities to improve efficiency of service.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The district was established in 1955 and is governed by a five member Board. Board members are appointed for three (3) year terms. The Board does not utilize a planning document to guide operations or future expansion of facilities. The Board feels that current district boundaries are adequate.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

Implementing the actions of the board is a full time employee serving as both manager and an operational employee. The district also utilizes corrections labor for grounds maintenance through a County prison/work program.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Board Meeting Agendas are published in local publications and are open to the public to voice their concerns. Public comment and complaints may also be written and mailed to the Board to be addressed by the Board at the time of the Board meetings.

## SUMMARY & DETERMINATIONS

1. The district provides services also performed by the City of Greenfield and Greenfield Memorial District. Outsourcing or cooperative arrangements between the District and the City may provide opportunities for the two entities to improve efficiency of service.
2. The district adjoins the Soledad-Mission Recreation District to the North. Cooperative or merging of services could be explored as a way of improving efficiency and overall quality of service.
3. Population forecasts project substantial growth within both current district boundaries and the actual service area. Due to this population growth, there will be a need for additional park and recreation services in the short and long term.

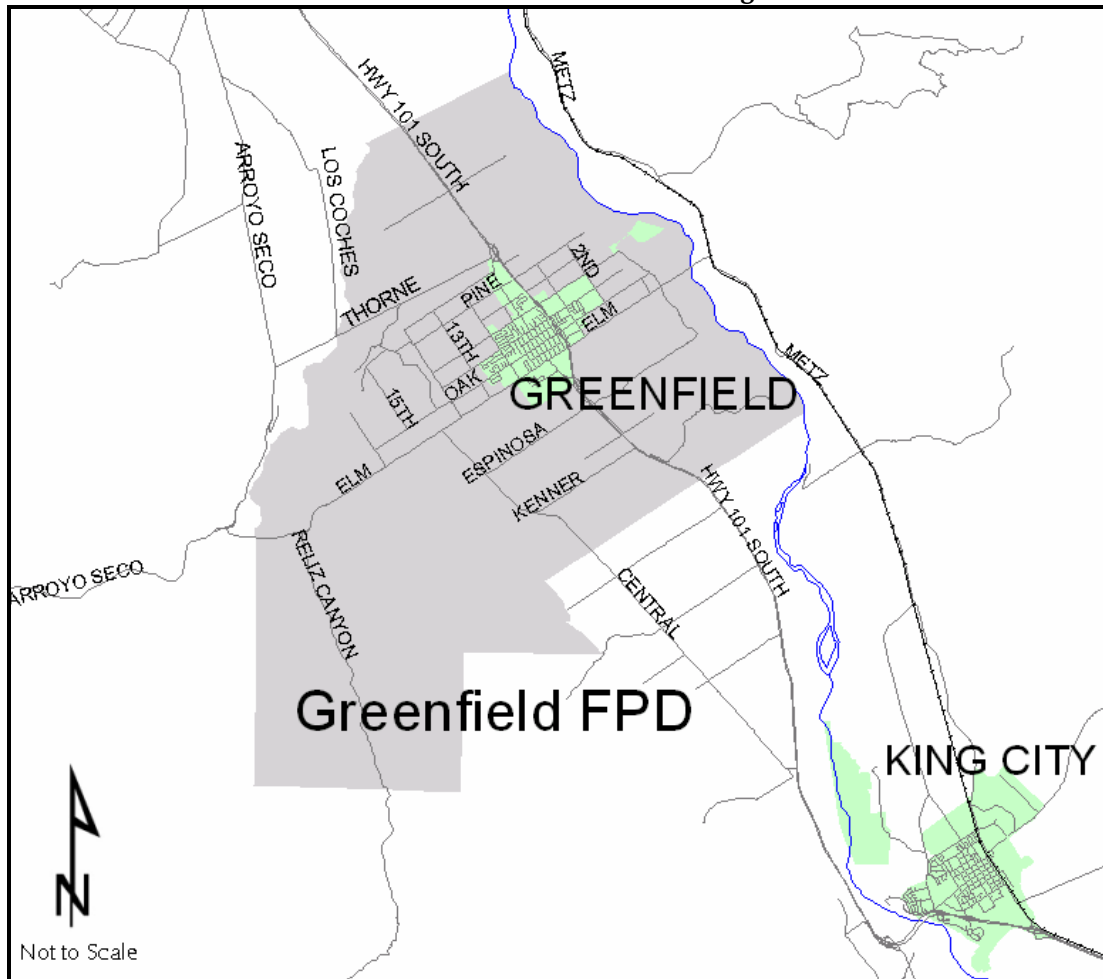
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## GREENFIELD RURAL FIRE PROTECTION DISTRICT SERVICES PROVIDED AND SERVICE AREA

The Greenfield Rural Fire Protection District (GRFPD) is an independent special district governed by a five-person board of directors. The District encompasses an area roughly 36 square miles in size including the City of Greenfield and surrounding areas of unincorporated Monterey County. Formally established in 1940, the District continues to provide public safety services including fire protection, fire suppression, emergency medical response, hazardous materials response, public assists, rescues, and planning and building plan check services.

The GRFPD currently has three full time engineers, a part time secretary and 20 paid-per-call firemen and operates a station located at the corner of Oak Avenue and Fourth Street in the City of Greenfield. The GRFPD responds to approximately 160-180 calls a year.

**Figure 13.1**  
**Greenfield Rural Fire Protection District Regional Location**

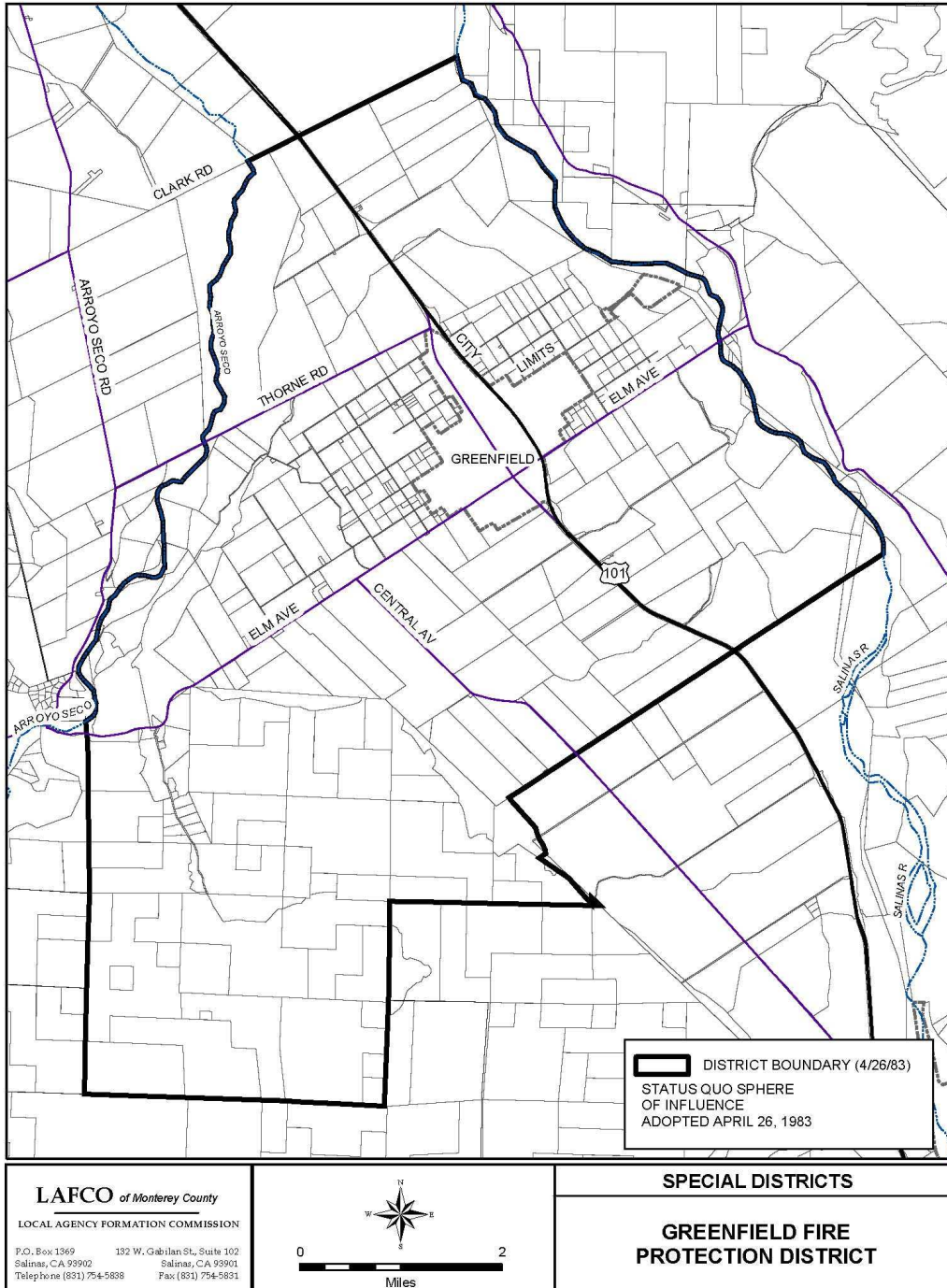


Source: Monterey County Planning and Building Inspection

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**Figure 13.2  
Greenfield Rural Fire Protection District Boundary**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The GRFPD owns and operates a fire station at 380 Oak Avenue in Greenfield. The station houses administrative office space and a range of firefighting apparatus. New equipment and upgrades will be added concurrent with population growth and associated development. Equipment is staffed by volunteer firefighters who respond to approximately 160-180 calls per year. Statistics on the types of calls and response times were not available. Overall service levels are considered adequate with no known deficiencies. However, as a volunteer department, response times are better early in the morning and after 5pm on weekdays or on weekends.

The National Insurance Underwriters Association, Insurance Services Office (ISO) annually evaluates the ability of fire departments to protect commercial property within their jurisdictions. The ISO uses a "1 through 10" rating scale with "1" representing the best and "10" representing an unprotected area with poor service. The GRFPD is currently rated as a "6" on the ISO scale, with a score of "5" the average held by 930 participating communities within the State of California.

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

The GRFPD sets and adopts long-range goals and objectives by examining building projections and what types and amount of equipment would be necessary to service the projections. The District does not maintain independent growth and population projections. AMBAG housing unit forecasts for the City of Greenfield, not including the surrounding rural lands, project substantial growth in the near and intermediate future from approximately 3,300 households in 2005 to 4300 housing units in 2010 and 5800 in 2020. With this growth in the number of structures prone to fire, and residents in need of emergency response services, a greater number of calls for service can be expected in the near and intermediate future.

The primary "customers" of the GRFPD are all structures and their occupants and/or owners. Secondary customers are landowners subject to wildfire and individuals involved in traffic accidents.

### **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

District revenues include property taxes, benefit assessments, development impact fees, Proposition 172 funds, and interest. Property taxes provide approximately 34% of district revenues, benefit assessments provide 42%, and impact fees provide 16%.

Budgeted district expenditures exceed revenues for fiscal years 2003-04 and 2004-05. According to the district, reserves are being used to cover costs.

**Table 13.1  
GRFPD Budgeted Revenues for the District**

<b>Fiscal Year</b>	<b>Actual FY 2002-2003</b>	<b>FY 2003-2004</b>	<b>FY 2004-2005</b>
Revenues			
Property taxes	\$114,000	\$114,000	\$120,000
Benefit assessments	138,059	138,000	146,500
Prop. 172 funds	32,450	28,450	17,070
Impact fees	17,633	20,000	55,000
Interest	13,049	14,000	11,000
Other	1,097	2,000	1,050
<b>TOTAL Revenues</b>	<b>\$316,288</b>	<b>\$316,450</b>	<b>\$350,620</b>

**Table 13.2  
GRFPD Budgeted Expenditures for the District**

<b>Fiscal Year</b>	<b>Actual FY 2003</b>	<b>FY 2003-2004</b>	<b>FY 2004-2005</b>
Expenditures			
Debt retirement	\$78,581	\$78,581	\$78,600
Capital expenditures	40,913	10,000	100,000
Contract labor	38,273	85,000	115,200
Salaries/benefits	56,707	59,100	78,050
Utilities	6,751	10,000	8,000
Repairs/maintenance	16,715	15,000	15,000
Prop. 172 expenditures		28,450	17,070
Insurance	23,145	30,000	46,250
Other	17,684	22,500	16,100
<b>TOTAL Expenditures</b>	<b>\$278,769</b>	<b>\$338,631</b>	<b>\$474,270</b>

The district entered into a municipal lease and option agreement to fund construction of the firehouse. As of June 2003, the outstanding amount due was \$524,851, not including interest. After final payment in January 2012, the district will own the building. The district levies benefit assessments on real property in order to raise additional funds needed to meet the fire protection needs of a growing community.

#### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

The district has no service rate schedule although it does perform planning and building plan check services. Benefit assessments are levied on real property based upon the use and size of the property.

#### **6. OPPORTUNITIES FOR SHARED FACILITIES**

The District operates from one station and serves both the City of Greenfield and surrounding rural areas. Overlap does not occur with adjacent local and state fire protection agencies including Gonzales Rural Fire Protection District, the South County Fire Protection District, and the California Department of Forestry and Fire Protection. However, existing mutual aid agreements provide flexibility and enhanced response when necessary.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The GRFPD is an independent special district governed by a five-person Board of Directors. Board members are elected at large and paid \$240/year in compensation. The Board meets once a month with daily operations and decisions of the Board implemented by 3 full-time fire engineers, 1 part time secretary, and between 12 and 20 paid per call firemen. The District does not have an official mission statement, strategic plan, or other adopted guiding document.

The District views its boundaries as correct, and does not plan or desire to annex lands outside its existing service area. The District does maintain a number of mutual aid agreements with the California Department of Forestry, the County and Salinas Valley Communities such as Gonzales.

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

The Board of Directors holds regular meetings on the third Tuesday of every month. Public noticing is performed in accordance with state law. An open comment period is available for public comment, or concerned citizens can request an item be heard and set on the agenda for discussion. The District does not actively solicit customer feedback.

## SUMMARY & DETERMINATIONS

1. The District Board views its boundaries as correct, and does not plan or desire to annex lands outside its existing service area. The District does maintain a number of mutual aid agreements with the California Department of Forestry, the County of Monterey and Salinas Valley Communities such as Gonzales. Additional cooperation with neighboring Fire Districts should be encouraged.
2. With the substantial projected population growth in the near and intermediate future, the number of structures prone to fire and residents in need of emergency response services is expected to increase, resulting in the need for additional firefighters and resources.

