



COUNTY OF SAN MATEO
County Parks

DATE: May 31, 2013

COMMISSION MEETING DATE: June 6, 2013

TO: Parks and Recreation Commission

FROM: Jim Nantell, Interim Parks Director

SUBJECT: Granada Sanitary District's Proposal to Become a Community Services District to Provide Park and Recreation Services in their Service Area

RECOMMENDATION:

1. Review and accept report and receive public comment.
2. Direct staff to transmit comments from the public and Commission to the San Mateo Local Agency Formation Commission on the Granada Sanitary District proposal to provide park and recreation services in the Unincorporated Midcoast within the District's boundaries.

BACKGROUND:

The Granada Sanitary District (GSD) is proposing to become a Community Services District (CSD) to allow it to provide park and recreation services within its District boundaries. County Park staff has been asked by the San Mateo Local Agency Formation Commission (LAFCo) to provide comments.

LAFCo is an independent commission with jurisdiction over the boundaries of cities and special districts. LAFCo adopts spheres of influence which are plans for the boundaries and governance of cities and special district. The LAFCo adopted sphere of influence for the coastside includes a single coastside city and consolidation of utility districts. The LAFCo Municipal Service Review and Sphere of Influence update for the Coastside can be found at www.sanmateolaftco.org under "Municipal Services Reviews."

In October 2002, the County Parks Department completed a Midcoast Park and Recreation Needs Assessment to provide the Mid-Coast with a strategy for creating and implementing such a system. The report was prepared following extensive public outreach, and acknowledged that the County Park Department's mission is to operate a regional park system and not neighborhood parks or provide active park and recreation programs. Key findings were that the Midcoast community population was 10,356, which was very close in size to Half Moon Bay's 11,000 population. The Midcoast at full build out is expected to yield a population of 18,700. Recreation services for the Midcoast have been mostly provided by the City of Half Moon Bay. The City of Half Moon Bay would not be able to provide the level of recreational programming they do without the Midcoast residents' participation in those programs. As a result of the

Midcoast Recreational Needs Assessment several developments took place:

1. In October 2002 Midcoast Park Development Fees were adopted by the Board of Supervisors based on new construction and remodels in the Midcoast.
2. In October 2002 a Midcoast Park and Recreation Action Plan was developed on how to spend the Midcoast Park Development Fees on park capital improvements projects. It is important to note that these Park Development Fees cannot pay for operations and maintenance of capital improvements.
3. In 2007 County Parks reorganized to create a Midcoast District to provide increased regional park services to the Midcoast community.
4. Highway 1 Safety and Mobility Improvement Plans Phases I (April, 2010) and II (November, 2012) were completed to improve access across and adjacent to Highway 1.
5. April 24, 2013 County Park staff gave a presentation to the Midcoast Community Council regarding the status of its park planning and improvements in the Midcoast.¹

DISCUSSION:

GSD provides wastewater and garbage services to El Granada, Princeton, Princeton-by-the-Sea ("Clipper Ridge"), Miramar, and the northern portion of the City of Half Moon Bay (from Frenchman's Creek north). The District receives a share of the 1% property tax in addition to sewer service fees and garbage collection fees. The GSD application, which is attached,² proposes reorganizing into a Community Services District in order to use some of the District's property tax revenue for park and recreation services.

Because a portion of the GSD service area overlaps with the City of Half Moon Bay, GSD is proposing to exclude that area from the proposed park service area and propose passing property tax through to the City of Half Moon Bay that would otherwise be used for park and recreation services if the GSD did not overlap with Half Moon Bay. Due to budget reductions, the City of Half Moon Bay currently contracts out park and recreation services with the City of San Carlos. An opportunity exists for GSD to also contract with the City of San Carlos if the reorganization is successful and there is a service demand for City of San Carlos services.

While the GSD proposal does respond to the Midcoast Parks Needs Assessment, if GSD was to become a CSD and provide park services, it would not address all of the Midcoast residents' park and recreation needs. Montara Water and Sanitary District (MWSD) is currently limited to providing water, wastewater and garbage services to the northern portion of the Midcoast including Moss Beach and Montara. Coastside County Water District (CCWD) currently provides water services to El Granada, Princeton, Miramar and Half Moon Bay. While MWSD enabling legislation includes limited park and recreation services, that district is not authorized to provide park and recreation services. Nonetheless, while the GSD proposal falls short of the LAFCo recommendation to

¹ All reports are available at www.eparks.net under Park Planning, Other Planning Efforts, except for Item 5, which will be posted on this site Monday, June 3, 2013.

² Other supporting documents including environmental assessments for the Granada Sanitary District application may be found at www.granada.ca.gov under "Public Documents" and "Proposed Reorganization of the CSD to add park and recreation authority."

consolidate into a single agency to provide sewer, water, and park and recreation on the coastside, it does not preclude further consolidation and would result in a funding source for park and recreation needs previously identified by several County commissioned studies regarding park and recreation on the coastside.

It is important to note that current Midcoast Park and Development fees are paying for park improvements that currently benefit Midcoast residents, but are paid for by property owners completing new construction or remodels in the area. Other than the park mitigation fees there is no funding source for park and recreation services in the Unincorporated Midcoast. The GSD proposal addresses this void by proposing to use a portion of property tax for the purpose of park and recreation. GSD's application to LAFCo proposes various park and recreation activities that are identified in the Midcoast Park and Recreation Needs Assessment and Midcoast Park Action Plan. The GSD proposal addresses the possibilities of:

- 1) Partnering with the Cabrillo School District to improve and maintain the ball field at Farralones View Elementary School, and maintain the improved ball field at Granada Elementary School.
- 2) Partnering with the County on providing park and recreation opportunities at Quarry Park and Mirada Surf, which are managed by County Parks, and the Wicklow property managed by POST.
- 3) Providing neighborhood parks on the Avenues in El Granada.
- 4) Providing passive park improvements on the Burnham Strip.

