

LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY

City of Marina 2011 Municipal Service and Sphere of Influence Review

Adopted on January 24, 2011

INTRODUCTION

This report provides information about the municipal services and Sphere of Influence boundaries of the City of Marina. It is for use by the Local Agency Formation Commission in conducting a statutorily required review and update process.

State law requires that the Commission conduct periodic reviews and updates of the Sphere of Influence of each city and district in Monterey County (Government Code section 56425(e)). A Sphere of Influence is the probable extent of the City's boundary and service area. The Sphere is an important tool used by LAFCO to encourage the orderly formation and growth of local government agencies, preserve open space and agricultural lands, discourage urban sprawl, and encourage the efficient provision of services. The law also requires the Commission to update information about municipal services before adopting Sphere updates (Government Code section 56430).

In 2009, the Commission adopted a comprehensive work program to carry out these requirements. The Commission's current focus of review is the seven cities on the Monterey Peninsula.

The analysis, conclusions, and recommendations in this report were prepared with information provided by, and in consultation with, the City of Marina. Data sources, including a detailed survey completed by the City, Elements of the City's General Plan, and the adopted Fiscal Year 2010-11 budget, are available for review in the office of LAFCO.

EXECUTIVE SUMMARY

Part One of this report contains information about the municipal services provided by the City of Marina. Information has been gathered about the capacity of services, the ability to provide

services, the accountability for service needs, and the efficiency of service provision. The information is organized by six statutory determinations that need to be made by the Commission. All of these determinations can be made for the City of Marina. The Executive Officer recommends that the Commission conduct a public hearing and adopt the updated service review information for the City of Marina. A draft Resolution will be prepared that supports this recommendation.

Part Two of the report reviews the Sphere of Influence of the City of Marina. The review corresponds to four statutory determinations that need to be made for a Sphere update. Exhibit A is a map of the City's currently adopted City limits and Sphere of Influence. Marina's Sphere of Influence was adopted by LAFCO in 1982 and amended in 1985. There have been no Sphere changes and no annexations since that time. The adopted Sphere consists of the City's municipal boundaries and two unincorporated areas. Lands within the City limits contain about 5,740 acres.¹ Lands in the unincorporated Sphere are: 1) about 1,500 acres north of the voter-adopted Urban Growth Boundary and 2) about 1,250 acres of the former Fort Ord, generally located between Imjin Parkway, Reservation Road, and Inter-Garrison Road.

In 2000, the City Council approved a comprehensive General Plan. Also that year, the Marina voters adopted an Urban Growth Boundary Initiative. The initiative encourages efficient growth patterns and concentrates future development within, and adjacent to, existing developed areas. The 2000 General Plan identified three possible areas for expansion of the City's Sphere of Influence. Some of those areas are no longer being considered for expansion, but the City is continuing to consider one or more possible Sphere updates. Because the City is not yet ready to formally initiate a Sphere proposal, the Executive Officer recommends that the Commission affirm the currently adopted Sphere of Influence (Exhibit A) for Marina with no changes at this time. A draft Resolution will be prepared that supports this recommended action.

PART ONE: MUNICIPAL SERVICE REVIEW

In 2007, the Local Agency Formation Commission of Monterey County conducted the first Municipal Service Review of the City of Marina. This report presents a brief update. The information is organized by six determinations that need to be made for a municipal service review:

1. Growth and Population Projections for the Affected Area

In 1990, prior to the closure of the former Fort Ord, the City of Marina's population was approximately 26,430. By the year 2000, following closure, the population had declined to approximately 18,925. The City's population growth was relatively flat for the next 10 years. In 2010, the City's population was estimated by the California Department of

¹ This excludes the portion of the City that extends into Monterey Bay.

Finance² at 19,445, a 2.7% increase over 2000.

The Association of Monterey Bay Area Governments (AMBAG) prepares population forecasts for the region. Marina's current estimated population is expected to increase to approximately 30,130 in 2025 (a 54.9% increase), and approximately 32,940 in 2035 (a 59.4% increases). These dramatic increases are primarily associated with the planned development of housing on the former Fort Ord.

AMBAG projects that the number of jobs in the City will increase from 3,253 in 2005 to 4,273 in 2025 and 4,696 in 2035.

2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, including Infrastructure Needs or Deficiencies

The comprehensive General Plan for the City of Marina was adopted in October 2000. The Community Infrastructure Element addresses the City's ability to provide for its physical infrastructure needs and public services. This Element addresses five service areas: transportation, water supply and management, storm water drainage, wastewater management, and solid waste management. It includes policies to ensure that the provision of services does not negatively affect natural resources or the quality of life of Marina residents.