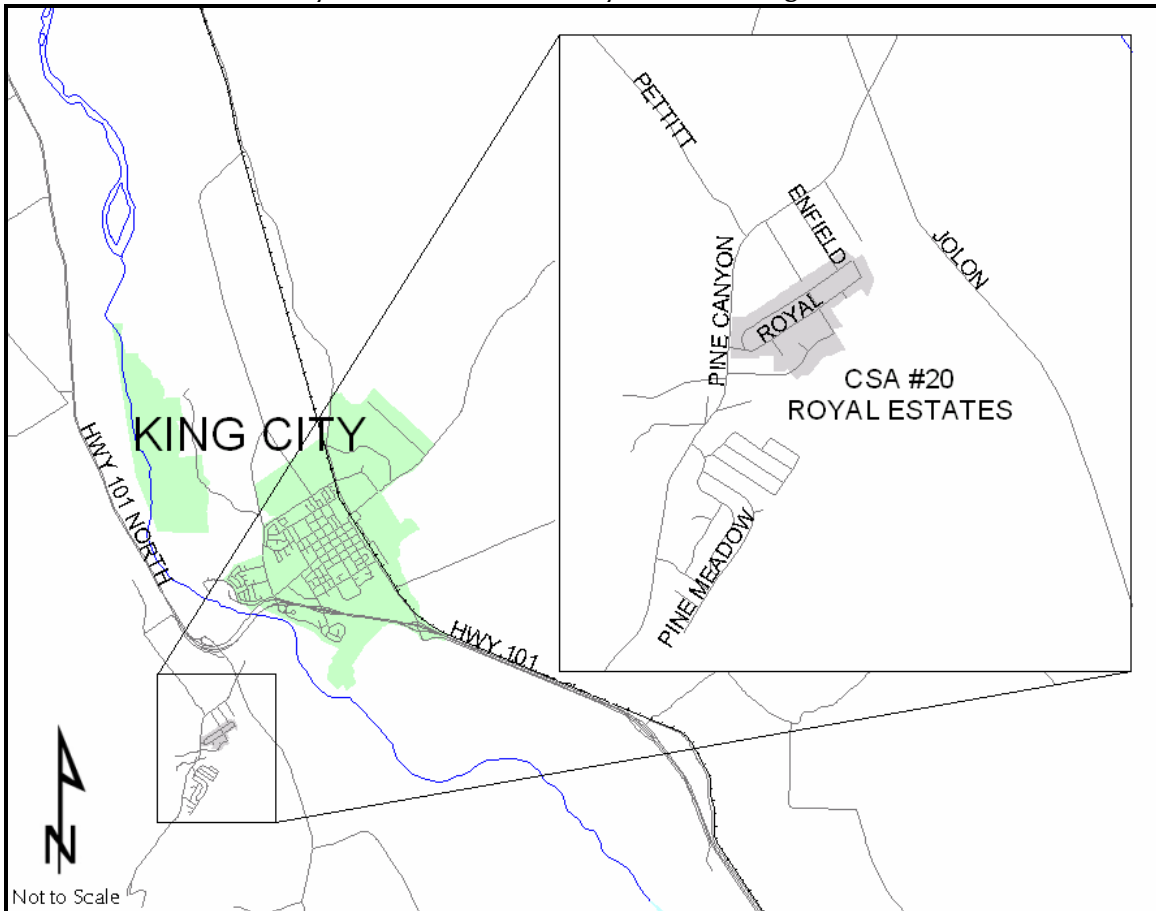
**COMMUNITY SERVICE AREAS  
OF SOUTH MONTEREY COUNTY (CSA 20 & 53)  
SERVICES PROVIDED AND SERVICE AREAS**

Two Community Service Areas (CSAs) are included in this report: CSA #20 (Royal Estates) and CSA #53 (Arroyo Seco). Like other CSAs in the County these were formed to provide municipal services for small residential enclaves developed at urban or suburban densities in otherwise rural areas. The Monterey County Public Works Department provides administrative and operational staffing.

**CSA #20 – Royal Estates**

This CSA was created by County Resolution #63-102 in May of 1963 to serve 140 parcels within the 46-acre Royal Estates Subdivision. The CSA is located at the intersection of Pine Canyon Road and Jolon Road, approximately 1 mile southwest of King City. Services provided including streetlights and storm water drainage.

**Figure 14.1  
Community Service Area #20 (Royal Estates) Regional Location**

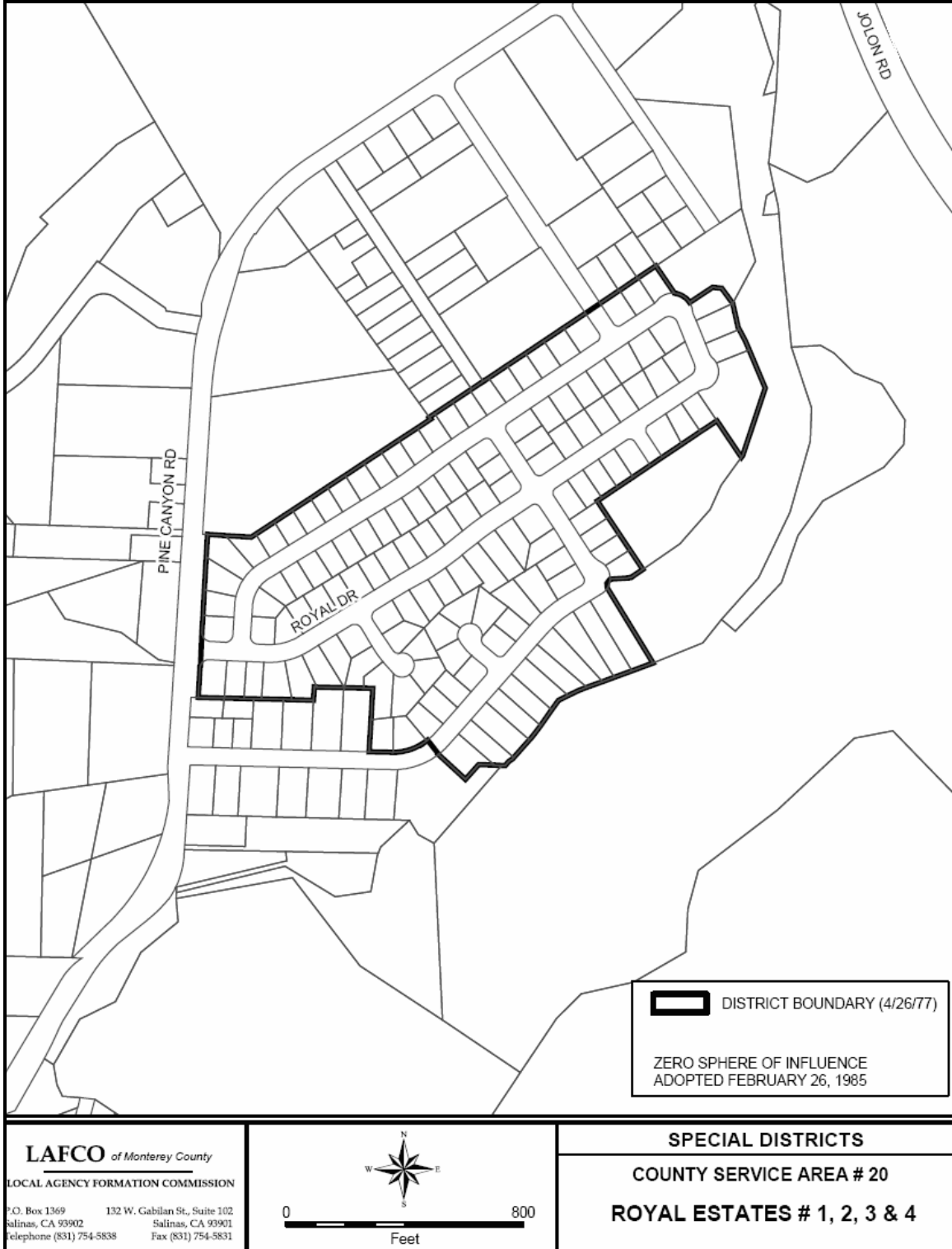


Source: Monterey County Planning and Building Inspection

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**Figure 14.2**  
**Community Service Area #20 (Royal Estates) Boundaries**

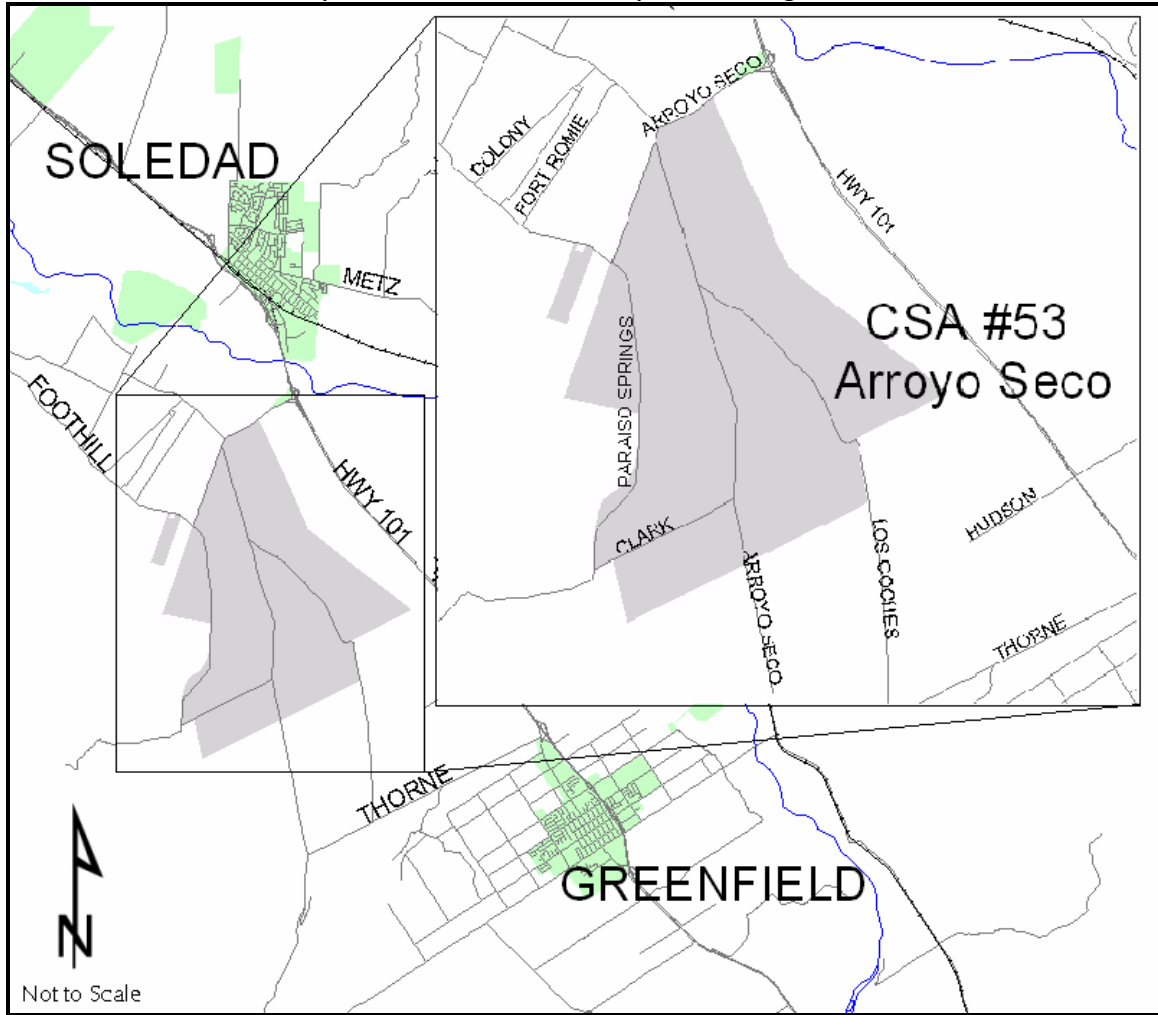


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CSA #53 – Arroyo Seco

This CSA was created by County Resolution #68-447 in December 1968 to serve 4,346 acres northwest of Greenfield. This CSA exists to provide storm water disposal services to the 31 parcels included in the resolution.

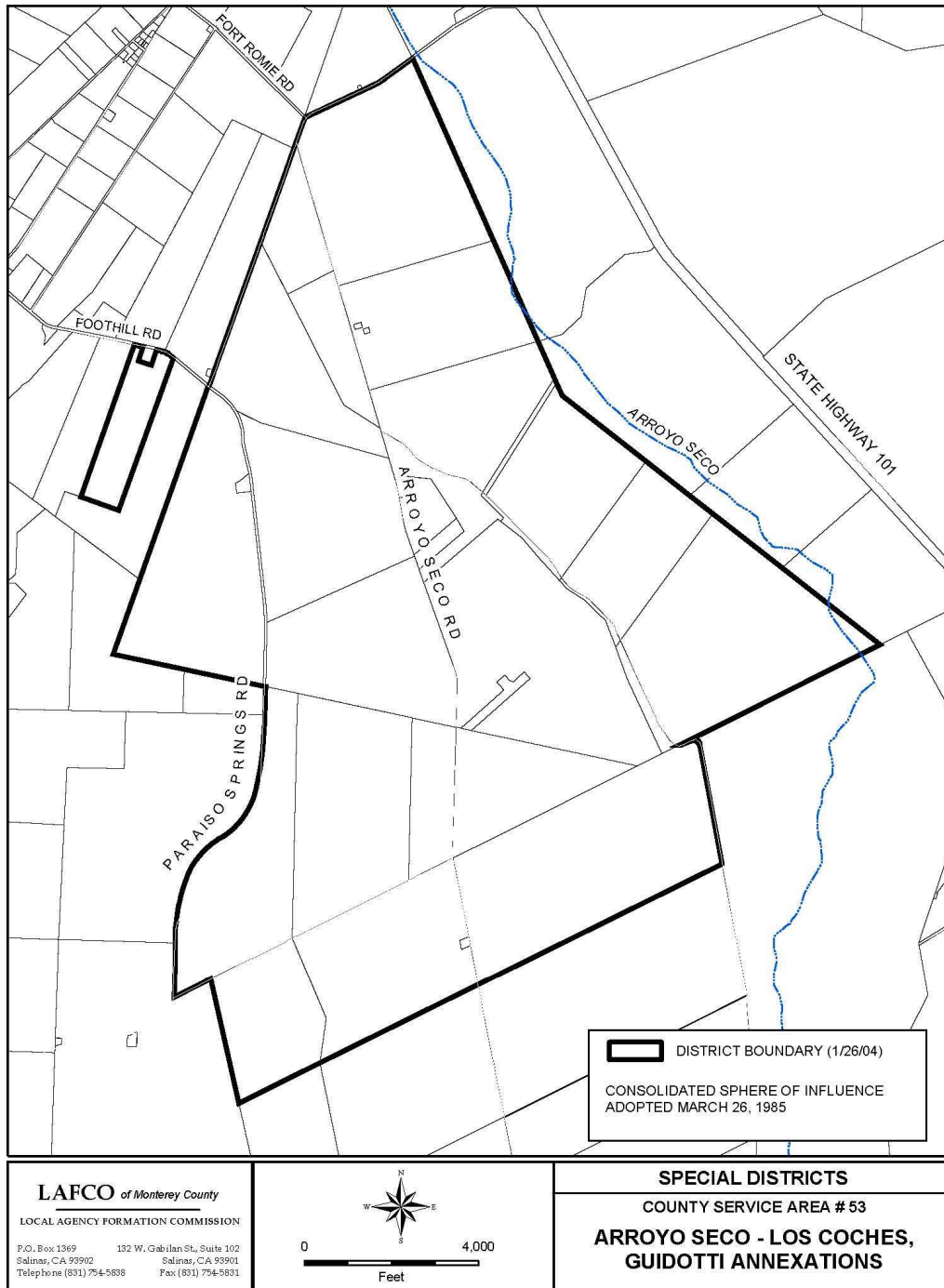
**Figure 14.3**  
**Community Service Area #53 (Arroyo Seco) Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 14.4**  
**Community Service Area #53 (Arroyo Seco) Boundaries**



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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

CSAs #20 and #53 provide flood control and storm water disposal services, with CSA 20 also providing street lighting services. Both CSAs have limited service infrastructure due to the narrow scope of services provided. Drainage ditches are owned and maintained in both CSAs for the collection and disposal of storm water. The streetlight services provided by CSA#20 are owned by Pacific Gas and Electric. There are no known deficiencies or plans to enhance existing infrastructure within each of the service areas.