However, the GSD proposal would not meet all of the Midcoast park and recreation needs identified in the Midcoast Park and Recreation Needs Assessment, Midcoast Park Action Plan, and Highway 1 Safety and Mobility Improvement Plans (Phase 1 &2) including:

- 1) Providing Community Centers north and south of the Half Moon Bay Airport, and partnering with the City of Half Moon Bay to provide recreational services closer to users in the Midcoast.
- 2) Assuming responsibility for Moss Beach Park (operated by a local non-profit).
- 3) Improving bathrooms and water fountains in coordination with the Harbor District at the Pillar Point parking lot and RV Park.
- 4) Improving sections of the California Coastal Trail and potential spur trails.
- 5) Improving the proposed recreational multi-modal trail linking the Midcoast communities east of Highway 1, which could be linked to the City of Half Moon Bay.

FISCAL IMPACT:

If the proposed GSD CSD was created to provide park and recreation services, there would be two potential impacts to San Mateo County Parks: 1) the estimated cost of operating Quarry Park would be assumed by the new CSD (approximately \$150,000 in annual costs for park operations and maintenance) and there would be corresponding savings to County Parks to meet other existing County Park facility needs in the Midcoast, and 2) a portion of the Midcoast Park Development Fees currently collected by

the County Building Department and managed by County Parks would be transferred to the proposed GSD CSD to help fund park capital improvements desired by the community (as of March 31, 2013, the balance was \$499,453 of which \$440,000 is currently allocated for projects such as the Moss Beach restroom, Mirada Surf Coastal Trail Phase III, Farralones View School sports field improvements, and Surfers Beach Coastal Trail). San Mateo County Parks staff are in support of a Midcoast CSD that supports municipal park and recreation services, and encourages GSD to work with other special districts, not included in their proposal, to address the entire Midcoast park and recreation needs.

SAN MATEO



LOCAL AGENCY FORMATION COMMISSION

455 COUNTY CENTER, 2ND FLOOR • REDWOOD CITY, CA 94063-1663 • PHONE (650) 363-4224 • FAX (650) 363-4849

April 19, 2013

TO: San Mateo County
 City of Half Moon Bay
 Cabrillo Unified School District
 San Mateo County Harbor District
 San Mateo County Mosquito Abatement District
 San Mateo County Resource Conservation District
 Coastside Fire Protection District
 Midpeninsula Regional Open Space District
 Montara Water and Sanitary District
 County Office of Education
 Interested Organizations

SUBJECT: **LAFCo File 13-05 - Proposed Reorganization of Granada Sanitary District into Granada Community Services District**

Notice is hereby given that the San Mateo Local Agency Formation Commission has received an application for the proposed change of organization listed above. The application proposes reorganization of Granada Sanitary District into Granada Community Services District in order to add park and recreation service to the existing services of waste water collection, treatment and disposal and solid waste collection. The application also proposes revision of District boundaries and proposes park and recreation service only in the unincorporated territory within the District.

The application, plan for service and map are attached for your information. Additional materials may be found at <http://www.granada.ca.gov/CSD.php>

Please submit comments to LAFCo regarding the application by May 17, 2013. If you have any questions about this proposal, please contact this office.

Martha Poyatos
Executive Officer

C: Granada Sanitary District

GRANADA SANITARY DISTRICT

RESOLUTION NO. 2013-003

**RESOLUTION OF APPLICATION FOR A REORGANIZATION OF THE
GRANADA SANITARY DISTRICT INTO A COMMUNITY SERVICES
DISTRICT**

WHEREAS, the Board of Directors of the Granada Sanitary District has determined that it is in the public interest for it to reorganize the Granada Sanitary District into a Community Services District under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, a draft application initiating the proposed Reorganization Project is attached hereto as Exhibit A; and

WHEREAS, a resolution of application initiating such Reorganization Project proposal must meet certain requirements contained in the Government Code, including:

- 1) State which of the services listed in Section 61100 it is proposed that the district be authorized to provide upon formation.
- 2) Set forth the proposed methods, including, but not limited to, special taxes, benefit assessments, and fees, by which the district will finance those services.
- 3) Propose a name for the district.
- 4) Specify the method of selecting the initial board of directors, as provided in Chapter 1 (commencing with Section 61020) of Part 2.

WHEREAS, the proposed community services district seeks authorization to provide public recreation facilities and community recreation services under Government Code Subsections 61100(e) and (f), in addition to the existing Granada Sanitary District services for sewage collection, treatment and disposal, and garbage and refuse collection, recycling and disposal; and

WHEREAS, the District receives property tax as well as sewer and garbage fees and it is currently intended that Park and Recreation services would initially be funded with a portion of the property tax the District receives; and

WHEREAS, the proposed name for the newly formed community services district is the Granada Community Services District; and

WHEREAS, the Board of Directors of the Granada Sanitary District shall serve as the initial Board of Directors of the successor agency Granada Community Services District, with three seats on the Board of Directors currently up for election at the November 5, 2013 General Election and the remaining two seats being up for election at the November 3, 2015 General Election; and

WHEREAS, a description of the new district's boundaries is shown on the map attached as Exhibit B hereto; and

WHEREAS, the reason for the proposal is to provide parks and recreation services in the El Granada, Princeton, and Miramar area; and

WHEREAS, the Reorganization Project proposal contained in the Application attached hereto is consistent with the sphere of influence of any affected city or affected district and sphere of influence for the reorganized Granada Community Services District will be amended to be consistent with the detachment of some of area outside the Urban/Rural Boundary of the currently existing Granada Sanitary District; and

WHEREAS, this Resolution of Application is submitted with the Application for the Reorganization Project of the Granada Sanitary District to reorganize into a Community Services District and a Plan for Services.

