

# MONTEREY COUNTY

## RESOURCE MANAGEMENT AGENCY

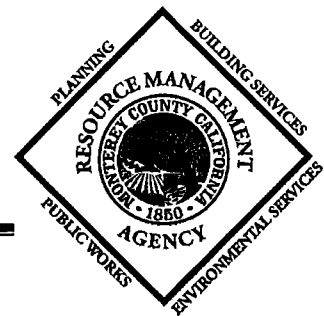
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June 19, 2015

Teri Wissler Adam, Contract Project Manager

City of Seaside

Resource Management Services

440 Harcourt Avenue

Seaside, CA 93955

Subject: Monterey Downs Draft EIR Comments (SCH# 2012091056; REF#150023)

Dear Ms. Wissler Adam;

Monterey County land use departments have reviewed the subject Draft EIR as it pertains to impacts on County services, and for overall completeness to be able to rely on this document for County actions as a Responsible Agency (e.g.; annexation, land disposition). We offer the following comments:

### **General Comments**

#### Mitigation Measures

Some of the proposed mitigation measures contain references to City ordinances and general plan policies. Ordinances and policies can lessen potential environmental impacts, but they are not mitigation measures. Mitigation measures could also suggest recommended changes to proposed ordinances/policies. Each mitigation measure should include success criteria (expected outcome of the mitigation), timing and responsible parties.

#### **Section 4.11 Population and Housing**

County of Monterey population is out of date using 2010 census. Growth rate of 3.3 percent and Table 4.11.1 is not current. Table 4.11-4 Employment Sectors (2010) is not reflective of accurate employment sectors as it is based on data from June 11, 2008.

#### **Section 4.12 Fire Protection**

The DEIR correctly acknowledges that the East Garrison fire station is planned, but not built. We request that the DEIR include discussion about response times when this station is built. We suggest receiving/referencing input from the Monterey County Regional Fire Protection District about its ability to respond, either as direct providers or as mutual aid providers.

Mitigation measures to render the fire protection impact “less than significant” include FP-1: preparation of a Fire Services Plan and FP-2: adoption of a DDA providing for fees to cover the cost of providing services. Fees are to be negotiated. County is not able to determine if the proposed mitigation will result in a “less than significant level” impact based on the information provided. The DEIR should assess specifically what is needed and the estimated cost for providing the necessary fire protection services to determine if the proposed mitigation is adequate to conclude that the project’s impact would be rendered “less than significant.”

#### **Section 4.13 Police Protection Services**

The DEIR concludes that additional police resources, including staff and facilities will be required. Mitigation measures to bring the project to a “less than significant level” require the preparation of a Police Services Plan and adoption of DDA providing for the developer to pay impact fees to offset the additional costs. County is not able to determine if the proposed mitigation will result in a “less than significant level” impact based on the information provided. The DEIR should assess what is needed and the estimated cost for providing all public safety related services to determine if the proposed mitigation is adequate to conclude that the project’s impact would be rendered “less than significant.” This assessment needs to include public safety related activities such as jails and courts.

#### **Section 4.14 Schools**

Table 4.14-2 appears to be inconsistent with the statement on Page 4.14-5. The Table indicates the Seaside High School is over capacity. The statement indicates that Seaside High School has capacity. Please clarify this item.

#### **Section 4.16 Parks and Recreation**

On Page 4.16-9 there is a discussion about the availability of the FORA Caretaker Fund to fund trail related maintenance. The availability of these funds is deemed to render the project impact “less than significant”. However, FORA staff has indicated that this fund is not available for maintenance of the trails. The trails are all located within the County so the impact associated with this development needs to identify how trail maintenance is funded if the development that would have generated revenue for the County to maintain open space and trails is annexed into the City. The County requests that the DEIR discussion of the Fort Ord Recreation and Habitat Area Plan (FORHA) be modified to reflect that no funds are currently available for trail maintenance and assess the impact of this development.

The project description provides enough park dedication to mitigate its impact. However, there is no discussion about how the maintenance costs of these new facilities will be funded. Unfunded maintenance costs could be significantly affect the ability to provide public services. It is unlikely that General Fund revenue increases would cover the additional costs, along with other service costs. Special taxes or assessments could reduce the impact.