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

Customers of the Agency include any resident and landowner within the CSA. The County does not generate population or growth estimates for either of these CSAs; however, additional growth is not expected. There is the potential for additional subdivision of lots and/or the addition of second units on the existing parcels in the future, but there are no estimations of the growth potential for the CSAs at this time.

### 3. FINANCING OPPORTUNITIES AND CONSTRAINTS

Each of the CSAs has its own independent budget, which is approved by the County Board of Supervisors and managed by the County Public Works Department. Revenues include service fees, property taxes, interest on pooled investments, and subvention payments from the State. Service fees are charged to each customer or property owner within the CSA for the services provided by the CSA. Each CSA receives revenues from property taxes that are assessed to each property owner within the CSA. The County Auditor invests portions of all revenues. Annual interest payments vary depending on amount and return rate of the investment. The final revenue category is the payment of subvention funds by the State to compensate for the homeowners' deduction on property tax payments to the County. Revenue budgets for each CSA are shown in the tables below. Interest on investments and subvention payments are included in the revenue category labeled "Interest/Other".

**Table 14.1**  
**CSA #20 – Royal Estates Budgeted Revenues and Expenditures for CSA**

Fiscal Year	FY 2002-2003	FY 2003-2004	FY 2004-2005
Revenues – User Fees	\$4,750	\$4,750	\$4,750
Revenues – Property Tax	1,350	1,310	1,235
Revenues – Interest/Other	545	390	340
Total Revenues	\$6,645	\$6,450	\$6,325
Total Expenditures	\$10,438	\$12,826	\$15,221

**Table 14.2**  
**CSA #53 – Arroyo Seco Budgeted Revenues and Expenditures for CSA**

Fiscal Year	FY 2002-2003	FY 2003-2004	FY 2004-2005
Revenues – User Fees	\$3,000	\$3,030	\$3,030
Revenues – Property Tax	2,590	2,719	2,486
Revenues – Interest/Other	640	986	853
Total Revenues	\$6,230	\$6,735	\$6,369
Total Expenditures	\$33,479	\$40,368	\$46,128

Expenditures vary from year to year depending upon the needs of the CSA and the availability of County Public Works staff to carry out the activities required for the expenditure. Expenditures are usually for routine maintenance, payments for utility service for street lighting and other non-service expenditures. Based upon review of the expenditure budgets, expenditures will typically not equal revenues on an annual basis, but rather the budgets are managed to equalize or balance revenues and expenditures over the longer term of 5-10 year periods. By limiting major expenditures to once during a 3-6 year period, sufficient revenue can be collected and placed in reserve to allow adequate funds for major expenditures when they are needed for capital outlays. CSA funds are not commingled as indicated on the budget reports whereby each CSA has a separate fund number. Expenditure budgets for each CSA are shown in the figures below.

#### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

The Board of Supervisors establishes service rates for the CSAs based on recommendations by the Public Works Department. Rates are established according to the geographic zone they are located in and the type of services provided by the CSA. The Public Works Department has revised staffing procedures to reduce overhead costs to the program. The CSAs follow GASB 34 accounting standards to maintain conformity within the County system.

#### **6. OPPORTUNITIES FOR SHARED FACILITIES**

All CSAs rely on the staff and resources of the County Public Works Department for management and maintenance services. The Public Works Department provides resources in the areas of trained staff, office technology and maintenance equipment that most of the CSAs would not be able to have individually due to their relatively small size and limited budget. Pacific Gas and Electric owns and maintains the street light facilities in CSA #20. Fees obtained from members of the CSA provide operational costs.

#### **7. GOVERNMENT STRUCTURE OPTIONS**

The County Board of Supervisors governs all CSAs. CSAs act as an extension of County government to provide services not normally provided to the unincorporated areas of the County. The Board adopts policies and establishes rates for the CSAs on an as-needed basis during the regular Board of Supervisors meetings.

#### **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

The County of Monterey Public Works Department manages all of the CSAs. This department prepares and oversees implementation of each CSA budget, management of operations within each CSA, planning for future needs, communications with residents and/or property owners within each CSA, and routine maintenance activities. Major infrastructure contracts, when they occur, are implemented through contracts with appropriate design and construction firms. Public Works staff are not assigned to a particular CSA, and perform management and maintenance on an as needed basis.



## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Potential concerns and issues are communicated to Public Works by telephone or written contact with staff and/or managers. Residents can also contact members of the County Board of Supervisors regarding their concerns.

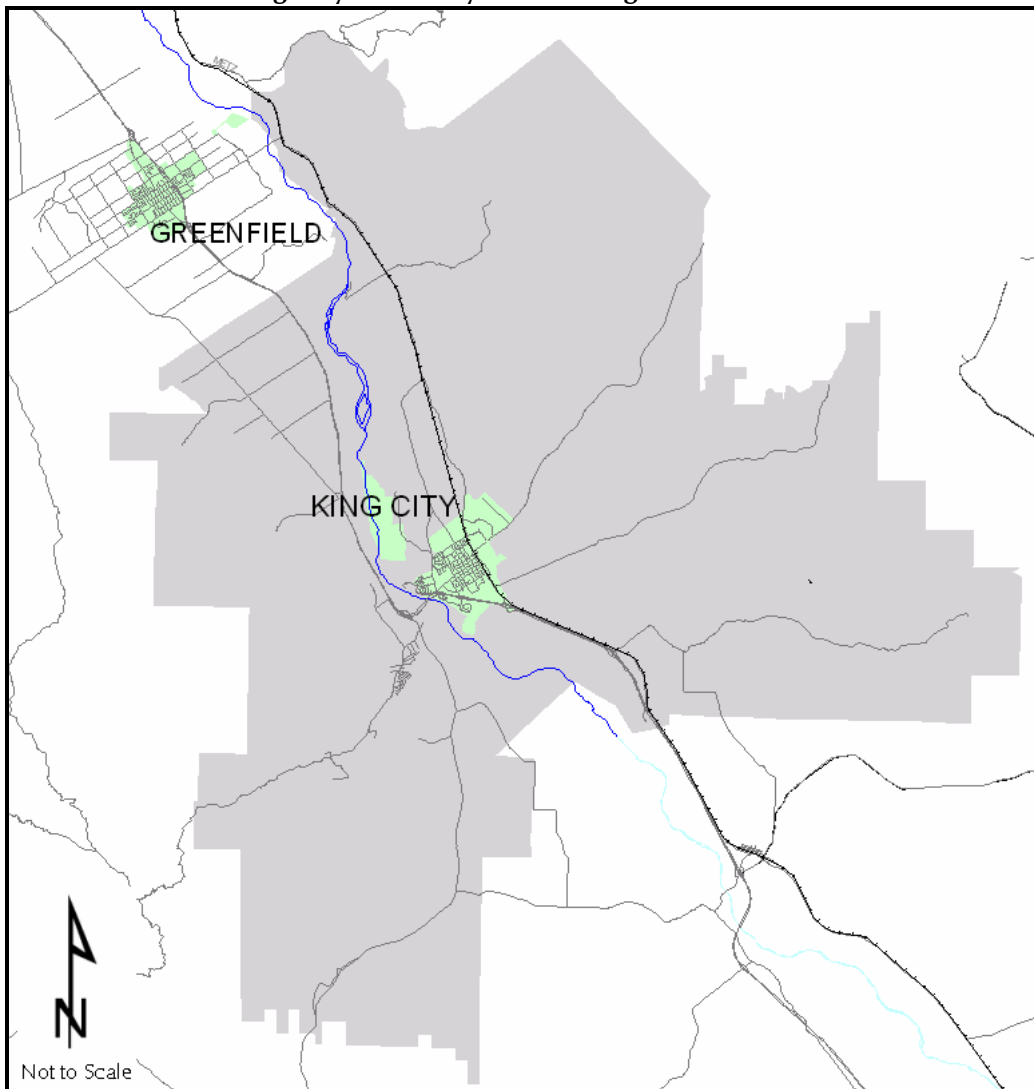
## **SUMMARY & DETERMINATIONS**

1. The geographic areas of these and other CSAs are not contiguous and are established on an as-needed basis, as such no changes to CSAs 20 and 53 are necessary. Once set in place, CSAs rarely change the structure of their organization significantly and this is true for these CSAs.

## KING CITY CEMETERY DISTRICT SERVICES PROVIDED AND SERVICE AREA

The King City Cemetery District has provided burial and cemetery services for King City and its surrounding areas since 1939. Operations of Public Cemetery Districts are regulated by the Health and Safety Code of the state of California which restricts interment to current residents, owners of property who pay taxes to the district, former residents or property owners who purchased plots prior to leaving the district or selling taxable property, eligible non-residents, and family members of eligible persons. The service area of the District is shown in **Figure 15.1** and includes the incorporated lands of King City and the surrounding area including Pine Canyon to the southwest and lands along the eastern side of Greenfield.

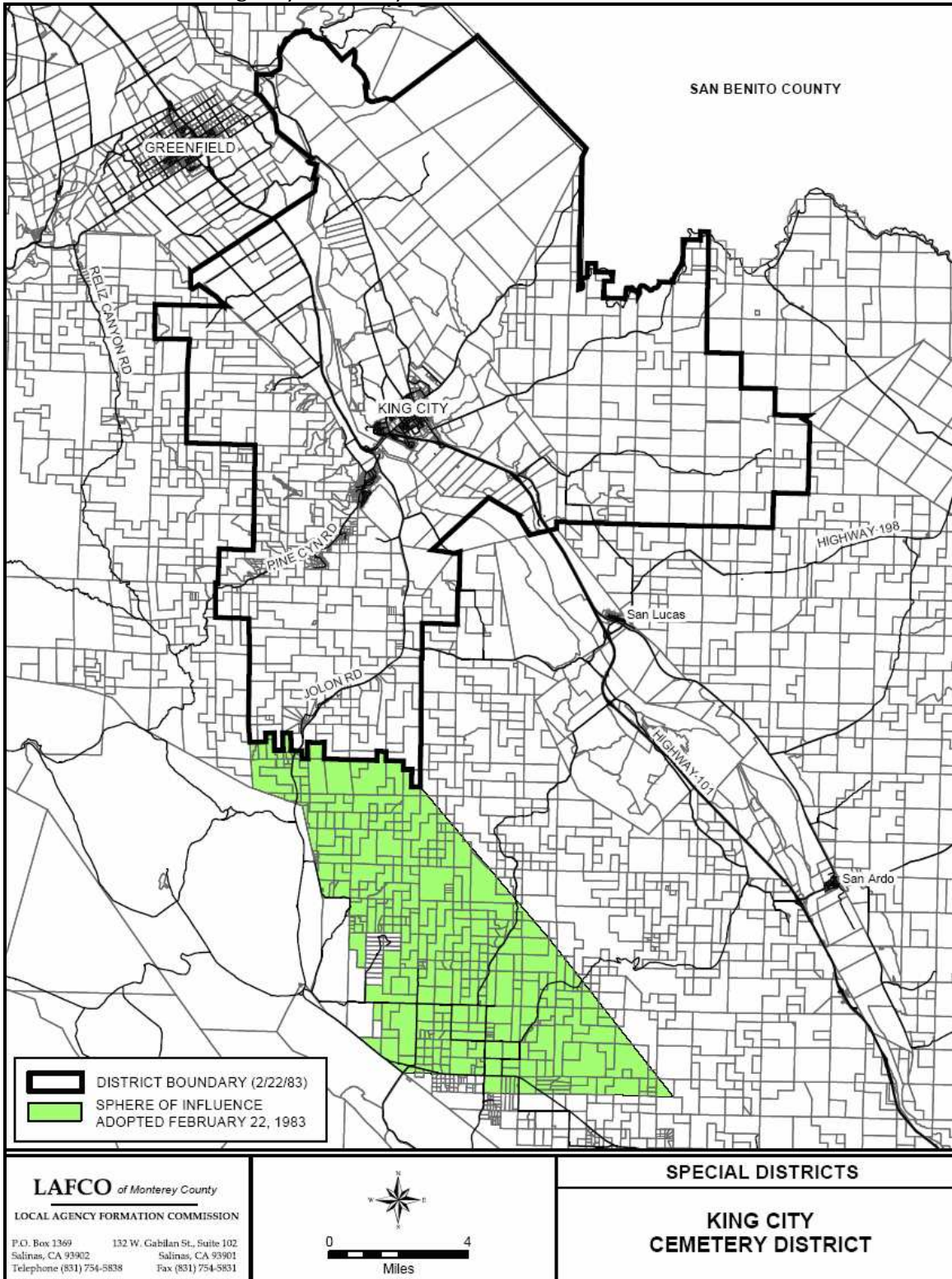
**Figure 15.1**  
**King City Cemetery District Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 15.2**  
**King City Cemetery District Service Area Boundaries**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The single cemetery in the district is located at 1010 Broadway Street in King City. It covers approximately 14 acres and employs one groundskeeper, one manager/groundskeeper, and a part time secretary. In addition to burial plots, the grounds include a row of cremation niches, an office, a shop, restroom, water pump/well, and a garage for the districts backhoe and truck. Infrastructure improvements planned by the district include the installation of another section of cremation niches and an addition to the existing office building to house a meeting room / storage area. The board feels that existing site access is inadequate although no official plans to create "back entrance" to the facility have been adopted.

