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**FINAL  
MUNICIPAL SERVICES REVIEW  
FOR  
CARMEL VALLEY**

**LAFCO OF MONTEREY COUNTY**

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**LAFCO OF MONTEREY COUNTY  
LOCAL AGENCY FORMATION COMMISSION  
132 W. Gabilan Street, Suite 102  
Salinas, CA 93902**

**JUNE 2006**

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*Prepared for:*

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LOCAL AGENCY FORMATION COMMISSION  
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**JUNE 2006**



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## EXECUTIVE SUMMARY

This report provides information on the various services provided in greater Carmel Valley area of Monterey County, California. It includes the elements required by State law for a Municipal Service Review (MSR). Significant changes to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 require that such reviews be prepared before the Sphere of Influence of any special district or city can be comprehensively updated. The MSR will facilitate the sphere update process by providing useful baseline information for each service district.

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.

There are no incorporated municipalities within the greater Carmel Valley study area. The City of Carmel and its Sphere of Influence are adjacent to the study area. There are communities with urban and suburban densities at the mouth of the Valley, in mid-Valley, and in the Village area to the east. The primary commercial uses are located within these three centers. The remainder of the Valley and Cachagua to the east contains scattered rural residential development along the Valley floor, surrounding hillsides and intermountain terrain. Service districts provide a vital role in providing necessary services to the residents of the area.

The study area contains several service districts that provide fire, recreation, and community services. Independent special districts, generally governed by an elected or appointed board of directors, provide most of the services in the area. Dependent districts governed by the County of Monterey provide other limited community services.

The Carmel Valley Fire Protection District, Cypress Fire Protection District, and the Cachagua Fire Protection District are the primary fire service agencies in the area. The Carmel Valley Recreation and Park District provides limited recreation services in the Village area, and the Monterey Peninsula Regional Park District provides for open space and land acquisitions. The Carmel Area Wastewater District provides sewage collection, treatment and disposal for the lower portion of the Valley and elsewhere. The Santa Lucia Community Services District provides a wide-range of community services to the Rancho San Carlos/Santa Lucia Preserve development.

Numerous County Service Areas throughout the Valley provide specific community services, primarily for street lighting and storm drainage. County Service Area No. 50 not only provides for drainage, but it also funds flood control projects for the Mission Fields and Rio Road areas at the mouth of the Valley.

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## INTRODUCTION AND OVERVIEW

The first edition of this report, released in July, was available for review until August 26, 2005. Comments received by that date and from a public workshop on August 17, 2005 were incorporated. A revised draft report was available for further review, and additional comments were received by the September 26, 2005 meeting of the Local Agency Formation Commission. All comments received have been included in this report, and changes have been noted with strikeouts for deletions and underlining for additions. Elsewhere in the report, typographical errors have been corrected and non-substantive clarifications have been made without notation. The Commission is scheduled to consider this Municipal Service Review on October 24, 2005.

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 requires the Local Agency Formation Commission (LAFCO) in each county in California to update the Spheres of Influence for all municipalities and service districts within their respective county. The Act also requires that a Municipal Service Review be conducted prior to or in conjunction with a Sphere of Influence update.

A Sphere of Influence (SOI) is defined by law as a plan for the probable physical boundary and service area of a local agency or city. A sphere is generally regarded as a 20-year service boundary, within which cities and local agencies may annex additional territory. Having LAFCO establish sphere boundaries prior to proposed annexations ensures that service areas and cities will not overlap with each other, and will provide for orderly annexation and development.

The Municipal Service Review (MSR) is a relatively new requirement. MSRs identify and evaluate public services. They are to furnish affected agencies, the public and LAFCO decision-makers with the information necessary to ensure effective public services. The information developed in the MSRs will be used to update agency Spheres of Influence. Government Code Section 56430 requires the Commission to make determinations on the following nine factors:

1. Infrastructure needs and deficiencies.
2. Growth and population.
3. Financing constraints and opportunities.
4. Cost-avoidance opportunities.
5. Opportunities for rate restructuring.
6. Opportunities for shared facilities.
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers.
8. Evaluation of management efficiencies.
9. Local accountability and governance.

LAFCO is preparing several MSRs based on geographic areas of the County. Ultimately, all of the service agencies in the County will have been evaluated, and respective Spheres of Influence will be revised. This MSR inventories the service districts located in the Greater Carmel Valley and Cachagua areas, and provides information regarding the nine factors listed above. This report has been prepared in accordance with the guidelines for preparing MSRs that were developed by the Governor's Office of Planning and Research. This report



includes those agencies that have a designated Sphere of Influence. Brief descriptions of other agencies are included under the section entitled Inventory of Service Districts beginning on page 8.

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

LAFCOs were created by the State to encourage orderly growth and development within the State of California. The Legislature recognized that the logical formation of local agency boundaries is an important factor in promoting orderly development and balancing that development with sometimes competing interests of discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing governmental services.

LAFCO has the authority to approve boundary changes of local governmental agencies in accordance with the law. The Commission's role is to make studies and obtain information that will contribute to the logical development of local agencies to provide for the needs of the county and its communities. Their studies include Municipal Service Reviews and sphere of influence reports, as well as fiscal analyses. Their typical actions include annexations, detachments, consolidations, dissolutions, and formations of local governmental agencies.

There are 58 LAFCOs in California, one for each county. The Commission in Monterey County consists of seven members: two from the County Board of Supervisors, two city council members from the twelve cities in the county, two board members from the independent special Districts in the county, and one public member who is elected by the other LAFCO members.

The law that governs LAFCO is known as the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 and is contained in the California Government Code beginning with Section 56000. In keeping with the intent of the Legislature, the Commission must balance competing interests, coordinate with local agencies, and consider public comment in making its final determinations on the formation or expansion of local governmental agencies.

### **Description of Study Area**

The study area encompasses Carmel Valley and surrounding area, including the County's Carmel Valley and Cachagua planning areas. The territory includes the Cachagua area east of Carmel Valley Village and extends to the mouth of Carmel Valley on the west. The perpendicular boundaries are formed by the ridgelines north and south of the Valley.

Carmel Valley has a relatively narrow and flat valley floor, bordered north and south by steep hillside and mountain slopes. The Carmel River runs the entire length of the Valley, and is a major aquifer for the Monterey Peninsula. Public roads include the Carmel Valley Road, which is the single arterial through the Valley, and Los Laureles Grade and Highway 1 as the major connector routes to the remainder of the County. Several other public and private streets and roads provide access in the area. The Cachagua area, linked by Carmel Valley, Cachagua and Tassajara Roads, contains portions of the upper Carmel River watershed, rugged terrain, and scattered rural residential development. The communities of

Jamesburg and Prince's Camp are located here. The Los Padres National Forest forms the southern boundary of the study area.

There are various land uses in the area, but Carmel Valley generally contains rural residential development and pockets of commercial uses that support the population of the area. Urban, suburban and rural densities exist throughout the Valley. The population is approximately 11,000 persons. The area has traditionally been divided into the Village or upper Valley area, the mid-Valley area, and lower or mouth of the Valley area.

### **Pending Proposals**

LAFCO has received and is processing two boundary change proposals in Carmel Valley. The first is an application to incorporate the major portion of Carmel Valley. Incorporation, if approved, would result in the formation of the Town of Carmel Valley, with its own local governance structure. Several studies have been or will soon be completed to evaluate the fiscal, environmental and service needs of the proposal. A Service Plan to address the service needs of the incorporation proposal will be issued separately from this report.

The second proposal is an application to detach the Village area from the Carmel Valley Fire Protection District and form a new fire district. LAFCO approved the consolidation of fire districts in 2000, combining fire service in the Village, Mid-Valley, and Santa Lucia Preserve areas. Public hearings on the detachment must be held before the Commission makes any decision on the current proposal.

Also proposed is a plan to dissolve the Carmel Valley Sanitation District. Initial discussions have begun, but applications need to be filed. The District is no longer necessary because the operations are no longer performed by the County and have been assumed by a private company.

## INVENTORY OF SERVICE DISTRICTS

There are three fire districts, two park districts, two sewage districts, a community services district, and 11 County Service Areas (CSAs) in the Greater Carmel Valley study area. The following districts are described in this MSR:

### FIRE AND EMERGENCY MEDICAL SERVICES

- Cypress Fire Protection District
- Carmel Valley Fire Protection District
- Cachagua Fire Protection District

### RECREATION AND PARK SERVICES

- Carmel Valley Recreation And Park District
- Monterey Peninsula Regional Park District

### SEWAGE SERVICES

- Carmel Area Wastewater District
- Carmel Valley Sanitation District

### COMMUNITY SERVICE DISTRICTS

- Santa Lucia Community Services District

### COMMUNITY SERVICE AREAS (CSAs)

- County Service Area No. 17 (Rancho Tierra Grande)
- County Service Area No. 25 (Golf & Country Club)
- County Service Area No. 34 (Rio Vista & Carmel Knolls)
- County Service Area No. 47 (Carmel Views)
- County Service Area No. 50 (Lower Carmel River)
- County Service Area No. 51 (High Meadow 1 & 2)
- County Service Area No. 52 (Carmel Valley Village)
- County Service Area No. 55 (Robles Del Rio)
- County Service Area No. 56 (Del Mesa Carmel)
- County Service Area No. 57 (Los Tulares)
- County Service Area No. 62 (Rancho Del Monte)

In addition, other special districts provide services in the Greater Carmel Valley area. These are area-wide agencies that provide services elsewhere in the County and will either be evaluated in other MSRs or are not under the purview of LAFCO. They include:

#### Monterey Bay Unified Air Pollution Control District

LAFCO has no jurisdiction over this agency, which monitors and regulates sources of regional air pollution to ensure federal and state air quality standards.

#### Monterey County Water Resources Agency

This is the County agency responsible for flood control and water resources planning. The Agency, in coordination with others, also reviews and conditions proposed land use changes and development projects, provides emergency preparedness and flood warning, storm water management, and floodplain management. Within the agency are 15 sub-zones, including Zone 11 in Carmel

Valley. Zone 11 comprises some 97,300 acres of the Carmel River drainage and Monterey Peninsula. It was formed to fund water resources planning for the unincorporated areas of the Monterey Peninsula and Carmel Valley.

#### Monterey Peninsula Water Management District

The District is responsible for ensuring water availability to the people within its boundaries. Its territory encompasses the watershed of the Carmel River and the Monterey Peninsula from Carmel to Seaside. It is an independent District that has focused on finding a long-term water supply for the Peninsula and Carmel Valley.

#### Monterey County Resource Conservation District

This District provides technical assistance for soil conservation, erosion control and conservation planning. The District encompasses almost all of Monterey County, except for a small portion of territory near San Luis Obispo County.

#### Monterey Regional Waste Management District

This District provides for the collection and disposal of garbage and refuse in the northern Monterey County area as well as Carmel Valley.

#### County Service Area No. 74

This County-operated service District provides for emergency medical ambulance transport throughout the County, except for those limited areas in Carmel and Carmel Valley where specific rights have been retained by existing agencies. A description of the ambulance services in Carmel Valley is contained below within the discussion on the Carmel Valley Fire Protection District.

#### Monterey County Sheriff's Office

The Sheriff's Office noted in its comments that no information on law enforcement services was provided in this report. The Office is not subject to LAFCO and will not require a Sphere of Influence update, and no County Service Area in the study area provides for law enforcement. However, the requested information is provided at the end of this report regarding law enforcement services in the Greater Carmel Valley area.

#### Monterey County Parks Department

The Monterey County Parks Department is another agency, in addition to the Carmel Valley Recreation and Park District and the Monterey Peninsula Regional Park District, that provides for local park and recreation facilities in the study area. The Department currently reviews all new residential developments to ensure compliance with the park and recreation requirements of the Subdivision Map Act and the Quimby Act. If parkland dedication is required, the developer is responsible for dedicating the site, installing facilities and establishing an entity, typically a homeowners organization, to operate and maintain the park. If in-lieu fees are required, developer fees are paid to the County prior to final map recordation. For residential subdivisions within the Carmel Valley Recreation and Park District, the County distributes the in-lieu fees to the district for support of its recreational facilities.

Public education is provided in the area through the Carmel Unified School District. The District contains three elementary schools (Captain Cooper, Carmel River and Tularcitos Elementary Schools), Carmel Middle School, Carmel High School, and Carmel Valley High School (a continuation school). Residents in Carmel Valley would normally attend all but Captain Cooper School, which is located in Big Sur. The school District is not included in this MSR as their planning is governed by regulations of the State Department of Education.

A comprehensive discussion of service districts in the Greater Carmel Valley Area is provided in the following pages of this report. Figure 20 identifies the services provided by each district in matrix form to better compare the services provided by each agency.

The informational discussions for each service district begin with a description of the service area and services provided. A map of the service area for each district is included. The discussion concludes with a section titled "Summary and Determinations". This section summarizes the most significant information within the inventory and provides conclusions about service capabilities.

## FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

Two fire protection districts serve the upper, middle and lower reaches of Carmel Valley and a single district serves the Cachagua area. No city or private companies provide fire protection in the area. Not all portions of the study area are within a fire protection district. Most rural and urban uses are contained within the districts, but not all territory is included, especially much of the open space and grazing area.

Fire protection district authority is contained in the California Health and Safety Code. The districts provide fire protection and emergency medical services. The California Department of Forestry and Fire Protection (CDF) is responsible for wildland fire protection. Mutual aid and other agreements allow all fire agencies to respond and provide service in the event of any fire, and structural fire protection is often dependent on the response to wildland fires.

Fire protection districts also provide emergency medical service, and usually this takes the form of first responder services at the time of an incident. The County, however, has the authority for and operates ambulance transport services in all areas of the County except for the territory occupied by the Carmel Valley Fire Protection District and the City of Carmel.

## **CYPRESS FIRE PROTECTION DISTRICT SERVICES PROVIDED AND SERVICE AREA**

The Cypress Fire Protection District provides structural fire protection and emergency medical services to portions of the lower Carmel Valley area, Aguajito area and Del Monte Fairways. The District contains non-contiguous portions of territory. The geographic area of the District is shown on Figure 1.

The District was formed in 1993 as a result of combining two County Service Areas. CSA No. 39 and CSA No. 43, administered by the County, contracted with the California Department of Forestry and Fire Protection (CDF) to provide service. After the reorganization, the District became an independent special District with a separately elected five-member Board of Directors. The District continues to maintain a contract with the CDF San Benito/Monterey Unit to provide all personnel and management services.

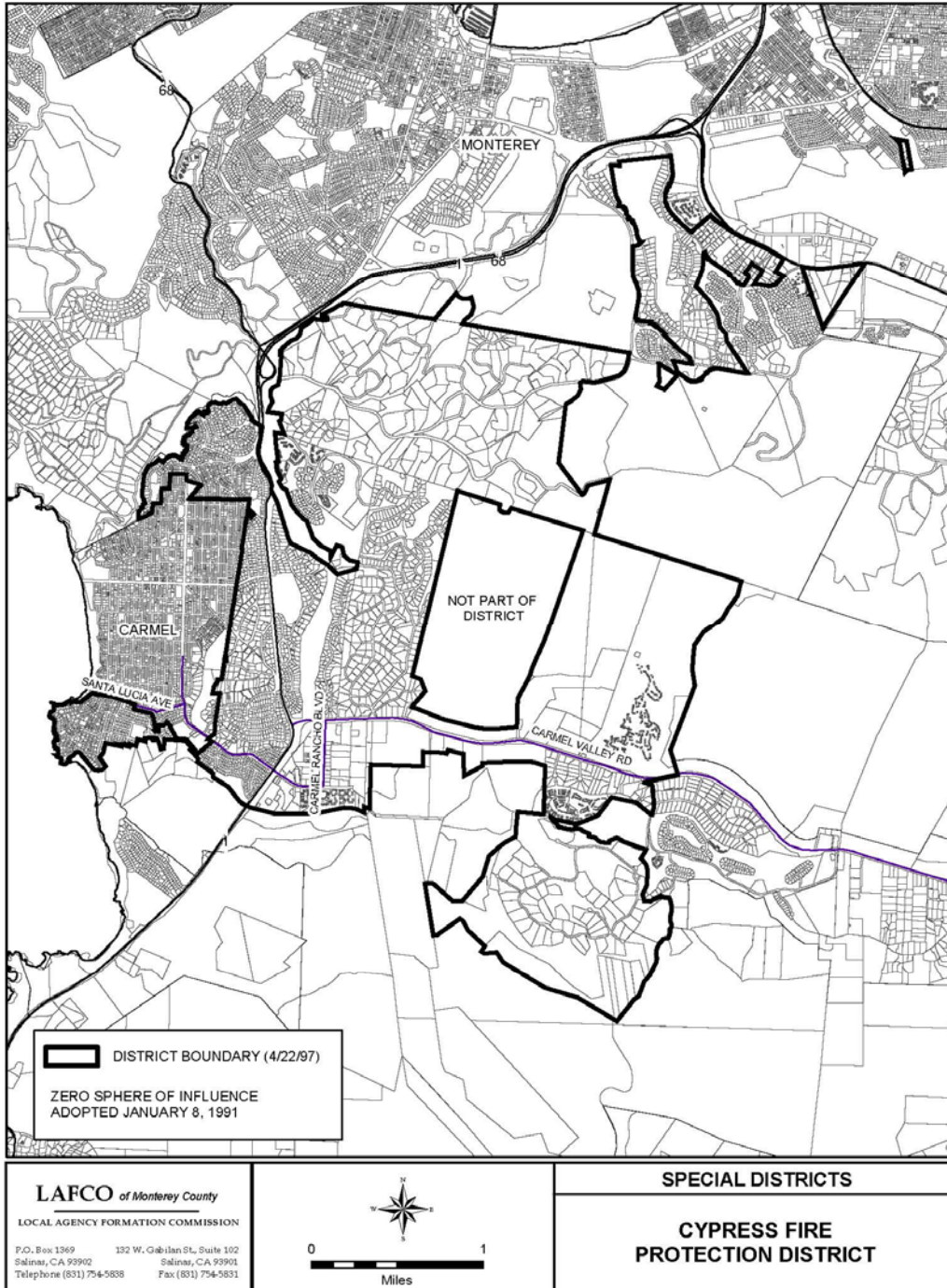
The District maintains two fire stations staffed 24 hours a day, 7 days a week:

- a. The Rio Road Station with 4 personnel that include a Fire Captain, a Fire Apparatus Engineer, and two Firefighter II; and
- b. The Carmel Hill Station with 4 personnel that also include a Fire Captain, a Fire Apparatus Engineer, and two Firefighter IIs.
- c. Also available are 15 paid-call firefighters for emergency calls, training, and station standby.

CDF maintains administrative, clerical, automotive repair, and dispatch center at its Garden Road facilities in Monterey. The District has a staff of 21.7 full-time equivalent firefighters. The District also funds a portion of the 4.19 full-time equivalent support positions, which are shared with other CDF contract agencies. It maintains equipment and facilities at the station. It operated with a \$2.9 million budget in Fiscal Year 2003-04. The District provides service to over 10,000 people. Minimal annexation has occurred since the 1993 formation.

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**Figure 1**  
**Cypress Fire Protection District**





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## **MUNICIPAL SERVICE REVIEW FACTORS**

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

The District fire station is located at 3775 Rio Road east of the intersection with Highway 1. The station was built in 1974, and extensively remodeled and brought into compliance with essential services seismic requirements within the past 5 years. In addition, Cypress Fire District and the adjacent Pebble Beach Community Services District Fire Department jointly operate what is in essence a seamless regional fire department, with the resources of each agency available to both. Under a long term agreement, Cypress pays for 50% of the operating and capital costs of a consolidated fire station located just inside the Highway 1 gate of Pebble Beach. This station was built in 1995, and meets current essential services requirements. All full time personnel of the district are provided by the California Department of Forestry and Fire Protection.

### **2. GROWTH AND POPULATION**

The Fire District presently serves an area with a population of 10,000 persons. Based on the existing general plan for the area, growth in the study area is not expected to increase greatly.

Fire District personnel are the first on the scene and provide the first level of response for all traffic accidents on Highway 1 and Carmel Valley Road. Visitor traffic is steadily increasing, and the District will continue to provide this service.