NOW, THEREFORE, BE IT RESOLVED by the Board of Directors of the Granada Sanitary District that the Application for Reorganization of the Granada Sanitary District into a Community Services District is hereby approved in substantially the form of Exhibit A attached hereto and the General Manager is hereby authorized and directed to make such minor revisions to it as he deems necessary to finalize and file it with the San Mateo County Local Agency Formation Commission, and take all further action necessary or convenient to complete the application process.

NOW, THEREFORE, BE IT FURTHER RESOLVED by the Board of Directors of the Granada Sanitary District that the Plan of Services is hereby approved in substantially the form of Exhibit C attached hereto and the General Manager is hereby authorized and directed to make such minor revisions to it as he deems necessary to finalize and file it with the San Mateo County Local Agency Formation Commission.

NOW, THEREFORE, BE IT RESOLVED by the Board of Directors of the Granada Sanitary District that the Application for Reorganization of the Granada Sanitary District into a Community Services District is hereby approved to include detachment of some of area outside the Urban/Rural Boundary of the currently existing Granada Sanitary District as shown on Exhibit B and amendment of the sphere of influence for the reorganized Granada Community Services District to be consistent with the such detachment.

NOW, THEREFORE, BE IT FURTHER RESOLVED by the Board of Directors of the Granada Sanitary District requests that proceedings be taken for the Reorganization Project proposal contained in the attached Application pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

**APPLICATION TO THE LOCAL AGENCY FORMATION COMMISSION FOR
REORGANIZATION TO COMMUNITY SERVICES DISTRICT (INCLUDING
DETACHMENT AND SPHERE OF INFLUENCE AMENDMENT)**

A. GENERAL INFORMATION

1. Briefly describe the nature of the proposed change of organization or reorganization.

Proposed reorganization of the Granada Sanitary District (“GSD”) into the Granada Community Services District (“GCSD”) with sewer service, garbage disposal, and parks and recreation services under the provisions of Section 61000 *et seq.* of the Government Code. The reorganization will allow the district to provide public recreation facilities and community recreation services pursuant to Government Code Sections 61100(e) and (f), in addition to the existing services noted above pursuant to Government Code Section 61100(b) and (c).

The boundaries of the proposed Granada Community Services District would include all area located within the existing urban/rural boundary. However, the district boundary would be reduced by detachment of a substantial portion of the area outside the District’s urban/rural boundary to reflect the finite territory to be served by the District’s sewer service area, garbage franchise, and the District’s proposed park and recreation services. The GCSD Sphere of Influence would be amended to be consistent with the Detachment and the resulting GCSD would not preclude future implementation of LAFCO’s existing adopted spheres of influence. A map of the proposed new boundaries is provided herewith as Exhibit A. The District’s services for sewage collection, treatment and disposal, and garbage and refuse collection, recycling and disposal will not change in any way as a result of the reorganization.

No new taxes, charges, or fees are planned for parks and recreation (current sewer and garbage fees will remain in place). It is proposed that a portion of the property taxes currently received by the Granada Sanitary District will be used for funding of the parks and recreation services, as set forth in the 5-year budget schedule attached hereto as Exhibit B. This shift of property tax funds to a Governmental activity (as opposed to an Enterprise activity like the sanitary sewer service) is in conformance with the State Legislature’s stated intent to shift property tax revenues away from enterprise districts which have the ability to levy fees for their services, and re-direct these property tax monies to local services such as parks and recreation which are not fee-driven.

2. An application for a change of organization or reorganization may be submitted by individuals in the form of a petition or by an affected public agency in the form of a certified resolution. This application is submitted by (check one):

Landowners or registered voters, by petition

An affected public agency, by resolution

(If this application is submitted by petition of landowners or registered voters in the affected territory, complete the petition form.)

3. What are the reasons for the proposal?

There is a demonstrated overwhelming need for community and neighborhood parks and recreation services and opportunities in the unincorporated Granada Sanitary District area. There have been numerous plans, surveys, community meetings, and reports completed over the past 30 years demonstrating this acute need for community and neighborhood parks and recreation services and opportunities time and again. (See, Exhibits D-H attached). The County Board of Supervisors completed the Midcoast Recreational Needs Assessment in 2002, which spoke to the severe lack of community and neighborhood recreational services on the Midcoast. This study was followed up by the County's Summary of Midcoast Recreation Needs Report (based on input from several community meetings) issued in January 2007. It too reaffirmed the lack of adequate community and neighborhood parks and recreation services. The National Park and Recreation Facility Standards indicate that at present, El Granada area residents have less than one percent (1%) of community and neighborhood park standard, which negatively affects community health and welfare. The newly formed Granada Community Services District would be able to offer parks and recreation services (in addition to the current sewer and garbage services) for the residents within the affected unincorporated County area.

4. Does this application have 100 % consent of landowners in the affected area?

___ yes X no

5. Estimated acreage:

± 4010 acres

B. SERVICES

1. List the name or names of all existing cities and special districts whose service area or service responsibility would be altered by the proposed change of organization or reorganization.

The proposed Granada Community Services District would have no effect on any existing cities or special district service areas or responsibilities. The availability of proposed GCSD facilities would benefit the adjacent City of Half Moon Bay, which presently has limited facilities used by residents in the unincorporated Midcoast. The GCSD could likewise potentially benefit the Cabrillo Unified School District by making public recreation facilities available for school recreation purposes, and the Coastside Fire Protection District and the California Department of Forestry through improvements to park facilities within wildland fire areas. Opportunities exist for the proposed GCSD to assist with maintenance of school playing fields in exchange for the

school allowing use by the community during non-school hours. Moreover, because of the proposed detachment of area, the District's park and recreational services are not anticipated to significantly overlap with services currently provided by the Midpeninsula Regional Open Space District or the Golden Gate National Recreation Area (and indeed present opportunities for coordination or partnering with those agencies).

