
**FRESNO LOCAL AGENCY FORMATION COMMISSION (LAFCo)
EXECUTIVE OFFICER'S REPORT**

AGENDA ITEM No. 8

DATE: April 18, 2007

TO: Fresno Local Agency Formation Commission

FROM: Rick Ballantyne, Executive Officer
Darrel Schmidt, Deputy Executive Officer
Bob Braitman, Braitman & Associates

SUBJECT: **Consider Adoption** – Municipal Service Reviews and Sphere of Influence Updates prepared for the following Districts:

1. Consolidated Mosquito Abatement District
2. Fresno Mosquito and Vector Control District
3. Fresno-Westside Mosquito Abatement District
4. Central Valley Pest Control District.

Summary / Background

On December 13, 2006, the Commission directed staff to enter into a contract with Braitman & Associates to prepare Municipal Service Reviews (MSRs) and Sphere of Influence (SOI) Updates for numerous cities and special districts. The attached MSRs represent studies prepared for four of the six Mosquito Abatement/Pest Control Districts operating within Fresno County. The two outstanding studies will be prepared and presented upon receipt of survey information that was previously requested, but has yet to be received.

Municipal Service Reviews provide a comprehensive review of the services provided by a city or district and present recommendations with regard to the condition and adequacy of these services and whether or not any modifications to a city or district's SOI is necessary. MSRs can be used as information tools by LAFCo and local agencies in evaluating the efficiencies of current district operations and may suggest changes in order to better serve the public.

SOI updates may involve an affirmation of the existing SOI boundaries or recommend modifications to the SOI boundary. LAFCo is not required to initiate changes to an SOI based on findings and recommendations of the service review, although it does have the power to do so. Such updates are required by State law to be conducted every five years. MSRs are required to be prepared prior to or in conjunction with SOI updates.

State law requires that the Commission in its consideration of the MSRs adopt written determinations for each of the following nine criteria:

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

9. Local accountability and governance.

As part of the SOI update, if the Commission determines that modifications to a district's SOI boundary is appropriate, it is required to consider the following four criteria and make appropriate determinations in relationship to each of the following criteria:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
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.

Environmental Determination

Staff has determined that consideration of and adoption of the Mosquito Abatement and Pest Control District Municipal Service Reviews and Sphere of Influence determinations are actions considered to be "Categorically Exempt" as per Section 15306 (Information Collection) of the California Environmental Quality Act Guidelines (CEQA). Any change to a District's Sphere of Influence resulting from recommendations adopted by the Commission will require additional review under CEQA.

Discussion & Summary of Determinations

1. Consolidated Mosquito Abatement District

- A. The MSR/SOI Update Report supports the District's request to expand its present boundaries to include areas within Eastern Fresno County. A separate application for a SOI Revision and Annexation will be presented under Agenda Item # 9.

The Consolidated Mosquito Abatement District (MAD) is located within the Cities of Clovis, Fowler, Kingsburg, Parlier, Reedley, Orange Cove, Sanger, and Selma, a portion of the City of Fresno, and the unincorporated areas surrounding these cities. The District provides services including mosquito and disease surveillance, mosquito suppression and control, mosquito source reduction and public education for abatement of mosquitoes and vector-borne disease. District boundaries are coterminous with its Sphere of Influence and encompass approximately 1,058 square miles including approximately 18 square miles in Kings County.

The District is adjacent to the Fresno Mosquito and Vector Control, Fresno Westside Mosquito Abatement, and Coalinga-Huron Mosquito Abatement Districts on its west side. The District is the easternmost mosquito abatement district in Fresno County. Approximately 2,430 square miles located east of the District and within Fresno County are not within the SOI of a mosquito abatement district. The District has submitted a request to revise its present SOI to include this area. A separate application to consider this expansion will be considered following this item.

Based on the information received from the District it appears that an update of the District's sphere of influence to include the 2,430 square mile area to the east is warranted. Without expansion, this area will no longer receive mosquito abatement services. No expansion to the north, south, or west is considered warranted as the District abuts the Fresno County boundary and other mosquito abatement districts on these three sides.

The District has an office located in Selma and operates five “depots” from which it serves the areas within the District. The majority of revenues received by the District are generated from property taxes. Additional revenues are generated from fees, interest, and dividends.

The MSR did not identify any obvious opportunities for rate restructuring, or shared facilities, with the exception of possibly consolidating the District’s operations with other mosquito abatement districts, although such possibility was not recommended. The District did not express a desire to consolidate with other districts at this time. In order to reduce potential costs, the District participates in a joint chemical purchase bidding program with other districts, shares equipment with other districts, and is part of a self-insurance pool for liability, workers compensation, and other insurances.

2. Fresno Mosquito and Vector Control District

- A. Maintain the District’s existing Sphere of Influence boundaries.

The Fresno Mosquito and Vector Control District is located within the City of Kerman, a portion of the City of Fresno, and the surrounding unincorporated area. The District provides mosquito and disease surveillance, mosquito suppression and control, mosquito source reduction and public education for abatement of mosquitoes and vector-borne disease. The District’s boundaries and sphere of influence are coterminous, encompassing approximately 281 square miles.