Marina annually reviews the present and planned capacity of public facilities and the adequacy of services, including infrastructure needs and deficiencies, through the City's Annual Budget process, and adoption of a Capital Budget and Capital Improvement Program. The City Council's review and update of these documents ensures that city services, facilities, and infrastructure will address existing demands and projected growth.

The City of Marina is directly responsible for providing a variety of public services and facilities, including: fire protection/emergency medical response; law enforcement and police; recreation; resource conservation; airport; street construction; street maintenance; street lighting; street sweeping; landscaping and landscape maintenance; traffic signals; storm drain maintenance, and surface water disposal/flood control.

The City's FY 2010-11 Capital Improvement Program includes funding for roadway and intersection improvements, streetlight LED replacement, and community center building improvements. Additional design and construction work is anticipated for parking lot lighting improvements at City Hall and pavement repairs at the City Hall annex. Building rehabilitation and park improvements are underway at Vince DiMaggio Park. The City is preparing a Project Study Report for the Highway 1/Imjin Parkway and the Highway 1/Del Monte Boulevard interchanges.

² California Department of Finance, Table 2: E-4 Population Estimates for Cities, Counties, and State, 2001-2010, with 2000 Benchmark

In 2010, the City secured \$478,000 in federal stimulus grant funding to renovate an old Army fire station at Marina Municipal Airport to serve as a temporary second station. The Army station was transferred to the City, along with the airport, when Fort Ord closed. Planned station renovations include the construction of a kitchen, new bathrooms, and individual sleeping quarters for four people.

The City has a separate Capital Improvement Program for the operation and maintenance of the Marina Municipal Airport. Airport capital projects are generally funded with grants received from the Federal Aviation Administration, rental revenue from the leasing of hangers and onsite facilities, and most recently through stimulus grants associated with the American Recovery and Reinvestment Act.

The City is also preparing a Sidewalk Management System and Parks Master Plan and Parks and Recreation Implementation Plan to coordinate capital improvements.

The national economic downturn has slowed or deferred major development projects in Marina's former Fort Ord area. In turn, the City has deferred maintenance or improvements to the municipal infrastructure system, including streets. The City has adequate park acreage for its residents, but lacks sufficient funding for sports fields and other recreation services. Significant reductions in City staffing levels have been implemented, and reduce the City's ability to provide services and plan for priorities.

3. Financial Ability of Agency to Provide Services

The City of Marina has experienced a significant reduction in revenues and services due to the downturn in the economy and the state budget deficit. In his Fiscal Year 2010-11 budget message, the City Manager emphasized the need for the City to consider steps and actions to create new revenues. He emphasized the need for these new revenues to be diversified, efficient, and sustainable, in order to continually and adequately finance City services.

The City's Fiscal Year 2010-11 budget includes fiscal goals to enhance the City's fund balances. These goals include:

- Preserving funding for core services of police, fire, and recreation, and cultural services;
- Maintaining fiscal control to further reduce expenditures and continue vigilance and scrutiny of all proposed expenditures;
- Maintaining a sustainable and efficient fiscal and economic base through continuing economic development and redevelopment of key development areas and projects,³ and

³ For example, in 2009, the Dunes Regional Retail Center contributed approximately \$720,000 in sales tax revenue, which accounted for 40% of the City's total sales tax revenue. This revenue would be enough to fund approximately five police officers or firefighters or fund 70% of the City's Recreation and Cultural Services budget.

- Continuing proactive efforts to obtain American Recovery and Reinvestment Act Stimulus Grants and other grant funding.

In the amended Fiscal Year 2010-11 budget (revised as of September 2010), the estimated beginning General Fund⁴ balance was \$9.5 million with estimated annual revenues of \$13.7 million and expenditures of \$15.5 million. The largest City General Fund expenditures are for police (45%), fire (16%), and recreational & cultural (6%) services. The fund balance is projected to be \$7.7 million at the end of the fiscal year.

The top five General Fund sources of revenue for FY 2010-11, and their share of total General Fund revenues, net of transfer, are property tax in lieu of vehicle license fees (19%), sales tax (16%), property tax (15%), transient occupancy (hotel) tax (11%), and franchise tax (5%).

Importantly, in November 2010, the electorate passed two ballot measures to preserve funding for core city services. Measure M will add a temporary 1% transaction and use tax from April 2011 through March 2016, with the potential to annually provide \$1.8 million in additional revenue. Measure N will increase the transient occupancy tax by 2%, yielding an estimated \$250,000 in additional tax revenues per year for a five year period.

