

Public Review Draft

# County Service Area 53 Mosquito Abatement and Vector Control Service and Sphere of Influence Review



October 2018



Local Agency  
Formation Commission  
of Santa Cruz County  
701 Ocean Street, Room 318D  
Santa Cruz CA 95060

**2018 SERVICE and SPHERE REVIEW**  
**For MOSQUITO ABATEMENT and VECTOR CONTROL**  
**COUNTY SERVICE AREA 53**  
**PUBLIC HEARING DATE: DECEMBER 5, 2018**

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## EXECUTIVE SUMMARY

LAFCO periodically performs municipal service reviews<sup>1</sup> and updates, as necessary, the sphere of influence of each agency subject to LAFCO's boundary regulation. This report has been prepared to analyze County Service Area 53, which provides mosquito and vector abatement services throughout Santa Cruz County. The main conclusions of this report are:

## MOSQUITO ABATEMENT AND VECTOR CONTROL, CSA 53

1. County Service Area 53, Mosquito Abatement and Vector Control, is providing a range of mosquito and vector control services that reduce nuisances and protect the public health in Santa Cruz County.
2. CSA 53 is operating efficiently as a division of the Santa Cruz County Agricultural Commissioner's office.
3. In 2017-2018, CSA 53 completed a major capital improvement: the remodel of their office and laboratory at 640 Capitola Road.
4. The CSA 53 sphere of influence map matches the County boundary and current CSA 53 service area. No sphere of influence amendment is recommended.

## PURPOSE OF SERVICE REVIEW

The purpose of a service review, sometimes called a "municipal service review" or "MSR", is to provide a comprehensive inventory and analysis for improving efficiency, cost-effectiveness, accountability, and reliability of public services provided by cities, districts, and service areas. A service review evaluates the structure and operation of an agency and discusses possible areas for improvement and coordination. A service review is used by LAFCO when updating a sphere of influence, and can be used by the subject agencies when considering changes in their operations.

A written statement of determinations must be made in the following areas:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged communities within or contiguous to the agency's sphere of influence.
3. The present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including need or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the agency's sphere of influence.
4. The financial ability of agencies to provide services.

<sup>1</sup> Government Code Section 56430 (Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000). [The last service review](#) of County Service Area 53 was prepared by LAFCO in 2005:

5. The 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.

## PURPOSE OF SPHERE OF INFLUENCE

A “sphere of influence” is defined in state law to be a plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCO in county where the agency is based. The sphere of influence is adopted and amended by LAFCO following a public hearing. The sphere action includes a map, determinations, and a resolution, which may contain recommendations and implementation steps specific to the agency. State law requires LAFCO to make determinations upon the following subjects:

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 a city or district that provides sewers, water, or structural fire protection, the present and probable need for those services in any disadvantaged unincorporated communities within the existing sphere of influence.

In this report, the sphere of influence analysis follows the service review analysis, and is organized using the above determinations as an outline. State law requires that all boundary changes (annexation, detachment, consolidation, dissolution, etc.) be consistent with LAFCO’s policies and the adopted sphere of influence of the subject agency.

## PROJECT

**Project Name:** 2018 Service and Sphere Review for the  
Mosquito Abatement and Vector Control  
County Service Area 53

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**Date:** August 13, 2018

## MOSQUITO ABATEMENT AND VECTOR CONTROL, CSA 53 AGENCY PROFILE

**Regular Meetings:** As needed, as part of the Board of Supervisor's agenda.

Board of Supervisors Names	Title	First Year of Service on Board	Term Expiration Date
John Leopold	Supervisor, Chair	2008	2020
Zach Friend	Supervisor, Vice Chair	2012	2020
Greg Caput	Supervisor	2010	2018
Ryan Coonerty	Supervisor	2014	2022
Bruce McPherson	Supervisor	2012	2020