- 2. List all changes to the pattern of delivery of local services to the affected area. For each service affected by the proposed change(s) of organization, list the present source of service (state "none" if service is not now provided), the proposed source of service or construction of necessary facilities (if any) and operation. Examples are given on the first two lines of the space provided for your response.**

The only change to pattern of delivery of local services will be to provide parks and recreation services for the unincorporated mid-coastside area within the newly formed District's boundaries because there is currently no source for community or neighborhood park and recreation services. The boundaries of the proposed Granada Community Services District would be reduced by detachment of a substantial portion of the area outside the District's urban/rural boundary to reflect the finite territory to be served by the District, but still include all of the area located within the urban/rural services boundary. The District's services for sewage collection, treatment and disposal, and garbage and refuse collection, recycling and disposal conducted by the District will not change in any way as a result of the reorganization.

SERVICE	PRESENT SOURCE	PROPOSED SOURCE	FUNDING SOURCE	
			CONSTRUCTION	OPERATING
Sewage collection (existing service)	GSD	Community Services District	Sewer connection and service charges, capacity charges, and property taxes	Sewer service charges and property taxes
Solid waste and recycling collection (existing service)	GSD	Community Services District	n/a	Monthly solid waste collection fees
Parks and recreation (proposed new services)	None	Community Services District	n/a at this time	Portion of current property taxes

C. PROJECT PROPOSAL INFORMATION

- 1. Please describe the general location of the territory which is the subject of this proposal. Refer to major highways, roads, and topographical features.**

The proposed territory contains the communities of El Granada, Princeton, Princeton-by-the-Sea ("Clipper Ridge"), Miramar, and the northern portion of the City of Half Moon Bay. It is bisected by Highway 1 and lies alongside Half Moon Bay. The area is bounded by Moss Beach to the west, open space to the north, the City of Half Moon Bay to the east, and the Pacific Ocean to the south.

- 2. Describe the present land use(s) in the subject territory.**

Land uses include single family and multi-family residential, commercial, industrial, light manufacturing, institutional (airport, schools, harbor), and agricultural.

- 3. How are adjacent lands used?**

North: Open space (wildlife and watershed lands)

South: Ocean

East: Open space (wildlife and watershed lands)

West: Single family residential, small business, and agricultural

- 4. Will the proposed change of organization result in additional development? If so, how is the subject territory to be developed?**

No, creation of a community services district will not increase or impact levels of residential or commercial development.

- 5. What is the general plan designation of the subject territory?**

Very Low Density Residential; Medium Low Density Residential; Medium Density Residential; Medium High Density Residential; High Density Residential; Neighborhood Commercial; Commercial Recreation (Coastside); General Industrial; Airport; Institutional; Public Recreation; Agriculture; General Open Space

- 6. What is the existing zoning designation of the subject territory?**

RM; RM CZ/DR/CD; RM CZ/AO/DR/CD; RM CZ/DR/GH/CD; PAD/CD; PAD/DR/GH; R 1/S 10/DR/GH; R 1/S 9/DR; R 1/S 17/DR; R 1/S 17/AO/DR; R1/S 17/DR/GH; R 3 A/S 5/DR; PUD; P/GH; C 1/S 3/DR; CCR/DR; COR/DRIGH; EG/DR; M 1/DR; M 1/AO/DR; H 1/DR; W/AO/DR; W/DR

- 7. What rezoning, environmental review, or development approvals have already been obtained for development in the subject territory?**

An initial study and a mitigated negative declaration have been prepared by the applicant, and have been updated and recirculated for public and agency comment as part of this application.

- 8. What additional approvals will be required to proceed?**

Vote of approval by the electorate, compliance with any lawfully required LAFCo conditions of approval.

9. Does any portion of the subject territory contain any of the following -- agricultural preserves, sewer or other service moratorium or wetlands subject to State Lands Commission jurisdiction?

Yes. There are agricultural preserves and wetlands within the proposed district boundaries.

10. If no specific development projects are associated with this proposal, will the proposal increase the potential for development of the property? If so, how?

No specific development projects are associated with this proposal. It is expected that small amounts of residential development will continue (unrelated to the proposed new community services district) and recreation and park development will occur when the new district becomes operational.

LAFCO will consider the person signing this application as the proponent of the proposed action(s). Notice and other communications regarding this application (including fee payment) will be directed at:

NAME: Granada Sanitary District

ADDRESS: 504 Avenue Alhambra, Third Floor
P.O. Box 335
El Granada, CA 94018

ATTN: Chuck Duffy, General Manager

PHONE: 650-726-7093



SIGNATURE OF PROPONENT: Granada Sanitary District
By Chuck Duffy, General Manager

D. AFFECTED PUBLIC AGENCIES

Please complete this section if this application is submitted by resolution of one or more affected public agencies. Certified copies of resolutions listed below must accompany this application.

- 1. The names and resolutions of agencies applying for the change of organization or reorganization described above are as follows:**
The Granada Sanitary District is applying for reorganization into a Community Services District (“CSD”) pursuant to the attached certified Resolution (Exhibit C).

AFFECTED AGENCY	RESOLUTION NO.	DATE ADOPTED
Granada Sanitary District	2013-03	04/18/2013

- 2. Does this application have 100 % consent of landowners in the affected area?**

Yes No (If Yes, include proof of consent.)

