

**EXECUTIVE OFFICER'S AGENDA REPORT
SEPTEMBER 26, 2018**

TO: LAFCO Commissioners

FROM: Javier Camarena, Assistant Executive Officer

SUBJECT: MSR NO. 18-03 & SOI UPDATE 18-04: MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATED FOR THE EAST SIDE AND TURLOCK MOSQUITO ABATEMENT DISTRICTS

INTRODUCTION

This proposal was initiated by the Local Agency Formation Commission in response to State mandates, which require the Commission to conduct municipal service reviews and sphere of influence updates for all cities and special districts every five years. The current review is a routine update for the East Side and Turlock Mosquito Abatement Districts (MADs). The previous update for the Districts was adopted by the Commission on July 24, 2013.

DISCUSSION

The Municipal Service Review and Sphere of Influence Update process provides an opportunity for districts to share current information regarding the services they provide. LAFCO Staff sent the previously adopted Municipal Service Review and Sphere of Influence Update to the Mosquito Abatement Districts for comments, revisions and updated information. Staff also reviewed the latest budgets for both Districts. Once this data was collected, an updated document was drafted.

The proposed Municipal Service Review and Sphere of Influence Update are attached to this report as Exhibit 1. The relevant factors and determinations as put forth by the Cortese-Knox-Hertzberg Act are discussed for both Districts. No changes are being proposed for the Districts' Spheres of Influence.

ENVIRONMENTAL REVIEW RECOMMENDATIONS

The Municipal Service Review and Sphere of Influence Update qualifies for a General Exemption under the California Environmental Quality Act (CEQA) based upon CEQA Regulation §15061(b)(3), which states:

The activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.

As there are no land use changes, boundary changes, or environmental impacts associated with the Municipal Service Review and Sphere of Influence Update, a Notice of Exemption is the appropriate environmental document.

ALTERNATIVES FOR COMMISSION ACTION

After consideration of this report and any testimony or additional materials that are submitted, the Commission should consider choosing one of the following options:

- Option 1:** APPROVE the Municipal Service Review and Sphere of Influence Update for the East Side and Turlock Mosquito Abatement Districts.
- Option 2:** DENY the update.
- Option 3:** If the Commission needs more information, it should CONTINUE this matter to a future meeting (maximum 70 days).

RECOMMENDED ACTION

Approve Option 1. Based on the information presented, Staff recommends approval of Municipal Service Review and Sphere of Influence Update for the East Side and Turlock Mosquito Abatement Districts. Therefore, Staff recommends that the Commission adopt Resolution No. 2018-14, attached as Exhibit 2, which:

1. Determines that the Municipal Service Review and Sphere of Influence Update qualifies for a General Exemption from further California Environmental Quality Act (CEQA) review based on CEQA Regulation §15061(b)(3);
2. Makes determinations related to the Municipal Service Review and Sphere of Influence Update as required by Government Code Sections 56425 and 56430; and,
3. Determines that the Spheres of Influence for the East Side and Turlock Mosquito Abatement Districts should be affirmed as they currently exist.

Attachments:

- Exhibit 1 - Draft Municipal Service Review and Sphere of Influence Update
Exhibit 2 - Draft LAFCO Resolution No. 2018-14

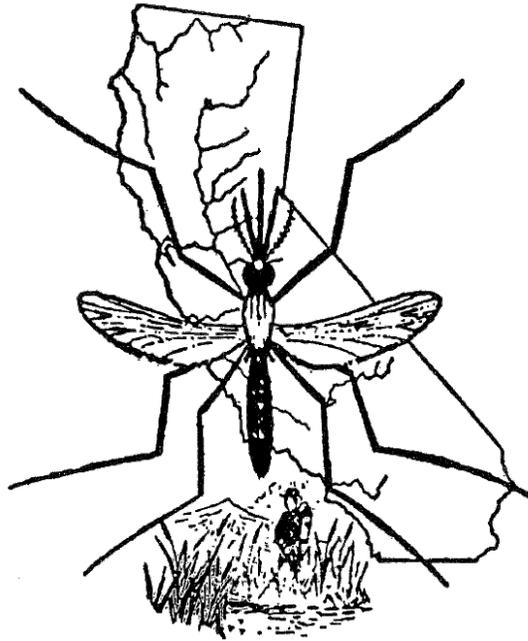
EXHIBIT 1

Draft Municipal Service Review & Sphere of Influence Update - Eastside & Turlock Mosquito Abatement Districts

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**MUNICIPAL SERVICE REVIEW AND
SPHERE OF INFLUENCE UPDATES FOR**

**EAST SIDE MOSQUITO
ABATEMENT DISTRICT**



**TURLOCK MOSQUITO
ABATEMENT DISTRICT**

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Adopted: _____

STANISLAUS

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Municipal Service Review and Sphere of Influence Updates for the East Side and Turlock Mosquito Abatement Districts

Introduction

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 Act (CKH Act) requires the Local Agency Formation Commission (LAFCO) to update the Spheres of Influence (SOI) for all applicable jurisdictions in the County. A Sphere of Influence is defined by Government Code 56076 as “a plan for the probable physical boundary and service area of a local agency, as determined by the Commission.” The Act further requires that a Municipal Service Review (MSR) be conducted prior to or, in conjunction with, the update of a Sphere of Influence (SOI).

