

City of Greenfield
2010 Municipal Service and Sphere of Influence Review

Adopted on September 27, 2010

EXECUTIVE SUMMARY

This report provides information about the municipal services and Sphere of Influence boundaries of the City of Greenfield. 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)). 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 five cities of the Salinas Valley.

Part One of this report contains information about the municipal services provided by the City of Greenfield. 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. The Executive Officer recommends that the Commission conduct a public hearing and adopt the updated service review information for the City of Greenfield. A draft Resolution will be prepared that supports this recommendation.

Part Two of the report reviews the Sphere of Influence of the City of Greenfield. Exhibit A is a map of the City's currently adopted Sphere of Influence and City Limits. 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 Sphere review in this report corresponds to four statutory determinations that need to be made for a Sphere update.

The City of Greenfield's current Sphere was adopted in 2007 and provides significant opportunity for expansion. No further amendments are needed or requested at this time. However, for information purposes only, the report identifies one potential Sphere amendment that the City may initiate in the future. The timing of this application will depend on the City's planning and environmental review processes. The Executive Officer recommends that the Commission conduct a public hearing to affirm the currently adopted Sphere of Influence (Exhibit A) with no change at this time. A draft Resolution will be prepared that supports this action.

The analysis, conclusions and recommendations in this report were prepared with information provided by, and in consultation with, the City of Greenfield. Data sources, including reference documents and a detailed survey completed by the City, are available for review in the office of LAFCO.

PART ONE: MUNICIPAL SERVICE REVIEW

In 2006, the Local Agency Formation Commission of Monterey County conducted a detailed review of the municipal services provided by the City of Greenfield. This report presents a brief update. The review is organized by the six determinations that need to be made for a municipal service review:

1. Growth and Population Projections for the Affected Area

Greenfield's 2010 population is estimated at 17,898, as estimated by the California Department of Finance¹, a 41.5% increase from the 2000 figure of 12,648. Over this ten year period, this percentage increase was almost double that of any other city in Monterey County. The Association of Monterey Bay Area Governments projects that the population will grow to 24,912 by 2025 and 30,337 by 2035.

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

The Growth Management Element of the City's 2005 General Plan includes goals for the effective and efficient provision and delivery of government services. The City's infrastructure system has been developed to support the area within the General Plan, an area larger than the current Sphere of Influence. The municipal water system has the capacity to pump approximately 8.0 million gallons a day (mgd) while the maximum

¹ California Department of Finance, Table 2: E-4 Population Estimates for Cities, Counties and State, 2001-2010, with 2000 Benchmark

current demand is reported at approximately 1.8 mgd. The City's Wastewater Treatment Plant has a capacity to receive a flow of 2.0 mgd, while the plant currently provides a peak month average daily flow of 0.983 mgd. Completion of a 25,000 sq. ft. Civic Center, which will include adequate space for the City's administrative and police functions, is anticipated in 2010. Infrastructure expansion and improvements are guided by the Water, Sewer, Traffic and Police Master Plans. These plans are regularly updated to ensure the City is able to provide sufficient levels of service. Fire protection is provided by the Greenfield Rural Fire Protection District.

In 2007, LAFCO reviewed the existing and planned capacity of City services and found them adequate for the approval of an 820-acre expansion of the Greenfield Sphere of Influence.

The City of Greenfield directly provides many city services, including: law enforcement & police; parks, recreation facilities, open space; street maintenance; street lighting; street sweeping; retail and wholesale water; water treatment; sanitary sewer collection and treatment; recycled/reclaimed water pump station maintenance; septic system monitoring and maintenance; storm drain maintenance, and surface water disposal.

The City has identified an interest in LAFCO review of the operation and functions of the Greenfield Memorial District and Greenfield Public Recreation District. The provision of recreation services has been identified as a City priority. The review could recommend options to improve the overall efficiency of service provision.

3. Financial Ability of Agency to Provide Services

Total revenues for the Fiscal Year 2010-2011 budget are approximately \$11.05 million. The General Fund comprises approximately 48% (\$5.2 million) of the total budget followed by the Redevelopment Agency at approximately 23% (\$2.5 million), and the Water Operations Fund at approximately 9% (\$1.1 million). Total expenditures for the Fiscal Year 2010-2011 budget are approximately \$11.1 million. The gap between the City's anticipated revenues and proposed expenditures is covered by fund balances.²

Increases in city fees, wage and benefit concessions, and other operating budget reductions are being explored as ways to reduce this deficit. Unless the projected deficit is significantly reduced, the City's General Fund reserves will be severely impacted. If the deficit were to continue unabated, reserves would be eliminated in future years and a financial crisis would ensue.