E. PLAN FOR PROVIDING SERVICES

- 1. Enumerate and describe the services to be extended to the affected territory.**
The affected territory is already provided with sewage and garbage disposal services by the Granada Sanitary District. The new Granada Community Services District will continue the sewage and garbage disposal services, and will additionally provide parks and recreation services for the unincorporated mid-coastside area within the newly formed District’s boundaries (except for parks and recreation and garbage services in areas of the GCSD inside the City of Half Moon Bay boundaries) as set forth in Exhibit A. Note that the proposed new GCSD park and recreation service boundary would not extend into the City of Half Moon Bay, but the new GCSD would look to collaborate with the City regarding park and recreation service in that area.
- 2. Describe the level and range of those services.**

If the Reorganization Project is approved, the reorganized Granada Community Services District would first involve stakeholders, including, but not limited to, District property owners, residents and school representatives in evaluation of ways to provide community and neighborhood recreational facilities and programs on existing District or other public properties. After noticed public meetings to involve the public, the reorganized District would evaluate (for example): planning for utilization/preservation of acreage currently owned by the District on the historical Burnham Strip; neighborhood benches, picnic tables and/or trails along the broad boulevard medians of El Granada (as originally intended in architect Daniel Burnham's design of El Granada); contracting or partnering with the County of San Mateo for community/neighborhood recreation use, management and/or maintenance of County-owned regional or parks such as Quarry Park and/or Mirada Surf parkland; partnering or contracting with the Cabrillo Unified School District and the City of Half Moon Bay; and contracting or

partnering with Midpeninsula Regional Open Space District for trails or other mutual-interest recreational uses; and other partnering options that may arise with other local agencies. The level and range of services to be ultimately provided would also be informed by the County studies and National Park and Recreation Facility Standards. In general, the level of services would be community and neighborhood parks and the range would include both active and passive recreation.

The GSD currently owns property in an area commonly known as the Burnham Strip. The property was purchased by the GSD for installation of a series of large underground storage pipes to be utilized by the sewer system during heavy rains. Because the pipes are located underground, the surface property could be made available for parks and recreation use by the public. For the near term, the initial range of park and recreational services will include general maintenance of this property to allow for passive recreation by the public. From a long term perspective, there are numerous opportunities for future expansion of parks and recreation services, including:

- Development of neighborhood parks along the broad avenues of El Granada, as originally intended in architect Daniel Burnham's design of El Granada.
- Partnering opportunities with the County of San Mateo for Quarry Park and/or the County owned Mirada Surf properties.
- Additional partnering opportunities with the Cabrillo School District and the City of Half Moon Bay.

The newly formed Granada Community Services District would take a phased approach to projects or added facilities. A portion of the District's property taxes would be allocated to parks and recreation services at the discretion of the District's Board of Directors in general accordance with a 5 year budget (see sample budget included as Exhibit B).

3. Indicate when those services can feasibly be extended to the affected territory.

The near term parks and recreation services by use of the District's Burnham Strip property outlined above can start immediately upon the formation of the proposed community services district, subject to completion of a publicly-noticed process involving input from stakeholders. Longer term parks and recreation projects will be developed over the course of the next several years based upon community input and finances available.

4. Indicate any improvements or upgrading of structures, roads, sewer or water facilities, or other conditions to be imposed or required within the affected territory.

No improvements noted above will be required within the affected territory as a result of this proposal. No structures, roads, or water or sewer facilities will need to be constructed or updated at this time. Structures including but not limited to pocket parks, picnic areas, a community center or restrooms for parks, will be built at a later date as needed, subject to community input and financial wherewithal.

5. Describe financial arrangements for construction and operation of services extended to the affected territory (Attach proposed operations budget if available). Will the territory be subject to any special taxes, charges or fees? (If so, please specify.)

If formed, the GCSD would have discretion to perform capital improvements to allow for recreational use as stated above. No new special taxes, charges, or fees are planned for parks and recreation (current sewer and garbage disposal fees will remain in place). It is proposed that a portion of the property taxes currently received by the Granada Sanitary District will be allocated for funding of the parks and recreation services. This shift of property tax funds to a non-enterprise governmental activity (as compared to an enterprise activity like the sanitary district) is in line with the State Legislature's stated intent to shift property tax revenues away from enterprise districts with the ability to levy fees for their services, and re-direct these property tax monies to local services such as parks and recreation which are not fee-driven. Currently the sewer services are partially funded with property tax and the amount of the property tax subsidizing sewer services will be reduced in order to fund park and recreation services. This will ultimately mean that sewer service rates may have to be increased if the GCSD is approved and significant park and recreation programs or improvements are implemented. Attached to this application as Exhibit B is a copy of GSD's current operating budget with a proposed sample 5 year budget for the added parks and recreation services.

6. In as much detail as required to give a clear explanation, explain why this proposal is necessary at this time.

There is a demonstrated need for community and neighborhood parks and recreation services and opportunities in the unincorporated Granada Sanitary District area. There have been numerous plans, surveys, community meetings, and reports completed over the past 30 years demonstrating this acute need for community and neighborhood parks and recreation services and opportunities time and again. (See Exhibits D-H). The County Board of Supervisors completed the Midcoast Recreational Needs Assessment in 2002, which spoke to the severe lack of community and neighborhood recreational services on the Midcoast. This study was followed up by the County's Summary of Midcoast Recreation Needs Report (based on input from several community meetings) issued in January 2007. It too reaffirmed the lack of adequate community and neighborhood parks and recreation services. Excerpts from the Summary Report include:

- The recommendations in the 2002 Mid-Coast Recreation Needs Assessment are still valid; the Mid-Coast still needs community and neighborhood parks.
- The coastsides areas within the unincorporated County still place a burden on the limited facilities in Half Moon Bay.
- Serving local needs also serve regional needs. Currently there is over-competition for limited recreational resources.
- Providing more parks in the community will help reduce existing traffic problems.
- There is a need for more restrooms, picnic areas, and water fountains throughout the Mid-Coast.