The legislative authority for conducting Service Reviews is provided in Government Code §56430 of the CKH Act. The Act states, that “in order to prepare and to update spheres of influence in accordance with §56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area...” A Service Review must have written determinations that address the following factors:

Municipal Service Review Factors to be Addressed

1. Growth and Population Projections for the Affected Area
2. The Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence
3. Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies Including Needs or Deficiencies Related to Sewers, Municipal and Industrial Water, and Structural Fire Protection in Any Disadvantaged, Unincorporated Communities Within or Contiguous to the Sphere of Influence
4. Financial Ability of Agencies to Provide Services
5. Status of, and Opportunities for, Shared Facilities
6. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies
7. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy

State Guidelines and Commission policies encourage cooperation among a variety of stakeholders involved in the preparation of a municipal service review. This MSR will analyze both the East Side and Turlock Mosquito Abatement Districts, with regards to existing and future services. The MSR will also provide a basis for each of the Districts and LAFCO to evaluate, and if appropriate, make changes to the Districts’ Spheres of Influence.

Sphere of Influence Update Process

A special district is a government agency that is required to have an adopted and updated sphere of influence. Section 56425(g) of the CKH Act calls for spheres of influence to be reviewed and updated every five years, as necessary. Stanislaus LAFCO processes municipal service reviews and sphere of influence updates concurrently to ensure efficient use of resources. For rural special districts, which do not have the typical municipal-level services to review, this document will be used to determine what type of services each district is expected to provide and the extent to which they are actually able to do so. For these special districts, the spheres will delineate the service capability and expansion capacity of the agency, if applicable.

Spheres of Influence for the East Side and Turlock Mosquito Districts were originally adopted by the Commission in 1984. The most recent update, adopted in 2013, proposed no changes to either District's SOI. The current update serves to comply with Government Code Section 56425 and will reaffirm the SOIs for both Districts.

Background

During California's pioneering and modern development, mosquitoes have been recognized for their seasonal attacks outdoors and their association with diseases such as encephalitis and malaria. Early mosquito control efforts began in the salt marshes in the San Francisco Bay area and in the Central Valley where malaria mosquitoes were on the attack, leading to localized disease transmission. These control efforts were creating a drain on the local economies and were affecting the health and welfare of residents. As a result, the Mosquito Abatement Act of 1915 was adopted by the California Legislature to provide for the creation, function, and governing powers of mosquito abatement districts.

Today, there are more than 60 agencies that provide mosquito control in California, including the East Side and Turlock Mosquito Abatement Districts in Stanislaus County. These agencies act as guardians against epidemics, public health emergencies and economic disasters. Since the formation of the first mosquito abatement districts in 1915, these local governments have battled malaria, encephalitis, plague, and other vector-borne diseases. Californians now face new threats from the spread of the West Nile virus and the possibility of virus carried by the Asian tiger mosquito. With the growing population, California needs the protection these districts provide.

Municipal Service Review - East Side Mosquito Abatement District

Authority

The District is a single purpose special district and is organized as a “Pest Abatement District”, under Chapter 8, Division 3 of the Health and Safety Code Section 2800 et. seq. Under the code, the District has the ability to control “pests”, identified as “any plant, animal, insect, fish, or other matter or material, not under human control, which is offensive to the senses or interferes with the comfortable enjoyment of life, or which is detrimental to the agricultural industry of the State, and is not protected under any other provision of law.”

Formation

The East Side Mosquito Abatement District was formed on June 26, 1939, for the sole purpose of mosquito control.

Purpose

The District was established to provide mosquito abatement/control, as unabated outbreaks of mosquitoes pose a serious threat to the public health and safety.

Governance

A “Board of Trustees”, appointed by the Board of Supervisors, governs the District. Meetings are held on the second Tuesday of each month at 7:00 p.m. at the District offices, located at 2000 Santa Fe Avenue, Modesto, CA.

Location and Size

The District encompasses approximately 555 square miles, serving the northern portion of Stanislaus County, north of the Tuolumne River. The District boundaries include four cities (Modesto, Oakdale, Riverbank and Waterford); the unincorporated communities of Empire, Knights Ferry, Salida, and Valley Home; as well as the unincorporated areas within the northern portion of the County.

Sphere of Influence

The District’s Sphere of Influence is coterminous with its current boundaries.

Personnel

There are currently 19 employees in the District.

Services

The District provides the following mosquito control services:

- Surveillance programs, studies, prevention and abatement of mosquitoes and mosquito-borne diseases.
- Public education and outreach.

The East Side Mosquito Abatement District facilities, located on Santa Fe Avenue, include an airstrip and two airplanes used for aerial spraying of mosquitoes. The District also has an on-site laboratory to assist in identifying the species of a variety of insects brought in by homeowners or the field staff, allowing staff the ability to determine if the species are dangerous or destructive. Field staff work within a specific geographic area so that staff members are familiar with problem areas.

Support Agencies

The District maintains a positive collaborative relationship with other local, state and federal agencies, as necessary. These agencies include: the cities within the District boundaries (Modesto, Oakdale, Riverbank and Waterford); Irrigation Districts, Fire Districts; County Public Works and Environmental Resources Departments; County Agricultural Commissioner; County West Nile Task Force; UC Davis Cooperative Extension; California Department of Public Health; California Department of Fish & Wildlife; USDA Natural Resources Conservation Service; and the US Fish & Wildlife Service. The District also works with bordering Mosquito Abatement Districts (Turlock, Merced and San Joaquin).

Funding Sources

The District is allocated its share of the County's property tax revenue.

Service Review Determinations – East Side Mosquito Abatement District

The following are determinations related to the seven factors required by Section 56430 for a Municipal Service Review for the East Side Mosquito Abatement District:

1. Growth and Population Projections for the Affected Area

The Stanislaus Council of Governments (StanCOG) recently released a regional growth forecast, projecting the population for the County and 9 cities. Based on StanCOG's forecast, the area of the County covered by the East Side Mosquito Abatement District could experience an estimated increase in population of up to 26% (or 77,730 additional persons) by the year 2030.