Policies in the City's General Plan address the provision and funding of adequate urban services. Unless the City identifies a community-wide benefit, the cost of the public facilities and services needed for new development must be borne by the development. The City uses impact fees and conditions of approval to ensure adequate funding is obtained to serve development projects.

4. Status of, and Opportunities for, Shared Facilities

The City of Marina Fire Department cooperates with other agencies in seeking regional grants, in joint purchasing and other programs, and in the sharing of various services. The City has automatic aid agreements with the Presidio of Monterey Fire Department⁵, North Monterey County Fire Protection District and the Monterey County Regional Fire Protection District. The City fire department is part of the California Master Mutual Aid Agreement and Monterey County Mutual Aid Agreement. Marina is part of the Monterey County 9-1-1 system. In 2006, the Cities of Marina and Seaside conducted a study of the potential merger of the two municipal fire departments. Marina determined that this merger was not in the interest of City residents, in part because the proposal would increase costs.

⁴ This includes a consolidation of "Abrams B City Fund 57" and Conveyance Fund 26 into the General Fund. (refer to page 5 of the Adopted FY10/11 Budget, section "Amended General Fund Budget")

⁵ The Presidio of Monterey Fire Department contractually provides fire protection services to all portions of the California State University at Monterey Bay, including areas within the City of Marina, the City of Seaside, and the unincorporated County.

Marina participates in the “Monterey Peninsula Regional Special Response Unit.” This joint unit, composed of police officers from six Monterey Peninsula Cities and Cal State Monterey Bay, lessens the Peninsula’s reliance on the County’s other SWAT units located in Salinas.

The City cooperates with other local jurisdictions to provide storm water management activities through the Monterey Regional Storm Water Group. The Regional Water Quality Control Board has issued a General Permit to this regional joint effort. Marina is seeking an exception from some of the regulations because the City retains all storm waters on site and has no direct Bay outfall.

A number of regional special districts provide municipal services to residents within the City of Marina. These include:

- Monterey Peninsula Regional Park District;
- Monterey Regional Waste Management District (landfill);
- Monterey Regional Water Pollution Control Agency;
- Monterey-Salinas Transit District;
- Moss Landing Harbor District;
- Northern Salinas Valley Mosquito Abatement District, and
- Salinas Valley Memorial Hospital District.

Marina residents receive water and wastewater collection services through the independent Marina Coast Water District. The City of Marina participates in the Monterey Bay Self Insurance Authority, a joint powers authority providing insurance to member cities.

The City of Marina is interested in exploring additional cooperative efforts with neighboring jurisdictions, when the sharing of effort can reduce costs without lowering the level of service. Animal control services are one example of such efforts.

5. Accountability for Community Service Needs, including Government Structure and Operational Efficiencies

The City of Marina is a Charter City with a Council/Manager form of government. The five-member City Council is a legislative and policy-making body that is elected on a nonpartisan basis to represent Marina residents.

The Mayor is elected every two years in a general election held in November of even-numbered years. Serving with the Mayor are four members of the City Council who have overlapping terms; every two years, two members of the City Council are also selected by the voters through a general election. The City Manager is appointed by the City Council to manage the daily operations of the

City and is responsible for making policy recommendations to the City Council and implementing City Council policy directives.

Policy decisions are made at City Council meetings, which are publicized through the media, through mailings, and by use of the City web site. Video archives of City Council meetings are available on the City website.

6. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy

In 2006, the Local Agency Formation Commission adopted policies encouraging mitigation for regional traffic impacts and encouraging well-ordered, efficient urban development patterns.

Consistent with reducing traffic impacts, the City requires mitigation of regional traffic impacts through contributions to a regional transportation improvement fund.

To encourage efficient urban development patterns, the 2000 voter-adopted Urban Growth Boundary Initiative prohibits most new development, except for park and open space uses, north of the Boundary through 2020. General Plan policies focus on developing lands within the Urban Growth Boundary and protecting open space areas outside the Urban Growth Boundary.

Service Review Conclusion and Recommendation

All of the required service review determinations can be made for the City of Marina. The Executive Officer will recommend that the Commission adopt this updated service information for the City of Marina. A draft Resolution will be prepared with determinations that support this recommendation.