#### **Section 4.17 Traffic and Circulation**

- **General Comments.**

- The County Level of Service (LOS) standard is D. Various County facilities in the DEIR have a reported LOS standard of C or the LOS is reported as less than D but not identified as an impact.
- The trip generation assumes a high internal capture rate. This is not supported by the proposed land uses. This analysis needs to be clarified and revised.

- The intersections of Reservation /East Garrison and Reservation /Inter-Garrison are not analyzed in the current year scenario. These intersections have been signalized and are operating today.
- The project's interim and cumulative analysis assumes the completion of the Eastside Parkway. Therefore, assurances need to be made that construction of the roadway is complete prior to the project moving forward. If not, the interim effects need to be described.
- **Existing Roadway Network.**
  - Reservation Road is a County-maintained road from the Marina City limits to SR-68. Within this road segment Reservation Road is a 4-lane arterial facility from the Marina City limit to East Garrison Road, and transitions to a 2-lane rural facility from East Garrison to SR-68. Classification of these road segments in the analysis must be revised and analyzed as such.
  - Currently there are Class II bike lanes on Blanco Road. These are not identified in the EIR.
  - The analysis on SR-156 shows an existing LOS of A or B, depending on the segment. The same roadway was recently analyzed in the Route 156 West Corridor Final EIR/EA, and the existing LOS was estimated to be in the D to F range, depending on the segment. The Monterey Downs analysis needs to be reviewed and changes made.
- **Traffic Analysis Methodology.**
  - The following roadway segments should be analyzed in the study:
    - Blanco Road from Reservation Road to Davis Road.
    - Inter-Garrison Road from 8<sup>th</sup> St to Reservation Road (the discussion should identify the existing conditions as well as the planned widening of Inter-Garrison Road).
    - Davis Road from Reservation Road to Hwy 183.
  - The following intersection should be analyzed in the study:
    - Reservation Road and Blanco Road.
- **Level of Service methodology.**
  - Pg. 4.17-21. Roadway Segment Methodology. The analysis mentions that the Urban Arterial methodology was used to perform roadway segment LOS. However, the County roads included in the analysis are rural. Therefore, the analysis will need to use the methodology for Rural Road instead of Urban Arterial methodology to yield accurate results.
- **Existing Conditions.**
  - Existing Traffic Volumes.

Pg. 4.17-21. Traffic counts were taken during weekdays such as Thursday, March 8<sup>th</sup>, 2012 and Tuesday, April 9<sup>th</sup>, 2013. However, many of the project's events will occur during weekends. Therefore, to adequately determine all of the project's potential impacts, the study will also need to include and analyze weekend traffic.

- **Existing LOS.**
  - Figures 4.17-6c and 6d appear to be identical.
  - Table 4.17-6. Int #48 Blanco/Davis is County Maintained.
- **Regulations Setting.**
  - Pg. 4.17-45. Monterey County's regulatory settings are missing. The study needs to elaborate.
- **Impact and Mitigations Measures.**
  - Table 4.17-24. Reservation Road is a 4 lane arterial roadway, not 4-lane expressway.

#### **SPECIFIC PLAN/ANNEXATION:**

- **Annexation of Roadways - Eastside Parkway, Parker Flats Road/8<sup>th</sup> Avenue, and Eucalyptus Roads.**
  - Several sections of roadways along the perimeter of and adjacent to the specific plan area are not included within the proposed annexation boundaries. These sections of roadways are (see attached map):
    - Eastside Parkway along the north perimeter of the equestrian area;
    - Parker Flats Road/8<sup>th</sup> Avenue, located in the northern area of the MPC EVOC site; and
    - Eucalyptus Road along the east and south perimeter of the Veterans Cemetery area.
  - Based on the Illustrative Plans for both the Monterey Downs and Horse Park, and the Veterans Cemetery, these perimeter roadways provide access to areas within the specific plan boundaries and connectivity to other areas and neighborhoods within the City of Seaside. Including the full right-of-way of the roadways, along with all the areas between the proposed specific plan boundary and the outer road-right-of ways (as highlighted on attached exhibit), in the annexation would better serve the specific plan areas and the City of Seaside by allowing them to coordinate directly in developing, permitting, and constructing the circulation network and infrastructure needed for both the Project and the City.
- **Trail and Open Space Connectivity**
  - The Fort Ord Recreational Habitat Area (FORHA) Trail Master Plan includes a trail system throughout the unincorporated area directly adjacent to the east of the Project site. The Illustrative Plans for the Project are unclear regarding how the Project incorporates the Trail Master Plan. The Project needs to provide connectivity to the trail system in FORHA Trail Master Plan.