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

Although the District does not prepare official population estimates, the District estimates that approximately 20,000 residents live within its boundaries. The cemetery is open to residents and non-residents alike, making service populations difficult to determine. This area of the County is growing at a very fast rate, which will result in the demand for additional services from the District. The Cemetery District does not feel a need to adjust district boundaries as presently configured.

### **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

District revenues are primarily generated from two sources, property taxes and service charges (including endowment charges). Property taxes represent 55% and service charges represent 42% of the budgeted revenues. Revenues can fluctuate if the County or State withholds more property taxes than anticipated. Salaries represent approximately 44% of budgeted expenditures and services and supplies (or operating costs) represent 51% of budgeted expenditures. Debt retirement costs represent the balance of 5%.

### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

The district provides various rates for burial services at the cemetery. Rates vary according to such factors as size of the grave, vault and additional optional services. The district charge is reduced for smaller graves and additional charges are assessed for non-residents.

### **6. OPPORTUNITIES FOR SHARED FACILITIES**

The District is not currently involved in any joint functions or purchasing, nor does it jointly own or share capital facilities or services with other agencies.

### **7. GOVERNMENT STRUCTURE AND MANAGEMENT EFFICIENCIES**

A five-member Board of Directors governs the District. The Monterey County Board of Supervisors appoints members for four-year terms of service. Long and short-term agency goals are discussed and established by the District Board at monthly meetings.

## **8. LOCAL ACCOUNTABILITY AND GOVERNANCE**

No formal public outreach is performed and daily inquiries and complaints are addressed by the full-time manager/groundskeeper who brings them before the Board if necessary.



## SUMMARY & DETERMINATIONS

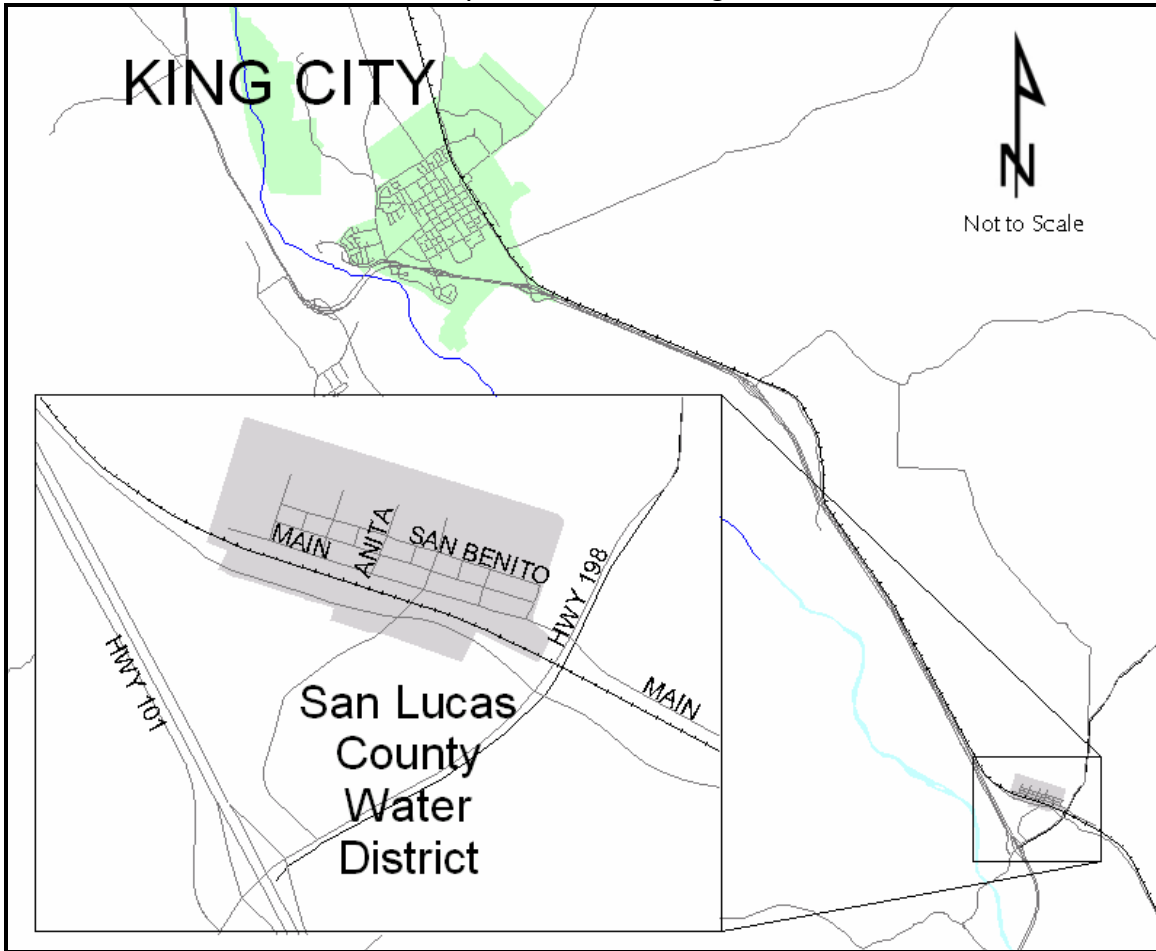
1. Although this agency does not prepare population projections, it is generally known that this area of the County is growing at a very fast rate. Although no boundary changes are desired at this time by the district, infrastructure upgrades are needed to address the growing population.

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**SAN LUCAS COUNTY WATER DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The San Lucas County Water District is an independent special district formed in 1965 to provide potable drinking water and sewer services (collection, treatment and disposal) to residential and commercial users within the unincorporated community of San Lucas. The boundaries of the district (**Figure 16.2**) encompass the community of San Lucas, a small unincorporated community area approximately 20 square blocks in size adjacent to the intersection of Highway 101 and San Lucas Road.

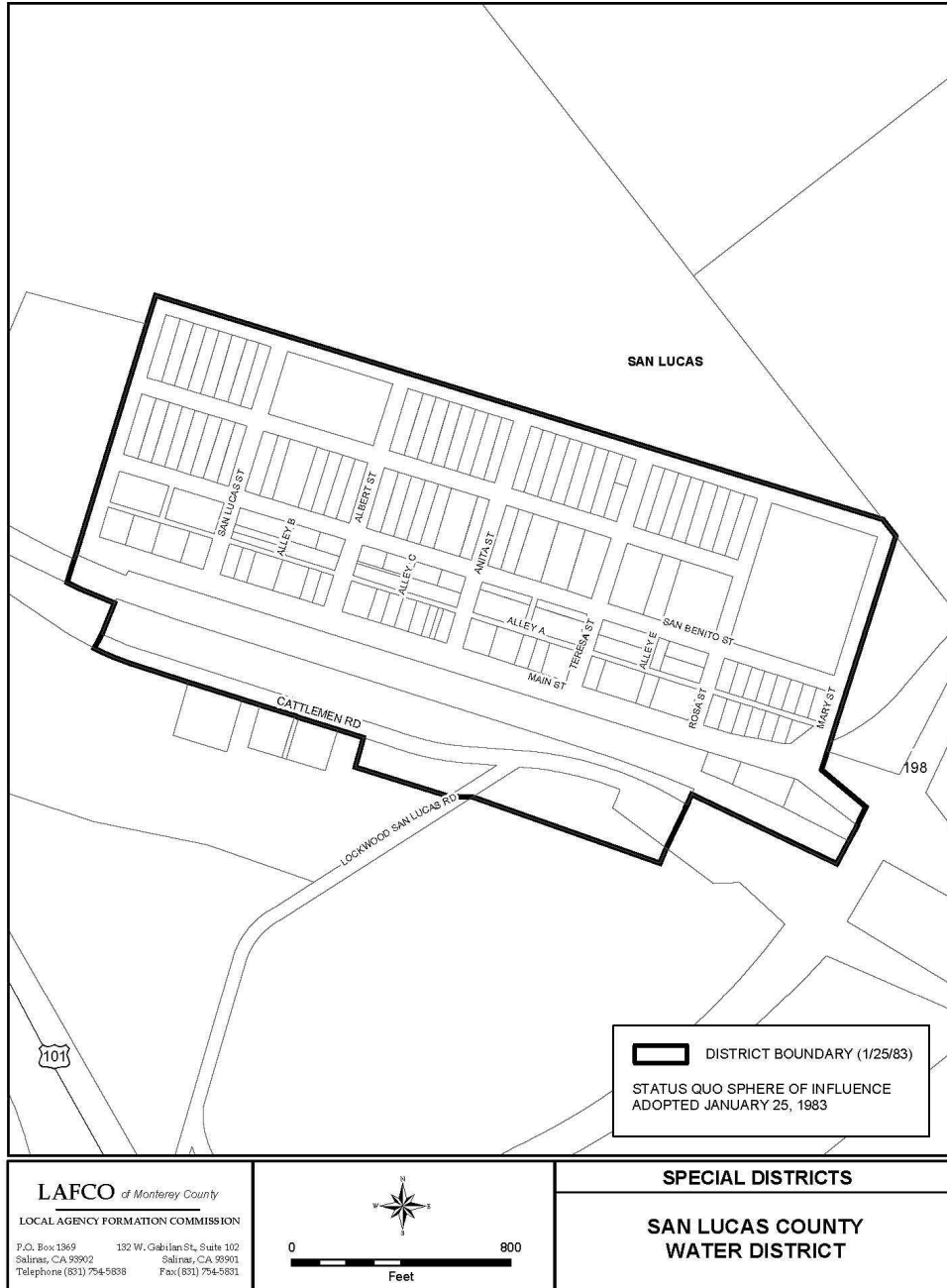
**Table 16.1  
San Lucas County Water District Regional Location**



Source: Monterey County Planning and Building Inspection

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**Table 16.2  
San Lucas County Water District Boundaries**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The district owns infrastructure necessary for the provision and disposal of household water. The existing infrastructure was installed in 1968 and includes a well, pump, and manganese filter system in the southwest portion of San Lucas that connects to a 78,000 gallon redwood tank for the storage of drinking water. Water is then distributed via four-inch water mains to users. The district also owns the sewage lift station located at the corner of Cattlemen Road and Lockwood-San Lucas Road, as well as the sewer ponds and spray fields located outside of San Lucas.

In 2004, the district delivered approximately 73 acre-feet of water to 104 households and 5 commercial/industrial customers. Standards and thresholds for service delivery are set by the State of California and County of Monterey. According to the District Water Operator, the District is operating at a good level of service.

In April 2004, the district received an \$81,600 loan and \$627,500 grant to perform water system improvements. Once completed, the existing redwood tank will be replaced with a 300,000 gallon steel tank. In addition, the existing four-inch pipes that deliver water service to district customers will be replaced by new 6 inch lines. The grant money provides money for a new pump house and filter system. The result of these improvements will be higher quality water at greater pressure and with increased reliability.

On April 1, 1994 the Board adopted conservation goals and objectives, though no specific conservation goals were adopted for calendar year 2004. In coordination with regional governmental entities such as the Monterey County Water Resources agency, the district has implemented a number of strategies for reducing water usage and with it related infrastructure demand. Such strategies include the provision of guidelines, information and/or incentives for installation of more efficient landscaping and other water saving practices; advising customers of potential leaks on the customer's side of the water meter; and enactment and enforcement of Monterey County Water Resources Agency ordinances.

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

The district maintains a list of customers but does not generate its own growth and population projections. Unlike the incorporated communities within the Salinas Valley, San Lucas has not been subject to the same development pressures and as a result has maintained a relatively stable number of customers. District Staff believes this stability in connections may mask seasonal fluctuations in population served and persons per household, resulting from the movement of farm labor in and out of the community.

The district defines customers as a household, business or institution holding a contract for water service and a water meter at the point of distribution. The district does not extend service beyond the boundaries of San Lucas and has no plans to do so. An affordable housing development was recently processed through the County that would create additional need for water services to serve both the added number of residents and the needed water flow in case of a fire emergency.

### **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

The district serves the unincorporated area of San Lucas with a population of approximately 450 people. The district relies on groundwater for its drinking water supply and owns two water storage tanks. The district also provides for the collection, treatment and disposal of wastewater and storm drainage water. The district prepares separate water and wastewater budgets as described and shown in the figures on the following page.

Revenue is generated primarily from service charges representing approximately 95% of the budgeted revenues. Expenditures for the district include salaries/wages and benefits (or management fees) representing approximately 35% of the budgeted expenditures. Utilities and phone represent 25%. County permit fees, subject to frequent increases, for the water system and wastewater facility represent 1%. In the tables below, the contingency for Fiscal Year 2003-2004 represents the difference between the revenues and the expenditures and it is not included in determining the percentages calculated above.

Interfund transfers from water plant operation to wastewater facility operation have been made to cover expenses. Principal and interest are due on San Lucas County Water District Water Bonds through 2008 (general obligation bonds issued in 1968) and loan payments to California Water Resources Control Board are due through 2016. This long-term debt is estimated at \$36,476 as of June 2003.

The district has been successful in issuing long-term debt and securing outside grants to finance necessary infrastructure. The water plant was funded by a grant of \$170,000 from the Department of Water Resources, and grants from the County Community Services and a Community Development Block Grant. The older system consisting of the well, pump and distribution lines, were funded by the general obligation bonds. The district received a Community Development Block Grant of \$400,000 through the County for the design and rehabilitation of the water system. The USDA also approved an \$81,600 loan and a \$627,500 grant for the district to improve the water system. New housing development in the community is dependent upon upgrading the water system. The district received federal and state grants (\$1,546,659) for the planning and design of the wastewater facility. The district follows GASB34 accounting standards.

### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

District staff includes one full time contract water/wastewater operator and one part time office manager. As is common with local agency staff of this size, various services are provided by consultants and contract staff on an as-needed basis.

Service rates for district customers with service connections depend on the amount of water used. Water rates are based upon volume of water used, measured in increments of 500 cubic feet. As of November 2001, the district charges \$30 for the first 500 cubic feet and an additional \$5 for each additional 500 cubic feet, or fraction thereof, on a monthly basis. Debt service taxes are assessed each year to cover the debt requirement on the water bonds. The district, by ordinance, annually sets the wastewater fees assessed by the County on the property tax rolls. The annual wastewater fee was raised to \$156 per sewer connection for fiscal year 2002-2003. New users also pay connection fees.



## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The San Lucas Cemetery District shares administrative office space with the San Lucas County Water District. Both districts pay rent to the San Lucas School District for use of the office building. The district does not share capital facilities or participate in a Joint Powers Agency due to its geographic remoteness. King City, the nearest water and sanitary sewer provider, is 10 miles North of San Lucas.

## **7. & 8. GOVERNMENT STRUCTURE OPTIONS & MANAGEMENT EFFICIENCIES**

The governing Board is composed of volunteers elected by registered voters within the district, as certified by the Monterey County Board of Supervisors. Eligibility to the Board is restricted to U.S. Citizens residing and registered to vote within the limits of the San Lucas County Water District.

The boundaries of the district and its Sphere of Influence are presently the same. The district feels its boundaries are correct and does not have a policy or plans to further expand its boundaries. Plans for reorganization or consolidate with other agencies have not been considered, nor are they recommended by the district as a means of improving service.

The district staff is composed of one part-time office manager/secretary to the board, and one full time water and wastewater operator working under contract for the district.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

District Board meetings (monthly and special) are posted at multiple sites within San Lucas, with time allocated at each meeting for public comment. Customer's feedback is solicited through regular invitations encouraging district customers to attend board meetings. Customers may also visit the District office if they have questions or concerns.

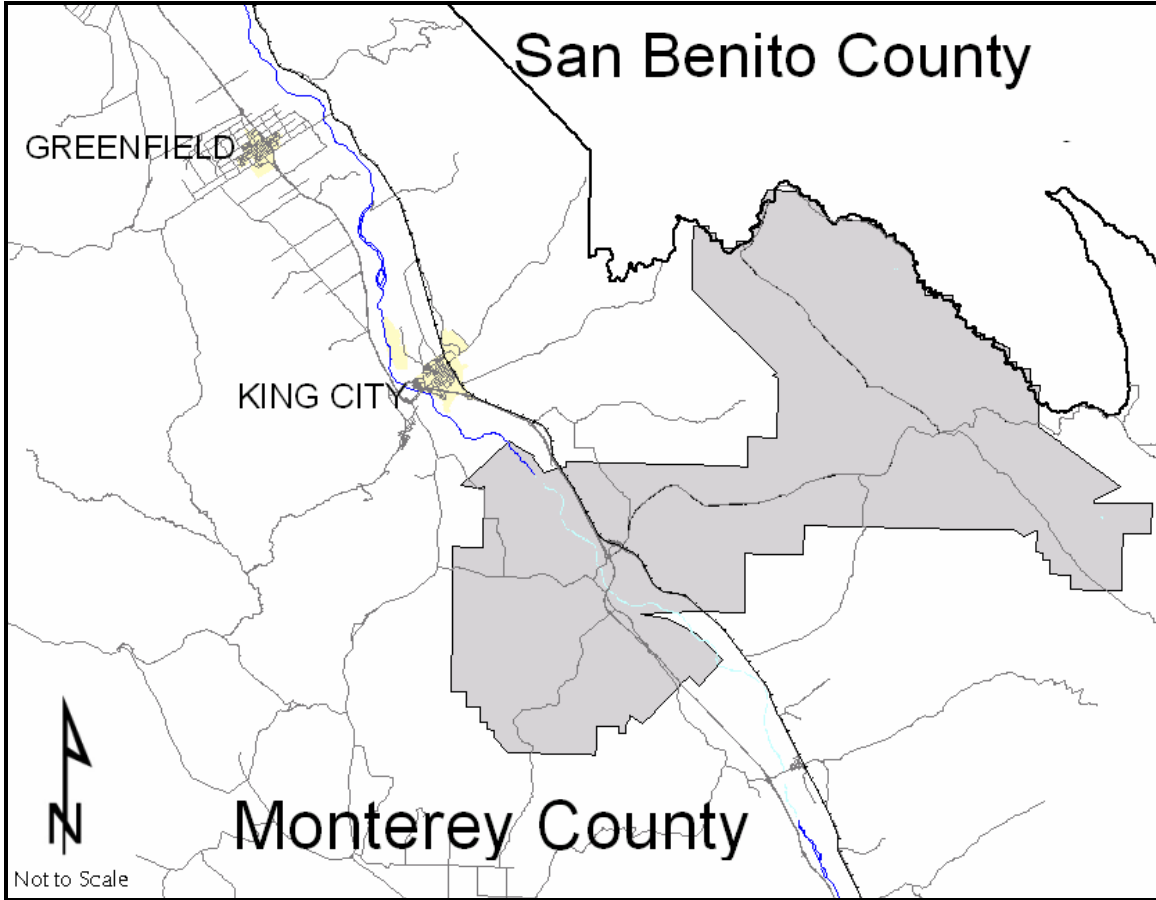
## SUMMARY AND DETERMINATIONS

1. In April 2004, the district received an \$81,600 loan and \$627,500 grant to perform water system improvements. Once completed, the existing redwood tank will be replaced with a 300,000 gallon steel tank. In addition, the existing four-inch pipes that deliver water service to district customers will be replaced by new 6 inch lines. The grant money provides money for a new pump house and filter system. The result of these improvements will be higher quality water at greater pressure and with increased reliability.
2. The district does not extend service beyond the boundaries of San Lucas and has no plans to do so. An affordable housing development was recently processed through the County that would create additional need for water services to serve both the added number of residents and the needed water flow in case of a fire emergency.

**SAN LUCAS CEMETERY DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The San Lucas Cemetery District is a mostly volunteer agency that provides public interment services south of King City in unincorporated Monterey County. This district chose not to participate in the MSR process.

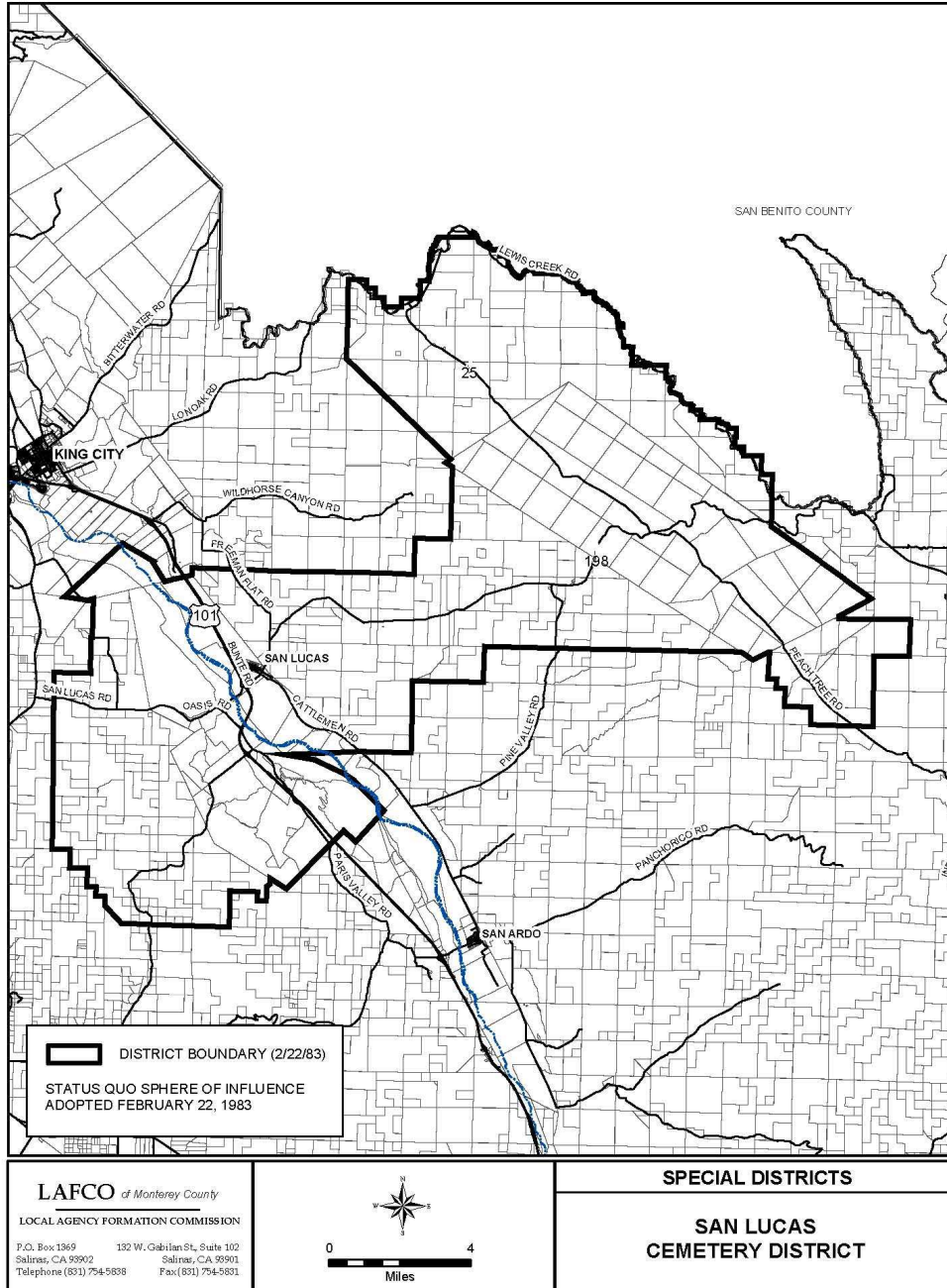
**Figure 17.1  
San Lucas Cemetery District Regional Location**



Source: Monterey County Planning and Building Inspection

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**Figure 17.2**  
**San Lucas Cemetery District Boundaries**



<p><b>LAFCO</b> of Monterey County          LOCAL AGENCY FORMATION COMMISSION</p> <p>P.O. Box 1869      192 W. Gabilan St., Suite 102          Salinas, CA 93902      Salinas, CA 93901          Telephone (831) 754-9838      Fax: (831) 754-9831</p>		<p><b>SPECIAL DISTRICTS</b></p> <p><b>SAN LUCAS          CEMETERY DISTRICT</b></p>
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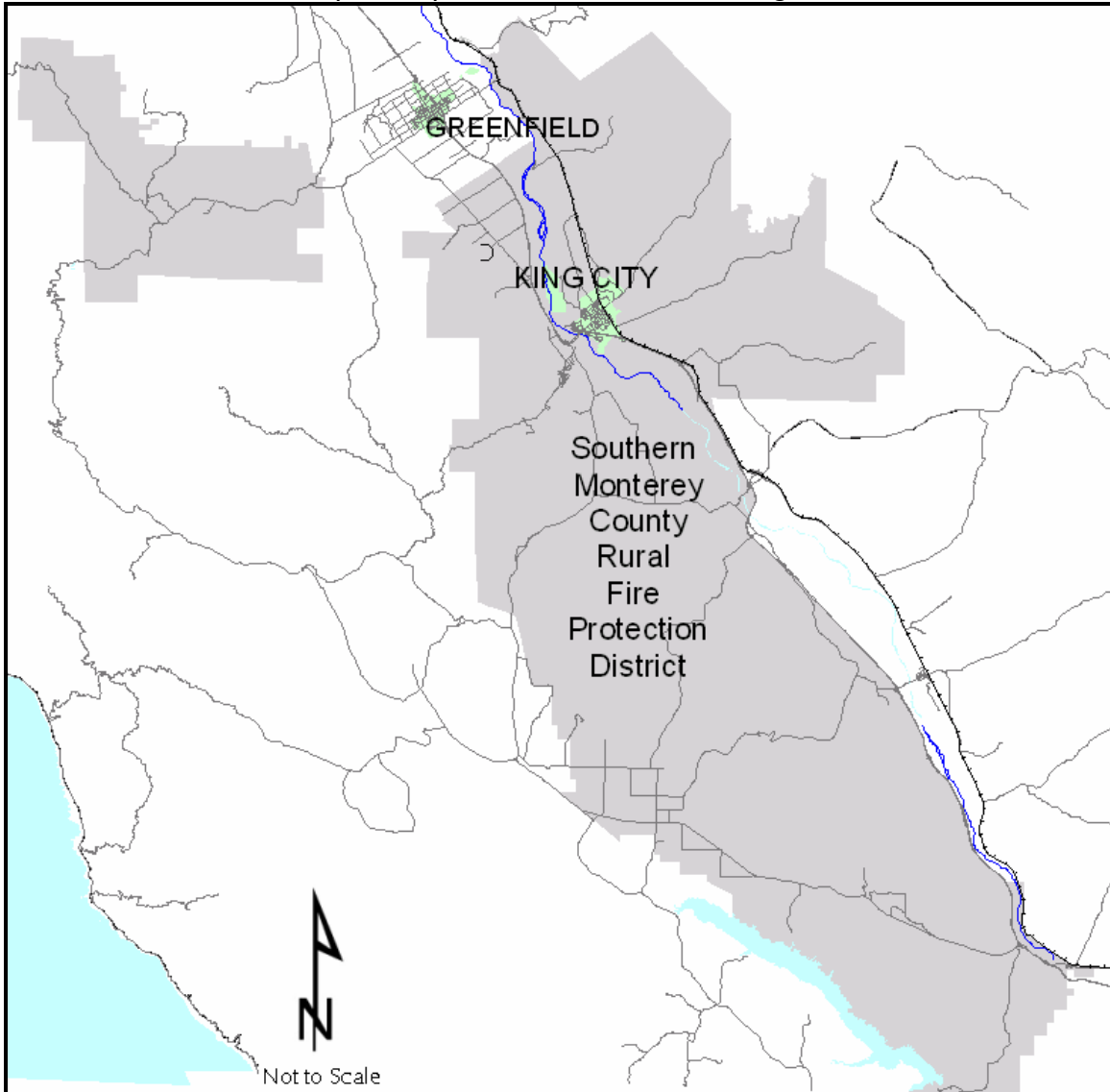
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## SOUTH MONTEREY COUNTY FIRE PROTECTION DISTRICT SERVICES PROVIDED AND SERVICE AREA

The South Monterey County Fire Protection District (SMCFPD) is an independent special district organized on December 12, 1997 for the provision of fire protection and public safety services across Southern Monterey County including unincorporated King City, Arroyo Seco, and San Antonio Valley.