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

The District adopts a annual budget that is audited at the end of the fiscal year. The budget for 2002-03 was \$2.2 million, and the 2003-04 budget was 2.9 million. The change in the budget includes increases for the CDF contract services and the replacement of a fire engine.

Property taxes provide the largest source of revenue. County funds, primarily as a result of the passage of Proposition 172, provide about 6% of total revenues and are the second greatest revenue source. Statewide voter approval of Proposition 172 allows Counties to collect a ½ cent sales tax to finance emergency services and distribute then to emergency service agencies.

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

All District services are provided by outside sources. The vast majority of contract services are provided by CDF to provide fire fighting, maintenance and management personnel to carryout the functions of the District. CDF has the personnel and technical resources to provide the level of service desired by the District. CDF personnel view the contract with Cypress as a method of eliminating unnecessary cost while providing good service. The only other significant contracted service is for the annual audit.

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

As discussed previously, the District currently contracts with CDF for staffing, management, fiscal, dispatch, and support functions. Cypress, along with Carmel Highlands and Pebble Beach Community Services District Fire Department essentially operate as a seamless regional fire department, with the resources of each agency available to both. All agencies share in the cost of administration, maintenance, dispatch, and chief officer coverage, eliminating duplicate services wherever possible. As previously stated, the District currently shares operation of the Carmel Hill Fire Station, and participates in mutual aid fire suppression, as well as automatic aid agreements with surrounding fire Districts and cities, including Monterey, Carmel, and Carmel Valley Fire.

## **7. GOVERNMENT STRUCTURE OPTIONS**

A Sphere of Influence study for the Cypress FPD should be prepared in a manner that will address all the fire service needs in the Carmel Valley area. Coordination with the Carmel Valley FPD, the Carmel Highlands FPD, the Salinas Rural FPD, and the Cachagua FPD will result in a comprehensive study that can identify where service needs can be improved.

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

The District contracts with CDF for staffing and management services. The staffing arrangement with CDF works well for the District. CDF provides trained personnel to provide service from the fire station as well as utilize its personnel resources at the CDF Unit headquarters to provide support services. The District funds a portion of the 4.19 full-time-equivalent employees provided by CDF to address District needs. If the District was to provide these support services directly, personnel costs would be higher and the budget would be impacted. CDF also provides training programs for all its employees including those working out of the District fire station, and provides that service to the District.

## **10. LOCAL ACCOUNTABILITY AND GOVERNANCE**

The District conducts monthly public Board meetings which are posted and advertised in conformance with the Brown Act. The District is governed by a five-member Board of Directors whose members are elected for 4-year terms.

## **SUMMARY AND DETERMINATIONS**

1. The Sphere of Influence study for the Cypress FPD should be prepared in a manner that will address all the fire service needs in the Carmel Valley area. Coordination with the Carmel Valley FPD, the Carmel Highlands FPD, the Salinas Rural FPD, and the Cachagua FPD will result in a comprehensive study that can identify where service needs can be improved.

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## **CARMEL VALLEY FIRE PROTECTION DISTRICT SERVICES PROVIDED AND SERVICE AREA**

The Carmel Valley Fire Protection District (FPD) provides fire suppression and emergency response services to most of Carmel Valley and the Santa Lucia Preserve area. The District was reorganized and consolidated in 2000 by combining the former Carmel Valley FPD serving the Village and the Mid-Carmel Valley FPD and transferring the fire authority from the Santa Lucia Community Services District. The actual action taken by the Commission was to approve a reorganization, involving the dissolution of the Carmel Valley and the Mid Carmel Valley Fire Protections Districts, the transfer of fire protection responsibility in the Santa Lucia Community Services District, and the formation of the new Carmel Valley Fire Protection District. Since the consolidation, several territories have been annexed to serve existing and new development in and adjacent to the Valley.

The District provides a full range of services, including first-responder paramedic and ambulance transport services. The District staff is cross-trained as firefighters and paramedics. The District has three stations, 19 paid staffers and nearly 60 volunteers. That number fluctuates from month to month depending if new volunteer join or others move away. There are 20 other persons available as needed for ambulance transport service. In 2003, the District responded to 970 calls for assistance. In 2004, over 13,300 hours of training were provided to District personnel. The average time to respond to incidents has been reduced from approximately 10 minutes in 2001 to 5.5 minutes for 2005.

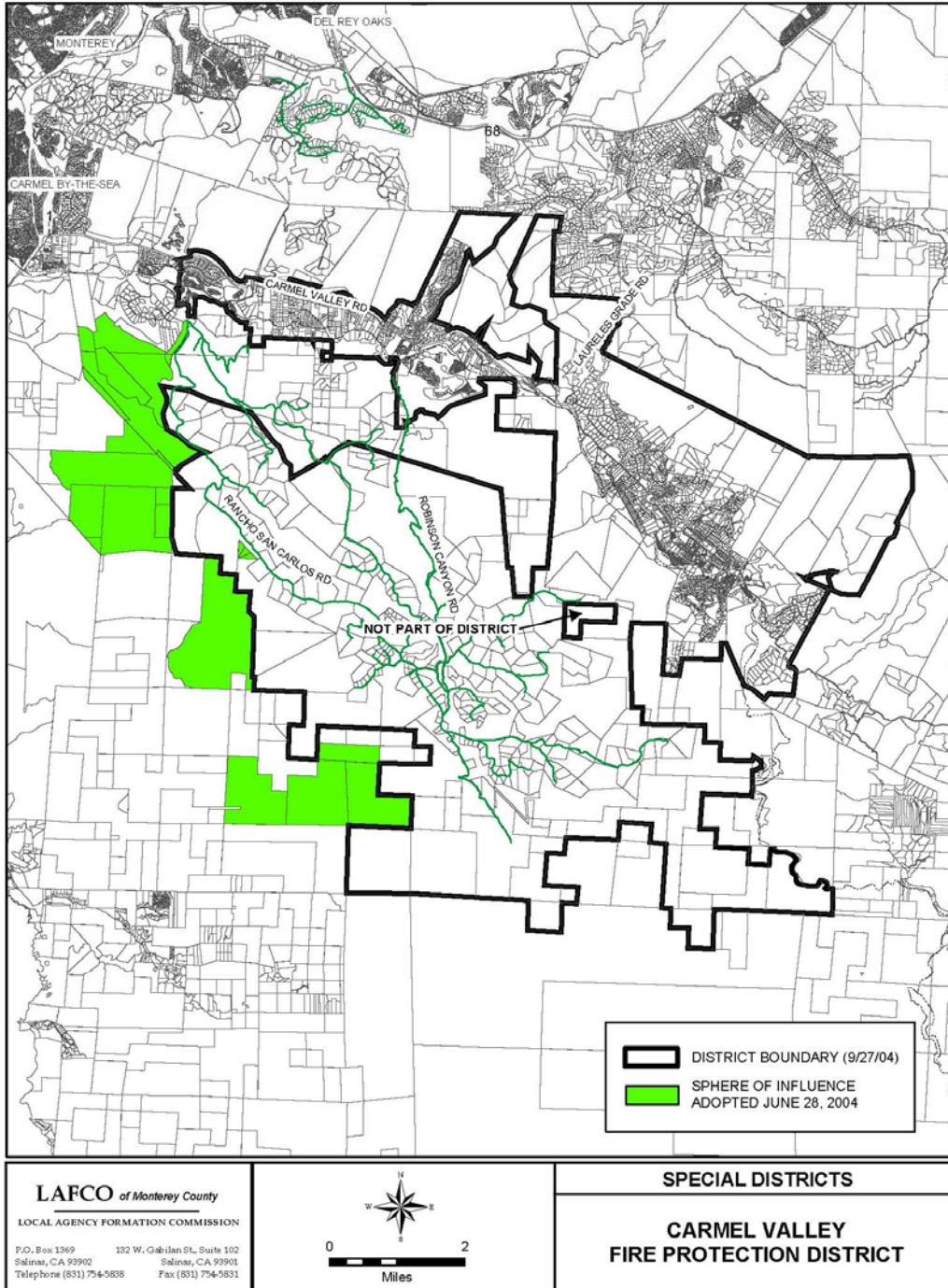
A consolidation service plan was written in 2000 to implement the reorganization of the fire Districts. Implementation of the provisions regarding administration, legal agreements, personnel, finances, operations and training, emergency medical service, support services, public education, and disaster preparedness has been accomplished. A list of those accomplishments has been included under the Evaluation of Management Efficiencies below.

The consolidation was validated through the court system. The County challenged the consolidated District's right to provide paramedic ambulance service, but that right was upheld. The right was originally vested with the Mid-Valley and Carmel Valley Districts and was extended upon consolidation to the Santa Lucia Community Services area. The Carmel Valley FPD now provides ambulance transport service throughout its boundaries, and coordinates with the County EMS who supplies that service to the rest of the County. The Monterey County Superior Court issued a Judgment and Statement of Decision, filed on April 9, 2002. It is Case Number M52734 and titled "Carmel Valley Fire Protection District v. All Persons Interested in the Matter of the Validity of the Carmel Valley Fire Protection District Reorganization..." A copy is also available at the LAFCO office.

The consolidation service plan has been followed by the adoption of a strategic plan for the next five years from 2005 to 2010. Not only were a mission statement and goals and objectives formulated, but also action plans and tasks to support implementation were developed. These on-going activities are a primary foundation for the operation, service levels, and fiscal planning of the District. The District's Sphere of Influence was also adopted in 2000, and consists of the existing territory comprising the District, and includes the former Sphere territories of each previous District.

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**Figure 2**  
**Carmel Valley Fire Protection District**





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## **MUNICIPAL SERVICE REVIEW FACTORS SERVICES PROVIDED AND SERVICE AREA**

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

The District uses four sites, three of which have stations and one used as a location from which to dispatch equipment. The Carmel Valley FPD headquarters are located at the station on 8455 Carmel Valley Road. The second station is located in Carmel Valley Village at 26 Via Contenta Road. The District owns both of these stations. A third station is located on the Santa Lucia Preserve, in temporary quarters at the present time, and a fourth site is used to place equipment. The District leases these sites. A permanent station on the Preserve is planned to be built when sufficient revenues from the Preserve area are generated.

Each station is staffed according to the schedule below. The District has a paid staff of 19 persons. In addition, nearly 60 volunteers are available. There are also 3 ambulance staff persons available on a daily basis. The District has adopted and maintains minimum staffing requirements as follows:

- a. Village Station: 2 personnel with the ranks of Engineer and Paramedic, 24 hours a day, 7 days a week.
- b. Mid-Valley Station: 2 personnel with the ranks of Engineer and Paramedic, 24 hours a day, 7 days a week.
- c. Santa Lucia Station: 1 person at the rank of Engineer/Paramedic, 8 hours a day, 7 days a week.

Staff at the three stations can be on a call for service, in training, making inspections, and so forth resulting in an empty or partially staffed station. All stations can be augmented by volunteers at any time. The District is divided into three battalions. The Village has 26 volunteers, the Mid-Valley battalion has 22 volunteers, and Santa Lucia has 10 volunteers. Volunteers are assigned to the particular station because of where they live.

The District has 5 fire engines for structure fires, 4 engines for wildland fires, 2 water tenders, 4 ambulances, and 5 command staff vehicles. The overnight quarters in the Village station were repaired. Within the next five years, the District intends to purchase additional equipment, build a new fire station at Santa Lucia, and upgrade facilities.

### **2. GROWTH AND POPULATION**

The fire District serves an area with an estimated population of 14,000 persons. A major portion of this population, about 11,000 persons, resides in the proposed incorporation area. The District includes other County-approved subdivision areas, the Santa Lucia Preserve, and the White Rock area on Robinson Canyon, near the Preserve. Population is expected to increase in the District as build-out of approved subdivisions occurs or as other existing areas annex for service.

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

The District currently has a number of annexations for which revenue has not yet been received. The revenue due the District is being addressed by County and LAFCO staff for the consolidation and subsequent annexations. The matter is expected to be resolved by soon. When the revenue figures are determined, the District will be able to obtain an audited financial statement. In the meantime, the District has an internal financial statement prepared in accordance with District policy. The District has made the necessary adjustments as reflected in the financial statement, other than reporting the additional property taxes receivable from the County. District revenue is derived primarily from property taxes, a special tax applicable to all of the District, Proposition 172 Funds, annexation fees, ambulance transport revenue, and fees from contracted services.

Expenditures in the District's final budget totaled \$4.1 million in fiscal year 2004-05. Personnel expenses accounted for \$2.9 million, maintenance and operations costs approximately \$1.0 million, and capital expenses of approximately \$228,000.

Actual year-end amounts varied from the approved budget, reflecting the lack of annexation revenues, the need to curtail expenditures, an increase in strike force team reimbursements, and the proceeds and costs related to the Certificate of Participation used to refinance existing loans. The actual total expenditure for the District in 2004 was \$4.983 million. Personnel expenses totaled \$2.802 million, operating expenses totaled \$2.079 million, and capital expenses totaled \$102,000. Revenues were received in the amount of \$4.987 million, leaving a net revenue of \$4,407.

The District has a thorough process to prepare, keep track of, and implement the budget process in order to meet the requirements of State law. A finance committee prepares recommendations with input from Officers, Captains, and Volunteers. Numerous meetings are held throughout the year to address budget compliance and needs. Five-year capital expenditures and replacement of equipment and facilities is included in the process. The Board of Directors makes the final determinations in approving the budget. Details of this budget process are in the agency's "Interim Budget Process" document that is available at the District office.

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

Consolidation of three fire agencies in 2000 provided the opportunity to combine administrative, operational, and procedural functions. One fire chief position was eliminated. The three battalion areas of the District (the Village, Mid-Valley and Santa Lucia) are now served by one Chief and two Division Chiefs. Uniform policies on training and operations are now applied throughout the District where it is beneficial to do so. Multiple agreements for personnel, budget, insurance, legal assistance, and outside contractors have been combined.

The ISO (Insurance Safety Organization) ratings are now better for the District as a combined entity. The District can meet the 2005 ISO requirements to be within 5 miles of any incident from any station in the District. The ability to place two firefighting vehicles on the Santa Lucia Preserve allows the District to reach the White Rock area and still meet the ISO standard. The ISO has changed its rating requirements since the consolidation.

With the combined resources of the consolidated District, it can achieve a rating of 4 due to station locations and fire flow capacities.

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

The District has an automatic aid agreement for fire suppression and emergency response services with Cypress FPD, Salinas Rural FPD, and mutual aid agreements with all fire agencies in the County at no cost for response. In addition, the District is sharing construction costs with the Santa Lucia Community Services District as that District constructs its corporation yard. The Fire District is sharing the same utility lines and location, and is coordinating timelines as well.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The Service Plan adopted with the consolidation was the initial plan to address the implementation phase of combining the prior districts during the first five years. The Strategic Plan was developed to carry forward the Service Plan and continue the operation of the consolidated District for the next five years.

The mission statement of the District is "Together we will meet the ongoing challenges of protecting life, property and the environment with pride, honor, respect and tenacity." This is part of the Strategic Plan that was developed by 15 members of the department, including the Fire Chief, Division Chiefs, and a variety of Volunteers from Mid-Valley, the Village and the Santa Lucia Preserve. The Board of Directors adopted the Strategic Plan for 2005 to 2010.

Pending before LAFCO is a petition and application to separate the Carmel Valley Village fire service from the currently consolidated Carmel Valley Fire Protection District (CVFPD). The petition requests detachment from the CVFPD and the formation of a new fire protection district. The primary reasons cited by the application proponents are dissatisfaction with the fiscal and personnel management of the District.

When LAFCO consolidated the existing fire service in the Village and in Mid-Carmel Valley in 2000 and subsequently transferred fire protection from the Santa Lucia Community Services District to the newly consolidated fire district, it did so at the request of and with the approval of the Board of Directors of each of the three districts existing at that time. The Commission's action supported its legislative purpose and policies to minimize the number of local agencies, showed that governmental efficiencies could be achieved, and specified that the consolidated and reorganized District had the capacity and facilities to provide service.

On September 26, 2005 the Commission denied the petition for the detachment and reorganization. Remaining steps in the process must be completed, including potential reconsideration.

In reviewing the application for detachment and creating a new governmental entity, LAFCO needed to consider the following:

- a. Determine the boundaries affected including newly annexed areas adjacent to the previous (pre-2000) District boundaries.
- b. Determine whether the revenues from the previous pre-consolidation districts will be sufficient to provide for services.
- c. Determine how to unravel the equipment and personnel from the existing District and equitably transfer resources to the proposed new district. While the proposed new district may encompass the same geographic area as the pre-2000 Carmel Valley District, personnel and equipment changes have occurred since the consolidation.
- d. Determine whether the "201 rights" providing for ambulance transport service will be transferred with the detached territory. The previous pre-2000 Carmel Valley FPD had those rights prior to the reorganization, but the court ruling on the validation does not make it clear that those rights would be automatically applied to detached territory. ("201 rights" refers to the section in the state government code that allows counties and local fire districts to administer emergency ambulance services and further gives county governments the first right to provide these services if not already provided by a local fire district).
- e. Consider that a new District may also want a special tax, similar to the existing tax, and any reorganization would have to include provisions for voting.

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

The goals of the Strategic Plan include service, organizational quality of life, fiscal solvency and responsibility, and organizational efficiency and effectiveness. To implement the plan, the District adopted ten top priorities having to do with communication, inspections, planning, training, and creating a less competitive environment between paid staff and volunteers. The purpose in the Strategic Plan was to address an issue that affects fire districts nationwide. The International Association of Fire Fighters represents paid staff and is continually advocating better benefits and standards for its clients. The volunteers nationwide are not so represented. The District wanted to take a pro-active stand to equalize the differences between both groups.

The District has provided a list of the accomplishments since the consolidation and up to May of 2003, the time frame that most of the consolidation tasks were being addressed. These items were approved by the Board of Directors, and the District has the minutes, orders, ordinances, or resolutions to make them effective. The list is as follows:

December 4, 2000:

- Consolidation Service Plan with Transition Checklist including transfers of licenses, titles, meet and confer process, support services, revise automatic aid agreements etc.
- Property Tax Transfer resolution passed by LAFCO

January 3, 2001:

- Resolution 01-01 Allows for continuance of the enforcement of current ordinances for all three service zones within the District.
- Resolution 01 -02 Rules of Board Proceedings
- Resolution 01 -03 Set terms of Office for the Board of Directors
- Staff spent time working with FIRECOMM that all of the dispatch information for the consolidated district is given appropriately. Battalion 70 was added to the CAD system

with FIRECOMM.

- Consolidation of payroll process completed with PAYCHEX.
- Paid staff has formed a unified association.
- Chief Reade and Battalion Chief Simpson are working on recruiting additional personnel for the Battalion 70 Volunteer force.
- Resolution 01-12 confirms and continues CRFA as the District ALS provider.
- District Board appoints representatives to the CRFA Board of Directors and the MCLAIA JPA Board.

January 24, 2001:

- Ordinance 01-02 Establishing Fire Hazard Areas
- Ordinance 01-03 Conflict of Interest Codes
- Ordinance 01-04 Imposing Outdoor Burn Regulations
- Ordinance 01-05 Imposing Special Tax for Emergency and Non-emergency Services
- Resolution 01-15 Table of Organization and Classification Schedule; creation of two Division Chiefs positions.
- Upgrade the District's computer hardware capabilities
- Paramedic will begin work as First Responder in the Santa Lucia Service Zone on February 5th, 2001, five days a week from 08:00 to 17:00 hours.

February 6, 2000:

- Joint Volunteers dinner at the Carmel Valley Station

February 28, 2001:

- Ordinance 01-06 Annexation Requirements and Fee Schedule for the District
- Ordinance 01-07 Fee Schedule for the District
- Employee/Employer relationship meeting hosted by California State Firefighter's Association and the District is scheduled for March 10 & 11.
- New PASS devices district wide and blood pressure cuffs are operational.
- Computer upgrade completed at the Mid Valley Station.