² A fund balance is not a fund or separate account, but by definition, is simply the difference between the assets and liabilities of a government fund.

4. Status of, and Opportunities for, Shared Facilities

The City coordinates with other local agencies to implement cost-efficient service delivery. The City Police Department patrols up to one mile outside the current City limits through a mutual aid agreement with the County. Greenfield participates in the county-wide dispatch and emergency communications system. The City cooperates with the Greenfield Rural Fire Protection District to ensure that the District has adequate financial and professional support. Greenfield worked cooperatively with the other Salinas Valley cities and the County to secure the regional designation of a State Enterprise Zone.

Greenfield is participating in the Monterey County Joint Gang Task Force with the FBI and state and local law enforcement offices. The City, along with the other three south Salinas Valley cities, is also participating in an attack against crime dubbed the “Four Cities for Peace Plan.” Solid waste is collected by Tri-Cities Disposal and Recycling, which was formed through a joint-member agreement between Gonzales, Soledad, and Greenfield. The City participates in the Monterey Bay Self Insurance Authority, a joint powers authority providing insurance to member cities.

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

The City Council is composed of a Mayor and four Council Members who are elected at large for four-year terms. Public meetings and City operations are widely publicized through the media, through mailings and by use of the City web site. The City Council has used public hearings on the City’s budget as a forum for discussing ways to increase operational efficiencies while maintaining municipal services.

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

The City has agreed to require that proposed developments mitigate their regional traffic impacts through contributions to a regional transportation improvement fund. The 2005 General Plan contains goals, policies, and programs that require the City to discourage urban sprawl, preserve open space and prime agricultural lands, effectively provide government services and encourage the orderly formation of local agencies.

The Executive Officer will recommend that the Commission adopt this updated service information for the City of Greenfield. A draft Resolution will be prepared with determinations that support this recommended action.

PART TWO: SPHERE OF INFLUENCE REVIEW

Exhibit A is a LAFCO-approved map of the City of Greenfield's adopted Sphere of Influence and City limits. The map reflects the expansion of approximately 820 acres approved by LAFCO in 2007, following the City's adoption of a General Plan update in 2005. The 2007 Sphere adoption was conditioned on the completion of an agreement between the City and LAFCO on solutions to the impacts of growth. The City and LAFCO later agreed to include the County as a signatory party to the agreement. Negotiations are continuing, and applications for annexations within the expanded Sphere will be considered after the agreement is approved by all parties.

Following is a review of the City of Greenfield 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 2005 General Plan lists existing land uses in the City. Forty-seven percent of the City was devoted to residential uses. Commercial and light industrial uses each constituted approximately 3%. Other uses were Public and Quasi-Public uses (19%), Agriculture (15%), mixed-use (3%) and Recreation & Open Space (less than 1%). Ten percent of the City's land was categorized as vacant.

Productive prime farmland surrounds the City, with a predominance of vegetable and "truck" farms to the east and vineyards to the west.

In 2007, LAFCO approved a Greenfield Sphere of Influence update that increased the City's Sphere by approximately 820 acres. City staff estimate that twenty years of growth can be accommodated within the City's existing Sphere of Influence. Several subdivision annexations that were under discussion have been put on hold in part due to the housing market crash.

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

The City provides a wide variety of municipal services. The General Plan's Growth Management Element includes goals for the effective and efficient provision and delivery of government services. The Growth Management Element includes policies that require new development to be fiscally neutral in its impact on the general fund.

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

The City's infrastructure has been developed in support of the area within the General Plan. Infrastructure expansion and improvements are guided by master plans. These

plans are regularly updated to provide a sufficient level of service. In assisting with the preparation of this Review, City staff expressed a need for additional funding for street maintenance and park facilities, particularly soccer fields.

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

There are no communities of social or economic interest that are relevant to consideration of the City's Sphere of Influence.

Due to a significant recent expansion of the Greenfield Sphere of Influence, no additional changes to the Sphere are necessary or requested at this time. However, for information purposes only, the City is considering one minor amendment that would facilitate an expansion of Patriot Park. This existing City park is located at the northwest corner of 13th Street and Elm Avenue. The schedule for initiating this possible future amendment will depend on the City's own planning and environmental review processes.

The Executive Officer recommends that the Commission affirm the currently adopted Sphere of Influence for the City of Greenfield (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 Sphere of Influence and City Limits Map, City of Greenfield