**Figure 18.1**  
**South Monterey County Fire Protection District Regional Location**

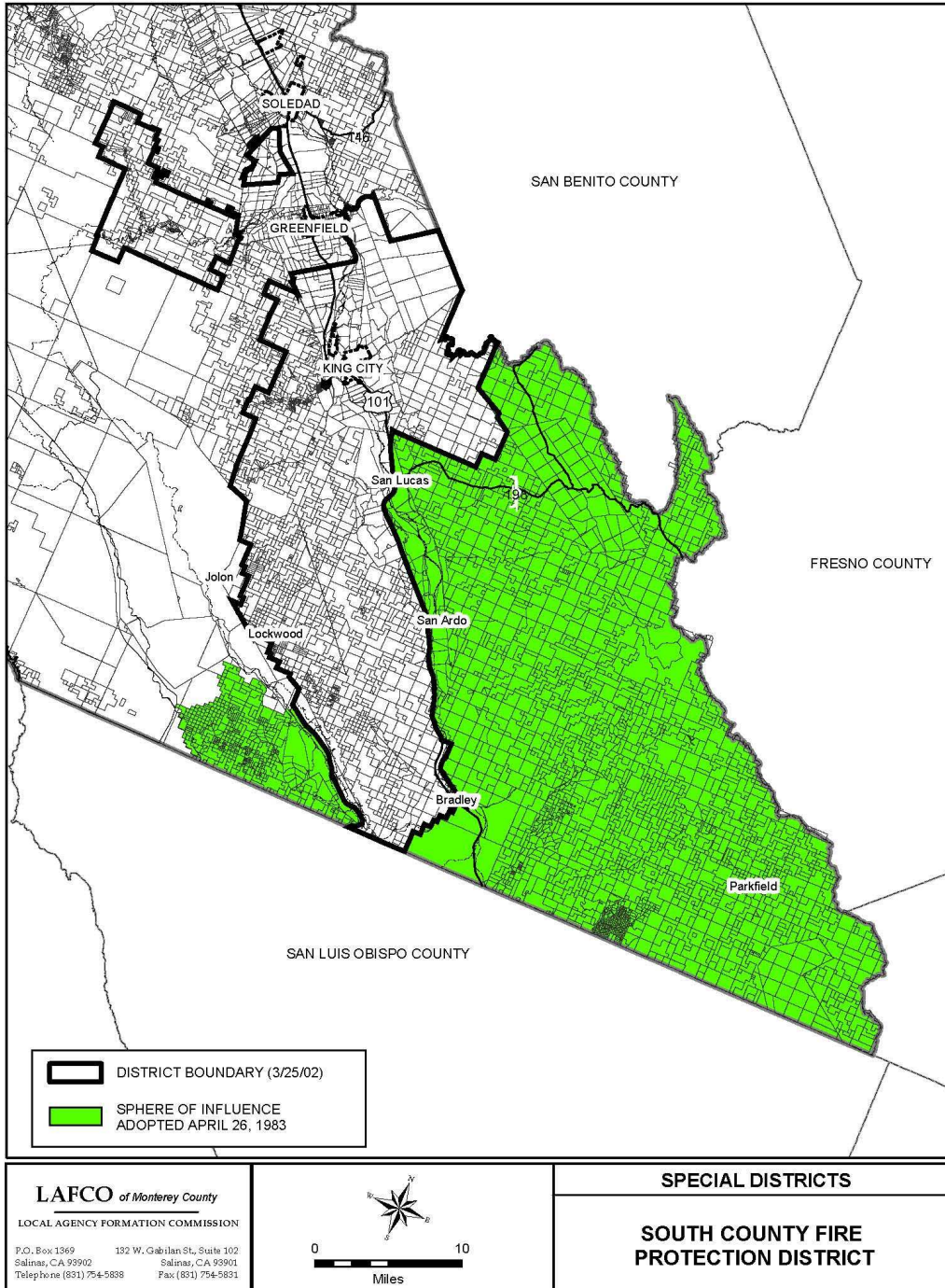


Source: Monterey County Planning and Building Inspection

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**Figure 18.2**  
**South Monterey County Fire Protection District Boundaries**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The SMCFPD owns and operates the Pine Canyon and Arroyo Seco Fire Stations, and collocates equipment at the CDF Lockwood Forest Fire Station under a cooperative agreement. The Pine Canyon station is approximately 4,000 square feet in size, houses 4 department vehicles, and is served by the Little Bear Water Company and an on-site septic sewer system. The Arroyo Seco Station is a smaller facility at 3,000 square feet with two vehicles, and is served by an on-site well and septic system.

Levels of Service (LOS) thresholds have been developed for the fire service that address response times, training programs, safety, command, fire prevention and public education. Benchmarks standards for the delivery of fire services have been established by various organizations such as The National Fire Protection Association (NFPA), the Fire Suppression Rating Schedule of the Insurance Services Office (ISO), the California Department of Forestry and Fire Protection – State Fire Marshall, the Fire District’s Association of California (FDAC), the California Fire Chief’s Association (CFCA), and the National Fire Academy. The SMCFPD operates within the framework and/or benchmarks established by these agencies for the delivery of fire services.

The District considers the Lockwood Valley area as having deficient fire protection infrastructure, and is in the process of acquiring property for the construction of a new fire station to serve this region; construction of the new stations is planned within the next five years. The District also hopes to acquire new equipment for the station including a Type I – Water Tender, and a Type III – Patrol vehicle. The SMCFPD currently does not have an adequate funding mechanism (fee structure or tax base) for supporting the LOS it currently delivers, and voters in the past failed to approve a tax or fee base funding system when placed before them in the late 1990s. The district is currently exploring funding options to ameliorate the situation.

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

The agency does not prepare independent population or service demand projections; however, 2004 AMBAG population projections show that unincorporated areas of Monterey County are projected to grow at an average of 1% a year for the next 25 years. With a population of approximately 15,000 residents that are served by the District, this would result in a population of less than 20,000 people by the year 2030. All residents, property owners and visitors within the District are considered customers.

An affordable housing development was recently processed through the County that would create additional need for fire protection services in the community of San Lucas, which is in the Sphere of Influence of the Southern Monterey County Fire Protection District. San Lucas is not presently covered by a fire district and has historically relied upon the California Department of Forestry and Fire Protection (CDF) to provide its fire protection services, even though that agency has no jurisdiction or responsibility for fire protection in that community.

### **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

Revenues for the District include property taxes, Proposition 172 county funds, benefit assessment fees from the King City-Pine Canyon and Arroyo Seco areas, and pooled interest earnings. Property taxes provided the largest source of revenue at 41% of district budgeted revenues in FY 2002-2003. Proposition 172 funds provided about 36% of district revenues. Statewide voter approval of Proposition 172 allows Counties to collect a ½ cent sales tax to finance emergency services and distribute them to emergency service agencies. Fire Suppression Assessment Fees provided 14% of district revenues. The district is concerned that Proposition 172 revenues will be reduced and that the growing state budget deficit could adversely impact the District's revenues and operations. The budget revenues are shown in the table below. The South Monterey County Fire Protection District follows GASB 34 accounting standards.

The district budget provides expenditure categories as shown in the figure below. The majority of the funds are allocated to fixed assets ranging from 40% to 65% of district budgeted expenditures. Services and supplies represent 20% to 32% of district expenditures. Contractual services with California Department of Forestry and Fire Protection (CDF) represent 10% to 21% of district expenditures. Actual expenditures for fixed assets as shown in the audit reports for FY 2001-2002 and FY 2002-2003 were approximately 20% of the budgeted amounts.

The district has applied for and has received several state and federal government grants for the purchase of new apparatus and support equipment. Project developers will pay for enhancements to the district's infrastructure, which is made necessary by new development.

There are areas within the district's boundaries, such as Lockwood Valley region, that receive services from the district, but provide no revenues or tax base to support the services. Voters failed to approve a tax or fee funding system in the late 1990's. The district continues to research its funding option and is developing a Fee/Rate Schedule for specific services.

### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING**

The district uses a cooperative purchasing system with other Fire Districts and state and federal agencies that allows it to purchase fire equipment and apparatus at reduced costs. The district also contracts with CDF to provide fire-fighting personnel to carry out the administrative and management functions of the district. CDF personnel view contracting for services as a method of eliminating unnecessary costs while providing quality service. Under the terms of the agreement, the district maintains the burden of the cost of operating and maintaining equipment and property under its ownership. The district has adjusted the services it receives under its cooperative agreement with CDF while maintaining the same level of service. According to the district, net operating costs have not significantly risen over the last two fiscal years.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The district is managed under a cooperative agreement with CDF. Under the agreement, the district funds a portion of the salaries and wages for seven operational employees. The remaining portion of the salary and wages for these employees is funded under similar cooperative agreements with other Fire Districts in Monterey County. In addition, the district has a staff of 51 part-time or Paid-Call Firefighters. Paid-Call Firefighters are compensated on a per-call basis.

The district participates with other Emergency, Medical, and Fire Agencies in a system of organized mutual and automatic aid for the purposes of combating and stabilizing fire and related emergency incidents. The district has mutual aid agreements with other Monterey County Fire Agencies, Fort Hunter Liggett, Camp Roberts, and American Medical Response.

The district has joined the Fire Agencies Insurance Risk Authority that maintains general liability insurance for its members. The district has also joined the Fire Agencies Self Insurance System that provides a pooled approach to worker's compensations insurance for its members.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The SMCFPD is guided by an adopted strategic plan and governed by a Board of five volunteer Directors serving fixed terms. The District Board feels its current boundaries are incorrect as presently drawn. In particular, they feel the Lockwood Valley presently receives fire services from the District but contributes no revenues or tax base to support these services, resulting in a financial burden upon the district and unequal distribution of service costs. No District sponsored annexations are being planned at this time.

## **8. EVALUATION OF MANAGEMENT EFFICIENCIES**

The district is managed under a cooperative agreement with the California Department of Forestry and Fire Protection. Under this agreement the District funds a portion of the salaries and wages for seven (7) full-time operational employees, with the remainder funded under similar cooperative agreements with other fire districts in Monterey County. Shared CDF employees include a Fire Chief, Board Secretary and an Assistant Fire chief who oversees two Battalion Chiefs. One Battalion Chief supervises the Pine Canyon and Arroyo Seco Stations, while the other supervises operations at the CDF Lockwood Stations. The District also maintains a staff of 51 part-time or "Paid-Call" firefighters.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Meeting notices and agendas are published in local newspapers, and a departmental website is currently under development. Customer feedback is solicited at public hearings and various volunteer and recognition events such as public appreciation day and firefighter dances. In addition to scheduled events, written comments and complaints can be submitted to any member of the Board or the Fire Chief.

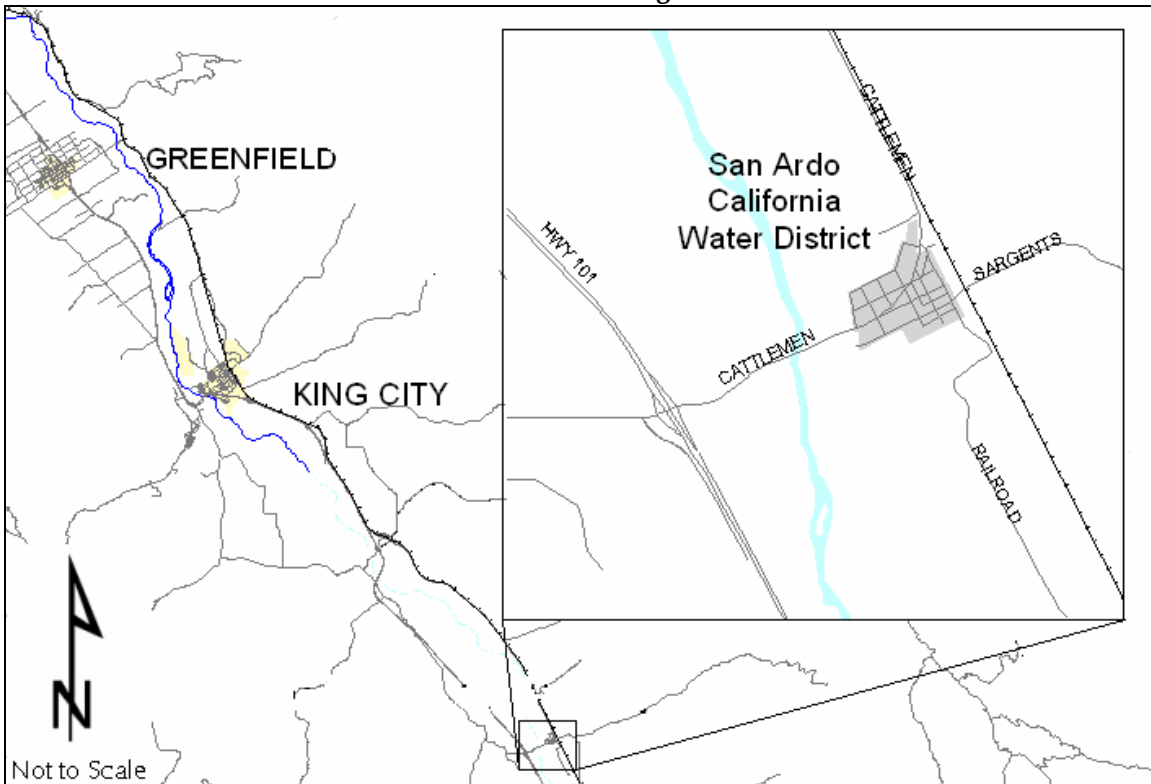
## SUMMARY & DETERMINATIONS

1. There are areas within the district's boundaries, such as Lockwood Valley region, that receive services from the district, but provide no revenues or tax base to support the services provided. The District may want to explore negotiating with Monterey County to allocate a fair property tax transfer of these areas that were included in the District's formation without benefit of property tax revenue to the District.
2. An affordable housing development was recently processed through the County that would create additional need for fire protection services in the community of San Lucas, which is in the Sphere of Influence of the Southern Monterey County Fire Protection District. San Lucas is not presently covered by a fire district and has historically relied upon the California Division of Forestry (CDF) to provide its fire protection services. The annexation of San Lucas is a logical route for the District to explore in order to meet the safety needs of that community.

**SAN ARDO WATER DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The San Ardo Water District is an independent special district created in 1955 for the delivery of potable water and sewer services to the unincorporated community of San Ardo. The district supplies an approximate population of 600 people through 166 connections. The District is approximately 30 acres in size and encompasses the community of San Ardo with a “status quo” sphere of influence that matches existing boundaries.

