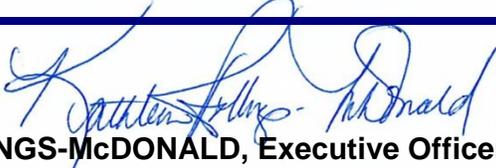


LOCAL AGENCY FORMATION COMMISSION FOR SAN BERNARDINO COUNTY

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DATE: AUGUST 8, 2016 
FROM: KATHLEEN ROLLINGS-McDONALD, Executive Officer
SAMUEL MARTINEZ, Assistant Executive Officer
TO: LOCAL AGENCY FORMATION COMMISSION

SUBJECT: AGENDA ITEM #6 – LAFCO 3208 – Sphere of Influence Amendment for
the West Valley Mosquito and Vector Control District

INITIATED BY:

Resolution of the Board of Trustees of the West Valley Mosquito and Vector
Control District

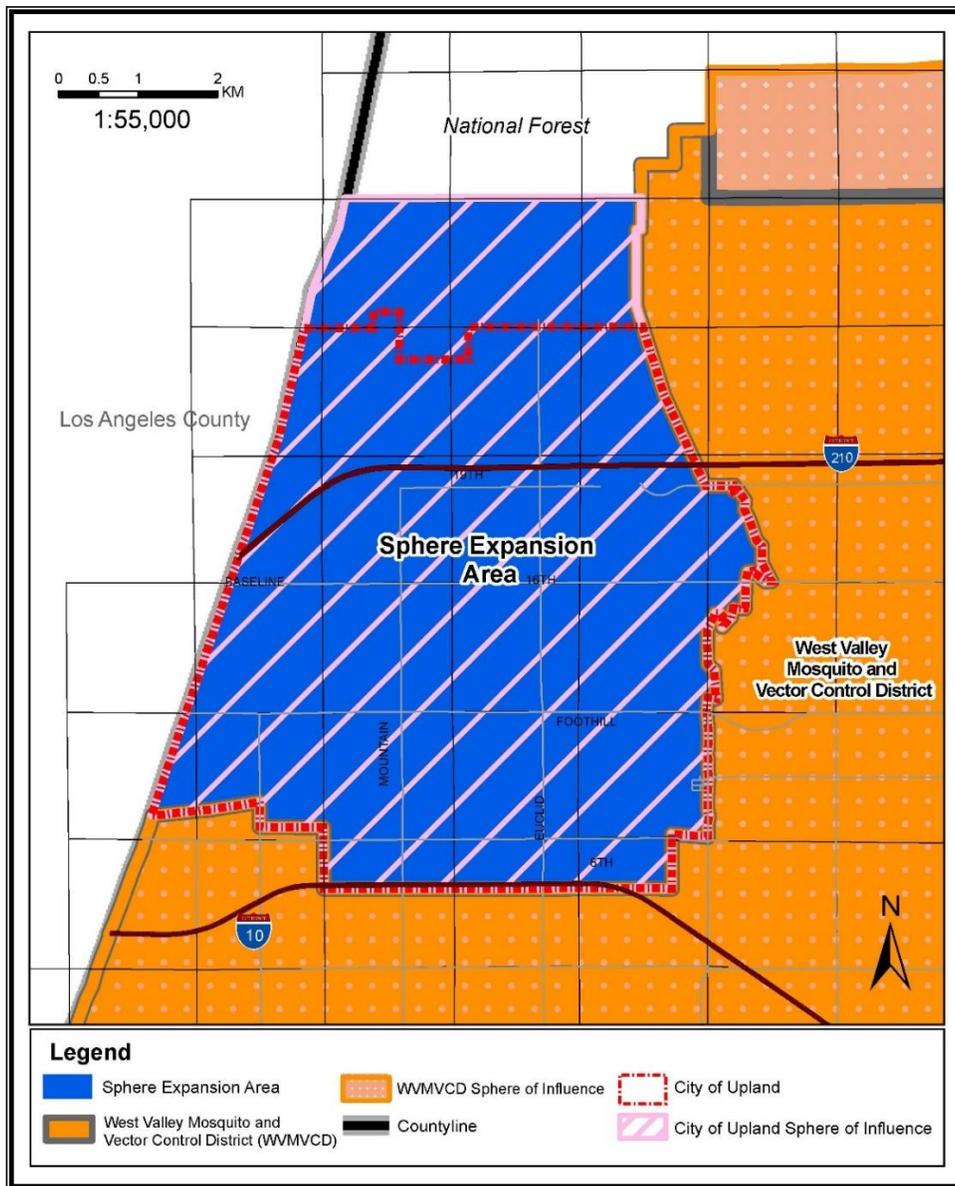
RECOMMENDATION:

LAFCO staff recommends that the Commission approve LAFCO 3208 by taking the
following actions:

1. Determine that the proposed sphere of influence amendment, submitted under the provisions of Government Code Section 56428, does not require a service review; however, staff recommends that the Commission move up the Countywide service review for mosquito and vector control for its consideration during Fiscal Year 2016-17;
2. Certify that LAFCO 3208 is statutorily exempt from environmental review and direct the Executive Officer to file a Notice of Exemption within five (5) days;
3. Approve the sphere of influence expansion for the West Valley Mosquito and Vector Control District to include the City of Upland and its unincorporated sphere of influence area commonly known as “San Antonio Heights”;
4. Affirm the description of the functions and services for the West Valley Mosquito and Vector Control District as identified in the *LAFCO Policy and Procedure Manual*; and,
5. Adopt LAFCO Resolution No. 3230 reflecting the Commission’s determinations for LAFCO 3208.