March 29, 2001:

- Fifteen District personnel completed the Swift Water Rescue class. Swift water rescue equipment was placed on units.
- New Water Tender 7641 is placed in service at the Village Station

April 26, 2001:

- Carmel Valley volunteers and Mid Valley volunteers attended joint 8-hour Hazmat training at the Carmel Valley Fire Station.
- Rancho San Carlos Volunteers received their wildland firefighting equipment and gear. New District patch is being designed.
- Professional Firefighter Association has joined the International Association of Firefighters.
- Carmel City requested Carmel Valley Fire District to enter into an agreement effective July 01.

May 24, 2001:

- All three volunteer groups participated in joint training with Cal Star in the village.
- Mid Valley personnel are receiving new turnouts.
- Mid Valley Volunteers and Rancho San Carlos Volunteers are participating in joint wildland firefighting training.

June 28, 2001:

- 47 District members attended Wildland Fire Training School at Fort Hunter-Liggett.
- Wildland Fire Engine is placed at the Santa Lucia Preserve.

July 26, 2001:

- The District entered into a service agreement with the City of Carmel-by-the-Sea July 01.
- Paid Staff is cross training. Carmel Valley and the Mid Valley personnel are working shifts at both stations.

August 23, 2001:

- Approval to purchase 30 new SCBA's for the Carmel Valley Station.
- The District entered into an agreement with the Santa Lucia Community Services District for Equipment, Facilities and Personnel.
- The Joint Volunteers organized a swim party.
- Carmel Valley and Mid valley crews responded on a couple of Strike Teams

September 27, 2001:

- New Type III engine is placed in Service at the Carmel Village Station.
- New District patch and uniforms were ordered and received.
- Joseph Oliva reports for R.S.C. Volunteers that the personnel are very excited about the new engine (7633) in SLP.
- New Type III engine in service at Valley Station.

October 25, 2001:

- Chief perspective of the new challenge we face after 9/11; including special training scheduled for November 2001 including response to terrorism.
- New District letterhead introduced.
- Letter of Agreement on mutually agreed items with the Carmel Valley Professional's Firefighters' Association.
- Approval for the purchase of 14 computer workstations
- Repairs to the Carmel Valley quarters are near completion.

October 29, 2001 (special meeting):

- District adopts job description.

January 24, 2002:

- The three District volunteer groups participated in a joint drill regarding terrorism incidents.
- New uniforms & new t-shirts were delivered.
- Uniform policy adopted for the District.
- Deferred Comp Plans were combined into one plan.
- Resolution authorizing the District to conduct a Criminal History Screening Program.

February 28, 2002:

- Approval for the lease/purchase of two Type I engines

April 25, 2002:

- Consolidated District has now a single chart of accounts and one financial statement.
- District Staff is participating in team building workshops.

May 23, 2002 / May 30, 2002

- New SCBA's will be placed into service at Village Station.

- Mutual Aid Agreement signed with Salinas Rural Fire District.
- Approval of the MOU with Carmel Valley Professional Firefighters Association.

July 2, 2002:

- New Automatic Aid Agreement with Salinas Rural Fire District was approved.
- City of Carmel extended contract with the District for another year,

August 22, 2002:

- Rancho San Carlos Volunteers continue joint training with Mid Valley & Carmel Valley Volunteers; RSC Volunteers received state approval as a non-profit organization.

September 22, 2002:

- Final Approval for the lease purchase of two new Type I engines.
- District wide newsletter is in preparation and will be mailed to all residents.

October 24, 2002:

- Introduction of the three new Districts full time Firefighter/Paramedics.
- Introduction of the District's new volunteer academy group and the recent Driver/Operator graduates from the Santa Lucia Preserve.
- The building to house the engines is under construction and near completion at the SLP.
- The District is working with the County OES to update the Carmel Valley Emergency Response Plan; to include Cypress and Carmel highlands in case of large scale disaster.
- The District is working with the Office of Dam Safety regarding the completion of the mandated Dam Failure Report from CalAm.

November 21, 2002:

- District received Grant Fund in the amount of \$22,500.00 for creation of a wildfire protection zone and fuel breaks from the San Benito-Monterey Fire Safe Council.
- The District received the two new Type I Engines; they will be placed in service shortly.
- The District is working on the MOU's between the District and the three District Volunteer organizations, CRFA and the CVPFFA.
- Fire station at the SLP is complete.

January 23, 2003:

- Carmel Valley Coordinated Emergency response Plan is completed and ready for distribution.
- The new Type I Engines are in service.

February 27, 2003:

- The three District Volunteer organizations completed ICS training.
- Resolution 03-06 for Compliance with the 1996 HIPAA.
- The District is addressing State & County budget deficiency issues trickling down to the Fire District.

March 27, 2003:

- Eric Ulwelling makes presentation to the Board regarding the District's EMS Program including training of District personnel at both the BLS and ALS levels.

April 24, 2003:

- Engine 7613 is being placed in service at the SLP
- CVPFFA Members joined the California Professional Firefighters Association.



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

A seven-member elected Board of Directors governs the District. The membership has been decreased from the time of consolidation when eleven members from each of the three previous Districts were maintained. The membership has been decreased through resignation of members. Board members are currently elected on a District-wide basis, not by ward or district. This is consistent with the LAFCO requirements on the consolidation where all members are to be elected at large and serve terms of four years. However, it may be beneficial for the District to consider the election-by-ward method to provide for representation in each of its three battalion areas.

The District will soon consider decreasing the number of Board members to five. Representation from each part of the District is encouraged, and the Board has the option to consider elections by ward or area at any time. The Board has looked into this matter before and concluded that it was not necessary. Should the Board change its mind, the earliest opportunity for such change would be with the general election in two years.

The District currently follows the Brown Act, and meetings are properly advertised and posted. A complaint was filed with the District Attorney's Office in 2004 regarding non-compliance with the Brown Act. There was no action taken by the District Attorney, and his letter is on file with the LAFCO office.

The District has set up a Strategic Plan, a budget process, personnel plans, operations plans and training programs that involve all personnel at various levels. Several top tasks have been defined in the Strategic Plan to foster communication at all levels to build better relationships and forums for exchanging ideas.

## SUMMARY AND DETERMINATIONS

1. The District, LAFCO and the County should resolve processing and timing issues that result in a delay in revenues being transferred to the District at the time of annexations. The District should be better informed of the timing involved in order to better project future revenues for budget planning.
2. The pending detachment and re-formation of a fire protection District in the Carmel Valley Village area should be reviewed by LAFCO with special attention paid to Commission policy, State law, and the resolution approving the 2000 consolidation. Consolidations are normally a response to dwindling State revenues coupled with opportunities such as retiring managers or other personnel and community desire. LAFCO will need to determine the boundaries affected, including newly annexed areas adjacent to the pre-consolidation District boundaries, whether the revenues from the pre-2000 Districts will be sufficient to provide for services, how to unravel the equipment and personnel from the existing District and equitably transfer some portion to the proposed new District to be detached, and determine whether the "201 rights" providing for ambulance transport service will be transferred with the detached territory.
3. The pending detachment should also be reviewed in light of the District's efforts in formulating the Strategic Plan. The Board of Directors is now unanimously against any detachment effort based on the methodology addressing current issues and setting the District's next five-year course. All remedies to address the fiscal and personnel concerns of the petitioners should be exhausted by the District prior to any formal action on the detachment proposal. Perhaps the provisions of the Strategic Plan should be implemented more fully before any action takes place on a detachment.
4. The Sphere of Influence study for the Carmel Valley FPD should be prepared in a manner that will address all the fire service needs in the Carmel Valley area. Coordination with the Cypress FPD, the Carmel Highlands FPD, the Salinas Rural FPD, and the Cachagua FPD will result in a comprehensive study that can identify where service needs can be improved.
5. Fire service in Carmel Valley should be reviewed comprehensively by evaluating all the Districts in the area in a Sphere of Influence study.

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## **CACHAGUA FIRE PROTECTION DISTRICT SERVICES PROVIDED AND SERVICE AREA**

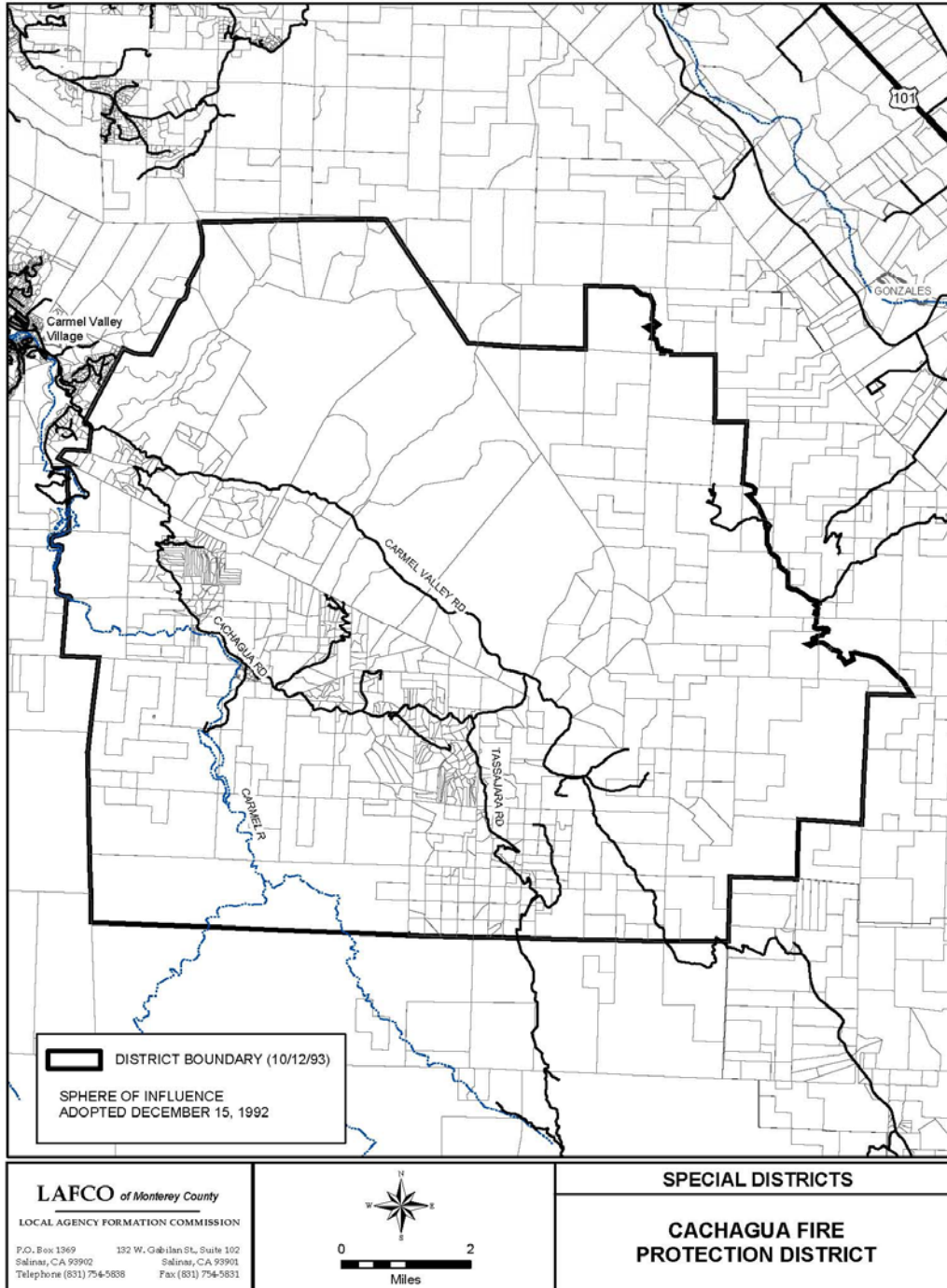
The Cachagua Fire Protection District provides fire suppression and emergency medical services to the rural and mountainous at the eastern end of Carmel Valley, known as the Cachagua area. The District was formed on October 12, 1993 at the request of community residents who wanted to create an agency that could levy an assessment to support the operation of the existing volunteer fire company.



The District comprises approximately 110 square miles of territory and serves 1,000 residents. The area served is the same as the area that was served by the Cachagua Volunteer Fire Company. A three-member elected Board of Directors governs the District, and 29 active members volunteer to provide fire suppression and emergency medical services. A benefit assessment is the primary source of funding for the District.

The District's Sphere of Influence was adopted in 1992 and is the same as the current District boundaries.

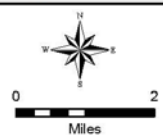
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**Figure 3**  
**Cachagua Fire Protection District**



 DISTRICT BOUNDARY (10/12/93)  
 SPHERE OF INFLUENCE  
 ADOPTED DECEMBER 15, 1992

**LAFCO** of Monterey County  
 LOCAL AGENCY FORMATION COMMISSION  
 P.O. Box 1369 192 W. Gibraltar St., Suite 102  
 Salinas, CA 93902 Salinas, CA 93901  
 Telephone (831) 754-5838 Fax (831) 754-5831



**SPECIAL DISTRICTS**  
**CACHAGUA FIRE**  
**PROTECTION DISTRICT**

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## **MUNICIPAL SERVICE REVIEW FACTORS**

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

The District provides fire, rescue, and basic life support emergency medical services. The District serves its community using two fire stations. The equipment it owns has been donated from other fire organizations over the years. Equipment was transferred from the Cachagua Volunteer Fire Company upon formation of the District. The District has 3 wildland fire engines dating to the 1980s, a 1964 pumper truck, and two pick-up trucks used as patrol vehicles. The District recently obtained a new 2005 rescue vehicle purchased with \$52,000 in funds raised by the Cachagua Fire Wives Auxiliary.

It is impractical for the District to use grant funds for vehicles because they would need to dispose of an existing vehicle first. Fund raising is a major means of obtaining new equipment, and the next goal is to provide a new wildland fire engine.

### **2. GROWTH AND POPULATION**

The District includes approximately 110 square miles, or about 64,400 acres in the Cachagua area. The population of the District is approximately 1,000 persons. Based on the current Cachagua Area Plan of the County General Plan, little growth is expected to occur. The majority of the terrain is steep and mountainous, allowing little room for development. Local centers around Princes Camp and Jamesburg are the rural centers of the area.

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

The District received no property tax from the County upon formation. There were no affected local agencies that would have realized a reduction in services levels as a result of the formation, and therefore, the law required no transfer of property tax.

Instead, upon formation the District proposed a benefit assessment as the chief means of financing the activities of the District. The benefit assessment was approved by voters. Different rates are applied to various land uses depending on the risk of fire hazard, and a typical charge for a single-family dwelling is \$96 per year. The benefit assessment revenue brings in approximately \$40,000 annually. Fund raising activities make up the rest of the revenue received. The largest expenditures for the District include insurance and vehicle repairs and maintenance.

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

The District operates with an efficient budget, and just does not have the extra funding available to expand its vehicle fleet or hire permanent staff. It operates with the minimum necessary to provide and acceptable level of service to the community.

The District does have the ability to increase the benefit assessment if it should elect to do so. The matter would need to be addressed in public hearings and subject to voter approval. The District has not increased the assessment since it was approved in 1994.



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

The District provides out-of-County mutual aid by being part of local government strike forces and task forces. The District participates in automatic and mutual aid with the local fire Districts in the area. The District responds to wildland fires assisting CDF when necessary.

## **7. GOVERNMENT STRUCTURE OPTIONS**

When the Cachagua Fire Protection District was being formed in 1993, LAFCO evaluated three alternative means of providing fire service to the area including formation of the District. A financially viable option at the time was to annex to the then-existing Carmel Valley Fire Protection District and would result in the highest level of service of any of the alternatives. It would have been a way to better utilize equipment and avoid duplication of administrative functions. The second option was to annex to County Service Area No. 61, which at that time was a County-run agency that provided fire service to South County and the Arroyo Seco area. Again, this option was perceived as a means to avoid costs by reducing administrative functions. However, formation of a new district was determined to be the most viable option because it would maximize local control and the District could operate effectively with the approval of a benefit assessment.

The District has been established for 12 years now, and still maintains a strong volunteer base and community involvement. The desire for local control is strong and the efforts by the Cachagua Firefighters, the Cachagua Firefighters Inc. and Cachagua Fire Wives Auxiliary show support and pride for the local District. At present, other government options are not feasible because the community continues to support its District. However, continuing mutual aid relationships with existing Fire Protection Districts could be further explored to perhaps enhance District services.

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

The District is staffed by 29 volunteers who provide the fire and emergency medical services. The volunteers meet weekly and once a month to train and study the methodology and tactics for fighting fires. The District Chief oversees the large volunteer staff that includes the past retired Chief, an Assistant Chief, a Battalion Chief, a Training Officer, three Captains, a Communications Officer, five Engineers, two Firefighters, and nine other volunteers. Many of these personnel are also trained as emergency medical technicians.

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

A three-member elected Board of Directors governs the District. The District meetings, held once a month, follow the Brown Act and are properly advertised and posted.

## **SUMMARY AND DETERMINATIONS**

1. The Sphere of Influence study for the Cachagua Fire Protection District should address the options available to the District to enhance its service. The Cachagua study should be included in the Sphere study for all the fire Districts in the Carmel Valley area. Coordination with the Cypress FPD, the Carmel Highlands FPD, the Salinas Rural FPD, and the Cachagua FPD will result in a comprehensive study that can identify where service needs can be improved.
2. The District should evaluate the benefits and disadvantages of increasing its benefit assessment fee as a means of improving the revenue received.

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## **RECREATION AND PARK SERVICES**

The Monterey Peninsula Regional Park District includes the Monterey Peninsula and extends into the Greater Carmel Valley MSR study area. Garland Regional Park, one of the major resources of the District, is located within Carmel Valley. However, the Regional Park District does not provide recreational programs or services. The Carmel Valley Recreation and Park District is the sole district provides park and recreation services for the people residing in Carmel Valley.

The Monterey County Parks Department is another agency, in addition to the Carmel Valley Recreation and Park District and the Monterey Peninsula Regional Park District, that provides for local park and recreation facilities in the study area. The Department currently reviews all new residential developments to ensure compliance with the park and recreation requirements of the Subdivision Map Act and the Quimby Act. If parkland dedication is required, the developer is responsible for dedicating the site, installing facilities and establishing an entity, typically a homeowners organization, to operate and maintain the park. If in-lieu fees are required, developer fees are paid to the County prior to final map recordation. For residential subdivisions within the Carmel Valley Recreation and Park District, the County distributes the in-lieu fees to the district for support of its recreational facilities.