**Agricultural Commissioner and Mosquito and Vector Control Director:** Juan Hidalgo

**Address:** 640 Capitola Road, Santa Cruz CA 95062

**Phone:** (831) 454-2590

**Website:** [www.agdept.com/mvc.html](http://www.agdept.com/mvc.html)

**Email:** [Pesthelp@agdept.com](mailto:Pesthelp@agdept.com)

County Service Area 53 Mosquito and Vector Control 2018 Service Review  Service Currently Being Provided:	Mosquito and Vector Control
County Service Area 53	●

Link to [County Service Area 53 map:](#)



## MOSQUITO AND VECTOR CONTROL SERVICES

County Service Area 53 was formed in 1993 in response to public demand for relief from mosquitos. It is operated as a unit of the County Agricultural Commissioner's Office. Upon formation, the service area was limited to a 70-square area in the South County: Watsonville, the Pajaro Valley, La Selva Beach, and Aptos. In 2005 property owners approved the North County Mosquito and Disease Control Assessment that expanded the program's mosquito control operations to the entire County, following city-supported annexations of Capitola, Santa Cruz and Scotts Valley. It now serves a population of 262,400 people in a 446 square-mile service area.

CSA 53's programs now cover:

- Mosquito control
- Surveillance of mosquito-borne diseases (West Nile virus, Dengue, Zika virus, etc.)
- Provision of mosquito fish to residents with ponds and other contained bodies of water
- Control of yellow jackets in public areas
- Surveillance of ticks and tick-borne diseases
- Educational presentations about vector control to public groups and schools
- Rodent inspections and advice to residents on techniques to exclude rodents from their property
- Advice on other vectors including bees, wasps, ticks, rodents, bats, racoons, flies, bed bugs, mites, head lice, and fleas

In 2017, there were 489 service requests, in the following categories:

- 55% Mosquito
- 17% Rodent
- 16% Wasp
- 7% Tick Fly, Vertebrate
- 5% Other

**Source:** 2017 Santa Cruz County Mosquito Abatement and Vector Control Annual Report:

<http://www.agdept.com/Portals/10/pdf/MVC/2017%20Annual%20Report%20Final.pdf?ver=2018-06-14-144435-643&timestamp=1529012718329>

The 11-person staff operates from a newly-remodeled office at 640 Capitola Road, Santa Cruz, CA 95062. The CSA has specialized equipment including a Dragonfly mini-airboat.



Dragonfly boat

# 2018 SERVICE REVIEW CHECKLIST FOR COUNTY SERVICE AREA 53, MOSQUITO AND VECTOR CONTROL

## SUMMARY OF POTENTIALLY SIGNIFICANT SERVICE REVIEW DETERMINATIONS

### SUMMARY

- |   |   |
|---|---|
| <input type="checkbox"/> 1. Growth and Population                                   | <input type="checkbox"/> 5. Shared Services |
| <input type="checkbox"/> 2. Disadvantaged Unincorporated Communities                | <input type="checkbox"/> 6. Accountability  |
| <input type="checkbox"/> 3. Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> 7. Other           |
| <input type="checkbox"/> 4. Financial Ability                                       |   |

### 1. GROWTH AND POPULATION

Growth and population projections for the affected area.

	YES	MAYBE	NO
a) Is the agency's territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Will population changes have an impact on your agency's service needs and demands?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Will projected growth require a change in the agency's sphere of influence boundary?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:** Residential and commercial development infilling close to wetlands requires greater effort and resources to maintain mosquito management. The CSA's service demand is projected to grow at a moderate rate.