The District’s office is located in Fresno. A majority of the District’s revenues are derived from property taxes and parcel assessments. The MSR did not identify any obvious opportunities for rate restructuring, or shared facilities with the exception of possibly consolidating the District’s operations with other mosquito abatement districts, although such possibility was not recommended. The District did not express a desire to consolidate with other districts at this time.

In order to reduce potential costs, the District participates in a joint chemical purchase bidding program with other districts, shares equipment with other districts, and is part of a self-insurance pool for liability, workers compensation, and other insurances.

The District has not proposed any SOI changes. The present District boundaries are adequate to provide efficient and effective mosquito abatement services to the service area.

3. Fresno Westside Mosquito Abatement District.

- A. The District Board of Directors should initiate discussions with the City of San Joaquin regarding the possibility of annexing the remaining one-square mile located within the City of San Joaquin to the District. This action should be initiated by the District.
- B. The District Board of Directors should initiate discussions with all Mosquito Abatement Districts operating within Fresno County to determine interest in consolidation of Districts to better serve Fresno County residents.

The Fresno Westside Mosquito Abatement District is located in the Cities of Mendota and Firebaugh, a portion of the City of San Joaquin, and the unincorporated area surrounding these cities. The District’s SOI is not coterminous with the District’s boundaries, as the District’s SOI surrounds the City of San Joaquin, but a portion in the city, approximately one square mile in size, remains separate from the District. Mosquito abatement services are not provided to this

portion of the city. The District's boundaries encompass approximately 1,288 square miles and about the Coalinga-Huron Mosquito Abatement, Consolidated Mosquito Abatement, and Fresno Mosquito and Vector Control Districts.

The District's office is located in Firebaugh. A majority of the District's revenues are derived from property taxes and parcel assessments. Services provided by the District include mosquito and disease surveillance, mosquito suppression and control, mosquito source reduction and public education for abatement of mosquitoes and vector-borne disease.

The District suggests that annexation of the approximately one-mile square area in the City of San Joaquin, which is located within the District's SOI, may result in more effective mosquito abatement. Because this portion of the City is not within the District, the District does not serve that area. As a result, mosquito control and disease surveillance and prevention is not consistent area wide, which is necessary for abatement measures to be as effective as possible.

District representatives indicated that they previously surveyed San Joaquin area residents to determine their interests in receiving mosquito abatement services from the District. They reported that very few surveys were returned. Given this response, the District would be willing to entertain an annexation proposal if initiated by LAFCo or by the City of San Joaquin.

Information provided by the District indicates that financial cuts have affected its ability to keep up with the latest technology and science related to the services it provides. The District suggests that consolidation with one or more of the other mosquito abatement districts located in Fresno County may result in provision of expanded and more effective services to its constituents without additional costs. The District has not yet thoroughly investigated the costs and benefits of consolidation.

The MSR did not identify any obvious opportunities for rate restructuring, or shared facilities, with the exception of consolidating the District's operations with other mosquito abatement districts. The District provides health and life insurance through the Central California Vector Control Joint Powers Agency and is a part of mutual aid agreements with other mosquito control agencies in the south San Joaquin Valley.

The District has not proposed any SOI changes. Given the District's present boundaries in relationship to the other Abatement Districts, there is no indication that an expansion or a reduction in the District's SOI is necessary in order to provide more efficient and effective mosquito abatement service to the area.

4. Central Valley Pest Control District

- A. Maintain the District's existing Sphere of Influence boundaries.

The Central Valley Pest Control District is located in the southeastern portion of the County adjacent to Tulare County and includes the cities of Orange Cove and Reedley and surrounding unincorporated areas, encompassing approximately 659 square miles. The District's boundaries and SOI are coterminous.

Services provided by the District include control and eradication of various citrus pests, and in particular citrus tristeza virus. The District has no facilities or employees. All staffing and services are provided through the Central California Tristeza Eradication Agency—a joint powers authority to which the District belongs.

The MSR did not identify any obvious opportunities for rate restructuring. Cost avoidance opportunities have already been realized in that its operations are consolidated with other functions performed by the Central California Tristeza Eradication Agency.

The District has not proposed any changes in its sphere of influence and no information has been submitted indicating changes to the existing sphere of influence are warranted.

Recommendations:

- A. Acting as Lead Agency pursuant to California Environmental Quality Act (CEQA) Guidelines, find that prior to adopting the written determinations, the Municipal Service Review and Sphere of Influence determinations under consideration are Categorical Exempt from the provisions of the California Environmental Quality Act (CEQA) under Section 15306, "Information Collection".
- B. Find the Municipal Service Reviews and Sphere of Influence Updates prepared for the Consolidated Mosquito Abatement District, Fresno Mosquito and Vector Control District, Fresno Westside Mosquito Abatement District, and Central Valley Pest Control District are complete and satisfactory.
- C. Find that the written determinations within the Municipal Service Reviews and Sphere of Influence Updates satisfy State Law.
- D. Pursuant to Government Code Sections 56425 and 56430 adopt the determinations as presented in the Municipal Service Review and Sphere of Influence Update documents.