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## **CARMEL VALLEY RECREATION AND PARK DISTRICT**

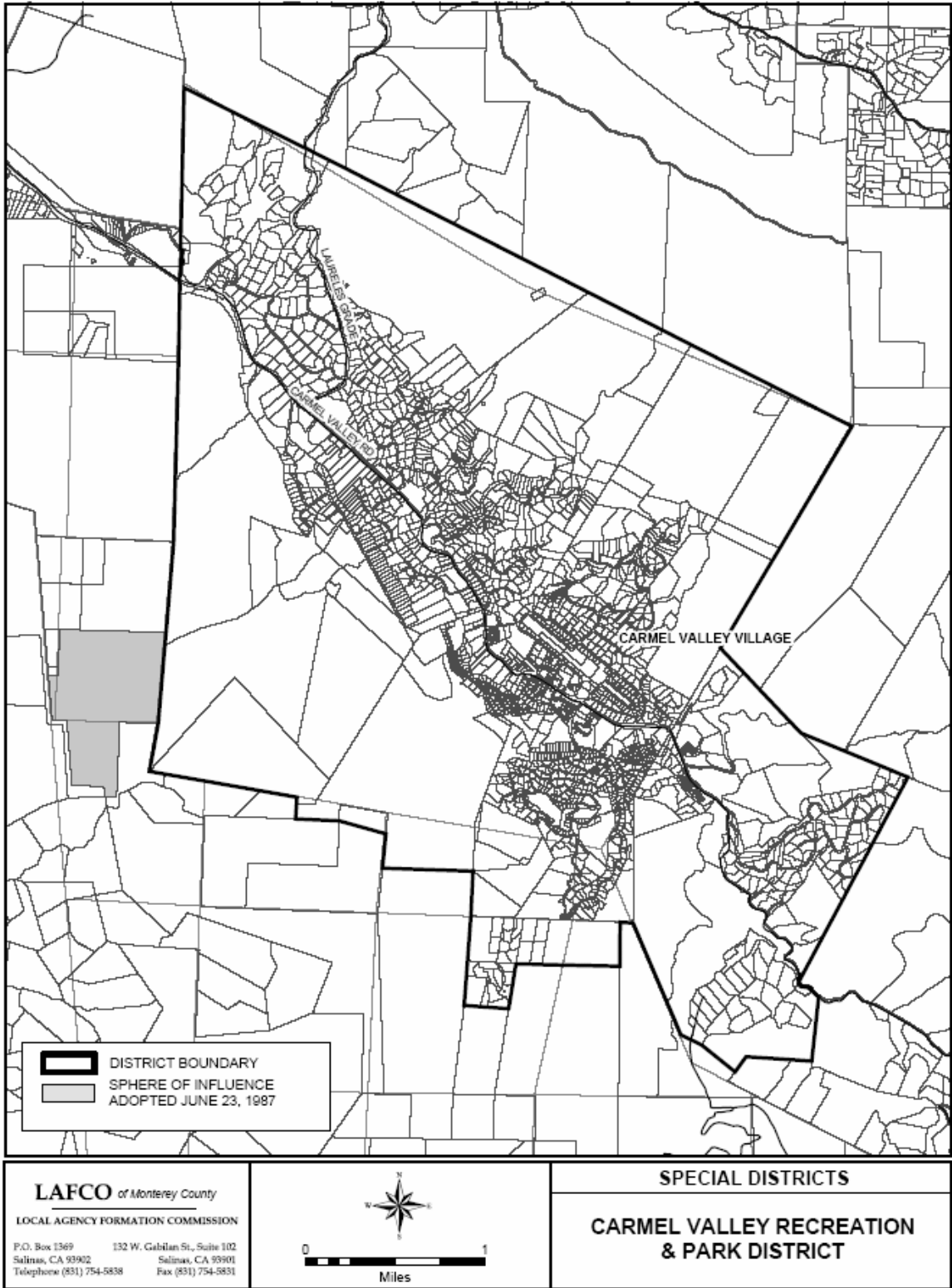
The Carmel Valley Recreation and Park District was formed in 1985 to provide park and recreation services to the community of Carmel Valley Village. The agency has kept its boundaries consistent with the former Carmel Valley Fire Protection District as it existed prior to 2000 to assure that the needs of the changing community were being met.

The District was formed with the assistance of the Monterey Peninsula Regional Park District. A community park had been built in 1954 in the Village area to serve the growing population and need for recreation. In 1980 as the community needs expanded, the Regional District was asked for assistance and additional property was purchased and programs were added. In 1985, the District was formed to manage the operations, programs, and finances of the park. The new District was responsible for providing a gazebo, group BBQ pit, volleyball court, and landscaping.

The park facility is located on Ford Road. The District provides park facilities for the community for passive recreation.

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**Figure 4  
Carmel Valley Recreation and Park District**





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## **MUNICIPAL SERVICE REVIEW FACTORS**

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

The District owns a single park, Carmel Valley Community Park, with a site area of 7 acres, which includes open space, barbeque pits, picnic tables, outdoor stage, volleyball and horseshoe areas, meeting rooms, two public restroom buildings, and parking areas. In addition to constructing and maintaining park facilities, an important function of the District is coordinating and managing various recreational programs within the District. Recreational programs and activities are conducted in concert with the Carmel Valley Community Youth Center (CVCYC).

### **2. GROWTH AND POPULATION**

The estimated population within the District is 7,000 persons. The District serves a wider population from outside its District as it is the only District providing these types of recreational services within the Carmel Valley area.

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

The cost to maintain the existing park is about \$55,000 a year. Revenue collected from the established benefit assessment amounts to \$50,000 annually, and rental fees for the facility bring in another \$10,000 to \$12,000. Capital improvements are limited since revenues only slightly exceed expenditures. The primary funding source for capital improvements has been private donations and State grants.

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

The District has indicated that there may be a desire to expand its boundaries and collect the benefit assessment throughout a wider area. This would allow the District to provide additional services and facilities. However, the District currently has no staff and any planning for future scenarios is done at the Board level. Currently, the primary option for the District to increase revenues is to raise facility fees and rents. The District has not increased its benefit assessment since its inception in 1985.

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

A portion of Garland Ranch Regional Park, a facility of the Monterey Peninsula Regional Park District, is located within the boundaries of the Carmel Valley Recreation and Park District. This park is primarily designed for hiking, equestrian use, and bicycling. No other recreational improvements other than trails exist at the regional park. Both Districts are considering expanding their boundaries. One potential option available to the two Districts is to share future expansion plans for service to the remainder of Carmel Valley beyond the current boundaries of the Carmel Valley Recreation and Park District. This could provide park and recreation opportunities to the Mid-valley and West valley areas. The upcoming Sphere of Influence studies for the two Districts should analyze the options of providing services, including those of active and passive recreation.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The Carmel Valley Recreation and Park District has traditionally expanded with the expansion of the old Carmel Valley Fire Protection District boundaries. As the fire District accommodated need for service in developing portions of Carmel Valley Village area, the park District annexed the same land areas in order to serve the growing community.

Upon consolidation of the former Carmel Valley Fire Protection District with the old Mid-Carmel Valley FPD, the park District initiated discussion with LAFCO regarding the expansion of their District to match the new boundaries of the consolidated District. Further discussion was tabled until the pending incorporation proposal for Carmel Valley Village is determined.

The entire Carmel Valley District and a portion of its Sphere of Influence are within the boundaries of the Monterey Peninsula Regional Park District. The regional park district also provides park service in Carmel Valley, although with a different mission and legal authorities. The regional park District should be looked at as an option to assist Carmel Valley Recreation and Park District in collaborating on the provision of park and recreation services in the entire Valley. This matter will need to be further evaluated in the Sphere of Influence study for the Districts.

## **8. EVALUATION OF MANGEMENT EFFICIENCIES**

The District has no staff to provide day-to-day operations. All activities are administered by the Board of Directors, one of whom serves as a contact person. The staffing of recreational programs, activities, and maintenance are contracted out.

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

The District holds monthly meetings that have been posted and advertised in accordance with the Brown Act. There are five Board members who are elected for 4-year terms. The Board membership is active, rarely is there a vacancy, and vacancies on the Board are immediately filled.

## **SUMMARY AND DETERMINATIONS**

1. The District should collaborate with the Monterey Peninsula Regional Park District when analyzing the options for expanded service in the Carmel Valley area. Cost efficiencies and shared staffing in planning for the overall needs of the community may be beneficial.

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## **MONTEREY PENINSULA REGIONAL PARK DISTRICT SERVICES PROVIDED AND SERVICE AREA**

The Monterey Peninsula Regional Park District was formed in November of 1972 with voter approval to acquire lands for open space preservation and recreational opportunity. Formation of the District was a means to address the pressures of development and protect open space lands by residents of the area. The District boundary, originally matching that of the Monterey Peninsula College, encompasses over 500 square miles of territory from the Big Sur Coast to Cachagua and Carmel Valley to the Monterey Peninsula. The District includes seven incorporated cities: Marina, Seaside, Sand City, Del Rey Oaks, Monterey, Pacific Grove, and Carmel-by-the-Sea. It also includes the communities of Pebble Beach, Carmel Valley, and Big Sur.

Since its formation, the District has acquired or helped to acquire over 20,000 acres of open space consistent with the purpose of its formation. The District has used funding from property taxes, of which it receives a one-half percent allocation, a special assessment that was approved in 2004, and government grants from state and federal sources.

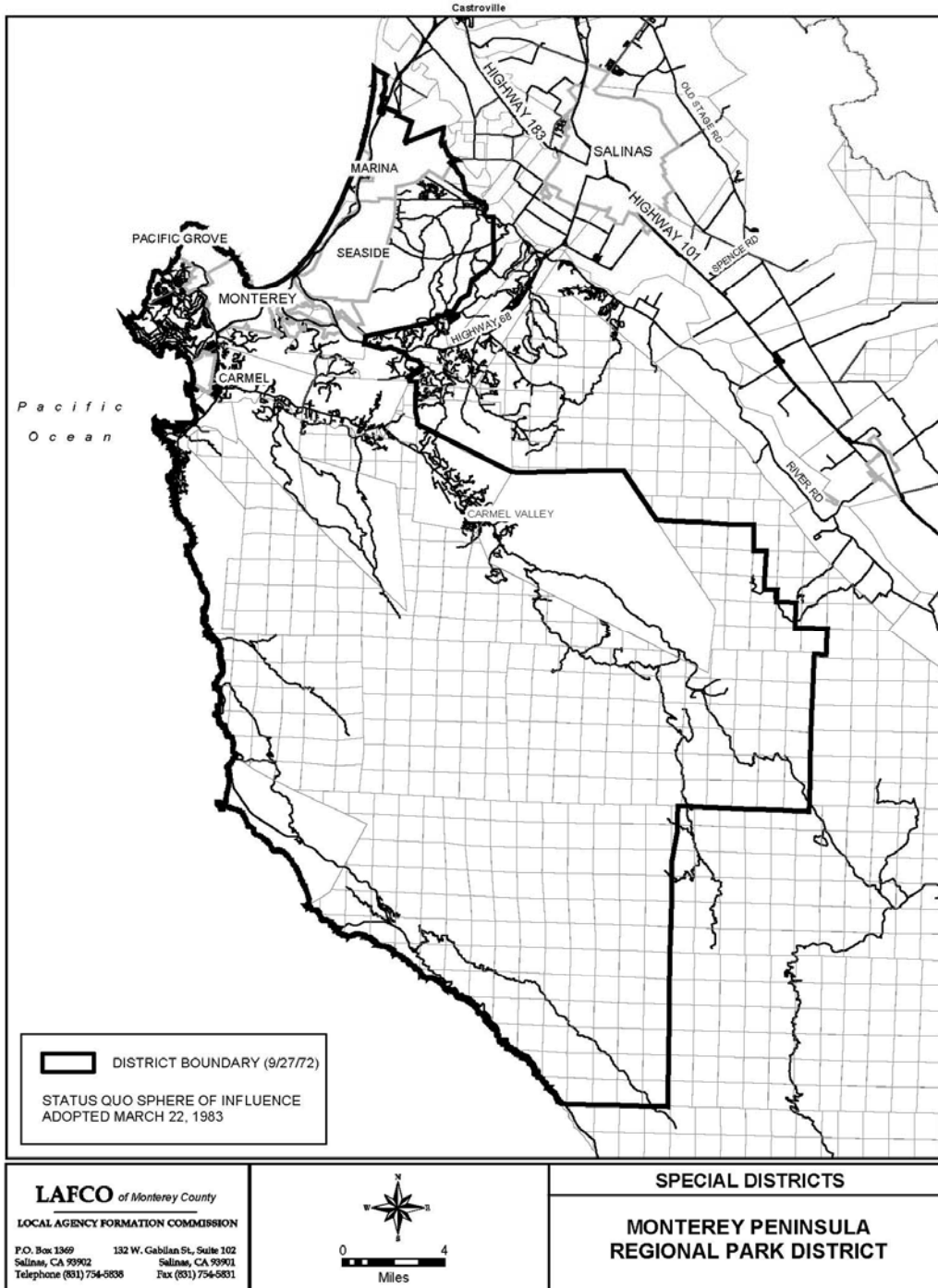
The District has acquired and administers several open space lands in the Peninsula cities, as well as Garland Ranch Regional Park located in the middle of Carmel Valley and the Blomquist Open Space Area in upper Carmel Valley. The District also has helped to acquire a number of other lands in cooperation with other agencies who manage those lands.

The District operates under the provisions of the Public Resources Code beginning with Section 5500. It is also bound by the provisions of Proposition A that the voters approved in 1972 for the formation of the District. It is governed by a five-member elected Board of Directors. The District's employees carry out the policies of the Board, and provide general management, operations and technical expertise.

The District has a Status Quo Sphere of Influence designation adopted by LAFCO in 1983. This designation indicates that future demands for service were not expected to expand beyond the District boundaries during the twenty-year time frame of the sphere.

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**Figure 5  
Monterey Peninsula Regional Park District**





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## **MUNICIPAL SERVICE REVIEW FACTORS**

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

The District has a number of facilities at the various properties it has acquired. These include a ranger station, a visitor center, accessory structures, four staff housing units, and two wells at Garland Ranch Regional Park. The District also owns the Community Center at Cachagua Community Park and an accessory structure at Mill Creek Redwood Preserve. Facilities at the Palo Corona Regional Park include a barn, an accessory structure, and two wells.

### **2. GROWTH AND POPULATION**

The estimated population within the District is 150,000 persons, and this includes the populations of the Peninsula cities. The District also serves that population who live outside of its district boundaries as well as visitors to the area who use the various parks and open space lands for hiking, equestrian use, and enjoyment. The District uses local population sampling and customer surveys to determine service needs, and the results indicate that there is an unmet need for more open space. For instance, over one million customers use the Monterey Bay Coastal Trail each year, indicating the need for continued operation, maintenance, and extension. The District is currently sampling other facilities.

The District is not currently considering expanding its boundaries, but it is interested in discussing a future Sphere of Influence with LAFCO. The current Sphere boundary is the District boundary, and was established 20 years ago.

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

The District operates with a budget of over \$5 million. Based on information taken from the fiscal year 2004-05 budget, revenue from property tax was reduced by 10% by the State for both the 2004-05 and the 2005-06 fiscal years. Property tax revenue mounted to \$1.7 million. The special assessment approved by voters in 2004 was added later and was estimated to generate \$830,000 in additional funds. Grant revenue totaled nearly \$3.3 million for that year.

Expenditures included approximately \$1.5 million for administrative, operations and maintenance, education, and capital projects. The remaining \$3.7 million was designated for land acquisition. Land acquisitions are financed primarily with grant funds. The District develops a financial plan that addresses the priorities established by the Board of Directors. As such the budget responds to the shifts in State property tax allocations, the addition of grant funds from several sources, and the implementation of a special assessment to provide the revenue to carry out the District's mission.

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

The District has taken several steps over the last few years to minimize its expenses. The District has changed its insurance carrier. It has hired contract staff to perform environmental and natural resource tasks. The District has obtained additional grant funding to complement the property tax revenue it receives, and it has established public-

private partnerships for land acquisition and funding purposes. The District has expanded its volunteer services in the community. The District intends on pursuing and maintaining these and similar relationships to provide the best service to its residents.

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

The Monterey Peninsula Regional Park District has taken many opportunities over the years to share with other agencies and meet the needs of the public. It has entered into cooperative agreements with State agencies, non-profit organizations, and cities to expand open space opportunities in its District. The District lists 13 open space areas as "Collaborative Lands" that are defined as parks and open space that were acquired in cooperation with other agencies who then manage those areas.

The District responded to the residents of Cachagua who needed a youth oriented park in their community. The District purchased land from Cal-Am and provided a community center. The District owns the facility and provides support. However, the park is administered by the non-profit Cachagua Community Center whose Board of Directors oversees management and maintenance of the park.

The District has also coordinated with the Carmel Valley Recreation and Park District, which it helped to establish. The community park in Carmel Valley Village was responding to a growing population and the need for more recreational services. In 1980 the community had approached the District for help in expanding its facility. With Federal funding, the District was able to purchase additional property and the community was able to use the new buildings for recreational programs. By 1985, the District had helped establish the Carmel Valley Recreation and Park District that now manages the operations, programs, and costs of the park.

The District participates in joint land acquisitions with private foundations, non-profit organizations, and State and Federal agencies. The Palo Corona Ranch, located south of Carmel Valley and adjacent to the coast, was jointly purchased with several State agencies, the Big Sur Land Trust, and The Nature Conservancy. The District also shares its staff with these latter two agencies. The District has maintenance agreements with the local municipalities for parks in their cities.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The Monterey Peninsula Regional Park District is the only district in the County of Monterey to provide these types of services. There is no duplication of service with other agencies in the study area or within the rest of the County. The District is instrumental in obtaining additional open space lands and meeting community needs because of the ability to enter into partnerships with a variety of private and public agencies.

The entire Carmel Valley Recreation and Park District is within the boundaries of the Monterey Peninsula Regional Park District. The regional park district also provides park service in Carmel Valley at Garland Ranch Regional Park. The Districts, however, operate with different missions and legal authorities. The Regional Park District should collaborate with Carmel Valley Recreation and Park District regarding the park services in the Valley.

This matter will need to be further evaluated in the Sphere of Influence study for the Districts.

## **8. EVALUATION OF MANGEMENT EFFICIENCIES**

The District is managed by a General Manager who carries out the directives of the Board of Directors. The Manager is assisted by a Finance/Administrative Service Officer, and Operations Officer and a Special Projects/Planning Manager. The District also employs an office manager and by contract an administrative assistant. Five rangers work under the Operations Manager. The Special Projects team also includes a naturalist and three contractors working on environmental and natural resources projects.

The District has adopted a mission statement that addresses four aspects of its responsibility:

1. Open Space Acquisition: To acquire for preservation and/or use in perpetuity the maximum amount of significant open space areas in the District for public benefit and enjoyment within the financial capability of the District.
2. Environmental Protection: To protect natural ecosystem processes, cultural and historical sites and artifacts, plant and animal populations, watersheds and wetlands, visual resources and environmental quality.
3. Public Use and Enjoyment: To provide natural and developed environments which enhance the public's appreciation and understanding of open space and community through appropriate recreational, inspirational and educational activities.
4. Community Involvement: To encourage community involvement in the acquisition and management of open space lands through joint projects with local governments, and organizations, and through citizen participation at Board meetings, in citizen advisory committees, and day to day communications.

The District adopted a Master Plan in 1998 to identify actions and policies for acquiring additional open space lands and operating the District. The Master Plan established long-range goals, provided criteria for open space acquisition and management decisions, and disseminated public information about the District partnerships. The document continues to guide the District in its decisions.

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

The District is governed by a five-member Board of Directors who are elected for four-year terms. The members are elected by ward or area and represent the five areas of the District. Ward 1 includes the City of Marina and portions of the Former Fort Ord. Ward 2 includes all of Seaside and Sand City and portions of Fort Ord and Laguna Seca. Ward 3 includes Del Rey Oaks and Monterey (excluding what is called New Monterey). Ward 4 includes New Monterey, Pacific Grove and the northern half of Pebble Beach. Ward 5, the largest geographic ward, includes the southern portion of Pebble Beach, all of Carmel and the unincorporated areas of Carmel Valley, Cachagua, Carmel Highlands and Big Sur. Every ten years the District, like many other governing bodies, is required to redraw its ward boundaries to reflect population changes, as needed.

The District meets monthly, adheres to the provisions of the Brown Act, and notices its meetings as required. The District maintains an informative website that provides information on its parks and open space land, permits, programs, budget and personnel.

The District also mails an annual newsletter throughout the service area that provides budget, projects, facilities and special activities information.

## SUMMARY AND DETERMINATIONS

1. The District should coordinate with the Carmel Valley Recreation and Park District when analyzing the options for expanded service in the Carmel Valley area. Cost efficiencies and shared staffing in planning for the overall needs of the community may be beneficial.
2. The District's should initiate discussions with LAFCO regarding the Sphere of Influence update, and determine the best course of action to revise the 20-year designation of Status Quo Sphere of Influence.
3. The District should continue to pursue State and Federal grant funding to enhance its ability to acquire additional open space.
4. The District should continue to collaborate and enter into partnerships with other organization as a means of maximizing the ability to acquire additional open space. The District should work with other agencies outside its current boundaries to determine if partnerships, joint-powers agreements or other cooperative arrangements would be beneficial to the community's desire for open space lands.

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## **SEWAGE SERVICES**

The Carmel Valley area has two separate districts that provide sewage and wastewater disposal and treatment services. However, one district is proposed for dissolution. Both districts are located in the mid and lower portions of Carmel Valley.