2. The Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

There are a number of areas which could meet the definition of "disadvantaged unincorporated community" within the Sphere of Influence of the East Side Mosquito Abatement District. However, the existence of these communities does not impact the District's ability to provide services, nor do the District's services impact the status of these communities as "disadvantaged".

3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies Related to Sewers, Municipal Water and Industrial Water, and Structural Fire Protection in Any Disadvantaged, Unincorporated Communities Within or Contiguous to the Sphere of Influence

At the present time, the District has both the ability and the capacity to serve its service area, and has no unmet infrastructure needs or deficiencies. The District has adequate staff and equipment to provide efficient and effective services to its residents. The District's equipment, vehicles, aircraft and facilities appear to be sufficient and well maintained.

4. Financial Ability of Agencies to Provide Services

At present time, the District appears to have the necessary financial resources to fund consistent levels of service within the District's boundaries. The District uses to its best advantage all cost-avoidance opportunities on an on-going basis. The District does not charge user fees, but may charge service fees to businesses, farms, golf clubs, parks and individuals to help defray the cost of mosquito abatement on a case-by-case basis. The District receives the majority of its funding through levied property taxes collected by Stanislaus County. For fiscal year 2018-2019, the District has a budget of approximately \$2.8 million.

5. Status of, and Opportunities for, Shared Facilities

The District owns and operates two airplanes for aerial spraying of mosquitoes. The use of aerial spraying is a valuable resource for the District and also provides an opportunity for shared resources with neighboring districts. The Turlock Mosquito Abatement District does not have such facilities, and, on the occasion that aerial spraying is necessary, may contract with the East Side Mosquito Abatement District for such services.

6. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

The District's Trustees are appointed by the County Board of Supervisors and are residents of the northern portion of the County. The District holds regular meetings on a monthly basis, which are open to the public and subject to the Brown Act. The District also maintains a website with information regarding its services, West Nile Virus, and contact information.

In the past, there have been discussions regarding the consolidation of the two Districts, with the conclusion that consolidation would not produce any sizeable efficiencies or savings. In part, this is due to the size of the County, as multiple field offices would be required in either case.

In 2015, the Stanislaus County Civil Grand Jury (SCCGJ) conducted an investigation following a complaint of poor management and outdated human resources practices. The SCCGJ found that the District was in need of evaluation and review by an outside entity. The findings described concerns with employees being unable to communicate issues and grievances with management without fear of retribution. The investigation also found that the District's Human Resources system is outdated. In addition, the SCCGJ found that Board members are only allowed two term limits with three years each. The average tenure for Board members at the time of the investigation was 20 years. Last, the SCCGJ found that the District's approach to control of the mosquito population was more reactive as opposed to preemptive.

The District provided a response to the findings and is currently working on corrective measures to address the items raised by the SCCGJ.

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

None.

Municipal Service Review - Turlock Mosquito Abatement District

Authority

The District is a “single purpose special district” organized as a “Mosquito Abatement District”, under Chapter 1, Division 3 of the Health and Safety Code (commencing with Section 2000). Under the code, the District has the authority to conduct effective programs for the surveillance, prevention, abatement, and control of mosquitoes and other vectors. The specific powers that the District may exercise are:

- Conduct surveillance programs and other appropriate studies of vectors and vectorborne diseases.
- Take any and all necessary or proper actions to prevent the occurrence of vectors and vectorborne diseases.
- Take any and all necessary or proper actions to abate or control vectors and vector borne diseases.
- Take any and all actions necessary for or incidental to the powers granted by Chapter 1, Division 3 of the Health and Safety Code (Section 2000 et. seq.).

The District may also levy special benefit assessments to raise revenues if there are inadequate revenues to meet the costs of providing facilities, programs, projects, and services (including vector control projects or programs).

Formation

The Turlock Mosquito Abatement District was formed on January 28, 1946, to control mosquitoes.

Purpose

The primary goal of the District is to control mosquitoes to protect the public health and safety. The control of mosquitoes enhances the public’s quality of life, as it greatly reduces the threat of mosquito borne diseases to people and animals, as well as reduces the annoyance that is created by mosquito feeding activities.

Governance

The District is governed by a Board of Trustees, consisting of residents appointed by the city councils of five member cities (Ceres, Hughson, Newman, Patterson, and Turlock) and three members appointed by the Board of Supervisors. Meetings are held on the third Monday of each month at 7:00 p.m. at the District offices, located at 4412 North Washington Road, Turlock.

Location and Size

The Turlock Mosquito Abatement District territory includes the southern portion of Stanislaus County, south of the Tuolumne River and encompasses approximately 966 square miles. The District boundaries include five cities (Ceres, Hughson, Newman, Patterson, and Turlock) in addition to unincorporated areas within the southern portion of the County.

Sphere of Influence

The District's Sphere of Influence is coterminous with its current boundaries.

Personnel

There are currently 13 full time and 6 seasonal employees in the District.

Services

The District provides mosquito control services within its service area based upon an "integrated approach" to insect pest management. The components of this approach are: source reduction, physical control, chemical control and public education. The primary components for long-term mosquito control are source reduction and public education. Short-term control measures used to reduce mosquito population include biological control followed by chemical control.

Mosquito control is accomplished primarily by spraying. However, the District offers "mosquito fish" to residents at no charge to put in ponds and other water bodies for the natural control of mosquitoes. Occasionally, the District contracts for aerial spraying services.