PART TWO: SPHERE OF INFLUENCE REVIEW

Exhibit A is a map of the currently adopted City limits and Sphere of Influence. Marina's Sphere of Influence was adopted by LAFCO in 1982 and amended in 1985. There have been no Sphere changes and no annexations since that time. The adopted Sphere consists of the City's municipal boundaries and two unincorporated areas. Lands within the City limits contain about 5,740 acres.⁶ Lands in the unincorporated Sphere are: 1) about 1,500 acres north of the voter-adopted Urban Growth Boundary, including a portion of the Armstrong Ranch and 2) about 1,250 acres of the former Fort Ord, generally located between Imjin Parkway, Reservation Road and Inter-Garrison Road.

⁶ This excludes the portion of the City that extends into Monterey Bay.

Following is a review of the City of Marina Sphere of Influence. The review is organized by the four determinations that need to be made for a Sphere update:

1. The Present and Planned Land Uses in the Area, Including Agricultural and Open-Space Lands

The planning area in the City's General Plan encompasses approximately 10,880 acres. This area includes land within the City's adopted City limits, two unincorporated areas that are in the adopted Sphere of Influence, additional lands that are identified as potential additions to the Sphere of Influence, and unincorporated lands lying to the north and east of the City's adopted Sphere of Influence.

About 60 percent of the planning area is designated for open space. The General Plan includes a policy encouraging continued agricultural production on lands within the City's existing and proposed Sphere of Influence as an interim use, pending the approval of annexation and development plans.

The City's General Plan states that, wherever possible, public open space shall be included in all major subdivisions and developments. Wherever feasible, major open space areas shall be linked through the provision of wildlife habitat corridors and recreational trails.

Much of the City's future growth emphasis is concentrated on strategic development projects within six master plan communities. Progress has been slowed or deferred by the national economic slowdown. All six of the communities are located within the City limits. Four are located within the former Fort Ord:

- **Airport Economic Development Area:** Nearly 2 million sq. ft. of manufacturing and light industrial space is planned in a future business park. Over 200 acres is set aside for a potential sports complex adjacent to the Marina Municipal Airport;
- **Cypress Knolls:** A proposed comprehensive senior residential community of approximately 712 housing units is planned on 188 acres once known as the "Lower Patton Park;"
- **Marina Heights:** An approved community of approximately 1,050 new townhouse, cottage, and single-family residential units will be built on 248 acres in the northern part of the former Fort Ord. This project has development entitlements and infrastructure improvements have been made, and
- **The Dunes on Monterey Bay:** When complete, this mixed-use, diverse, planned community will encompass 429 acres just east of Highway 1 and south of Imjin Parkway. A regional retail development component has been built and is occupied. At build out, the community will contain over 1,200 homes, regional retail, and promenade retail uses, hotels, offices, and parks. In 2010, this project was selected by the California Department of Housing and Community

Development as a Catalyst Project under the California Sustainable Strategies Pilot Program.

Two other strategic development projects are as follows:

- **Downtown Vitalization:** This project addresses the City's main commercial arteries of Reservation Road, Del Monte Boulevard, and Reindollar Avenue, and
- **Marina Station:** A mixed-use development has been approved for incorporated lands on Armstrong Ranch. At build out, this community will consist of 1,360 residential units, 60,000 sq. ft. of retail space, 144,000 sq. ft. of office space, and 652,000 sq. ft. of business park industrial uses.

Development opportunities also exist on smaller sites within the City. For example, office facilities are currently under construction on Imjin Parkway.

The 1997 Fort Ord Reuse Plan provides a framework for the portion of the City within the boundaries of the former Army base. Any land use proposed within the jurisdiction of the Fort Ord Reuse Authority will be reviewed for consistency with this plan.

2. The Present and Probable Need for Public Facilities and Services in the Area

The City of Marina is directly responsible for providing a variety of public services and facilities. The City receives additional services through contracts with other local agencies and/or through private sector service providers.

The General Plan's Community Infrastructure Element includes policies to ensure that the provision of services does not have negative effects on natural resources or the quality of life of Marina residents.

The City Council examines the community's need for public facilities and services during the preparation of the annual budget. The City's budget is based on responding to the needs of the community and to providing service level enhancements where affordable.

3. The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or is Authorized to Provide

The City of Marina reviews service levels, and plans for their expansion and/or maintenance, through its annual operating and capital outlay budgets. Public facilities, services, and infrastructure are being improved, or planned for improvement, to meet the needs of current and future populations to the extent allowed with the City's current budgetary constraints.

The City's 2010-11 Capital Improvement Program includes funding for design improvements to City Hall. Also, the City's Capital Improvement Program includes funding for projects under construction, including: building rehabilitation and park

improvements at Vince DiMaggio Park and improvements to Fire Station No. 2 at the Marina Municipal Airport. The upgrade of Fire Station No. 2 will allow the City to more regularly meet the target response time of five minutes. The remodeling of this station is viewed by the City as an interim measure until a new station can be constructed in the area east of California State University at Monterey Bay. Construction of the new station has been put on hold due to the national economic downturn.