### **CARMEL AREA WASTEWATER DISTRICT SERVICES PROVIDED AND SERVICE AREA**

The Carmel Area Wastewater District was formed July 8, 1908 under the name Carmel Sanitary District. The agency provides sewer services for the mouth of Carmel Valley, nearby coastal areas, and the City of Carmel. Under contractual arrangements, the District also provides sewage treatment and disposal for the Pebble Beach Community who operates its own collection system.

The District was originally formed to serve the community of Carmel-by-the-Sea some 10 years prior to its incorporation. The District was reorganized in 1934 and became the District is today. The District operates under the provisions of the California Health and Safety Code (Sections 6400-6924).

The District encompasses approximately 4 square miles of territory and serves over 18,000 people, including the City of Carmel.

The District provides, operates and maintains collection, treatment and disposal facilities. The District has a permit allowing treatment and disposal of up to 3.0 million gallons per day (mgd) at average dry weather flow conditions. The peak disposal discharge usually occurs in August, with an average daily flow of less than 2.0 mgd. The peak flow is equivalent to about 65% of the permitted capacity.

Other than small individual annexation of properties with failing septic systems, the agency has had three major extensions of service over the past few years. In 2001 the District was allowed to extend service to the Point Lobos State Park in order to improve the restrooms in the park. In 2003 the District annexed portions of the Quail Lodge development, specifically to replace the septic systems for the higher intensity visitor-serving uses on the property. In 2003 the District annexed a portion of the Carmel Highlands experiencing failures of its local system. The District collaborated with State and local agencies to solve the problem and now serves the area.

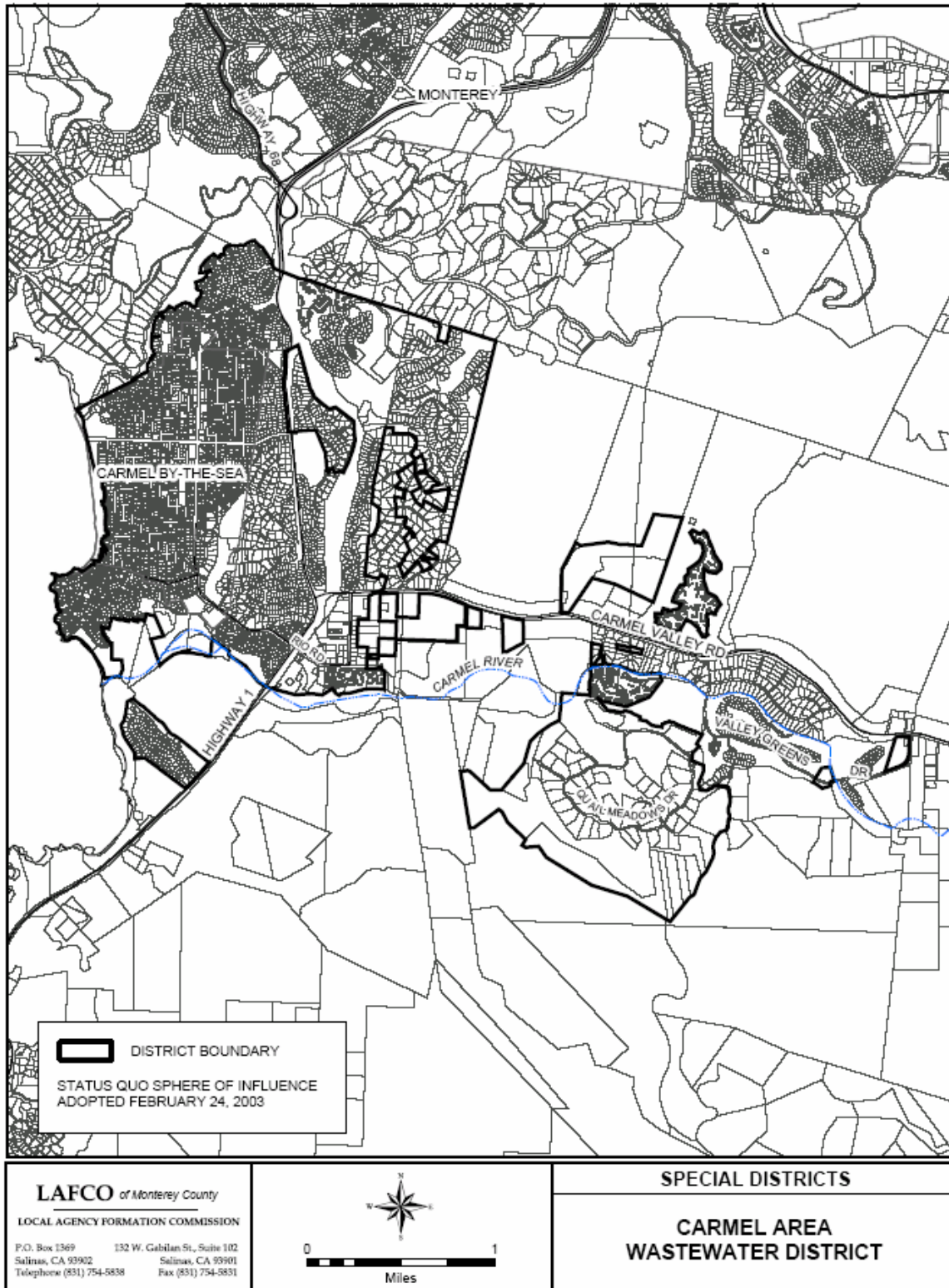
The District's Sphere of Influence was adopted on May 27, 1986. The District's sphere is in need of update. The need for sewer service has expanded along the coast. The District also responds to individual requests for annexation of properties beyond the Sphere of Influence when septic tanks at the mouth of Carmel Valley fail. The District's expansion over the years has been accomplished in a piece-meal fashion as health and safety issues have arisen, rather than being addressed comprehensively.

The District is governed by a five-member Board of Directors, who are elected for 4-year terms. The District Board meets monthly at the offices on Rio Road. The District follows the provisions of the Brown Act and notices are advertised and posted in accordance with the law.



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**Figure 6  
Carmel Area Wastewater District**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

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

The District was formed as the Carmel Sanitary District in 1908 to serve the community of Carmel-by-the-Sea ten years before it was incorporated as a city. The District operated the collection system and a community septic tank near the mouth of the Carmel River, and effluent was disposed of by percolation into beach sands. As the community grew and capacity was reached, the District built a primary treatment plant with a design capacity of 0.8 million gallons per day at its present treatment plant site. The 1939 plant was the first on the Monterey Peninsula.

As wastewater flows increased and discharge requirements became more stringent, the plant was modified and expanded. In 1969 the Pebble Beach Sanitary District, formed to address the failing septic systems in the Del Monte Forest and entered into a joint-use agreement with the District to share in the construction, operation and maintenance of a new treatment plant. The secondary treatment plant was completed in 1973.

Pebble Beach has a one-third share of the plant capacity, and the combined areas serve about 18,000 people. Pebble Beach was later reorganized into a Community Services District with expanded powers to provide service to its community.

Improvements to the plant have resulted in a system that also treats sewage effluent to a tertiary level of treatment and provides water reclamation. A wastewater treatment plant improvement program was implemented with a grant from the Environmental Protection Agency, and subsequent agreements with local entities have provided the improvements necessary for reclamation.

The District has a permit allowing treatment and disposal of up to 3.0 million gallons per day (mgd) at average dry weather flow conditions. The peak disposal discharge usually occurs in August, with an average daily flow of less than 2.0 mgd. The peak flow is equivalent to about 65% of the permitted capacity.

### **2. GROWTH AND POPULATION**

The population of the district is approximately 11,700. Another 7,000 persons are served through the Pebble Beach Community Services agreement. Land use plans for the City of Carmel, Carmel Valley and coastal areas are projected to allow little new development. Pebble Beach Company is pursuing plans for a major development in the Del Monte Forest that could potentially add over 250 housing units, golf course and improvements to existing uses. The addition of new customers can be accommodated in the capacity of the treatment plant and reclamation provides essentially new capacity for domestic uses.

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

The District operates with a multi-million dollar budget, which has varied over the years as capital improvements and grant funds are accounted for. The District derives its revenue from several sources. User fees are the primary source of operating revenue, followed by property taxes and contract fees from Pebble Beach.

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

Rates are developed in accordance with the Revenue Program Guidelines of the State Water Resources Control Board. The rates are designed to recover projected operation, maintenance, and replacement expenses from the district's customers based on their proportional contribution to the total wastewater load. The intent is to charge rates that will derive revenue from each class of customer commensurate with the cost of providing service.

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

The District shares its facility with the Pebble Beach Community Services District under agreement to transport and treat the sewage from that area. In addition, other agreements have been executed since 1990 to achieve reclamation of wastewater that is being used on Pebble Beach golf courses and open space.

The Carmel Area Wastewater District, the Pebble Beach Community Services District, the Monterey Peninsula Water Management District and the Pebble Beach Company have agreed to provide for reclaimed wastewater. The plant improvements now provide tertiary treatment of wastewater, improvements to the secondary treatment plant, pipeline construction and modifications to separate potable and irrigation water. The Water Management District issued Certificates of Participation in the amount of \$33.9 million, which the Carmel Area Wastewater District is paying back with fees, and which the Pebble Beach Company is guaranteeing. The project is now entering phase 2 otherwise known as the Expanded Reclamation Project. This portion of the project involves construction of a micro-filter and reverse osmosis plant at the existing tertiary treatment facility. The timeline for completion is 2006 or 2007. Pebble Beach would like an accelerated program in order to use the water in the 2007 irrigation cycle.

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

The District is the only entity in the area to provide sewer services. There is no opportunity to combine with another agency. The agency's Sphere of Influence as it is updated will define what should be the extent of the service area. Several areas adjacent to the City of Carmel and in the Carmel Knolls subdivision are not part of the district. For agency planning purposes, those areas should at least be included in the Sphere for future service at such time as residents desire. The District has extended service along the coast, serving the Point Lobos State Park and a portion of the Carmel Highlands.

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

The District has 22 employees. A general manager oversees the district, with the assistance of clerical and accounting staff and an engineer. The plant is operated by a plant supervisor assisted by numerous operators, maintenance workers and mechanics.

The District has an Area-Wide Facilities Plan and numerous engineering studies to plan for expected capacities, implement wastewater regulations, and show compliance with its State Discharge Permit.

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

The District is governed by a five-member Board of Directors, whose members are elected for 4-year terms. The District Board meets monthly at the offices on Rio Road. Members are compensated \$100 for each meeting they attend. The District follows the provisions of the Brown Act and notices are advertised and posted as required.

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## **SUMMARY AND DETERMINATIONS**

1. The Sphere of Influence for the Carmel Area Wastewater District should be updated to comprehensively address existing needs in the area. In particular, the coastal areas should be evaluated as smaller individual systems and septic tanks are getting older. The benefits of providing sewer service that complies with State regulations needs to be evaluated against the cost of operating smaller systems.



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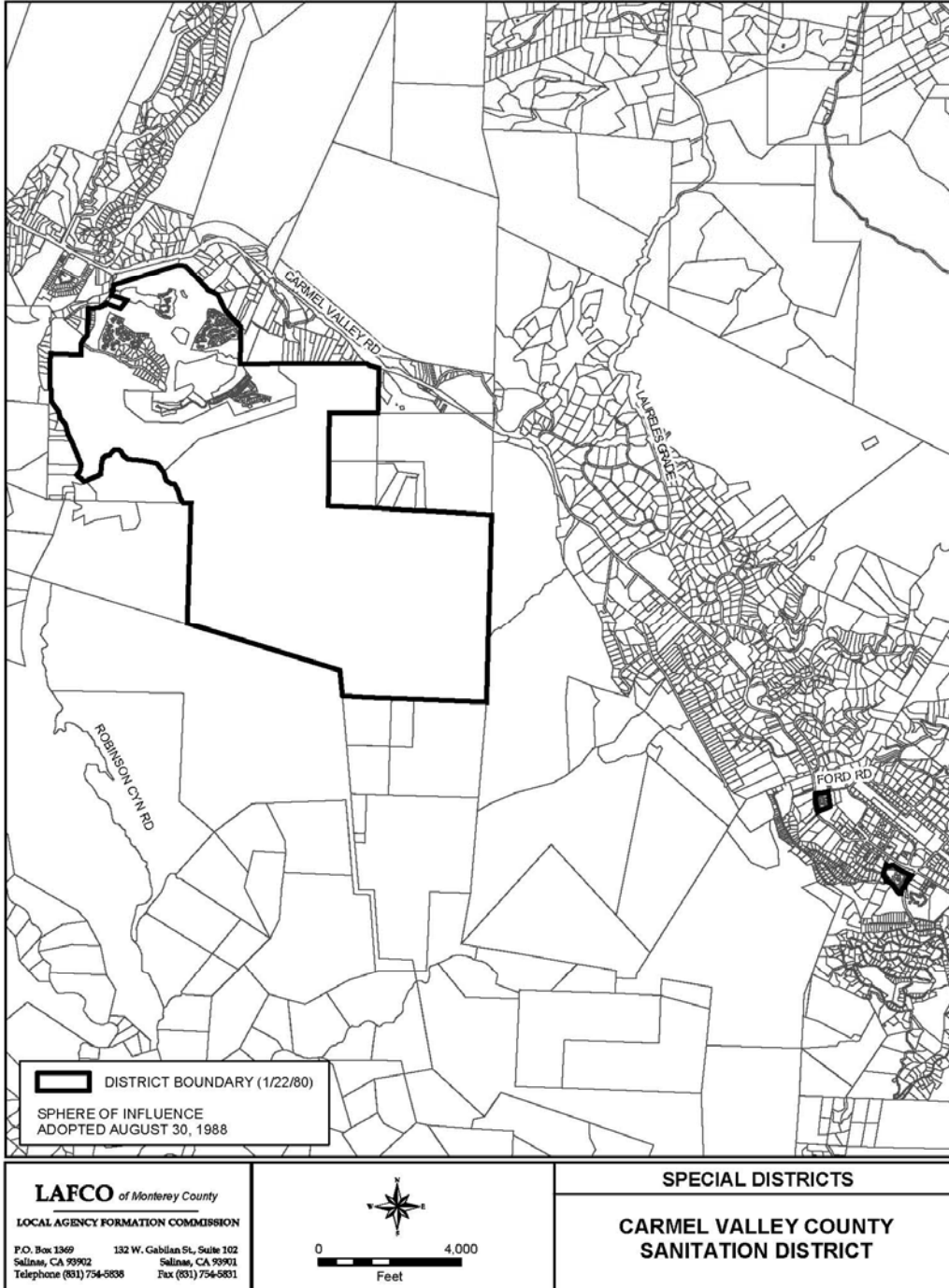
**CARMEL VALLEY SANITATION DISTRICT  
SERVICES PROVIDED AND SERVICE AREA**

The Carmel Valley County Sanitation District was formed in October of 1980 in response to the approval of the Carmel Valley Ranch subdivision. It was staffed by the County Public Works Department. The District provided tertiary sewage treatment for part of the development and maintained and operated a community septic tank for the rest of the ranch. The boundaries of the District are shown on Figure 7.

In 2004 the County sold the operation and facilities to the California American Water Company. This company has been providing sanitation service ever since. The District is no longer providing the service and will need to be dissolved. The County Public Works Department and LAFCO have been working toward that dissolution and the action has been proposed in the County's fiscal year 2005-06 budget.

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**Figure 7**  
**Carmel Valley County Sanitation District**



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## **MUNICIPAL SERVICE REVIEW FACTORS**

An evaluation of the municipal review factors is not necessary because the District will soon be dissolved. State law and LAFCO policy indicate that when an agency is no longer performing the function for which it was established, it can be dissolved.

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## **COMMUNITY SERVICES**

Community Service Districts (CSDs) are established to provide two or more services to residents within a defined area. There is only one CSD in the Carmel Valley area; however, there are several smaller Community Service Areas (CSAs) which perform similar single-service or multi-service functions. CSAs differ from CSDs in that CSAs are really an extension of county government. CSDs on the other hand are independent local districts with their own elected governing board. The single CSD in Carmel Valley is discussed in this section. It is followed by a separate section that inventories the CSAs in Carmel Valley.

### **SANTA LUCIA COMMUNITY SERVICES DISTRICT SERVICES PROVIDED AND SERVICE AREA**

The Santa Lucia Community Services District (SLCSD) provides community services to the Santa Lucia Preserve, an area previously known as the Rancho San Carlos. This is a development which includes a large rural residential subdivision, a golf course and the "ranch headquarters" which consists of an equestrian center, administrative offices for the Preserve management and the SLCSD and 7 units of employee housing. An uninhabited open space area surrounds the development. It is owned and managed by the Santa Lucia Conservancy. The SLCSD serves the residential, recreational and office uses of the Santa Lucia Preserve. The SLCSD is located at the hillside area at the south edge of Mid-Carmel Valley, encompassing over 18,000 acres and serving over 300 residential units. (See Figure 6).

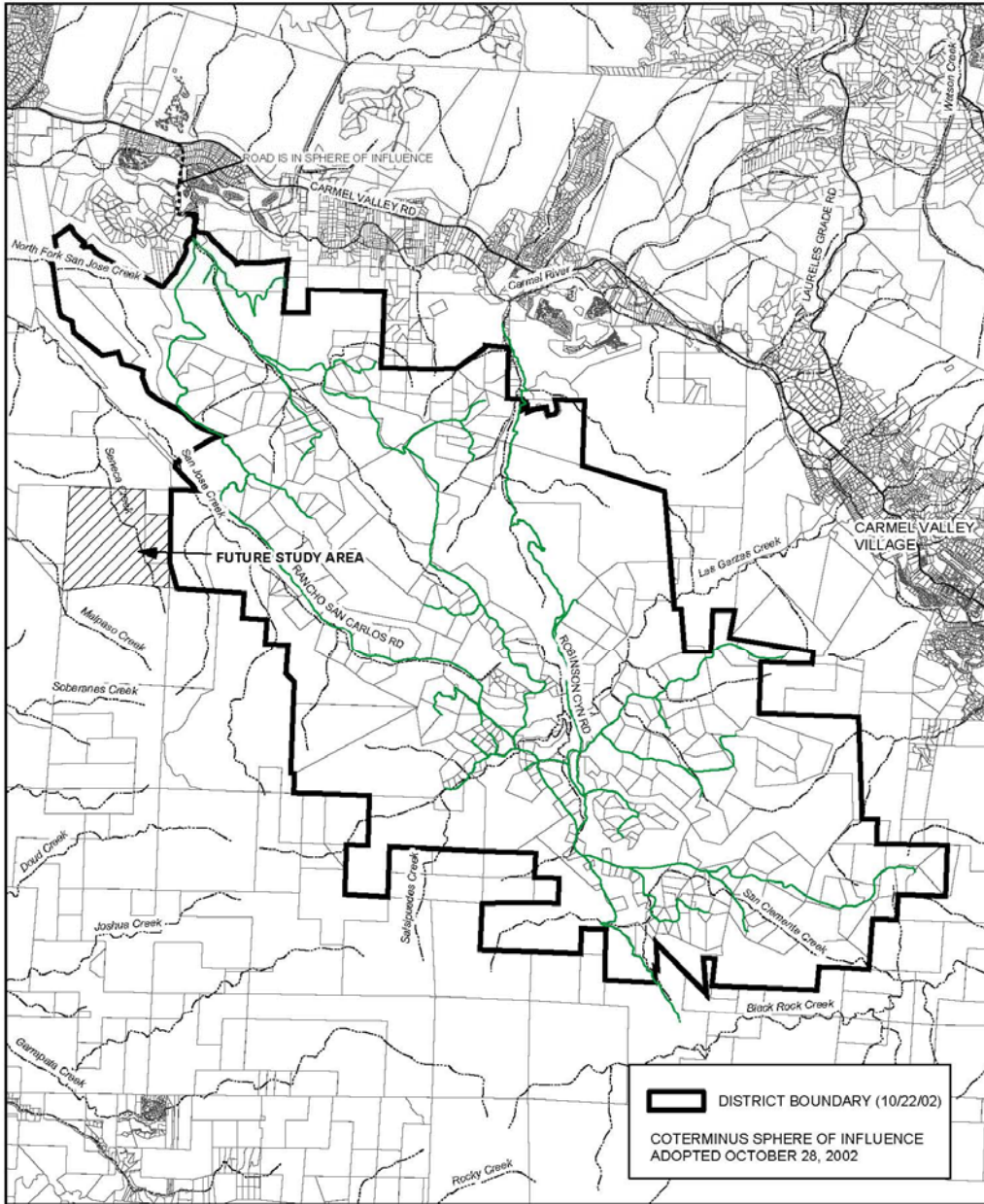
The District is responsible for water, wastewater, road maintenance, storm drainage, security, and transportation services to the Preserve community. The SLCSD also provides recreation facilities; landscaping on public property and rights of way; weed, insect and other pest abatement; and assists with delivery of mail and other deliveries within the District. It is an independent special District governed by a five-person elected Board of Directors. The District was formed on July 13, 1998 after County approval of the development. Upon formation, the District also provided fire protection services. However, with reorganization of the Carmel Valley Fire Protection District in 2000, fire services were transferred to the Carmel Valley Fire Protection District.