Public Agency	2010	2020	2025	2030	2035	Compound Annual Growth Rate
City of Capitola	9,918	9,119	9,427	9,758	10,088	0.07%
City of Santa Cruz	59,946	66,860	70,058	73,337	76,692	0.99%
City of Scotts Valley	11,580	11,638	11,696	11,754	11,813	0.08%
City of Watsonville	51,199	59,446	61,452	63,607	65,762	1.01%
Santa Cruz County (unincorporated)	129,739	132,318	134,879	139,601	144,227	0.42%

Source: AMBAG 2014 Regional Growth Forecast



## 2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to your agency's sphere of influence.

	YES	MAYBE	NO
a) Does your agency provide water or sanitary sewer service? If no, skip questions b) and c).	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Is your agency aware of any area(s) within or adjacent to your agency's sphere of influence that is considered "disadvantaged" (80% or less of the statewide median household income) that does not already have access to public water or sanitary sewer service?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Is it is feasible for your agency to extend service to the disadvantaged unincorporated community?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### Discussion:

- b) Sizable transient and homeless population.
- c) Our services benefit those living outside also.

(see next page for map of disadvantaged areas)



## Disadvantaged Communities - Block Group 2016

Disadvantaged Communities - Block Group 2016

- Disadvantaged Communities ( $\$38,270 > \text{MHI} < \$51,026$ )
- Severely Disadvantaged Communities ( $\text{MHI} < \$38,270$ )
- Data Not Available

MHI = Median Household Income

Source: California Disadvantaged Communities Mapping Tool

<https://gis.water.ca.gov/app/dacs/>

### 3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

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.

	YES	MAYBE	NO
a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues regarding your agency's capacity to meet the service demand of reasonably foreseeable future growth?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any concerns regarding public services provided by the agency being considered adequate?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there any significant infrastructure needs or deficiencies to be addressed?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Are there changes in state regulations on the horizon that will require significant facility and/or infrastructure upgrades?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:** d) CSA 53 just finished office and lab renovation.



Trap

#### 4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

	YES	MAYBE	NO
a) In the last five years, has your agency failed to obtain an independent audit, or adopted its budget late?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Is your agency lacking adequate reserves to protect against unexpected events or upcoming significant costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is your agency's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Is your agency unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Is improvement needed in the organization's financial policies to ensure its continued financial accountability and stability?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Is the organization's debt at an unmanageable level?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:** b) Building renovation costs exceeded projection and reduced our reserves. We need to maintain a balanced budget to re-establish reserves that adequately address public health pest emergencies such as control of the invasive Aedes mosquitoes that have depleted other affected mosquito control agencies. A healthy reserve would be equal to one year's expenses.

CSA 53 is audited as part of the County's annual audit. The 2017 audit by Brown Armstrong Accountancy Corporation found no irregularities in CSA 53's accounting:

[http://www.co.santa-cruz.ca.us/Portals/0/County/auditor/cafr17/CAFR\\_2017.pdf](http://www.co.santa-cruz.ca.us/Portals/0/County/auditor/cafr17/CAFR_2017.pdf)



The CSA's services are financed principally with assessments collected on the property tax rolls. The 2017-18 assessments are based upon Assessor's use code, number of units, and location in several service zones.

CSA 53 2017-18 ASSESSMENT RATES		
Property Type	Annual Charge	Unit
Single-family Residential/Institutional	\$15.44 - 22.07	Per parcel
Multiple-family Residential, 2-4 Units	\$12.34 - 32.18	Per residential unit
Condominium/Vacant	\$7.73 – 11.04	Per parcel
Mobilehome/Mobilehome Parks	\$3.55 – 46.38+	Per mobilehome
Industrial/Commercial	\$7.73 – 19.39+	Per 0.2 acre
Office	\$21.93 – 29.04+	Per 0.2 acre
Auto Storage/Parking	\$0.32 – 14.37+	Per 0.2 acre
Apartments, 5+ Units	\$30.85 – 67.33+	Per residential unit
Agriculture	\$ 0.03 – 11.62+	Per 0.2 acre

Source: [http://www.agdept.com/Portals/10/pdf/MVC/Public%20Notice-all%20levies\\_2018.pdf](http://www.agdept.com/Portals/10/pdf/MVC/Public%20Notice-all%20levies_2018.pdf)