Support Agencies

The District maintains a positive collaborative relationship with other local, state and federal agencies, as necessary. Some of these agencies include: local city departments served by the District (Ceres, Hughson, Newman, Patterson, and Turlock); Irrigation Districts, County Department of Environmental Resources; County Public Works; County Agricultural Commissioner; County West Nile Virus Task Force; UC Davis Cooperative Extension; California Department of Public Health; California Department of Fish & Wildlife; USDA Natural Resources Conservation Service; Army Corps of Engineers; and the US Fish & Wildlife Service.

The District also works with bordering Mosquito Abatement Districts (East Side, Merced and San Joaquin). For example, the District often coordinates its control efforts with Merced due to bordering wetland areas.

Funding Sources

The District receives a portion of the shared property tax revenues from Stanislaus County. It also has the ability to collect a special tax assessment as outlined in the Turlock Mosquito Abatement District Board of Trustees Resolution 5-81. According to the District's 2017-2018 Budget, it is estimated that the District will generate approximately \$376,226 in additional revenue from its special tax for the fiscal year.

Service Review Determinations – Turlock Mosquito Abatement District

The following are determinations related to the seven factors required by Section 56430 for a Municipal Service Review for the Turlock Mosquito Abatement District:

1. Growth and Population Projections for the Affected Area

The Stanislaus Council of Governments (StanCOG) recently released a regional growth forecast, projecting the population for the County and 9 cities. Based on StanCOG's forecast, the area of the County covered by the Turlock Mosquito Abatement District could experience an estimated increase in population of up to 40% (or 86,920 additional persons) by the year 2030.

2. The Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

There are a number of areas which could meet the definition of "disadvantaged unincorporated community" within the Sphere of Influence of the Turlock Mosquito Abatement District. However, the existence of these communities does not impact the District's ability to provide services, nor do the District's services impact the status of these communities as "disadvantaged".

3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies Related to Sewers, Municipal Water and Industrial Water, and Structural Fire Protection in Any Disadvantaged, Unincorporated Communities Within or Contiguous to the Sphere of Influence

At the present time, the District has both the ability and the capacity to serve its service area, and has no unmet infrastructure needs or deficiencies. The District has adequate staff and equipment to provide efficient and effective services to its residents. The District's equipment, vehicles and facilities appear to be sufficient and well maintained.

4. Financial Ability of Agencies to Provide Services

The District appears to have the necessary financial resources to fund high levels of service within the District's boundaries. The District receives revenues from property taxes collected by Stanislaus County, a Special Tax that was approved in 1981 and pass-thru revenues. The District does not charge user fees, but may charge service fees to businesses, farms, golf clubs, parks, and individuals to help defray the cost of mosquito control on a case-by-case basis. The District uses to its best advantage all cost-avoidance opportunities (including participation in the pooled Worker's Compensation Program with the Vector Control Joint Powers Agency for shared insurance to reduce costs).

5. Status of, and Opportunities for, Shared Facilities

The District shares facilities with other agencies as necessary and continually reviews new opportunities to continue these efforts. For example, the District may, on a short-term basis, offer its services (staff, equipment, and expertise) to control other pests and insects that could invade the region in order to maximize the availability of local resources.

On the occasion that aerial spraying is necessary, the District contracts with the East Side Mosquito Abatement District. Both districts have aerial facilities and provide the opportunity for shared government resources.

6. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

The Turlock Mosquito District's Trustees are appointed by local jurisdictions within the District boundaries. The District holds regular meetings on a monthly basis, which are open to the public and subject to the Brown Act. The District recently redesigned its website that now includes agendas, minutes, the District's current budget, and a variety of informational documents. Additionally, the public is able to make requests for service and make reports online.

In the past, there have been discussions regarding the consolidation of the two Districts, with the conclusion that consolidation would not produce any sizeable efficiencies or savings. According to the Turlock Mosquito Abatement District (TMAD), moving forward, re-visiting this discussion may be appropriate considering the rapidly changing environment of mosquito control in California. The necessity of multiple field offices was provided in the past as an example of a lack of financial savings; yet, most county-wide mosquito abatement districts have multiple field offices and tend to be the norm, not the exception. Following the 2015 Stanislaus County Grand Jury (SCCGJ) investigation and report, the TMAD Board concluded there may be significant benefit to the public by having one uniform district provide the same standard of service throughout the County and could certainly provide benefits in terms of operations efficiencies. As invasive mosquitoes, such as *Aedes aegypti*, enter the region, having a consistent and uniform approach to combating these issues and reducing the communication and management complexities may certainly provide advantageous benefits to the public, both financial and service related.

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

None.

Sphere of Influence Update

In determining a sphere of influence (SOI) of each local agency, the Commission shall consider and prepare determinations with respect to each of the following factors, pursuant to Government Code Section 56425:

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.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

The following determinations are made consistent with Government Code Section 56425 and local Commission policy for the East Side and Turlock Mosquito Abatement Districts.

Sphere of Influence Update Determinations East Side Mosquito Abatement District

The following determinations for the East Side Mosquito Abatement District's Sphere of Influence update are made in conformance with Government Code Section 56425 and local Commission policy.

Determinations

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

The District's boundaries and Sphere of Influence encompass approximately 555 square miles, serving the northern portion of Stanislaus County, north of the Tuolumne River. The District includes the four cities of Modesto, Oakdale, Riverbank, and Waterford, and the unincorporated areas within the northern portion of the County. The District's Sphere of Influence is coterminous with its boundaries.

Territory within the District's boundaries consists of rural and urbanized areas including agricultural, residential, commercial, industrial, and open space land uses. While some areas are projected to experience more development and growth than other areas, the need for mosquito abatement services will not diminish.