The District boundaries are coterminous with its Sphere of Influence, which was also adopted in 1998. This indicates that annexations to the District are not foreseen in the near future. This Sphere designation is based on the need to serve only the existing approved development at this time.



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**Figure 8**  
**Santa Lucia Community Services District**



<p><b>LAFCO of Monterey County</b>          LOCAL AGENCY FORMATION COMMISSION</p> <p>F.O. Box 1369      132 W. Gibraltar St., Suite 102          Salinas, CA 93902      Salinas, CA 93901          Telephone (831) 754-5838      Fax (831) 754-5831</p>	<p align="center">               0      10,000              Feet         </p>	<p align="center"><b>SPECIAL DISTRICTS</b></p> <p align="center"><b>SANTA LUCIA          COMMUNITY SERVICES DISTRICT</b></p>
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## MUNICIPAL SERVICE REVIEW FACTORS

### 1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

The Santa Lucia CSD provides water service; wastewater collection and treatment; septic tank system services; road maintenance; storm drain maintenance; security and gate operations. The SLCSO also provides recreation facilities; landscaping on public property and rights of way; weed, insect and other pest abatement; and assists with delivery of mail and other deliveries within the District. Staff and facilities serve all existing home sites within the Santa Lucia Preserve development. Some homes in the development are located on sites that are too remote to connect to the CSD's sewer system. These homes are served by their own conventional septic tank systems for sewage disposal. However, the CSD provides septic tank pumping services and other periodic maintenance services for these individual systems.

Domestic and fire flow water supply is provided by a community water system and managed on a community-wide basis for the entire development. Several wells, storage facilities, and distribution system are the core of the water supply available for the homes, golf course and other uses within the Preserve. Moore's Lake, also within the SLCSO boundaries, is managed jointly by the SLCSO and the Santa Lucia Conservancy. A portion of the irrigation water is supplied by reclaiming the domestic wastewater from the treatment plant.

A small package treatment plant, located near the "ranch headquarters" provides wastewater treatment for the majority of the high intensity uses, including the recreation-equestrian uses, golf clubhouse, and approximately 150 home sites. The treatment facility includes a fully automated triple-pass trickling filter system, sand filters, chlorination, odor control, and stand-by and back-up systems to provide tertiary treatment. A sewer collection system connects individual uses to the treatment plant. The system is in compliance with the State Regional Water Quality Control Board regulations. Individual septic tanks and underground leach fields provide wastewater treatment for the 160 home sites not connected to the wastewater treatment plant. The design, location, and back-up leach fields are being constructed in accordance with the County's Department of Health regulations.

Road and storm drain maintenance is provided throughout the District. Rancho San Carlos Road has been improved and is the primary access. It can handle emergency vehicles that require lesser road grades and wider widths. Chamisal Pass, Potrero Trail and other secondary roads provide the remainder of the circulatory system on the Preserve. The drainage from these roadways is channeled to appropriate areas.

Gate and security services are provided for the Preserve by the SLCSO. An entrance gate on Rancho San Carlos Road at the edge of the development is staffed providing for security and privacy.

## **2. GROWTH AND POPULATION**

The Santa Lucia CSD has capacity to serve approximately 600 people who will live at the Preserve. Over 200 employees will utilize the facilities in the area. Full build-out of the Preserve is expected to result in a total of approximately 800 persons.

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

For the 2004-05 budget year the District operations involved a \$2.6 million budget. Water service and security and gate operations require the largest annual expense in the budget at \$663,703 and \$618,471 respectively. The wastewater collection and treatment costs amount to \$147,730. The amount budgeted for roadway and drainage maintenance was \$478,632; and general administrative costs total \$544,794. The District takes in revenue from user charges and special assessments collected from property owners and other users of service within the District.

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

The owners of property within the Preserve, the project developer (Rancho san Carlos Partnership, LP), and the Santa Lucia CSD work closely together to assure service for build-out of the development.

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

Fire service responsibility was turned over to the Carmel Valley Fire Protection District during the fire district reorganization in Carmel Valley that occurred in 2000. The current Fire District has two sites on the Preserve that are used to place fire suppression apparatus that minimize the response times to not only the CSD but to surrounding areas. A temporary fire station is located near the ranch headquarters, with plans for a permanent station to be built during 2006 on a site that will be shared by the SLCSO and the Carmel Valley Fire Protection District. Volunteer firefighters are recruited from the employees at the Preserve.

## **7. GOVERNMENT STRUCTURE OPTIONS**

The District is governed by an elected five person Board of Directors. Currently there are two members of an advisory committee who are appointed by the Board and are non-voting members. They act as advisors to represent the growing population at the Preserve.

There is no other District that can provide water, wastewater treatment, and road/storm drain maintenance near the area. Because the Preserve requires these types of community services for its residents, and because conditions of permit approval placed on the development by the County required the establishment of a community service district, it is unlikely that there is any other government structure option will be available or necessary to provide the services of the CSD.

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

The general manager of the District supervises the day-to-day operations of the Santa Lucia CSD. An administrative person assists the manager. All personnel required for the daily operation of the District and its assets are provided through a contract with the Stewardship Company. This relationship allows the District to accommodate the ebb and low of its specific needs on an efficient basis. The Stewardship Company also provides personnel and staffing for other entities within the District boundaries. Technical staff work on each aspect of service delivery. Additional contracted services are obtained by the District when necessary for legal services and special studies.

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

The District meetings follow the Brown Act requirements, and are advertised when required and posted. The Board members are elected by the residents of the District. As the population increases with build-out of the development, more residents will have opportunity to participate in District proceedings. The District and the Rancho San Carlos Partnership (the developers of the Preserve) work closely together to assure that the service needs of the community match that of the stakeholders in the community who are involved in the development, operation, and resource management of the Preserve.

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## **SUMMARY AND DETERMINATIONS**

1. Expansion of the District is not anticipated, therefore, a coterminous sphere of influence should be reviewed as the best option during subsequent sphere of influence study for the District.



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## COUNTY SERVICE AREAS (CSAs)

### General Description

There are 11 Community Service Areas (CSAs) within the Carmel Valley study area. The CSAs were formed at various times beginning in 1959 to provide limited drainage, lighting, open space maintenance, and/or road maintenance services for small residential subdivisions and commercial uses. Many of the CSAs were formed as a condition of approval of the subdivision permit for the area. CSA No. 50 was expanded after the 1995 floods to add flood control services. The CSAs contain contiguous and non-contiguous areas, as allowed by law.

### Governance

The law regarding CSAs is contained in the California Government Code beginning with Section 25210.1. The governing body is the County Board of Supervisors and the Public Works Department serves as the administrator for the CSAs. CSAs can provide a variety of services, but in Carmel Valley, the services provided are limited to drainage, lighting, open space, flood control and road maintenance services.

CSAs are allowed to provide a wide variety of additional or extended services to residents within these relatively small geographic areas because the County government extends additional services to these defined areas at a cost to those property owners. In other words, County general fund tax revenues are not used to finance CSA services. The services can include fire, police, library, water, sewer, recreation, drainage, street lighting among others. CSAs are usually in unincorporated areas, but can exist within cities with their approval. CSAs are able to enter into contractual agreements for provision of service, may establish zones of benefit within the District, issue bonds and charge user fees.

### Spheres of Influence

LAFCO adopted a "Consolidated Sphere of Influence" designation for numerous CSAs in the County on March 26, 1985. This designation indicated that the CSAs should be consolidated into single-purpose agencies with boundaries coterminous with those CSAs presently receiving certain types of service. LAFCO envisioned seven service types that included park and open space maintenance, rural storm water disposal, sewage disposal, storm drain maintenance and surface water disposal, street and sidewalk maintenance, street lighting, and water service.

### Funding

All the CSAs are funded with user fees, special assessments, and/or property taxes. Services are specific to the needs of the area, and the benefit is for the residents of the CSA. The budgets for the CSAs in Carmel Valley range from \$3,300 to \$283,000. Most CSAs collect moderate amounts of revenue, spend little during the year, and usually build up reserves to use for replacement or construction of facilities. Information about individual budgets is included in the discussions below for each specific CSA, and reflect the fiscal year 2004-05.

### Summary Description of Each CSA

#### CSA No. 17—Rancho Tierra Grande 1, 2, & 3

This CSA was formed on January 21, 1963 to provide for off-site drainage from the Tierra Grande subdivision to the Carmel River and to provide open space maintenance in the

public areas. The subdivision is located in Mid-Valley, north of the intersection of Tierra Grande and Carmel Valley Road. There are over 230 single-family residential lots in the CSA, with a population of approximately 400 persons. The County Public Works Department provides for the services with annual expenditures of approximately \$2,000. Another \$20,000 has been pledged to provide open space maintenance and landscaping for a fire demonstration area when a plan has been developed by the residents of the CSA. The District collects \$7,173 in property taxes that have been combined with available fund balances to provide a \$64,452 budget. The District has a consolidated Sphere of Influence that was adopted on March 26, 1985.

#### **CSA No. 25—Carmel Valley Golf and Country Club**

This CSA was formed on November 26, 1963 to provide street and sidewalk, storm drain, and road shoulder maintenance for the Valley Greens subdivision and golf course. It is located south of Carmel Valley Road at the intersection of Valley Greens Drive near the lower end of the Valley. The area consists of a golf course, 165 single-family residential lots, and 21 condominium lots, serving approximately 420 people. Services are provided by the County Public Works Department. The annual budget is \$83,189 reflecting approximately \$25,730 in revenue combined with a fund balance of \$57,459. Expenditures are fairly small for this District, amounting to \$2,000 for the last year.

#### **CSA No.34—Rancho Rio Vista and Carmel Knolls 1, 2, 3, & 4**

This CSA was formed on December 14, 1961 to provide storm drain facilities and street lighting for the Rancho Rio Vista and Carmel Knolls subdivisions. It is located at the mouth of the Valley, north of Carmel Valley Road, Carmel Knolls Drive, and Canada Drive. There are over 260 single-family residential units in the CSA, with a population of approximately 532 persons. Street lighting is provided through a contractual agreement with Pacific Gas and Electric Company who owns and maintains all the street lighting facilities. The County Public Works Department maintains the storm drains and related facilities. The annual budget for this District is \$7,699. Revenues amount to a little over \$1,261 annually.

#### **CSA No. 47—Carmel Views 1, 2, 3, & 4 and Mar Vista**

This CSA was formed on November 9, 1966 to provide drainage facilities to the Carmel Views and Mar Vista subdivisions. It is located northerly and adjacent to CSA 34, near the intersections of Carmel Valley Road and Canada Drive. The CSA contains approximately 172 single-family residential lots, with a population of about 323. The County Public Works Department provides the maintenance of the storm drains and surface water disposal facilities. The budget is \$33,994.

#### **CSA No. 50—Lower Carmel River**

This CSA was formed on November 14, 1967 to provide storm drain facilities to the Mission Fields area west of Highway 1 at the mouth of the Valley. In 1995 the Sphere of Influence of the CSA was expanded to include the commercial and residential areas east of Highway 1 and add flood control service capability. This action was a direct result of the Carmel River flooding that occurred that year and to respond to the needs of the community. In 1996 the District was expanded to its present configuration.

The CSA contains the Carmel Crossroads, Carmel Center, and various other commercial and office properties. It also includes approximately 600 residential lots, with a population

of about 1000. The County Public Works Department provides the maintenance of the storm drains and surface water disposal facilities.

Annual CSA No. 50 revenues total approximately \$128,765 in income after staff expenses. An annual accrual to fund balance acts as a reserve fund for flood control studies and projects.

The District has accomplished several tasks since 1995. During that year, under an emergency order, the levee protecting properties along the Carmel River was repaired and raised. In 1996 the District participated with other agencies in taking down the Odello levee on the south side of the River, using grant funds and Public Works labor. The levee was notched in four locations to allow water to flow through. In 1997 the tie-back levee at Rio Road was completed and the fourth notch of the Odello levee was protected. The CSA provided \$300,000 for this project.

The CSA contracted with Philips Williams and Associates to develop a series of flood control alternatives. Options were provided for 35 to 100 year flood protection at an estimated cost of \$3,282,900. Improvements included widening and lowering the notches on the Odello East levee, raising the tie-back levee, installing floodwall, making levee improvements and having additional pump stations. The CSA and County staff are currently looking for funding options , including bonds and available Corps of Engineers funds. Additional environmental and engineering work will be necessary prior to construction.

#### **CSA No. 51—High Meadows 1 & 2**

This CSA was formed on November 14, 1967 to provide for the maintenance of storm drains and surface water disposal facilities and street lighting. It serves approximately 95 single-family homes and 125 multiple dwellings in the High Meadows subdivisions east of Highway 1 and north of Carmel Valley Road. The County Public Works Department provides the maintenance of the storm and surface water facilities, and PG&E provides street lighting under contract. The budget is \$30,096.

#### **CSA No. 52—Carmel Valley Village**

This CSA was formed on November 12, 1967 to provide storm drain facilities to various non-contiguous areas located in the Carmel Valley Village area. The multiple separated areas were included in the CSA as a result of subdivisions or property owner desires to participate in the services. Approximately 215 persons are served. The County Public Works Department maintains the storm drains and water disposal facilities.

#### **CSA No. 55—Robles del Rio Carmel Subdivision No 2**

This CSA was formed September 2, 1969 to provide storm drain and surface water disposal facilities to the Robles del Rio and Carmel subdivision. The CSA contains 67 lots with a population of approximately 166. It is located south of the Carmel Valley Village area off of Esquiline Road. The County Public Works Department maintains the facilities. The budget is \$17,522.

#### **CSA No. 56—Del Mesa Carmel**

This CSA was formed June 23, 1970 to provide drainage facilities and an emergency fire road to Del Mesa Carmel. It contains 289 lots with approximately 406 residents. It is

located near the lower Valley north of the intersection of Carmel Valley Road and Del Mesa Drive. The County Public Works Department maintains a pond at Carmel Valley Road, provides for the off-site drainage from Carmel Valley Road to the Carmel River, and maintains an emergency fire road. The budget is \$29,407.

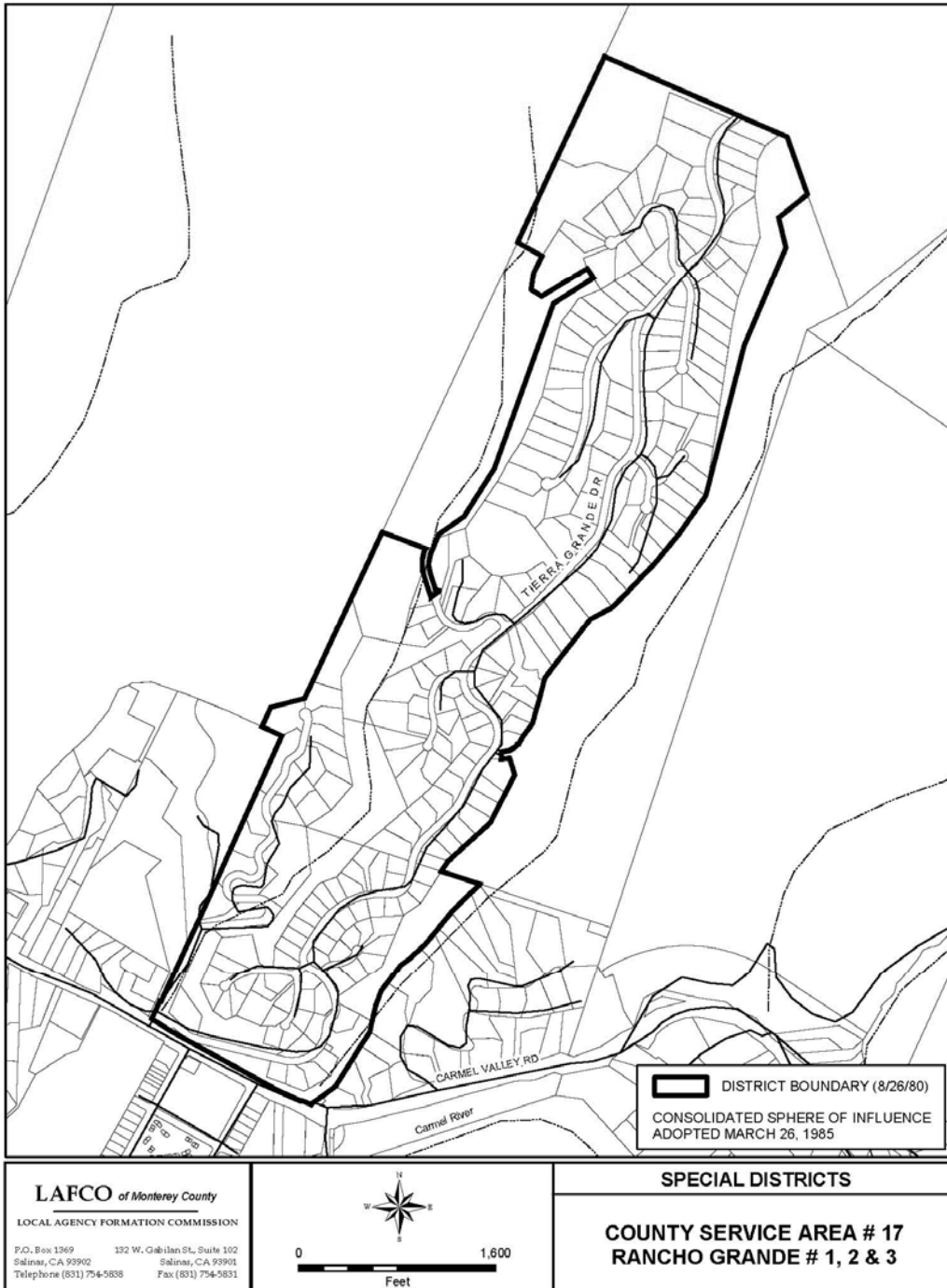
**CSA No. 57—Los Tulares Subdivision**

This CSA was formed June 23, 1970 to provide storm drain facilities to the Los Tulares subdivision, located north of Carmel Valley Road at the intersection of Los Tulares Road. The CSA contains 76 residential lots with a population of approximately 144. The County Public Works Department maintains the storm drain and surface water disposal facilities. The budget is \$5,347.

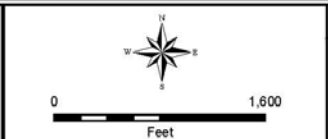
**CSA No. 62—Rancho del Monte No. 14**

This CSA was formed December 2, 1972 to provide storm drain facilities for the 29 residential lots in the Rancho del Monte subdivision. It has a population of approximately 70 persons. It is located south of Carmel Valley Road near Garzas Creek. The County Public Works Department maintains the storm drains and surface water disposal facilities. The budget is \$39,683.