CSA 53 REVENUES AND EXPENDITURES (\$)						
	FY 2003-4 Actual*	FY 14-15 Actual	FY 15-16 Actual	FY 16-17 Actual	FY 17-18 Actual	FY 18-19 Adopted
<b>Revenues</b>						
Assessments	269,609	1,341,002	1,370,429	1,395,388	1,454,903	1,471,488
Interest income	1,351	13,566	14,042	17,552	22,956	16,948
Other income	1,900	0	0	0	1581	0
<b>TOTAL REVENUES</b>	<b>272,859</b>	<b>1,354,568</b>	<b>1,384,471</b>	<b>1,412,940</b>	<b>1,479,440</b>	<b>1,488,436</b>
<b>Expenditures</b>						
Salaries and Benefits	266,159	878,417	1,048,894	1,095,517	1,093,646	1,208,698
Services and Supplies	126,357	276,026	376,103	290,310	385,794	473,315
Fixed Assets	0	133,875	910,776	27,940	0	83,000
Other	0	5000	5000	0	0	0
<b>TOTAL EXPENDITURES</b>	<b>392,516</b>	<b>1,299,700</b>	<b>2,340,773</b>	<b>1,413,267</b>	<b>1,479,440</b>	<b>1,765,013</b>
Fund Balance June 30	54,974	653,648	91,461	123,821	16,013	

\* Most recent year reported in last service review for CSA 53. The range of services has expanded since FY 2003-4, and the service area has been expanded from the South County to the entire County since FY 2003-4.

## 5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) Are there any opportunities for your agency to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Are there any governance options that may produce economies of scale and/or improve buying power in order to reduce costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there governance options to allow appropriate facilities and/or resources to be shared, or making excess capacity available to others, and avoid construction of extra or unnecessary infrastructure or eliminate duplicative resources?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:** a) Possibly our new, small lab could be shared with Health Services once it is equipped.

In general, mosquito and vector abatement services in California are organized at either the County level, or sub-county level in large counties. Four mosquito and vector abatement agencies abut CSA 53 in adjacent counties:

### San Mateo

Agency: San Mateo County Mosquito and Vector Control District

Most Recent Service Review: Municipal Service Review and Sphere of Influence Update, 2012

Budget: \$3,635,678 (2010-11)

### Santa Clara

Agency: Santa Clara County Vector Control District

Most Recent Service Review: Special Districts Service Review, date 2013???

Budget: \$5,582,158 (2011-12)

### San Benito

Agency: Operated as a county department

Most Recent Service Review: not applicable

Budget: \$233,638 (2017-18)

### Monterey

Agency: Northern Salinas Valley Mosquito Abatement District

Most Recent Service Review: Municipal Service Review and Sphere of Influence Study,

Independent Special Districts with a Regional Orientation, 2016

Budget: \$1,758,643 (2016-17)

## 6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

Accountability for community service needs, including governmental structure and operational efficiencies.

	YES	MAYBE	NO
a) Are there any issues with your agency's meetings being accessible and well publicized? Are there any issues with your agency failing to comply with financial disclosure laws and the Brown Act?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues with filling board vacancies and maintaining board members?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any issues with staff turnover or operational efficiencies?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Is your agency's budget unavailable to the public via the internet?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Are there any recommended changes to your agency's structure that will increase accountability and efficiency?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

### Discussion:

- e) The CSA contributes approximately 35% of salary for department director and senior accounting technician since FY 2017-18, which has increased from 20-25% in 2016-17. The department will determine an equitable level proportional to workload.
- g) The original South County assessment was overlapped with a supplemental assessment in 2005 and that creates two fees on the tax bill for that area. Countywide expansion in 2006 required a third assessment for the new areas and budgeting requires apportioning costs. Replacing the two prior assessments with one countywide assessment measure would have risked program funding.