In addition, the District does not have the authority to make land use decisions, nor does it have authority over present or planned land uses within its boundaries. The responsibility for land use decisions within the District boundaries is retained by the County and the Cities of Modesto, Oakdale, Riverbank and Waterford.

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

The need for mosquito control is likely to increase as the population for the region increases. However, the continued existence of irrigation in agricultural uses and the preservation of wetland habitats actually promote the main developing ground for mosquitoes. Urban development can eliminate these types of areas and reduce the number of mosquitoes, yet, at the same time, preservation of wetlands and open space areas create the need for continued mosquito control.

There is also a need to monitor and ensure catch basins and drainage facilities constructed for urban development function properly to eliminate the need for potential standing water. Mosquito problems are particularly intense where there is a significant amount of standing water, such as in the agricultural areas (e.g. large irrigated areas), open space/wetland areas, and urban areas (storm drainage basins).

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

The District operates and maintains the following facilities and equipment: a truck shed, chemical building, air craft hanger, shop building, office building, on-site laboratory, two airplanes, spraying equipment and numerous fleet vehicles. The District also provides many services and programs, such as providing "mosquito fish" without cost to residents and public outreach programs regarding mosquito control and West Nile Virus.

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 social and economic communities of interest affecting the District's ability to provide services to the communities within the District boundaries.

5. For an Update of a Sphere of Influence of a City or Special District That Provides Public Facilities or Services Related to Sewers, Municipal and Industrial Water, or Structural Fire Protection, the Present and Probable Need for Those Public Facilities and Services of Any Disadvantaged Unincorporated Communities Within the Existing Sphere of Influence

As the District does not provide services related to sewers, municipal and industrial water or structural fire protection, this factor is not applicable.

Sphere of Influence Update Determinations Turlock Mosquito Abatement District

The following determinations for the Turlock Mosquito Abatement District's Sphere of Influence update are made in conformance with Government Code Section 56425 and local Commission policy.

Determinations

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

The Turlock Mosquito Abatement District territory includes the southern portion of Stanislaus County, south of the Tuolumne River and encompasses approximately 966 square miles. The District boundaries also include five cities (Ceres, Hughson, Newman, Patterson, and Turlock) in addition to the unincorporated areas within the southern portion of the County. The District's Sphere of Influence is coterminous with its boundaries.

Territory within the District boundaries consists of rural and urbanized areas including agricultural, residential, commercial, industrial, and open space uses. While some areas are projected to experience more development and growth than other areas, the need for mosquito abatement services will not diminish.

In addition, the District does not have the authority to make land use decisions, nor does it have authority over present or planned land uses within its boundaries. The responsibility for land uses decisions within the District boundaries is retained by the County and the Cities of Ceres, Hughson, Newman, Patterson, and Turlock.

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

Merced County has a wide spread infestation of the invasive Yellow-Fever mosquito (*Aedes aegypti*). The District believes that these mosquitoes may already be in or move into Stanislaus County. According to the District, these mosquitoes are an urban mosquito living in close association with human beings – they can complete their entire life-cycle indoors. Control of these mosquitoes is very time and labor intensive. Public participation is needed in order gain control of the mosquito. This mosquito is most active during the middle of the day, unlike dusk and dawn, making chemical control of this mosquito difficult. The Yellow Fever mosquito has the ability to transmit diseases such as Zika and Dengue Fever. These diseases aren't currently found naturally in Stanislaus County but imported cases are reported each year. The District has stated that once this mosquito becomes established the potential for these diseases to be locally transmitted may increase significantly.

The District has added seasonal staff to increase surveillance efforts so that the District may find this mosquito as soon as possible. Early detection provides the best chance at eradicating the mosquito from Stanislaus County. The District has also increased costs towards public outreach in fighting this mosquito. The public often serves as a valuable resource by calling in the presence of mosquitoes in their communities. The need for mosquito control increases every year as the effects of climate change shift the boundaries of tropical and sub-tropical mosquitoes and the diseases they transmit.

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

The District operates and maintains the following facilities and equipment: shop building, office building, on-site laboratory, spray equipment, and vehicles. The District provides services and programs, in addition to its control efforts, such as providing “mosquito fish” without cost to residents and public outreach programs educating the public on the importance of mosquito control and West Nile Virus.

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 social and economic communities of interest affecting the District’s ability to provide services to the communities within the District boundaries.

5. For an Update of a Sphere of Influence of a City or Special District That Provides Public Facilities or Services Related to Sewers, Municipal and Industrial Water, or Structural Fire Protection, the Present and Probable Need for Those Public Facilities and Services of Any Disadvantaged Unincorporated Communities Within the Existing Sphere of Influence

As the District does not provide services related to sewers, municipal and industrial water or structural fire protection, this factor is not applicable.

**APPENDIX “A”
DISTRICT SUMMARY PROFILE**

District:	EAST SIDE MOSQUITO ABATEMENT DISTRICT
Location:	2000 Santa Fe Avenue, Modesto, CA
Service Area:	Territory north of the Tuolumne River, within Stanislaus County
Square Miles:	Approximately 555 square miles
Population (2010):	297,391*
Land Use:	Varied land uses from residential, commercial, industrial, agricultural lands and open space
Date of Formation:	June 26, 1939
Enabling Act:	Chapter 8, Division 3 of the Health and Safety Code, Section 2800 et seq.
Governing Body:	6 Board of Trustees appointed by the County Board of Supervisors
Personnel:	19 employees
District Services:	Mosquito Abatement
Total Budget:	Fiscal Year 2018-2019: \$2,759,827
Primary Revenue Sources:	Property Tax, Interest