- Doing something immediately means doing something on lands that are already publicly owned.
- There are additional lands the community would like to see acquired and a need to prioritize what is achievable soonest.

The County's July 2007 Midcoast Action Plan for Parks and Recreation was prepared by the Midcoast Recreation Planning Team. Planning team members included representatives from the Half Moon Bay Parks & Recreation Commission, Cabrillo Unified School District, the Midcoast Community Council, the Midcoast Parklands, and two representatives from each of the Midcoast communities. The San Mateo County Parks Department assisted by guiding the process and implementation of the plan until a governance organization was determined. The 2007 Midcoast Action Plan's identified key park resources for recognized parks and associated areas which reflect expected or possible patterns of park development termed recreation resource areas in this report. These resources included:

Quarry Park / [POST]

Quarry Park is operated by Midcoast Park Lands in a partnership with the County and the Cabrillo School District. Quarry Park is virtually surrounded by POST []property and the two together have a long term potential as a trails and passive recreation park. The existing tot lot, improvements to the open meadow and proximity to a POST meadow area make the need for improved restroom facilities critical. This Park serves several needs for the local community of El Granada, as well as the Midcoast.

Neighborhood Parks

Areas with recreation structures and/or picnic tables and grass areas are an important component of neighborhoods. They are developed with neighborhood consensus and support.

o El Granada Avenues

The broad avenues in El Granada provide informal passive recreation opportunities today. These are representative of what could be an expanding number of community play sites serving local neighborhoods. Recreational use of these Avenues was identified in the original land use plan for El Granada prepared by Daniel Burnham.

School Recreation Resource Area

These schools serve as natural community centers for all types of activities on the Midcoast. The two elementary schools have play fields with potential to support organized recreational sports as well as provide grass areas for community recreation. Both schools are also adjacent to sites with potential as recreation sites for the community. This type of evolution will require focused community support.

o El Granada School / Upper Mirada Surf East

o Farallone View School / Corral de Tierra

Coastal Recreation Resource Area

These areas on either side of Highway 1 support coastal trails, beach use and place heavy parking demands on the area. This area is not a near term focus of this plan's

proposals, but will necessarily play a role in some form in parks and recreation on the coast.

o Burnham Strip

There is significant community interest in the community use of the Burnham Strip to provide a view shed to the oceans as well as a passive park area.

Ownership issues and perspectives of multiple groups make planning near term use of this area difficult.

(Exhibit F - Midcoast Action Plan for Parks and Recreation (July 2007), pp. 9-11.)

While each of these studies point to the need for action and identify potential solutions, there is no governmental entity comparable to the proposed GCSD which has the power to acquire property for community and neighborhood park and recreational purposes and provide local recreation and park facilities and services, which has an elected Board of Directors, and which has the ability to receive grants and levy taxes and assessments and otherwise provide for local park and recreational needs and funding in the Midcoast area. Moreover, a local district would be best able to ascertain the desires of local residents, respond to complaints and requests, focus on park issues and operations, move quickly to acquire available properties and develop a long range plan for Coastsides recreation. This reorganization proposal would be the most prompt and efficient means of providing public recreation facilities and community recreation services to the unincorporated Midcoast area, and is consistent with LAFCO policy because it merely adds powers to an existing district rather than forming a new single purpose special district.

Benefits of a Granada Community Services District include the following:

- A local district would be best able to ascertain the desires of local residents, respond to complaints and requests, focus entirely on park issues and operations, move quickly to acquire available properties and develop a long range plan for Coastsides recreation.
- A local district with its own staff and economic base would not place a burden on County staff or County economic resources.
- There is no existing entity providing park and recreation facilities in the area. The County's policy has been and continues to be to operate only regional park facilities.
- This shift of property tax funds to a Governmental activity (as compared to an Enterprise activity like the sanitary district) is in line with the State Legislature's stated intent to shift property tax revenues away from enterprise districts with the ability to levy fees for their services, and re-direct these property tax monies to local services such as parks and recreation which are not fee-driven. GSD will be able to use a portion of the property tax revenues it currently receives to fund the operations of a parks and recreation district. There is no other governmental agency on the midcoastside able to provide such funding.
- The Coastal Act requires coastal communities to have community parks to mitigate local reliance on beaches as the sole venue for recreational purposes.

- Adding parks and recreation powers to GSD aligns with LAFCo's stated goal of encouraging multi-purpose districts. The reorganization can also serve as a possible stepping stone to future consolidations with other midcoastside districts.

Exhibit A – Map of Boundaries for reorganized GCSD and amended SOI for same

Exhibit B – Sample Budget

Exhibit C – Resolution for Application to LAFCO

Exhibit D – 2002 San Mateo County MidCoast Park and Recreation Task Force Report

Exhibit E – Mid-Coast Recreational Needs Assessment (October 2002)

Exhibit F – Midcoast Action Plan for Parks and Recreation (July 2007)

Exhibit G – Midcoast Action Plan for Parks and Recreation – Focus on El Granada Needs
(January 2007)

Exhibit H – Update on Midcoast Park Planning and Improvements (August 2012)

For Exhibits D through H please visit: www.granada.ca.gov

Addendum to Application for Reorganization
(Granada Sanitary District)

Reorganization from Granada Sanitary District
To
Granada Community Services District

As part of above noted application submitted by resolution of the Granada Sanitary District as Applicant and Real Party in Interest, agrees to defend, indemnify, hold harmless, and release the San Mateo LAFCO, its agents, Commissioners, Executive Officer, attorneys, and employees from any claim, action, proceeding brought against any of them, the purpose of which is to attack, set aside, void, or annul the approval of this application or adoption of the environmental document which accompanies it. This indemnification obligation shall include, but not be limited to, damages, costs, and expenses, including attorney fees. The person signing this addendum to above noted application will be considered the proponent for the proposed action(s) and will receive all related notices and other communications.