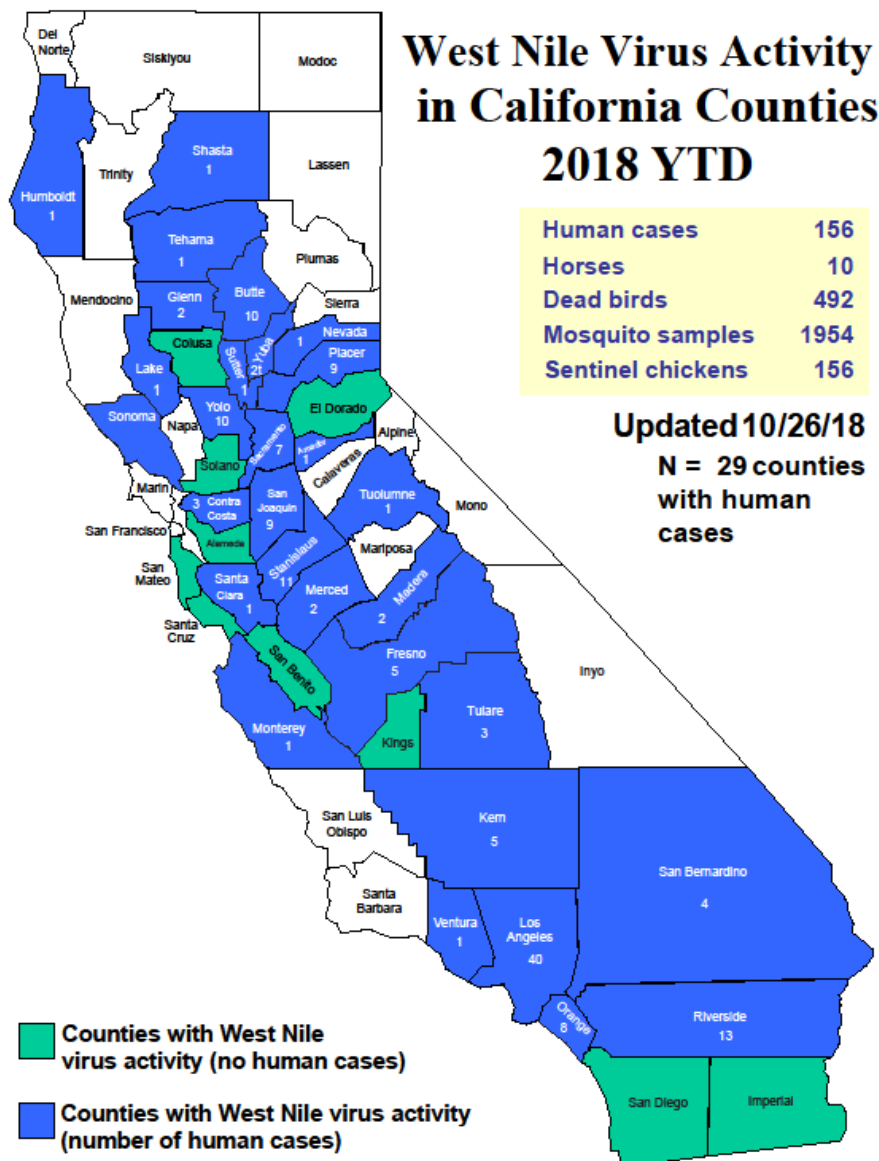


## 7. OTHER ISSUES

Any other matter related to effective or efficient service delivery, as required by commission policy.

	YES	MAYBE	NO
a) Are there any other service delivery issues that the agency wants addressed in the service and sphere review process?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

END OF SERVICE REVIEW





## SPHERE OF INFLUENCE REVIEW FOR MOSQUITO ABATEMENT AND VECTOR CONTROL, CSA 53

☒ Neither the Agency nor LAFCO staff is proposing any change in the Agency's Sphere of Influence.

**Discussion:** CSA 53's current boundary and sphere of influence coincide with the entire County, including all four cities. Mosquito and vector control services continue to be needed in all areas of the County. All adjacent counties have existing mosquito and vector abatement agencies.



END OF SPHERE REVIEW