* *Source:* Estimated using U.S. Census 2010 data

**APPENDIX “B”
DISTRICT SUMMARY PROFILE**

District:	TURLOCK MOSQUITO ABATEMENT DISTRICT
Location:	4412 N. Washington Road, Turlock, CA
Service Area:	Southern portion of Stanislaus County, south of the Tuolumne River
Square Miles:	Approximately 966 square miles
Population (2010):	217,062*
Land Use:	Varied land uses from residential, commercial, industrial, agricultural lands and open space
Date of Formation:	January 28, 1946
Enabling Act:	Chapter 1, Division 3 of the Health and Safety Code Section 2000 et seq.
Governing Body:	8 Board of Trustees consisting of residents appointed by city councils of member cities (5) and the Board of Supervisors (3)
Personnel:	13 full time and 3 seasonal employees
District Services:	Mosquito Abatement
Total Budget:	Fiscal Year 2017-2018: \$2,418,760
Primary Revenue Sources:	Property Tax, Special Assessment, Service Fees

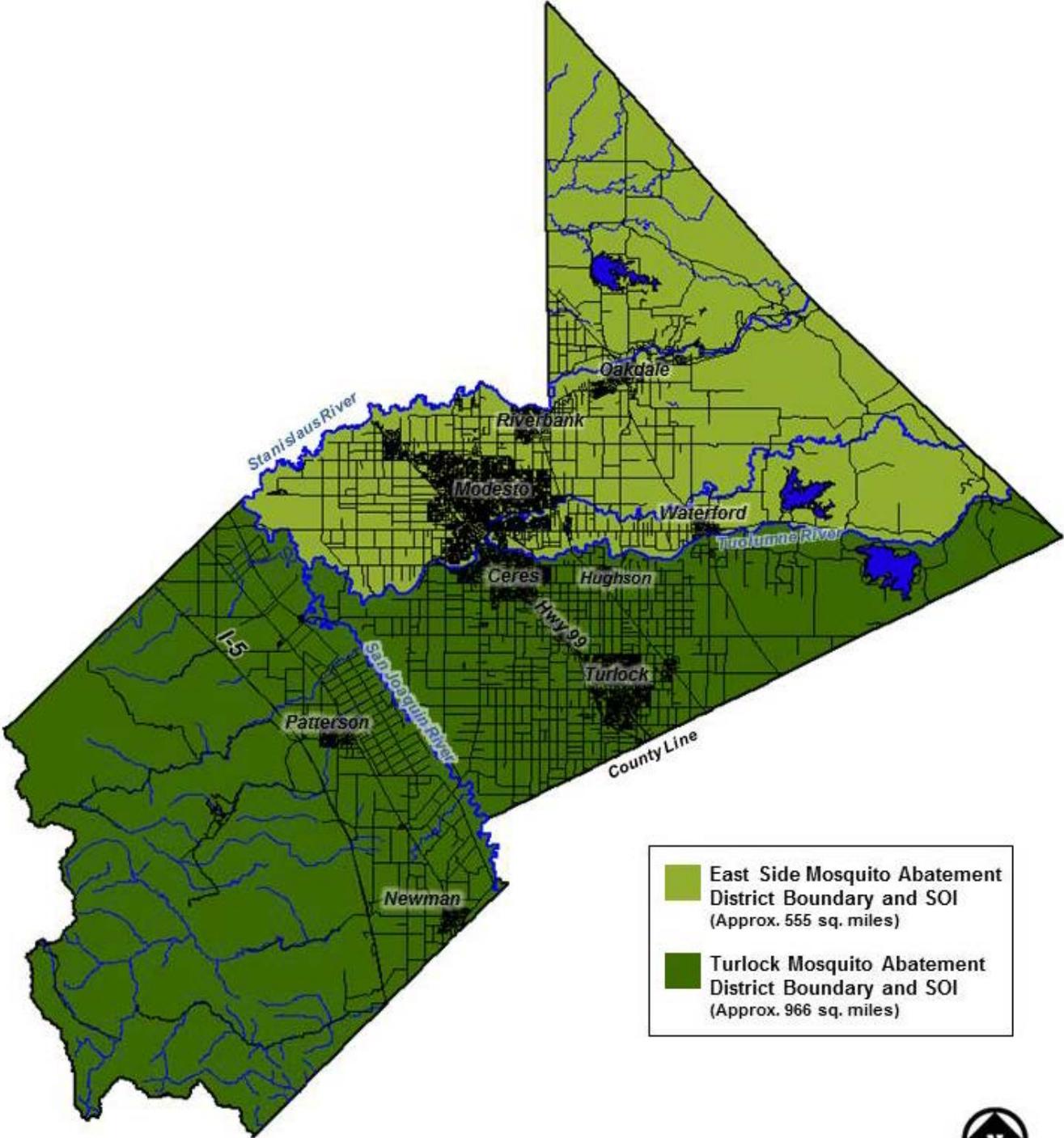
* *Source:* Estimated using U.S. Census 2010 data

APPENDIX “C”