**Figure 9**  
**County Service Area No. 17- Rancho Tierra Grande**



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 Telephone (831) 754-5838      Fax: (831) 754-5831

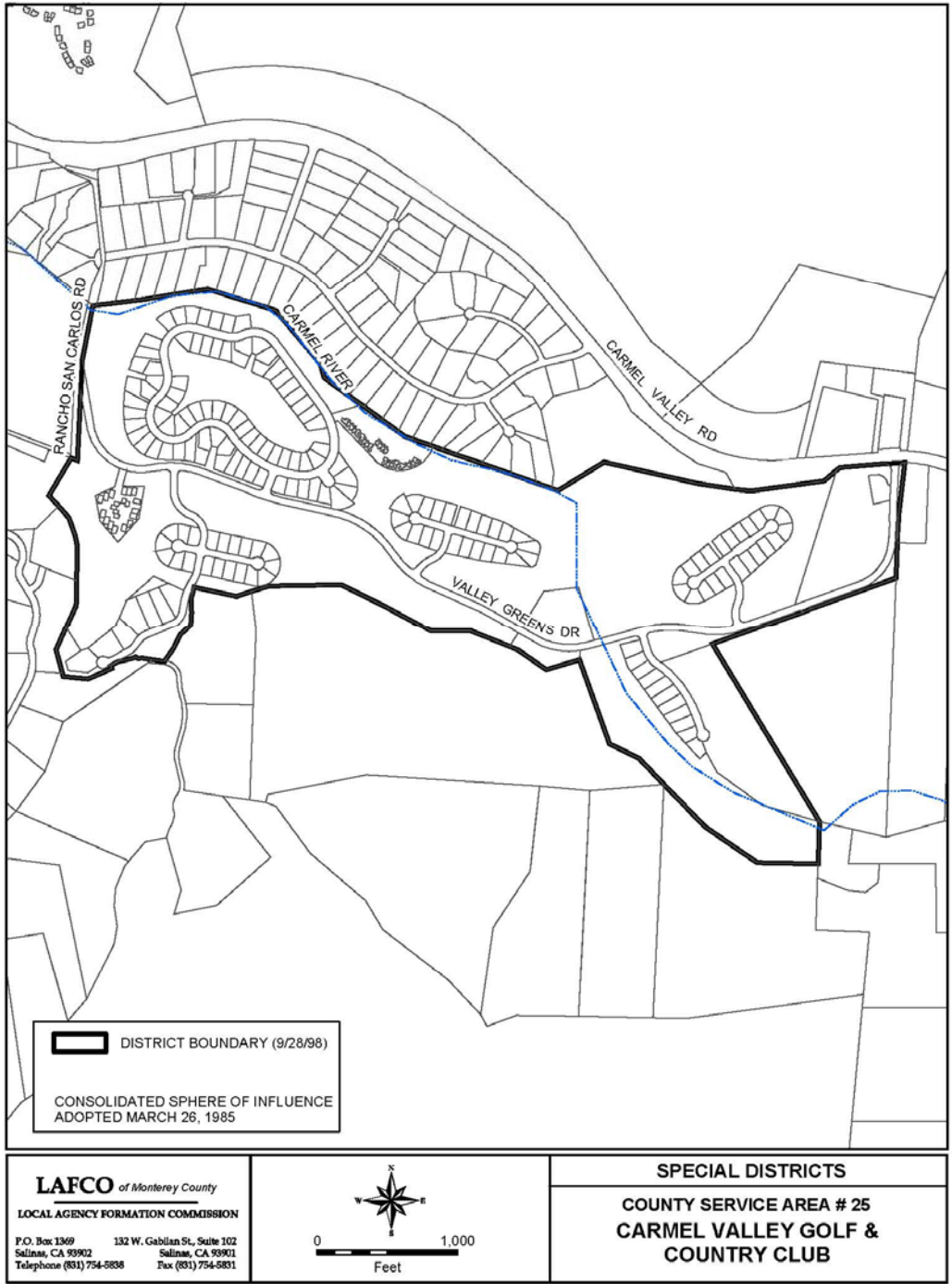


**SPECIAL DISTRICTS**

**COUNTY SERVICE AREA # 17**  
**RANCHO GRANDE # 1, 2 & 3**

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**Figure 10**  
**County Service Area No. 25 - Carmel Valley Golf**





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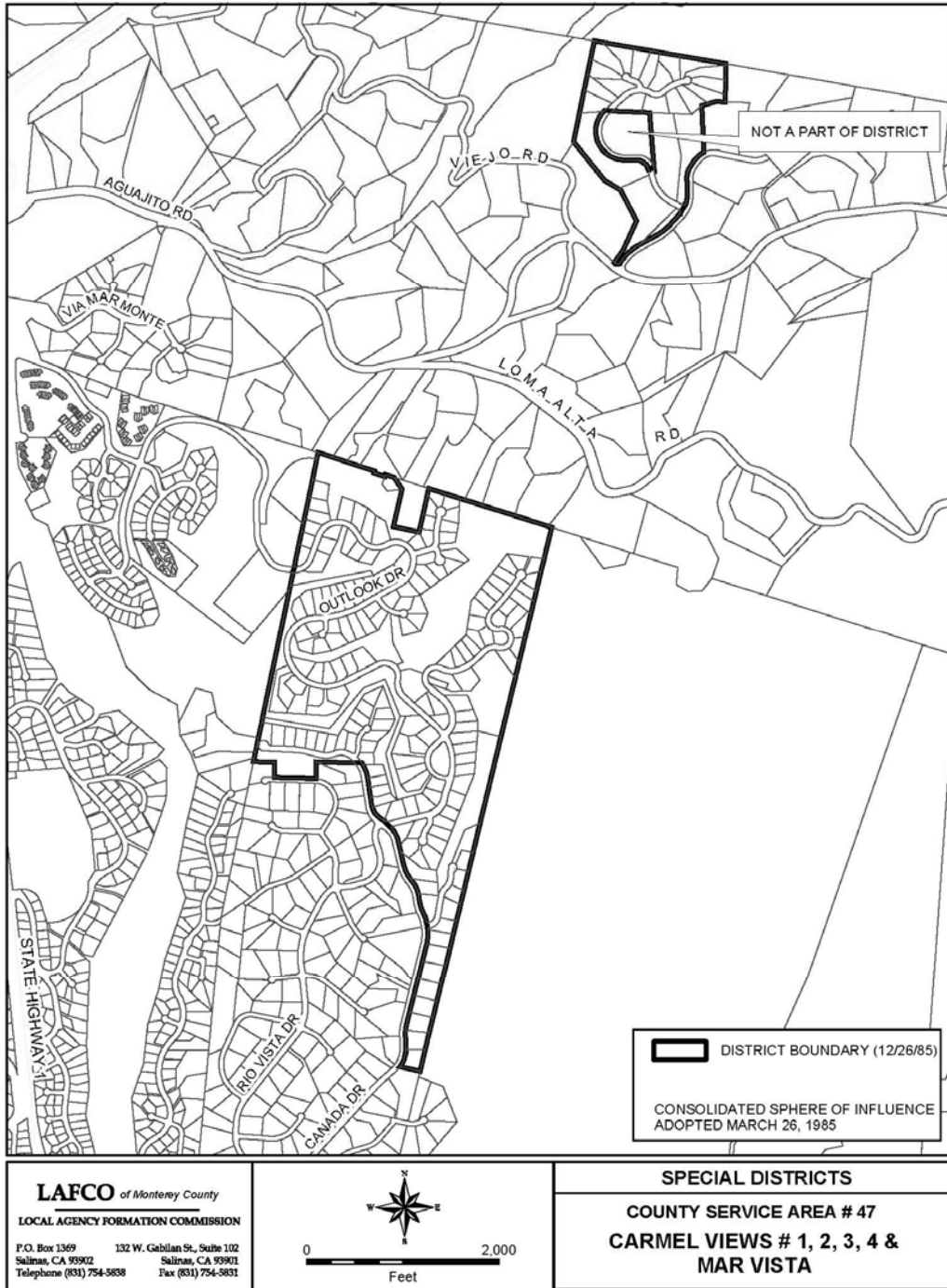
**Figure 11**  
**County Service Area No. 34 - Rancho Rio Vista**



<p><b>LAFCO</b> of Monterey County          LOCAL AGENCY FORMATION COMMISSION</p> <p>P.O. Box 1369      132 W. Gabilan St., Suite 102          Salinas, CA 93902      Salinas, CA 93901          Telephone (831) 754-5888      Fax: (831) 754-5881</p>	<p align="center">               0      1,000              Feet         </p>	<p align="center"><b>SPECIAL DISTRICTS</b></p> <p align="center"><b>COUNTY SERVICE AREA # 34</b></p> <p align="center"><b>RANCHO RIO VISTA &amp;</b></p> <p align="center"><b>CARMEL KNOLLS # 1, 2, 3 &amp; 4</b></p>
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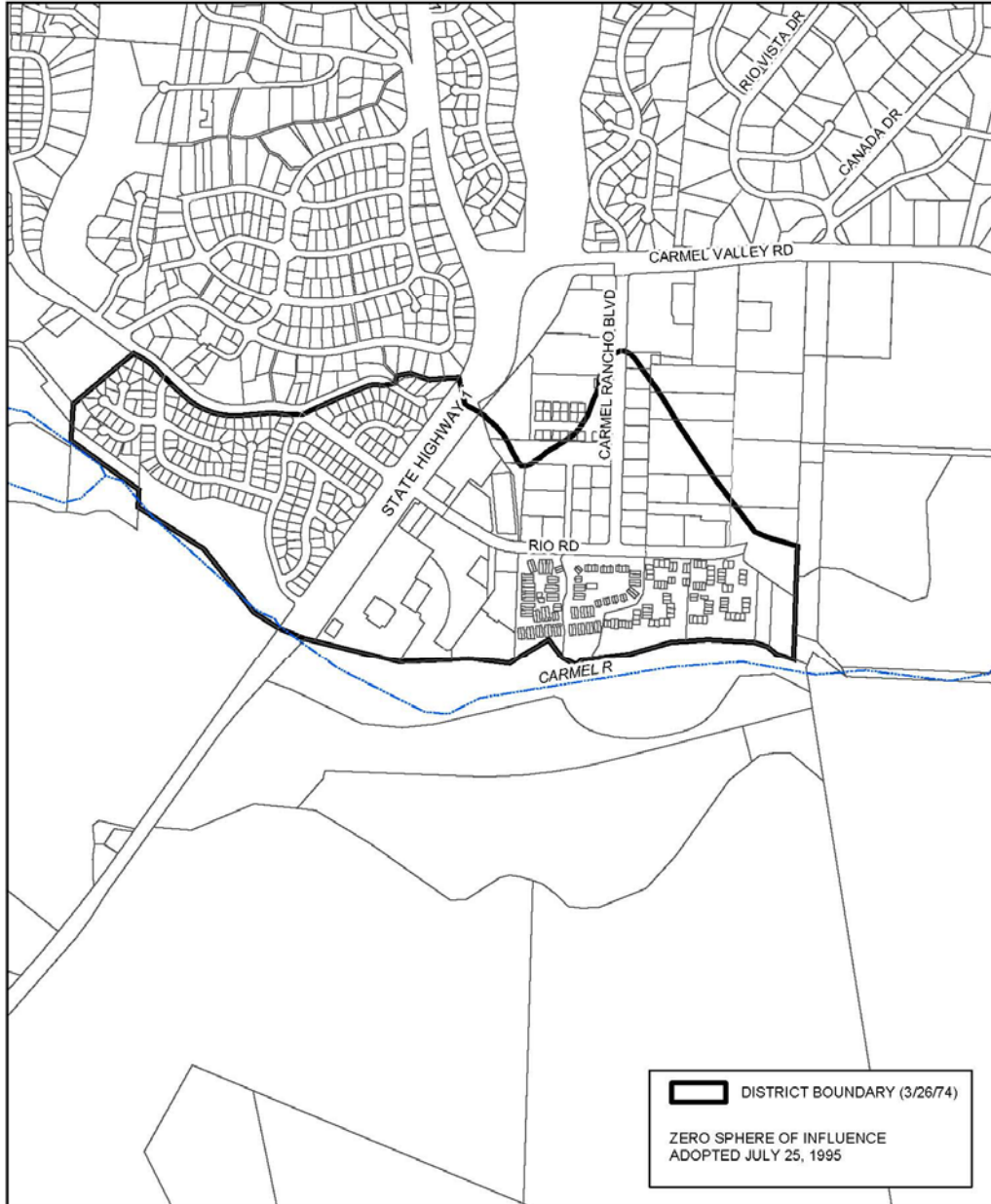
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**Figure 12**  
**County Service Area No. 47 - Carmel Views & Mar Vista**

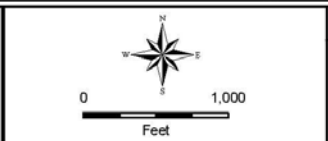


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**Figure 13**  
**County Service Area No. 50 - Lower Carmel Valley**



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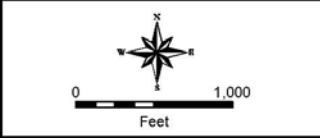
**SPECIAL DISTRICTS**  
**COUNTY SERVICE AREA # 50**  
**RIO WAY TRACT # 2,**  
**MISSION FIELDS & CARMEL RANCHO**

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**Figure 14**  
**County Service Area No. 51 - High Meadows**



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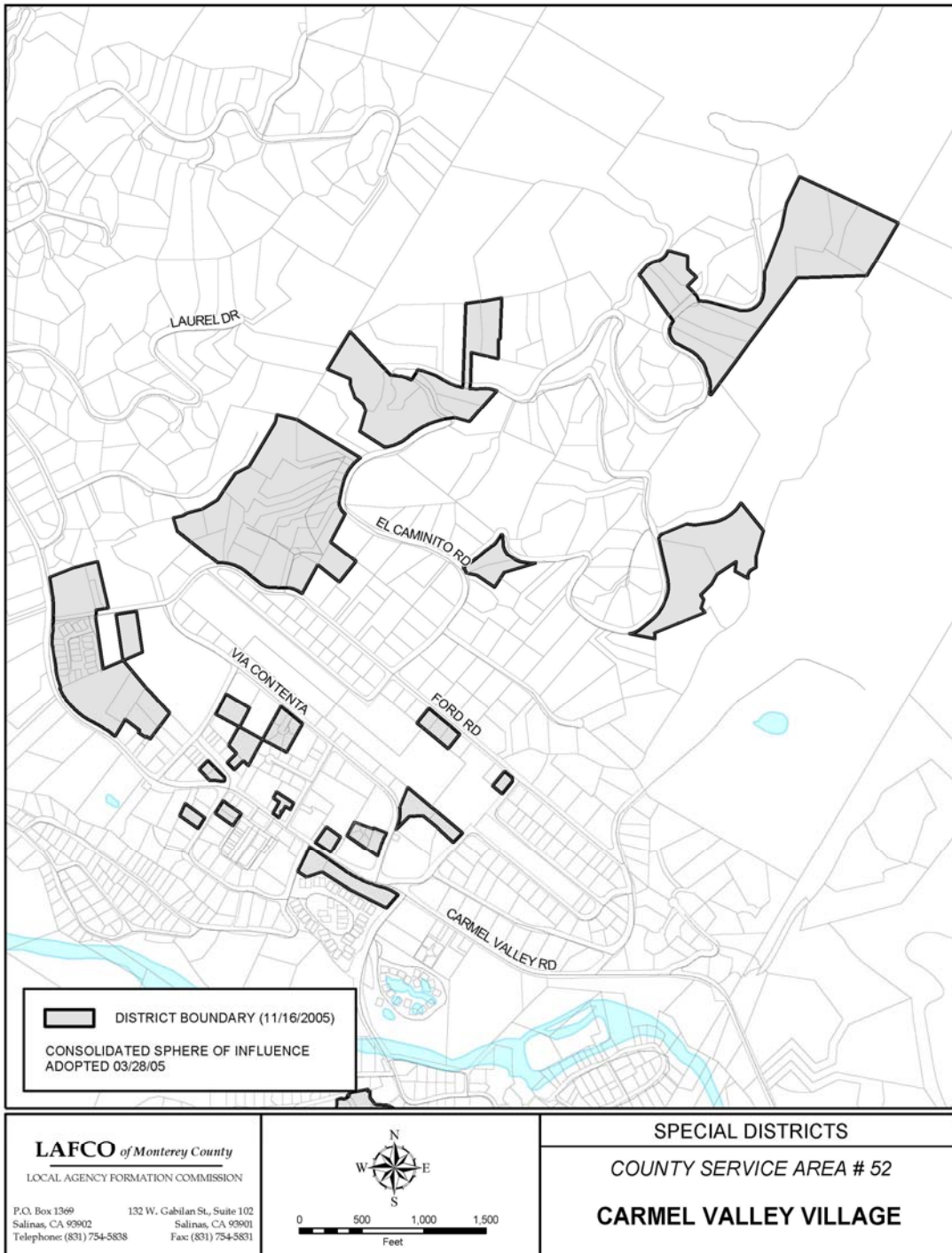


**SPECIAL DISTRICTS**  
**COUNTY SERVICE AREA # 51**  
**HIGH MEADOWS # 1 & 2**



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**Figure 15**  
**County Service Area No. 52 - Carmel Valley Village**



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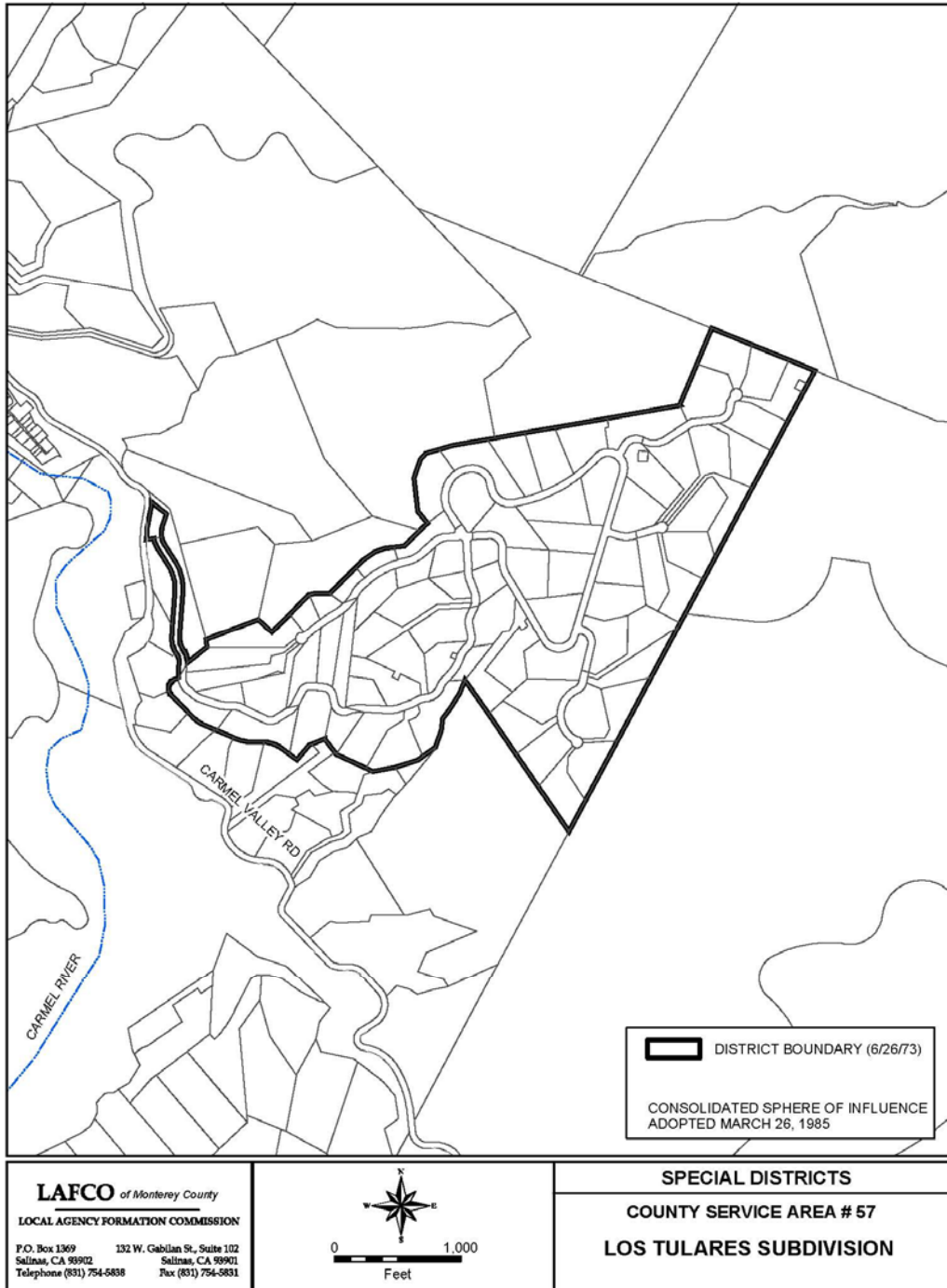
**Figure 17**  
**County Service Area No. 56 - Del Mesa Carmel**