4. The Existence of Any Social or Economic Communities of Interest in the Area if the Commission Determines that They are Relevant to the Agency

For purposes of this review, a relevant “community of interest” is any group or entity in an unincorporated area that shares common social or economic interests with a city, and that could be potentially annexed to a city or added to a city’s Sphere of Influence.

Communities of Interest that may be relevant to this review include:

- **The California State University at Monterey Bay (CSUMB):** The University overlaps the City limits of Marina and Seaside. Also, portions of CSUMB, including the Frederick Park and Schoonover Park residential areas, are located within the unincorporated Marina Sphere of Influence;
- **University of California:** The University’s Monterey Bay Education, Science, and Technology (MBEST) Center is located within the City limits on about 214 acres of incorporated land next to the Marina Municipal Airport. The University owns additional adjacent land in the unincorporated County;
- **East Garrison:** About 70 acres of this 244-acre County-approved development is located within the City’s unincorporated Sphere of Influence;
- **Whispering Oaks Business Park:** A County of Monterey Redevelopment Area commercial and industrial project is under consideration in Marina’s unincorporated Sphere of Influence, and
- **Regional Wastewater Treatment Plant and Monterey Regional Environmental Park:**⁷ These two regional facilities are located outside of, but are immediately adjacent to, the northern limits of Marina’s unincorporated Sphere of Influence.

Potential Changes to the Sphere of Influence and City Limits

The City’s 2000 General Plan identifies three areas for possible additions to the City’s Sphere of Influence. Two of the areas appear to no longer be under the City’s active consideration. However, the City is informally exploring one of more Sphere expansions and annexations, including 280 acres of undeveloped land immediately east of the MBEST Center, and southeast of the intersection of Reservation Road and Blanco Road. This University of California and United States Government-owned land is designated in the 2010 Monterey County General

⁷ The Monterey Regional Environmental Park includes the Last Chance Mercantile Reuse Store, Household Hazardous Waste Collection Facility, Public Drop-off Recycling Center, Material Recovery Facility, Landfill Gas Renewable Energy Power Plant, Small Planet School Education Garden, and the Monterey Peninsula Landfill.

Plan for mixed use planned development. The City's General Plan designates the site for commercial and industrial uses.

In the future, the City of Marina may choose to initiate formal discussions and requests to annex all or a portion of its Sphere of Influence within the former Fort Ord located east of Imjin Parkway and south of Reservation Road. This 1,250 acre area has a mix of existing and planned uses. The area currently contains housing for the California State University at Monterey Bay and open space uses. Planned uses include a County-proposed business park and a 70-acre portion of the County-approved East Garrison project. Also, the CSUMB housing area may be considered for reuse in the future.

The northern part of the City's unincorporated Sphere of Influence, approximately 1,500 acres, is within the Armstrong Ranch. This area was included within the City's original Sphere of Influence in 1982. Prior to the closing of Fort Ord, this area was considered the most logical direction of Marina's growth. The City of Marina could consider annexing this area. However, the voter-adopted Urban Growth Boundary Initiative prohibits most new development in this area, except for park and open space uses, through 2020. After developing lands within the City limits, the northern area may be a logical direction for future City growth. Retaining this non-prime agricultural land in the City's Sphere is also consistent with a LAFCO policy that encourages future urban uses to be served by one municipal government rather than multiple special districts.

Sphere of Influence Review Conclusion and Recommendation

Because the City is not yet ready to propose any formal amendments to its Sphere of Influence, the Executive Officer recommends that the Commission affirm the currently adopted Sphere of Influence for the City of Marina (Exhibit A) with no changes at this time. A draft Resolution will be prepared that provides the necessary determinations for this action.

Exhibit A: Currently Adopted City Limits and Sphere of Influence Map, City of Marina.



Pacific Ocean



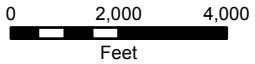
	Sphere of Influence
	City Limits

LAFCO of Monterey County

LOCAL AGENCY FORMATION COMMISSION

P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838

132 W. Gabilan St., Suite 102
Salinas, CA 93902
FAX (831) 754-5831



City Boundaries

MARINA

Last LAFCO-Approved Change: 05/28/1985
Sphere of Influence Affirmed: 01/24/2011
Map Prepared: 01/31/2011