	Date	<u>4/18/13</u>
_____	Date	_____
_____	Date	_____
_____	Date	_____

Exhibit A

Map of Boundaries for GCSD



Legend

-  City of Half Moon Bay
-  District Boundary (Proposed)
-  Parks & Rec Boundary (Proposed)

Granada Sanitary District Reorganization - MND
Proposed Project

Figure 3

Exhibit B

SAMPLE BUDGET

**SAMPLE GRANADA COMMUNITY SERVICES DISTRICT
5 YEAR BUDGET**

	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>	<u>FY 2017/18</u>
Sewer Service Charge	\$402	\$402	\$450	\$470	\$490	\$510
ERU's connected	3,126	3,131	3,136	3,141	3,146	3,151
	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>
<u>SEWER SYSTEM OPERATING REVENUES</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>
1 . Property Tax Allocation	\$480,000	\$430,000	\$380,000	\$330,000	\$280,000	\$230,000
2 . Annual Sewer Service Charges	\$ 1,257,000	\$ 1,259,000	\$ 1,411,000	\$ 1,476,000	\$ 1,542,000	\$ 1,607,000
3 . Reim. from A.D. - Salary and Overhead	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
4 . Recology of the Coast Franchise Fee	\$18,000	\$18,000	\$18,000	\$18,000	\$18,000	\$18,000
5 . Miscellaneous	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000
TOTAL REVENUES	\$1,776,000	\$1,728,000	\$1,830,000	\$1,845,000	\$1,861,000	\$1,876,000

Budget Revenue Assumptions:

- 1 . 3,126 ERU's of sewer service charge for FYE 2013, increasing by 5 connections per year
- 2 . Sample allocation of property taxes to Parks and Recreation services increases each year by \$50,000.

**SAMPLE GRANADA COMMUNITY SERVICES DISTRICT
5 YEAR BUDGET**

SEWER SYSTEM OPERATING EXPENDITURES

	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>	<u>FY 2017/18</u>
<u>OPERATIONS</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>
1 . SAM General (Treatment and Admin.)	\$949,473	\$949,473	\$949,473	\$949,473	\$949,473	\$949,473
2 . SAM Collections	\$232,527	\$237,178	\$241,921	\$246,760	\$251,695	\$256,729
3 . Plant Shortfall Debt Service (COP)	\$94,000	\$94,000	\$94,000	\$94,000	\$94,001	\$94,002
Sub-Total Operations Expenditures	\$1,276,000	\$1,280,651	\$1,285,394	\$1,290,233	\$1,295,169	\$1,300,204

**SAMPLE GRANADA COMMUNITY SERVICES DISTRICT
5 YEAR BUDGET**

SEWER SYSTEM ADMINISTRATION EXPENDITURES

	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>	<u>FY 2017/18</u>
<u>ADMINISTRATION</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>
1 . Accounting	\$2,000	\$2,040	\$2,081	\$2,122	\$2,165	\$2,208
2 . Auditing	\$8,000	\$8,160	\$8,323	\$8,490	\$8,659	\$8,833
3 . Copier Lease	\$5,400	\$5,508	\$5,618	\$5,731	\$5,845	\$5,962
4 . County Tax Roll Charges	\$4,000	\$4,080	\$4,162	\$4,245	\$4,330	\$4,416
5 . Directors' Compensation	\$10,000	\$10,200	\$10,404	\$10,612	\$10,824	\$11,041
6 . Education & Travel Reimbursement	\$2,000	\$2,040	\$2,081	\$2,122	\$2,165	\$2,208
7 . Employee Salaries	\$95,000	\$96,900	\$98,838	\$100,815	\$102,831	\$104,888
8 . Employee Medical, Payroll Taxes, and Retirement	\$47,000	\$47,940	\$48,899	\$49,877	\$50,874	\$51,892
9 . Engineering Services (General)	\$20,000	\$20,400	\$20,808	\$21,224	\$21,649	\$22,082
10 . Insurance	\$8,000	\$8,160	\$8,323	\$8,490	\$8,659	\$8,833
11 . Legal Services	\$60,000	\$61,200	\$62,424	\$63,672	\$64,946	\$66,245
12 . Memberships	\$10,000	\$10,200	\$10,404	\$10,612	\$10,824	\$11,041
13 . Newsletter	\$2,500	\$2,550	\$2,601	\$2,653	\$2,706	\$2,760
14 . Office Lease	\$48,000	\$48,960	\$49,939	\$50,938	\$51,957	\$52,996
15 . Office Maintenance and Repairs	\$2,000	\$2,040	\$2,081	\$2,122	\$2,165	\$2,208
16 . Office Supplies	\$5,500	\$5,610	\$5,722	\$5,837	\$5,953	\$6,072
17 . Professional Services - Other	\$65,000	\$66,300	\$67,626	\$68,979	\$70,358	\$71,765
18 . Publications & Notices	\$3,500	\$3,570	\$3,641	\$3,714	\$3,789	\$3,864
19 . Utilities	\$7,000	\$7,140	\$7,283	\$7,428	\$7,577	\$7,729
20 . Video Taping of Board Meetings	\$3,000	\$3,060	\$3,121	\$3,184	\$3,247	\$3,312
21 . Computers	\$5,000	\$5,100	\$5,202	\$5,306	\$5,412	\$5,520
22 . Lateral Repairs	\$40,000	\$40,800	\$41,616	\$42,448	\$43,297	\$44,163
23 . System Investigation	\$30,000	\$30,600	\$31,212	\$31,836	\$32,473	\$33,122
24 . Flow metering	\$30,000	\$30,600	\$31,212	\$31,836	\$32,473	\$33,122
25 . Miscellaneous	\$5,000	\$5,000	\$5,000	\$5,000	\$5,001	\$5,002
Sub-Total Administration Expenditures	\$517,900	\$528,158	\$538,621	\$549,294	\$560,180	\$571,285
SEWER SYSTEM TOTAL OPERATING EXPENDITURE	\$1,793,900	\$1,808,809	\$1,824,015	\$1,839,526	\$1,855,349	\$1,871,489
NET TO/(FROM) SEWER SYSTEM RESERVES	(\$17,900)	(\$80,809)	\$5,985	\$5,474	\$5,651	\$4,511