**Figure 19.1  
San Ardo Water District Regional Location**



Source: Monterey County Planning and Building Inspection

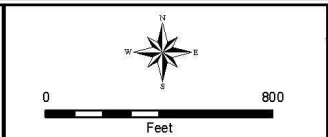
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**Figure 19.2**  
**San Ardo Water District Boundaries**



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**SPECIAL DISTRICTS**  
**SAN ARDO**  
**CALIFORNIA WATER DISTRICT**

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## **MUNICIPAL SERVICE REVIEW FACTORS**

### **1. INFRASTRUCTURE NEEDS AND DEFICIENCIES**

The District owns and operates infrastructure necessary for the provision of water to approximately 166 service connections. The District has one small office in addition to the water system comprising of two wells (one active, one reserve), a 55,000-gallon water tank and a network of water and sewer mains running through a series of alleys and easements.

A primary goal of the agency is the replacement of aging pipelines to increase reliability and enhance capacity. The District is presently working with the USDA and State of California to acquire the necessary funding for an upgrade of the system.

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

The district maintains a list of customers but does not generate its own growth and population projections nor coordinate or receive assistance from other agencies in planning for future growth and service needs. Unlike the incorporated communities within the Salinas Valley, San Ardo has not been subject to severe development pressure and as a result has maintained a relatively stable number of customers. This stability in connections, however, may mask seasonal fluctuations in population, and persons per household, resulting from the movement of farm labor in and out of the community.

### **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

The district provides services to the unincorporated community of San Ardo with a population of approximately 600. The district supplies water through its public water system. The district relies on groundwater for its drinking water supply and maintains a water storage tank. The district also provides wastewater disposal and treatment services and prepares water and wastewater budgets as shown in the figures on the following page.

Revenue is primarily generated from service charges representing approximately 80% of the budgeted revenues. Revenue from rent represents 19% of the budgeted revenues. Expenditures for the district include salaries and wages representing 20% of the budgeted expenditures. Contract services represent 16% and utilities and phone (under services and supplies) represent 30% of budgeted expenditures. The district has incurred general long-term debt (1971 Sewer Bonds) with a remaining balance of \$34,500 as of June 2002.

### **4. & 5. COST AVOIDANCE AND RATE RESTRUCTURING OPPORTUNITIES**

District staff includes two part-time employees. As is common with local agency staff of this size, consultants and contract staff provide various services. The district retains an outside contractor to read meters and provide required chemical testing for the water and wastewater facilities. Outsourcing is a reasonable cost saving measure for a small agency such as this.

Service rates paid by district customers with service connections depend on water meter size and the amount of water used. The district has approved a tiered rate structure with a

baseline rate of \$12 up to 1200 cubic feet of water usage for a ¾" water meter. The rate structure provides for increasing fees for each additional 100 cubic feet used. Occasional rate increases are required to offset cost increases. Regulatory requirements, electric rates and insurance rates continue to increase the cost of doing business resulting in the need for increased revenues. New users also pay connection fees.

The district is exploring options for replacing aging infrastructure including pipelines and the water storage tank. The district is negotiating with USDA regarding these replacement issues and has applied to the State of California for a grant under Proposition 50.

Cost-saving measures include a public outreach program on water conservation. District customers have decreased water usage in each of the past four years.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The district does not share capital facilities or participate in a Joint Powers Agency. Nor does it feel it is in a position to share functions with another agency due to geographic remoteness. Existing staffing is at minimum levels with two part-time employees on the payroll. Potential facility sharing includes the office building owned by the district. The revenues indicate the district receives rent for office space.

## **7. & 8. GOVERNMENT STRUCTURE OPTIONS AND EVALUATION OF MANAGEMENT EFFICIENCIES**

The governing Board of the District is composed of property owners within the district. The district does not serve customers outside of its boundaries and feels its boundaries are correct and not in need of adjustment at this time.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Meeting dates and agendas for the District Board are posted at the Water District office and Post Office. Customer feedback is not solicited, and according to the district no customer complaints have been received. The District has also engaged in a successful educational campaign to increase water conservation within the district, with decreases in water consumption seen over the past four years.

## **SUMMARY & DETERMINATIONS**

1. The district is exploring options for replacing aging infrastructure including pipelines and the water storage tank. The district is negotiating with USDA regarding these replacement issues and has applied to the State of California for a grant under Proposition 50.
2. The district does not share capital facilities or participate in a Joint Powers Agency. The district is not contiguous with or near another public water provider. The district does not serve customers outside of its boundaries and feels its boundaries are correct and not in need of adjustment at this time.

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**SAN ARDO CEMETERY DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The San Ardo Cemetery District is a mostly volunteer agency that provides public interment services in and around the community of San Ardo. This district chose not to participate in the MSR process.

**Figure 20.1  
San Ardo Cemetery District Regional Location**

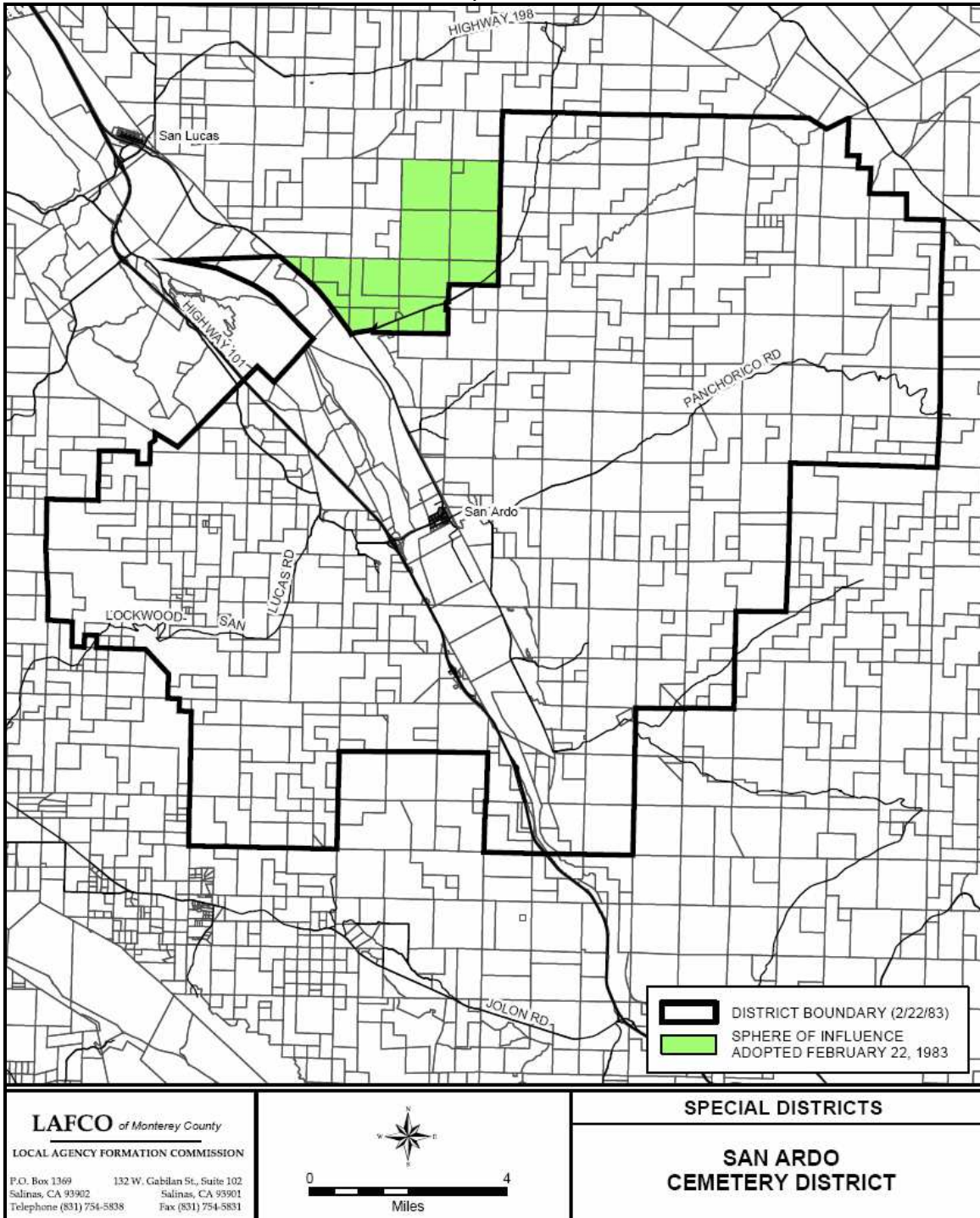


Source: Monterey County Planning and Building Inspection

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**Figure 20.2**  
**San Ardo Cemetery District Boundaries**

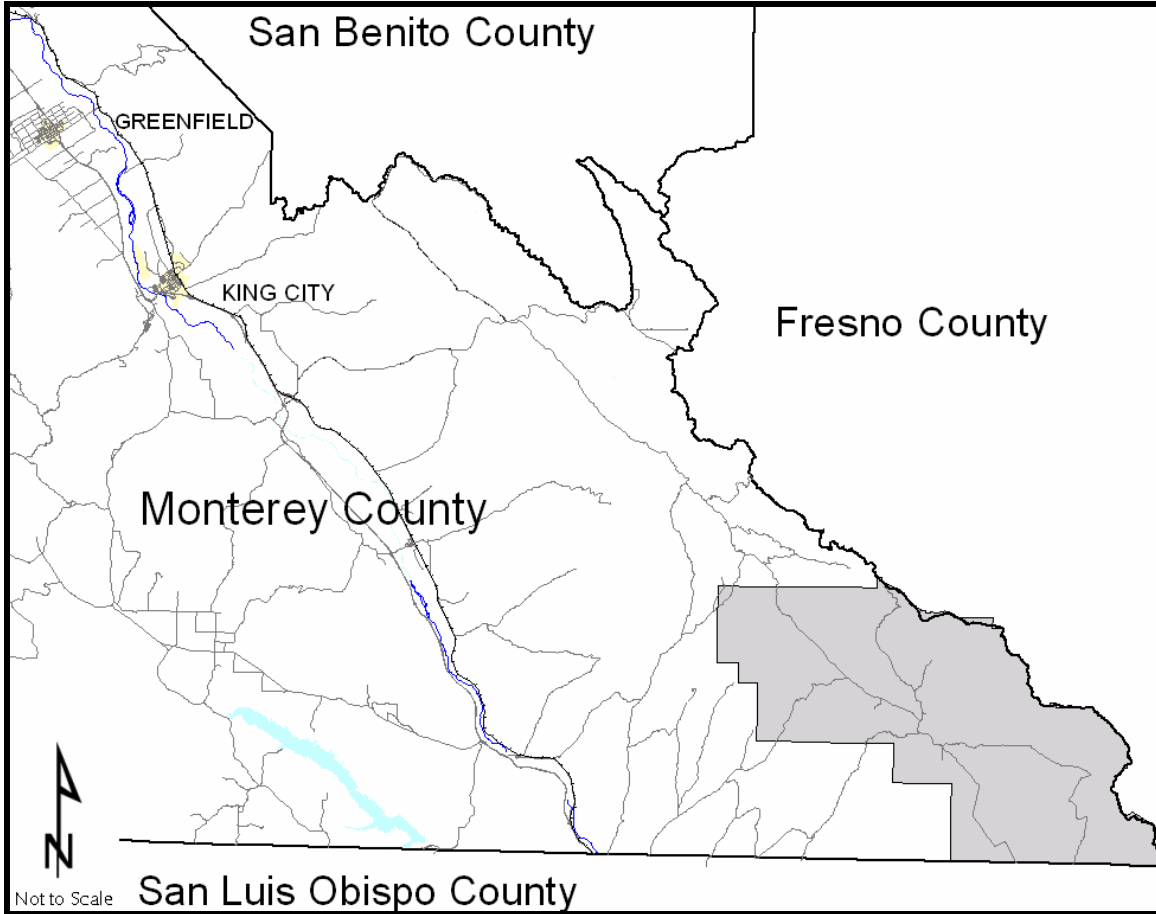


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**CHALOME CEMETERY DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The Chalome Cemetery District is a mostly volunteer agency that provides public interment services in southeastern area of Monterey County. Additional information for this district is still being compiled. This section will be distributed separate from this document.

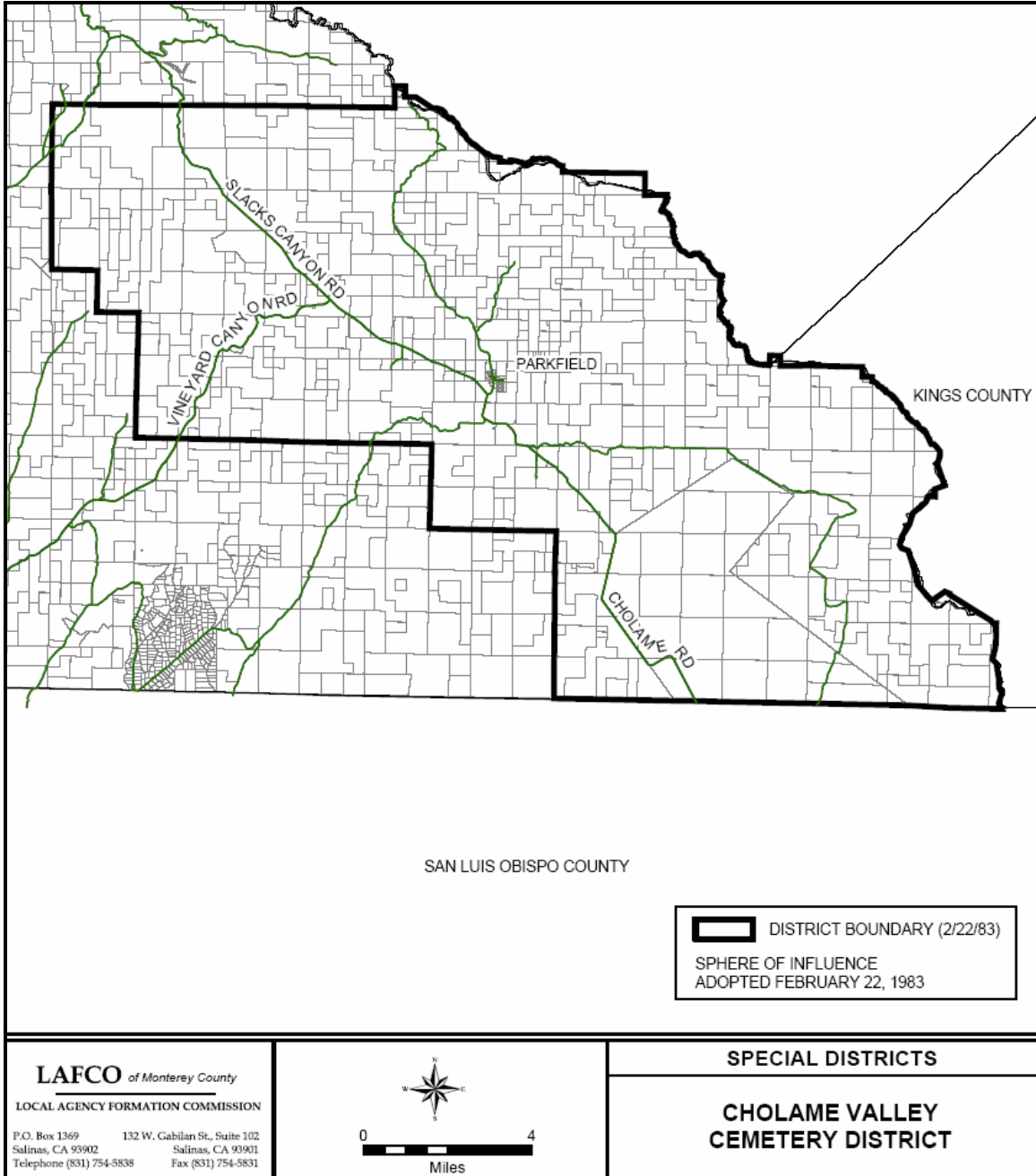
**Figure 21.1  
Chalome Cemetery District Regional Context**