REFERENCES

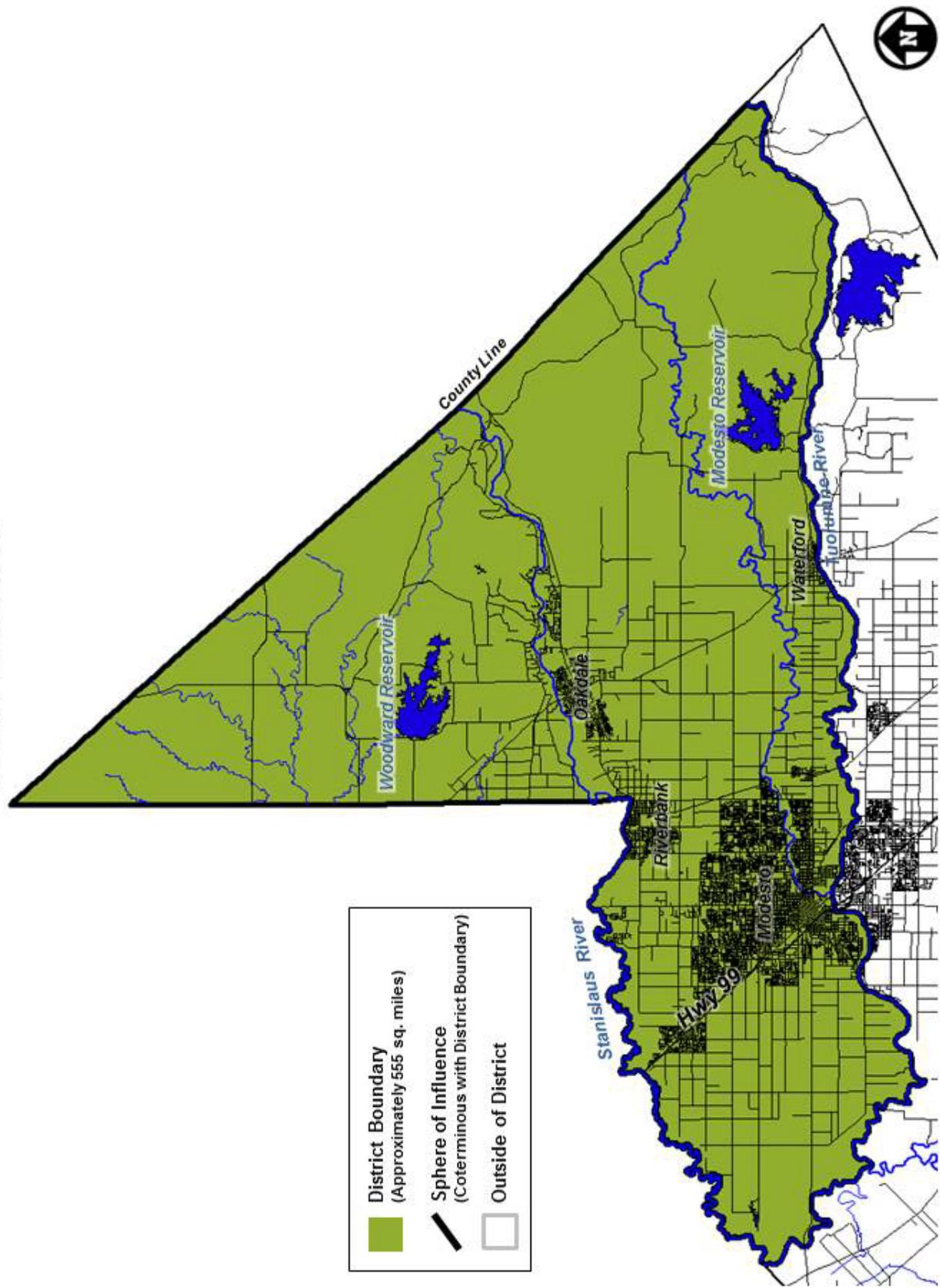
1. American Mosquito Control Association Website (www.mosquito.org).
2. California State Controller. *Special Districts Annual Report (Fiscal Year 2011-2012)*. November 23, 2013.
3. East Side Mosquito Abatement District. *2018-2019 Budget*.
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6. Stanislaus County West Nile Virus Taskforce. *West Nile Virus in Stanislaus County - 2005 Summary & 2006 Strategic Plan*. 2005.
7. Stanislaus LAFCO. *Executive Officer's Agenda Report: Consideration and Adoption of Spheres of Influence for Priority Group 10: Mosquito Abatement Districts*. November 28, 1984.
8. Stanislaus LAFCO. *Municipal Service Review and Sphere of Influence Update for the East Side Mosquito Abatement District and Turlock Mosquito Abatement District*. July 24, 2013.
9. Turlock Mosquito Abatement District. *2015 Annual Report*.
10. Turlock Mosquito Abatement District. *District Budget 2017-2018*.
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**Map 1:
East Side & Turlock Mosquito Abatement Districts
Spheres of Influence**