#### **Section 4.19 Water**

Wastewater flow rates are shown in millions of gallons per day whereas the water use demand is shown in acre feet per year. By calculating both figures to be the same unit of measurement, the water section states the overall demand is 852.5 acre feet per year and yet the project is slated to send 1,475 acre feet per year to the wastewater treatment plant. The EIR needs to explain how 42% more wastewater (output) can be generated than the overall water demand (input).

Please provide a clearer supporting statement explaining how this project has a sustainable water supply for the future if approved. Mitigation measure W-1, ensures permits are not issued when no water is available. However, in order to conclude that the impact is less than significant, mitigation needs to be provided that assures water demand for the development will not exceed actual available water.

Phases 1-4 are deemed less than significant because the water demand for these phases is within the available amount. Table 4.19-4 of the Draft EIR assumes 187.5 afy of the County water allocation will be transferred to the project site. On the basis of this assumption, the Draft EIR concludes that the project would have a less than significant impact concerning potable water demand (DEIR, p. 4.19-23). We recommend further analysis in light of the fact that the County has not yet made a decision whether or how much water to allocate to the project.

By way of background, the U.S. Army originally developed capacity to deliver 6,600 afy from groundwater wells. When the Army closed the base, it retained 1,577 afy to serve Army-retained housing areas on Fort Ord (POM Annex), and transferred to FORA the right to allocate the remainder to local jurisdictions. In 1998 the FORA Board of Directors approved an allocation plan for this water which included a “strategic reserve” of 413.5 afy and a 535 afy allowance for “line loss”. The County initially received an allocation of 545 afy under this plan. On October 9, 19, 1998, the FOR A Board augmented the amount, resulting in a total allocation to the County of 560 afy as of 1998.

In 1998 the FORA Board also approved “loans” of 150 afy from the “strategic reserve” to several jurisdictions, including the County. In 2007 the FORA Board of Directors approved a resolution making these allocations permanent. Consequently, as of 2007, the County had a total available allocation of groundwater for development on Fort Ord of 710 afy. Of that amount, the County has already allocated approximately 527.2 afy which leaves approximately 182.8 afy remaining to allocate.

Monterey County will rely on this EIR for our actions such as water allocation. The discussion in the EIR should reflect:

- The Board of Supervisors has not yet considered or made a decision to allocate its water allocation to this Project.
- County assigning all of the remaining water allocation to this project would mean that there would be no other water available for development or activities on County lands on the former Fort Ord until/unless a new water source is identified, which could have implications for other effects such as land use, traffic, and recreation that need to be identified and evaluated.
- Impacts and mitigation if the County does not allocate any of its remaining allocation to the project.

A separate letter from the Board of Supervisors to the City provides clarification on the status of this matter and requests that the discussion in the EIR clarify that the determinations as to conveyance of County's interest in land or its water allocation have not been made.

The DEIR discusses the use of recycled water. The Monterey County Environmental Health Bureau (EHB) is in full support of irrigation utilizing non-potable water. Recycled water is a beneficial re-use of wastewater and when maintained and distributed properly, the potential for negative health impacts is minimized. The DEIR states that the HOA for the residential units will maintain the recycled water system. As the local health agency responsible for ensuring a cross-connection control program is in place to protect the public water supply from contamination, the Monterey County EHB is not in agreement that the HOA is an appropriate entity to maintain any portion of the recycled water system. The governance of such a large complex system should be owned and operated by an entity with the Technical, Managerial, and Financial (TMF) capacity and resources to properly manage such a system. EHB recommends that the system be owned and operated by the City of Seaside or a utility company that has proper TMF capacity.