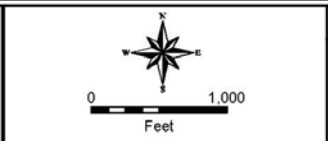
<p><b>LAFCO</b> of Monterey County          LOCAL AGENCY FORMATION COMMISSION</p> <p>P.O. Box 1369      132 W. Gablian St., Suite 102          Salinas, CA 93902      Salinas, CA 93901          Telephone (831) 754-5838      Fax (831) 754-5831</p>	<p align="center">               0      1,200              Feet         </p>	<p align="center"><b>SPECIAL DISTRICTS</b></p> <p align="center"><b>COUNTY SERVICE AREA # 56</b></p> <p align="center"><b>DEL MESA CARMEL</b></p>
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**Figure 18**  
**County Service Area No. 57 - Los Tulares**



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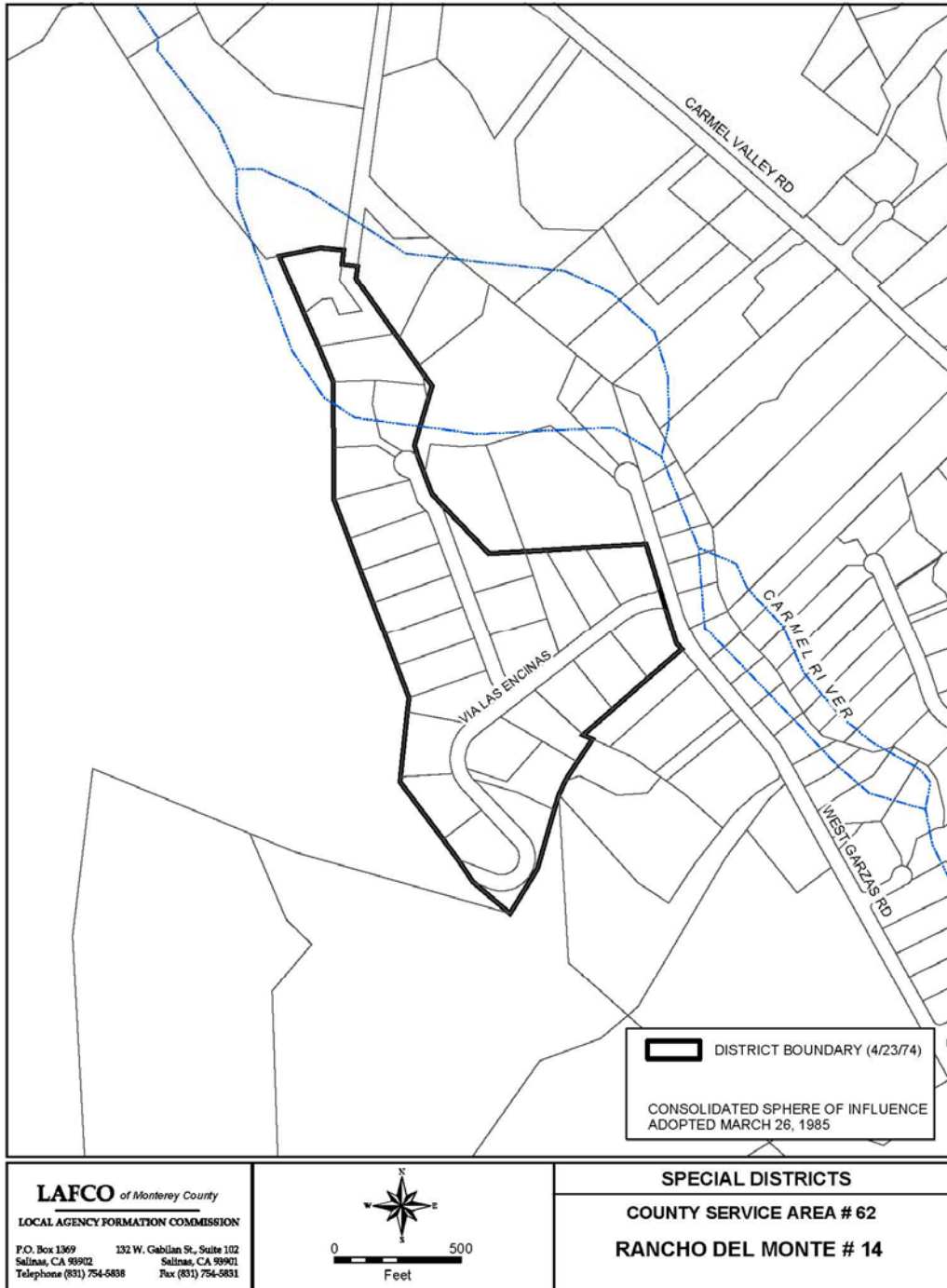


**SPECIAL DISTRICTS**  
**COUNTY SERVICE AREA # 57**  
**LOS TULARES SUBDIVISION**

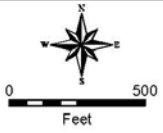




**Figure 19**  
**County Service Area No. 62 - Rancho Del Monte**



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 LOCAL AGENCY FORMATION COMMISSION  
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**SPECIAL DISTRICTS**  
**COUNTY SERVICE AREA # 62**  
**RANCHO DEL MONTE # 14**

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## **MUNICIPAL SERVICE REVIEW FACTORS:**

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

All of the CSAs in Carmel Valley have limited infrastructure primarily consisting primarily of storm drains, detention ponds. The facilities were designed to accommodate runoff created by new subdivisions. Maintenance and administrative costs are the primary expenses. Fund balances carry over annually with each budget that in effect acts as a reserve to replace or repair storm drains when necessary. Other services include open space maintenance and maintenance of existing road, streets and sidewalks. Annual maintenance for these services varies from year to year. These services and facilities meet the needs of the property owners.

CSA No. 50 also provides flood control services, with both the Water Resources Agency and the Public Works Department coordinating with the CSA advisory committee. The CSA has funded several studies regarding the need for levee-flood control improvements, and would like to use its accumulating service charges to help pay for them.

### **2. GROWTH AND POPULATION**

None of the CSAs keep population statistics. An estimate of population was derived from the 2000 census statistics, based on Census Tracts and Blocks. Approximately 5,000 persons are served by the CSAs in the Valley area. Based on population estimates contained in the LAFCO Inventories of Local Agencies over the years, population in each area has not varied greatly.

#### **Estimated Population of Each CSA**

CSA No.17—Rancho Tierra Grande: 230  
CSA No.25—Golf & Country Club: 420  
CSA No.34—Rio Vista & Carmel Knolls: 532  
CSA No.47—Carmel Views: 323  
CSA No.50—Lower Carmel River: 1000  
CSA No.51—High Meadows: 450  
CSA No.52—Carmel Valley Village: 215  
CSA No.55—Robles del Rio: 166  
CSA No.56—Del Mesa Carmel: 406-  
CSA No.57—Los Tulares: 144  
CSA No.62—Rancho del Monte: 70

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

Each of the CSAs has their own independent budget, which is managed by the County Public Works Department. Revenues include service fees, property taxes, and interest. Service fees are charged to each customer or property owner within the CSA for the services provided.

Expenditures vary from year to year depending upon the needs in the CSA and the availability of Public Works staff to carryout the activities required for the expenditure.

Expenditures are for routine maintenance, utility services payments, replacement of facilities when necessary, and administrative costs. Expenditures typically do not exceed revenues on an annual basis, and CSA budgets are managed to equalize revenues and expenditures over the longer term of 5–10 years. This type of budget management is especially important for the smaller CSAs that collect relatively small amounts of annual revenues. By limiting major expenditures, enough revenue can be collected to allow sufficient funds for major capital improvements or replacements. The budgets of the various CSAs are kept separate. Each budget is audited annually with the County’s regular end of fiscal year audit.

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

The Board of Supervisors establishes service rates for the CSAs and reaffirms them on an annual basis based on recommendations of the County Public Works Department. Rates are established according to the geographic zone they are located in and the type of services provided by the CSA.

In order to reduce its administrative costs to the CSAs, the Public Works Department will be combining general street drainage maintenance with regular road maintenance, and limit charges to CSAs to drainage maintenance services for which service charges have been specifically collected.

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

All CSAs rely on the staff and the resources of the County Public Works Department for management and maintenance services. The Public Works Department provides various 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. Contracts with Pacific Gas and Electric provide street lighting services in those Districts authorized for that service.

Facilities are located in specific drainage areas, serving the need of a specific community. There is no opportunity to share those facilities. However, the staff costs are shared among all the CSAs with an overhead administrative fee charged according to a County-developed formula. Staff service in a particular CSA is charged directly.

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

The Public Works Department would like to consider alternatives to present fragmented organizational structure of the CSAs in providing certain services throughout the County. One of the goals of the current year is to look at the current structure. This is consistent with the Sphere of Influence designation placed on all the CSAs indicating that there might be an opportunity for some type of consolidation.

These options will be evaluated in more detail in the upcoming Sphere update for the CSAs. Potential consolidations, on any level, such as administrative or boundary changes, will need to consider how the accounting of revenues for specific purposes might best be accomplished. The formation of zones within a larger CSA is possible. This technique would establish zones to separate and track financial information according to type of service or specific geographic area to ensure funds are not commingled in a larger CSA.

However, the amount of overhead and administrative charges are likely to stay the same using the zone approach as they are presently.

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

The County Public Works staff administers and provides for the maintenance and operation of the services in the CSAs. Management activities include preparation and oversight of each CSA budget, management of the operations within each CSA, planning for future needs, communications with residents of each CSA, and routine maintenance activities. Major construction or maintenance is usually performed through contracts with private firms.

Public Works does not assign staff specifically to each CSA, but rather utilizes its general staff in the Operations Division to provide management and maintenance services as needed. Maintenance operations are carried out using the equipment and vehicles assigned to the Public Works Department for County service purposes.

The cost of Public Works administration had been an on-going problem for the CSAs. The County is aware of the issue every time rate increases are considered, and has become more efficient in the way it tracks costs. For instance, the department will include general street drainage maintenance with regular road maintenance, and limit charges to CSAs to drainage maintenance services for which service charges have been specifically collected.

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

The County Board of Supervisors governs all the County Service Areas. CSAs act as an extension of County government to provide services to a community for the specific benefit of that area. The Board adopts policies and establishes rates for the CSAs on an as-needed basis during the regular Board of Supervisors public hearings. The County follows the Brown Act and advertises its hearings and meetings, and the hearings for rate changes are publicly set and noticed in advance of the final hearing.

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## **SUMMARY AND DETERMINATIONS**

1. The upcoming Sphere of Influence study should evaluate the governance structure of CSA No. 50 by looking at options such as a Water Resources Agency zone. CSA No. 50 was expanded in 1996 as a CSA primarily to get an agency in place as quickly as possible to address the flooding in the lower Valley. Proposition 218 provisions regarding assessments and elections would need to be considered.
2. The upcoming Sphere of Influence study should include the organization of CSAs on a County-wide basis or some other organization that reduces the number of CSAs. The County and LAFCO should collaborate on the best way to provide service in the most efficient manner to lessen the County's administrative costs.



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## LAW ENFORCEMENT SERVICES

A description of the law enforcement services provided by the Monterey County Sheriff's Office is included at the request of the agency. A detailed analysis of the nine Municipal Service Review factors is not included because the Commission has no jurisdiction over the agency and will not need to make determinations regarding it nor pursue a Sphere of Influence update. This information has also been included in the separate Service Plan for the Carmel Valley Incorporation proposal.

The Monterey County Sheriff's Office is the primary law enforcement agency for the unincorporated areas of Monterey County. The greater Carmel Valley study area, including Carmel Valley and Cachagua, falls under the jurisdiction of the Coastal Station. The Coastal Station is located in the Monterey Courthouse at 1200 Aguajito Road in Monterey. The station also covers the unincorporated Peninsula areas and Big Sur.

The Greater Carmel Valley Study area contains three Beat Areas designated as 7, 8A and 8B. Two of the Beat Areas (7 and 8B) have Community Field Offices, the first located inside the Crossroads Shopping Village and the other in Carmel Valley Village. The offices are places for deputies to write reports, make telephone calls pertinent to investigations, and provide public information.

The following personnel are assigned to the Coastal Station, and serve in the Greater Carmel Valley study area, Big Sur and unincorporated Peninsula areas:

### Enforcement Operations Bureau (Patrol Division)

Station Commander	1
Patrol Sergeants	4
Sheriff's Deputies	26
Crime Prevention Specialist	1
Investigation Division	
Deputy Investigator	1
Records Division	
Records Specialist	1

Three shifts provide 24-hour patrol protection:

First Watch – 9 p.m. to 7 a.m.

Four deputies are assigned, two per one patrol vehicle each shift period, who cover the Beats 7, 8A, 8B in the Greater Carmel Valley area and the other coastal beat areas.

Second Watch – 6 a.m. to 4 p.m.

Ten deputies assigned. One deputy covers Beat 7; one deputy covers Beats 8A and 8B.

Third Watch – 3 p.m. to 1 a.m.

Twelve deputies assigned. Each beat in the study area is covered by one deputy during this shift.

The Search and Rescue Team has two fully outfitted trucks designed for search and rescue missions. In addition, off-road motorcycles and quad runner vehicles are available for use and an equestrian unit is part of the Search and Rescue Team. The Patrol Division uses a fleet of 12 vehicles, two of which are four-wheel drive, and can use available mountain bicycles.

The Sheriff's Office enforces the laws and investigates violations of those laws contained in the Penal Code, the Business and Professions Code, the Education Code, the Health and Safety Code, the Welfare and Institutions Code, the Vehicle Code, and all Monterey County Codes and Ordinances. Typical investigations include thefts, assaults/batteries, burglaries, sexual assaults, domestic violence, child abuse, peace disturbances and the like.

The Sheriff's Office Search and Rescue Team provide personnel for searches, rescues and recoveries in land and water situations. The team also has certified scuba divers.

Traffic collisions and violations of the Vehicle Code are investigated by the California Highway Patrol. However, the Sheriff's Office is also notified of such calls and is often the first law enforcement agency on the scene.

## SUMMARY

The following figure provides a comparison of the services provided by each District and CSA discussed in this report.

**Figure 20  
Matrix Of Services**

SERVICE DISTRICT	Fire	Ambulance	Park	Sanitation	Water	Roads/Sidewalks	Storm drain	Security	Street lights	Open space	Flood Control
Cypress Fire	X										
Carmel Valley Fire	X	X									
Cachagua Fire	X										
Carmel Valley Park			X								
Monterey Pen. Park			X								
CA Wastewater				X							
CV Sanitation											
Santa Lucia CSD				X	X	X	X	X			
CSA No. 17							X				
CSA No. 25						X	X				
CSA No. 34							X		X		
CSA No. 47							X				
CSA No. 50							X				X
CSA No. 51							X		X		
CSA No. 52							X				
CSA No. 55							X				
CSA No. 56						X	X				
CSA No. 57							X				
CSA No. 62							X				

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## SUMMARY OF DETERMINATIONS

The following summary statements are a comprehensive list of the determinations made at the end of section discussing the separate service districts and CSAs. These determinations should be incorporated into the LAFCO process, and become the subject of further evaluation in the Sphere of Influence studies for each District:

1. The Sphere of Influence study for the Fire Protection Districts in Carmel Valley should be prepared in a manner that will address all the fire service needs in the Carmel Valley area. Coordination with the Carmel Valley FPD, Cypress FPD, the Carmel Highlands FPD, and the Cachagua FPD will result in a comprehensive study that can identify where service needs can be improved.
2. The Carmel Valley Fire Protection District, LAFCO and the County should resolve processing and timing issues that result in a delay in revenues being transferred to the District at the time of annexations. The District should be better informed of the timing involved in order to better project future revenues for budget planning.
3. The pending detachment and re-formation of a fire protection district in the Carmel Valley Village area should be reviewed by LAFCO with special attention paid to Commission policy, State law, and the resolution approving the 2000 fire districts consolidation. Consolidations are normally a response to dwindling State revenues coupled with opportunities such as retiring managers or other personnel and community desire. LAFCO will need to determine the boundaries affected including newly annexed areas adjacent to the previous district boundaries, whether the revenues from the old districts will be sufficient to provide for services, how to equitably separate the equipment and personnel from the existing District and transfer resources to a newly formed Carmel Village district, and determine whether the "201 rights", providing for ambulance transport service, will be transferred with the detached territory.
4. The pending detachment from the existing Carmel Valley Fire District should also be reviewed in light of the District's efforts in formulating the Strategic Plan. The Board of Directors is now unanimously against any detachment effort based on the methodology addressing current issues and setting the District's next five-year course. All remedies to address the fiscal and personnel concerns of the petitioners should be exhausted by the District prior to any formal action on the detachment proposal. Perhaps the provisions of the Strategic Plan should be implemented more fully before any action takes place on a detachment.
5. The Sphere of Influence study for the Cachagua Fire Protection District should address the options available to the District to enhance its service. The Cachagua study should be included in the Sphere study for all the fire Districts in the Carmel Valley area. Coordination with the Cypress FPD, the Carmel Highlands FPD, the Salinas Rural FPD, and the Cachagua FPD will result in a comprehensive study that can identify where service needs can be improved.

6. The Cachagua Fire Protection District should evaluate the benefits and disadvantages of increasing its benefit assessment fee as a means of improving the revenue received.
7. The Carmel Valley Recreation and Park District should collaborate with the Monterey Peninsula Regional Park District when analyzing the options for expanded service in the Carmel Valley area. Cost efficiencies and shared staffing in planning for the overall needs of the community may be beneficial.
8. The Monterey Peninsula Regional Park District should coordinate with the Carmel Valley Recreation and Park District when analyzing the options for expanded service in the Carmel Valley area. Cost efficiencies and shared staffing in planning for the overall needs of the community may be beneficial.
9. The Monterey Peninsula Regional Park District should initiate discussions with LAFCO regarding the Sphere of Influence update, and determine the best course of action to revise the 20-year designation of Status Quo Sphere of Influence.
10. The Monterey Peninsula Regional Park District should continue to pursue State and Federal grant funding to enhance its ability to acquire additional open space.
11. The Monterey Peninsula Regional Park District should continue to collaborate and enter into partnerships with other organization as a means of maximizing the ability to acquire additional open space. The District should work with other agencies outside its current boundaries to determine if partnerships, joint-powers agreements or other cooperative arrangements would be beneficial to the community's desire for open space lands.
12. The upcoming Sphere of Influence study should evaluate the governance structure of CSA No. 50 by looking at options such as a Water Resources Agency zone. CSA No. 50 was expanded as a CSA primarily to get an agency in place as quickly as possible to address the flooding in the lower Valley. Proposition 218 provisions regarding assessments and elections would need to be considered.
13. The upcoming Sphere of Influence study should include an evaluation of CSAs organized on a County-wide basis. Alternatively, consolidating CSAs based on their proximity within the same geographic area should also be examined. The County and LAFCO should collaborate on the best way to provide service in the most efficient manner to lessen the County's administrative costs.
14. The Carmel Area Wastewater District Sphere of Influence study should be updated to include the current facilities plan and address needs for service along Highway 1 to the south and evaluate inclusion of the properties at the mouth of the Valley that are located amid District territory.
15. Dissolution of the Carmel Valley County Sanitation District should proceed without delay.

## **REPORT PREPARATION**

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