**SAMPLE GRANADA COMMUNITY SERVICES DISTRICT
5 YEAR BUDGET**

	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>	<u>FY 2017/18</u>
	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>
<u>SEWER SYSTEM NON-OPERATING REVENUES</u>						
1 . Interest on Reserves	\$12,300	\$12,300	\$12,300	\$12,300	\$12,300	\$12,300
2 . Connection Fees	\$18,800	\$18,800	\$18,800	\$18,800	\$18,800	\$18,800
3 . SAM Refund from Prior Year Allocation	\$101,000	\$86,000	\$71,000	\$56,000	\$41,000	\$26,000
4 . Repayment of Monies Advanced to the Assessment District	\$135,000	\$135,000	\$135,000	\$135,000	\$135,000	\$135,000
5 . ERAF Refund from Prior Year	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
SEWER SYSTEM TOTAL NON-OPERATING REVENUE	\$317,100	\$302,100	\$287,100	\$272,100	\$257,100	\$242,100

Budget Revenue Assumptions:

- 1 . 0.38% Interest on average yearly reserve

SEWER SYSTEM CAPITAL PROJECTS AND RESERVE FUND BALANCE

	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>	<u>FY 2017/18</u>
	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>
<u>SEWER SYSTEM CAPITAL PROJECTS</u>						
1 . Mainline System Repairs and Investigation	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
2 . Sewer Main Replacement CIP	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000
3 . SAM - Projects - Bio-Solids	\$14,750	\$14,750	\$14,750	\$14,750	\$14,750	\$14,750
TOTAL CAPITAL IMPROVEMENT PROJECTS	\$224,750	\$224,750	\$224,750	\$224,750	\$224,750	\$224,750

SEWER SYSTEM CAPITAL RESERVE FUND

1 . Beginning Balance on July 1	\$3,444,000	\$3,518,450	\$3,514,991	\$3,583,326	\$3,636,150	\$3,674,151
2 . Capital Projects	(\$224,750)	(\$224,750)	(\$224,750)	(\$224,750)	(\$224,750)	(\$224,750)
3 . Transfer (to)/from Operating Budget	(\$17,900)	(\$80,809)	\$5,985	\$5,474	\$5,651	\$4,511
4 . Transfer (to)/from Non-Operating Revenues	\$317,100	\$302,100	\$287,100	\$272,100	\$257,100	\$242,100
SEWER SYSTEM RESERVE AT END OF FISCAL YEAR	\$3,518,450	\$3,514,991	\$3,583,326	\$3,636,150	\$3,674,151	\$3,696,012

**SAMPLE GRANADA COMMUNITY SERVICES DISTRICT
5 YEAR BUDGET**

	<u>FY 2012/13</u>	<u>FY 2013/14</u>	<u>FY 2014/15</u>	<u>FY 2015/16</u>	<u>FY 2016/17</u>	<u>FY 2017/18</u>
	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>	<u>Budget</u>
<u>PARKS AND RECREATION OPERATING REVENUES</u>						
1 . Property Tax Allocation	\$0	\$50,000	\$100,000	\$150,000	\$200,000	\$250,000
2 . Miscellaneous	\$0	\$0	\$0	\$1,000	\$1,000	\$1,000
TOTAL REVENUES	\$0	\$50,000	\$100,000	\$151,000	\$201,000	\$251,000
<u>PARKS AND RECREATION OPERATING EXPENDITURES</u>						
1 . SAMPLE Operating expenses						
a. Partner with County on maintenance of Quarry Park	\$0	\$0	\$10,000	\$11,000	\$12,000	\$13,000
b. Partner with Cabrillo Unified on field maintenance	\$0	\$0	\$10,000	\$11,000	\$12,000	\$13,000
c. Partner with Half Moon Bay on parks and recreation programs	\$0	\$0	\$30,000	\$35,000	\$40,000	\$45,000
d. Maintenance of District's portion of Burnham Strip property	\$0	\$0	\$5,000	\$6,000	\$7,000	\$8,000
5 . Miscellaneous	\$0	\$0	\$0	\$1,000	\$1,000	\$1,000
TOTAL EXPENDITURES	\$0	\$0	\$55,000	\$64,000	\$72,000	\$80,000
NET TO/(FROM) PARKS AND RECREATION RESERVE	\$0	\$50,000	\$45,000	\$87,000	\$129,000	\$171,000
<u>PARKS AND RECREATION CAPITAL RESERVE FUND</u>						
1 . Beginning Balance on July 1	\$0	\$0	\$50,000	\$95,000	\$182,000	\$311,000
2 . Capital Projects	\$0	\$0	\$0	\$0	\$0	\$0
3 . Transfer (to)/from Operating Revenues	\$0	\$50,000	\$45,000	\$87,000	\$129,000	\$171,000
PARKS AND RECREATION RESERVE AT FYE	\$0	\$50,000	\$95,000	\$182,000	\$311,000	\$482,000