#### **Section 4.18 Wastewater**

The wastewater generation flow factor for single family dwellings does not appear to be a realistic value. The average wastewater generation per home has been decreasing with water conservation; however, the 106 gallons per day per home is well under the actual average. Based on 3 occupants per dwelling unit this would equate to 35.3 gallons per capita per day. The MRWPCA 40 Year Wastewater Flow Projections calculation of actual average flow is 69 gallons per capita per day. Using this number, a dwelling unit with 3 occupants would be 207 gallons per day. Please provide valid verifiable data upon which the DEIR's projected wastewater flow per home is based. Please explain why the DEIR's per home flow projections are more appropriate than the MRWPCA 40 year flow projections. As such, the addition of 100 gallons per day per unit could increase the wastewater generation by upwards of 150 thousand gallons per day and would seem to exacerbate the discrepancy noted in the Water comment section above.

#### **Solid Waste - Manure Management**

Manure accumulation and management has not been thoroughly reviewed through the DEIR. The specific plan mentions that manure management would be facilitated. The hydrology section discusses manure in regards to runoff and storm water. The focus of this discussion is on offsite surface water quality impacts. However groundwater impacts also need to be considered. Concentrated Animal Feeding Operations requirements are outlined but there is not adequate discussion of how this will actually be done for this project. The solid waste section of the DEIR does not address the anticipated volume of waste generated (manure and contaminated bedding), method and time frame of continual disposal off-site or other mitigation, and necessary controls for vector and odors. The EIR should discuss control measures to ensure that proper manure management is continually maintained. The location for disposal or composting needs to be evaluated (including traffic if applicable). If onsite composting is proposed, adequate CEQA analysis needs to be done with the project and as early as possible in the planning stages. The manure management plan should incorporate an appropriate mechanism to allow for public comment of neighbors and or public to assess compliance.

Additionally, the County Environmental Health Bureau recommends that the manure management regulations from CalRecycle be incorporated at this time as many of these

requirements could affect the big picture design/layout of grading and drainage plans. For more information please see: <http://www.calrecycle.ca.gov/laws/regulations/title27/ch7s2345.htm>

#### Refuse & Recycling

Mitigations should be incorporated to ensure that Public Resources Code Chapter 12.7, Large Venue Recycling requirements are met. These regulations ensure that recycling is available and convenient to the public attending large venues and events, while promoting planning for recycling at those locations during design and operation. The law requires that local cities and counties report on progress with waste reduction and recycling at the top 10% of large venues and special events in their annual solid waste and recycling reporting to the State. The EIR should address the Waste Reduction Planning required for the large venues and special events proposed with the project.

Thank you for the opportunity to review the Draft EIR. Monterey County has no further comments on this document.

Sincerely,



Mike Novo

Director of Planning

Monterey County Resource Management Agency

Attachments: Circulation Network Map

Table – Water Allocations to Projects in Unincorporated Area





Monterey County Resource Management Agency WATER ALLOCATION TO PROJECTS IN UNINCORPORATED AREA 6/15/2015			
Project	Groundwater (710 afy)	Recycled (134 afy)	Total (844 afy)
<u>Approved Allocations</u>			
East Garrison development <sup>1</sup>	395.0	75.0	470.0
MPC EVOC <sup>2</sup>	32.5	20.0	52.5
Ord Market Lease <sup>3</sup>	1.5	-	1.5
County Office - 2616 1st Ave.	1.0	-	1.0
Veterans Cemetery <sup>4</sup>	2.2	-	2.2
Total Allocated to Date	432.2	95.0	527.2
<b>BALANCE AVAILABLE</b>	<b>277.8</b>	<b>39.0</b>	<b>316.8</b>
<sup>1</sup> Resolution 05-268, Oct 4, 2005. Development is required to install dual pipe system, but there is no formal requirement that EG use reclaimed water. MCWD is not planning to construct pipeline to deliver recycled water to EG.			
<sup>2</sup> Agreement Regarding Public Safety Officer Training Facilities, Oct 22, 2002, pgh 4.e, pgh 11. Agreement requires MPC to use recycled water where feasible when available, but no estimates have been made to date. (Staff anticipates this development will require substantially less than this amount of water allocation.)			
<sup>3</sup> Lease Agreement, Sept 6, 2006, pgh 7.13			
<sup>4</sup> Central Coast Veterans Cemetery MOU, April 28, 2009			
<u>Possible Future Considerations for Water Allocation</u> MST Corp Yard on Gigling Rd Travel Camp Property devel FORHA (trailhead restrooms) Laguna Seca Annex devel Ord Market comm'l devel UC-MBEST Temporary Ag Use NEC Blanco Rd/Reservation Rd Monterey Downs/Monterey Horse Park			