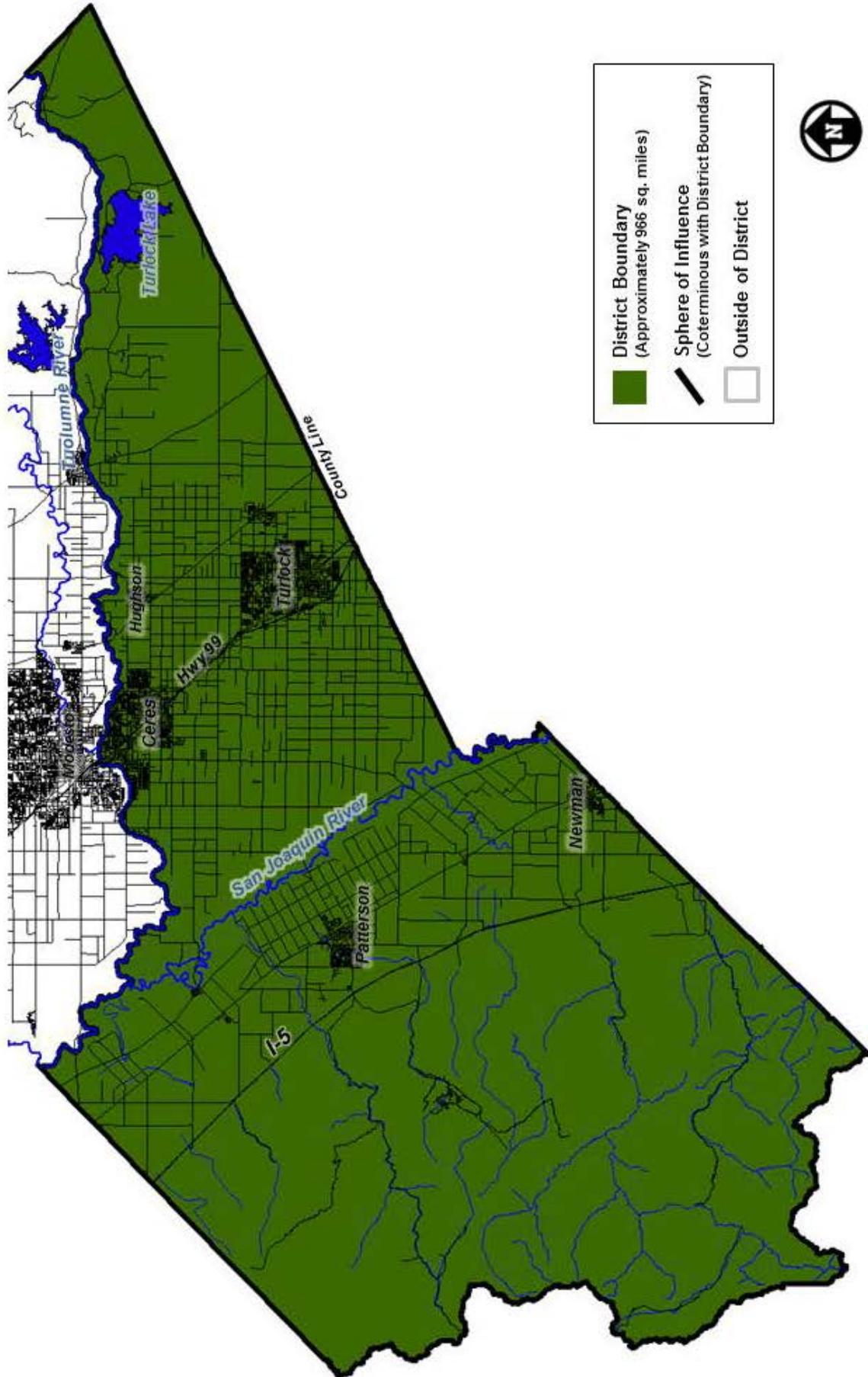
Source: LAFCO Files, County GIS, May 2018

**Map 2: East Side Mosquito Abatement District
Sphere of Influence**



Source: LAFCO Files, County GIS, May 2018

**Map 3: Turlock Mosquito Abatement District
Sphere of Influence**



Source: LAFCO Files, County GIS, May 2018

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EXHIBIT 2

Draft LAFCO Resolution 2018-14

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STANISLAUS COUNTY LOCAL AGENCY
FORMATION COMMISSION

DRAFT

RESOLUTION

DATE: September 26, 2018

NO. 2018-14

SUBJECT: Municipal Service Review No. 2018-03 and Sphere of influence Update No 2018-04: East Side and Turlock Mosquito Abatement Districts

On the motion of Commissioner _____, seconded by Commissioner _____, and approved by the following vote:

Ayes: Commissioners:
Noes: Commissioners:
Absent: Commissioners:
Ineligible: Commissioners:

THE FOLLOWING RESOLUTION WAS ADOPTED:

WHEREAS, a Service Review mandated by California Government Code Section 56430 and a Sphere of Influence Update mandated by California Government Code Section 56425, has been conducted for the East Side and Turlock Mosquito Abatement Districts, in accordance with the Cortese-Knox-Hertzberg Reorganization Act of 2000;

WHEREAS, at the time and in the form and manner provided by law, the Executive Officer has given notice of the September 26, 2018 public hearing by this Commission on this matter;

WHEREAS, the subject document is exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) of the State CEQA Guidelines;

WHEREAS, Staff has reviewed all existing and available information from the District and has prepared a report including recommendations thereon, and related information as presented to and considered by this Commission;

WHEREAS, the Commission has duly considered the draft Municipal Service Review and Sphere of Influence Update on the East Side and Turlock Mosquito Abatement Districts and the determinations contained therein;

WHEREAS, the East Side and Turlock Mosquito Abatement Districts were established to provide mosquito abatement services within their boundaries;

WHEREAS, pursuant to Government Code Section 56425(i), the range of services provided by the East Side and Turlock Mosquito Abatement Districts are limited to those as identified above, and such range of services shall not be changed unless approved by this Commission; and

WHEREAS, no changes to the Districts' Spheres of Influence are proposed or contemplated through this review.

NOW, THEREFORE, BE IT RESOLVED by the Commission:

1. Certifies that the project is statutorily exempt under the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) of the State CEQA Guidelines.
2. Approves the Service Review prepared in compliance with State law and update of the East Side and Turlock Mosquito Abatement Districts' Spheres of Influence, and written determinations prepared by the Staff and contained herein.
3. Determines that except as otherwise stated, no new or different function or class of services shall be provided by the Districts, unless approved by the Commission.
4. Determines, based on presently existing evidence, facts, and circumstances filed and considered by the Commission, that the Spheres of Influence for the East Side and Turlock Mosquito Abatement Districts should be affirmed as they currently exist, as more specifically described on the maps contained within the Service Review document.
5. Directs the Executive Officer to circulate this resolution depicting the adopted Sphere of Influence Update to all affected agencies, including the East Side and Turlock Mosquito Abatement Districts.

ATTEST: _____
Sara Lytle-Pinhey, Executive Officer