Source: Monterey County Planning and Building Inspection

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**Figure 21.2**  
**Chalome Cemetery District Boundaries**



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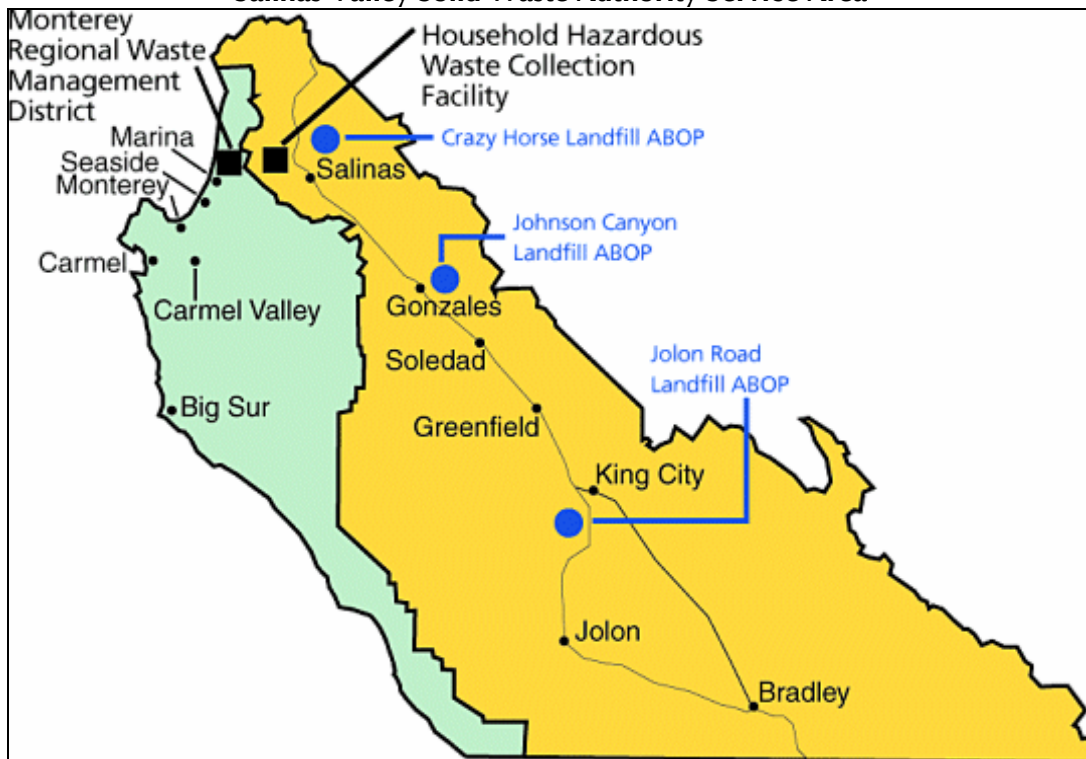
**SPECIAL DISTRICTS**  
**CHOLAME VALLEY CEMETERY DISTRICT**

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## SALINAS VALLEY SOLID WASTE AUTHORITY SERVICES PROVIDED AND SERVICE AREA

On January 1, 1997 the Salinas Valley Solid Waste Joint Powers Authority (SVSWA) was formed among the County of Monterey and the Cities of Gonzales, Greenfield, King City, Salinas, and Soledad. The Authority was established to acquire and manage the landfill systems of each member, ensure long-term landfill capacity for the Authority's service area, and to provide uniformity in fees and coordinated solid waste services for the members. A sister agency, the Monterey Regional Waste Management District, provides similar service to the western half of Monterey County.

**Figure 22.1**  
**Salinas Valley Solid Waste Authority Service Area**



Source: SVSWA

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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

Operational infrastructure currently consists of two active landfills (Crazy Horse and Johnson Canyon), two inactive landfills (Jolon Road and Lewis Road), and two transfer stations (Salinas and Jolon Road). Shortly after formation, the SVSWA purchased Crazy Horse Canyon Landfill from the City of Salinas for \$8,000,000. Similarly, the County of Monterey transferred the Johnson Canyon Landfill, Lewis Road Landfill and its leasehold interest in the Jolon Road Landfill to the Authority. Administrative functions are centered in leased office space at 336 Main Street in Salinas. Other assets include five administrative vehicles, office equipment and safety gear for employees.

The Crazy Horse Canyon Landfill is located 11 miles north of Salinas at 350 Crazy Horse Canyon Road. The landfill has been operating as a municipal solid waste disposal facility since 1972. Current operations are permitted under Solid Waste Facilities Permit (SWFP) No. 27-AA-0007 issued by the Monterey County Environmental Health Department in 1983. The facilities consist of two distinct refuse areas, module I consisting of 6 acres closed in 1989 and module II with a current active fill area of approximately 66 acres. Total site capacity is approximately 4.3 million cubic yards with an estimated remaining capacity of approximately 665,000 tons as of January 1, 2000.

The Johnson Canyon Road Landfill is a 163-acre facility located 2.5 miles east of Gonzales at 31400 Johnson Canyon Road. This facility has been operating as a municipal solid waste disposal facility since 1976. Of its 163 acres, 80 have been approved for waste disposal. Operations are currently permitted under Solid Waste Facilities Permit No. 27-AA-0005 issued by the Monterey County Health Department in 2000. The facility is classified by the Regional Water Quality Board as a Class III refuse disposal facility, such a classification allows the receipt of the following non-hazardous waste types: residential, commercial and industrial solid waste; construction and demolition debris; wood waste; metal salvage, double bagged non-friable asbestos (under one cubic yard); agricultural waste and tires. Unacceptable waste types are collected under a waste acceptance and control program designed for such materials.

Under existing permits, Crazy Horse Canyon, Johnson Canyon and Jolon Road have approximately 15 years combined remaining capacity. Crazy Horse Canyon is nearing capacity, Johnson Canyon has approximately 12 years remaining and Jolon Road has approximately 2 years remaining capacity. If and when reactivated, Crazy Horse Canyon is expected to receive a revised permit allowing operation until 2009 at which point waste will be diverted to Johnson Canyon Landfill. Lewis Road was closed in July of 2002.

The agency has been studying various options in order to provide approximately 70 years of solid waste disposal services for its member jurisdictions. These options include the establishment of new landfills, expansion of capacity at existing landfills, or some combination thereof. In addition, supplemental facilities to aid in waste stream diversion (i.e. recycling) are also being studied. As part of this study an Environmental Impact Report (EIR) was commissioned and certified in late 2002. This EIR addressed four scenarios and work is continuing on the

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

According to the Association of Monterey Bay Area Governments (AMBAG), the unincorporated areas of the County are growing at approximately one percent a year, whereas in the incorporated areas of the County that the SVSWA serves, the growth rate is much higher. These high growth rates are expected to increase the demand for SVSWA services as time passes.

## **3. FINANCING CONSTRAINTS AND OPPORTUNITIES**

The Salinas Valley Solid Waste Authority receives more than 80% of its revenue from tipping fees that are set at an amount sufficient to provide for operations, closure set-aside requirements, post-closure maintenance on a pay as you go basis, capital requirements and debt service on bonds issued for capital replacement. Authority tipping fees are not expected to recover depreciation expenses. The authority revenues and expenditures are shown in the figures on the next page.

The authority utilizes debt financing. Bonds were issued in the amount of \$39.8 million to payoff the authority's existing revenue bonds, a portion of the Crazy Horse installment purchase agreement, provide for costs of bond issuance and to finance capital projects. As of June 2004, \$11.2 million remained in unspent bond proceeds for use on authority capital projects. At the end of fiscal year 2004, the authority had \$43.9 million in long-term debt. The authority established a new "Expansion Fund" to collect proceeds from the sale of outside waste

## **4. & 5. COST AVOIDANCE & RATE RESTRUCTURING OPPORTUNITIES**

The authority's operations are dependent on the amount of solid waste that is received at the landfill. Authority projections indicate that the current tipping fee (\$48/ton), including about \$2/ton annual increases will be sufficient to provide for operations, closure costs, post-closure maintenance, capital requirements and debt service through the expansion period. One landfill is slated for closure in the next few years and until that time; the authority has the additional expense of operating that landfill and operating/developing its replacement. To keep tipping fee increases to a minimum, the Authority approved the sale of outside waste as the preferred method of providing funds to operate two landfills and develop a new landfill site.

## **6. OPPORTUNITIES FOR SHARED FACILITIES**

The Joint Powers Agency was created in 1997 to enable a regional solution to waste management problems, and to that end multiple jurisdictions have transferred ownership and control of their waste disposal facilities to the SVSWA to achieve uniformity, economics of scale and a regional solution to waste disposal problems. Opportunities to share facilities with adjacent waste disposal agencies may exist with the Monterey Regional Waste Management District (MRWMD) that operates in a similar fashion as the SVSWA, but on the western half of the County.

## **7. & 8. GOVERNMENT STRUCTURE & MANAGEMENT EFFICIENCIES**

The Salinas Valley Solid Waste Authority (SVSWA) is a joint powers agency made up of the following local governments: Monterey County and the Cities of Gonzales, Greenfield, King City, Salinas, and Soledad. A Joint Powers Agency (JPA) is a government body that is formed by two or more local governments (cities or counties) joining together to address a specific service need that is common to all members of the group. JPAs are often formed to address such regional issues as water, sewer, solid waste, public safety, and transportation.

The agency is guided by a Countywide Integrated Waste Management Plan (CIWMP), as required by the California Integrated Waste Management Act of 1989 (AB939). AB939 was drafted in response to the need to divert a significant volume of materials from landfills in order to preserve decreasing landfill capacity and natural resources. AB939 required cities and counties to divert 25 percent of the solid waste stream from disposal by January 1, 1995, increasing to 50 percent by 2000. The Monterey County CIWMP is a collection of documents that addresses different elements of the solid waste process, and how each of the jurisdictions of Monterey County will comply with AB939.

The District presently employs 16 full time employees and 1 part-time employee. Cost savings and administrative efficiencies are achieved through the sharing of support staff with the City of Salinas. Shared positions include engineering, finance, accounting, information systems, and human resources personnel among others.

## **9. LOCAL ACCOUNTABILITY AND GOVERNANCE**

Meetings, decisions, and news regarding daily operations are made available to the public through a variety of mechanisms. Board meetings are held in the City of Gonzales Council Chambers on the third Thursday of each month, beginning at 6:30 pm. Meetings are open to the public with schedules and agendas available online at the SVSWA website. Customers or interested parties may either attend the meetings or contact agency staff or one of the Board Members.

The Agency performs public outreach through a number of mechanisms including press releases, an agency published "EnviroNEWS" newsletter, public education campaigns such as in-school presentations and the distribution of bilingual "Fact-Sheets" at public buildings, and a detailed website outlining the structure of the organization, present operations and long term planning efforts of the agency.

## **SUMMARY & DETERMINATIONS**

1. The SVSWA is in the process of finding and securing a site for the development of long-term capacity expansion.
2. Opportunities for the sharing of resources have already been realized through the creation of the JPA and existing staff sharing with the City of Salinas. Future opportunities may exist with the Monterey Regional Solid Waste Authority.

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### Persons Contacted Via Questionnaire or Personal Interviews:

Alves, John. Director of Public Works & Deputy City Manager, City of Greenfield.

Beal, Cindy. Board Member, San Ardo Cemetery District.

Berry, Kristina. Senior Analyst, LAFCO of Monterey County.

McKenna, Kate. Executive Director, LAFCO of Monterey County.

Casillias, Jesse. Fire Chief, City of Soledad.

Chapa, Noelia. City Manager, City of Soledad.

Cox, Richard. Police Chief, City of Soledad.

Errea, Joanne. Clerk, San Ardo Water District.

Farrel, Bill. City Manager & City Planner, City of Gonzales.

Flemming, Don. Community Development Director, City of Soledad.

Grebmeier, Joe. Chief of Police, City of Greenfield.

Hopkins, Bill. Senior Planner, Monterey County Planning and Building Inspection.

Jacobs, Dayna. Secretary, King City Cemetery District.

Johnson, Steve. General Manager, Salinas Valley Solid Waste Authority.

Lanini, Victor. President, Gonzales Rural Fire Protection District.

Liberto-Blanck, Doreen, Earth Systems, Inc.

Lopez, Carlos. Director of Public Works, City of Gonzales.

Madson, Susan. Secretary, San Lucas County Water District.

McClain, Mark. Building Official & Planning Manager, City of Greenfield.

Moreno, Robert. Finance Manager, Salinas Valley Solid Waste Authority.

Muniz, Edward. Management Analyst II, Monterey County Public Works.

Van Ort, Robert. City Manager, King City.

Price, Clifton. Public Works Director, City of Soledad.

Pura, Eldon. Board Chairman, Greenfield Public Recreation District.

Quiteuas, Kristie. Acting Finance Director, City of Soledad.

Retterbush, Teresa. Parks and Recreation Director, City of Gonzales.

Rianda, Sonny. Fire Chief, Gonzales Rural Fire Protection District.

Sims, John. Fire Chief, Greenfield Rural Fire Protection District.

Thomason, Marlene. Chalome Cemetery District.

Vega, Anna. City Manager, City of Greenfield.

Washington, Adrian B.. Assistant Chief, South Monterey Cnty Fire Prot. District.

Williams, Roger. Chief of Police, City of Gonzales.

Wilson, Stacey. Director, Soledad Mission Recreation District.

Wolgamott, Harold R.. Fire Services Director, City of Gonzales.

Wooden, April. Community Development Director, City of Greenfield.