BACKGROUND:

On January 27, 2016, the Board of Trustees of the West Valley Mosquito and Vector Control District (hereafter shown as the “District”) adopted Resolution No. 2016-1 initiating an application to expand the District’s sphere of influence for the purpose of including the City of Upland’s sphere of influence—the City’s corporate boundaries and its unincorporated sphere of influence area commonly known as “San Antonio Heights”—into the District’s sphere of influence. A “sphere of influence” is defined as a planning boundary that designates an agency’s probable future boundary and service area. A map illustrating the proposed sphere of influence expansion is included as Attachment #1 to this report and is shown below:



Changing a sphere of influence does not change the actual jurisdictional boundary of an agency. However, the expansion of the sphere of influence is a prerequisite to allow for the annexation of the area into the District, which is proposed as a part of the reorganization proposal initiated by the District as a separate action (LAFCO 3209). The reorganization proposal, which will be heard following consideration of the proposed sphere of influence expansion, not only includes the annexation of the District's sphere expansion that encompasses the City of Upland and its unincorporated sphere but also the rest of the District's existing sphere of influence boundary that encompasses the City of Rancho Cucamonga's unincorporated sphere area. This set of proposals is intended to consolidate the District's mosquito and vector control services within the west valley region of San Bernardino County, as well as eliminate the isolated service provided by the County's Mosquito and Vector Control Program through its Division of Environmental Health Services.

BOUNDARIES:

The sphere of influence expansion area, encompassing approximately 18.3 square miles, includes the City of Upland's corporate boundaries and its unincorporated sphere of influence area of San Antonio Heights. The subject area is generally bounded by the Los Angeles/San Bernardino Countyline on the west, the Cities of Montclair and Ontario on the south, the City of Rancho Cucamonga on the east, and the National Forest boundary on the north.

SERVICE REVIEW DETERMINATION:

It is the staff's position that a sphere of influence "amendment" does not require that a service review be conducted pursuant to Government Code Section 56430 as this section reads in part, "In order to prepare and to update spheres of influence in accordance with 56425, the commission shall conduct a service review..." LAFCO 3208 is a sphere of influence amendment pursuant to Government Code Section 56428. Therefore, staff is recommending that the Commission determine that LAFCO 3208 does not require a service review.

However, since mosquito and vector control is a service that has not been reviewed for over 10 years and because of the threat of new vector-borne diseases—such as the Zika virus—staff is recommending that the service review for mosquito and vector control be moved to the Fiscal Year 2016-17 cycle for consideration.

SPHERE OF INFLUENCE FACTORS OF CONSIDERATION:

The balance of this report provides staff's responses to the "factors of consideration" required by State law for sphere of influence amendment proposals as outlined in Government Code Section 56425.

1. The Present and Planned Land Uses in the area

The District currently serves the Cities of Chino, Chino Hills, Montclair, Ontario, and Rancho Cucamonga, including portions of unincorporated County areas. The area within the District's sphere of influence boundaries include the cities of Chino, Chino Hills, Montclair, Ontario, and Rancho Cucamonga and the unincorporated spheres of influence for the Cities of Chino, Montclair, and Rancho Cucamonga. The District's sphere of influence includes the full range of land uses including residential, commercial, industrial, institutional/public facilities, agricultural, and open space.

The area proposed to be included within the sphere of influence for the District consists of the City of Upland and its unincorporated sphere area. The City, which is approximately 15.7 square miles (10,027+/- acres) in area, also includes a full range of land uses including residential (single-family and multi-family residential uses), commercial, industrial, special/institutional (public facilities, park and open space, schools, and institutional uses) as well as mixed-use designations. The City's unincorporated sphere of influence area encompasses approximately 2.6 square miles (1,669+/- acres), commonly known as the community of San Antonio Heights. This area is predominantly designated by the County's General Plan as RS-14M (Single Residential, 14,000 square feet minimum) with clusters of areas designated as RS-10M (Single Residential, 10,000 square feet minimum), RL-5 (Rural Living, 5 acre minimum), SD-RES (Special Development – Residential), Resource Conservation, and a few Commercial land uses.

No change in land use will occur as a result of the District's sphere of influence expansion proposal.

2. The present and probable need for public facilities and services in the area

The District provides mosquito and vector control services within its boundaries. The District was formed in 1983 in response to the needs of the residents of the west valley region of San Bernardino County in order to reduce mosquitoes plaguing the community, particularly the eastern Chino and southern Ontario areas, and the County's inability to provide the requisite funding to address the problems associated with the then existing Chino-Ontario Agricultural Preserve. In 1985, the District expanded its surveillance and control activities to include flies, rodents, stinging insects, and various other medically important vectors capable of transmitting disease or causing human discomfort. The District currently serves over 500,000 residents in the west valley region of San Bernardino County.

The District is currently staffed by a District Manager/Entomologist, a part-time finance director, the District clerk, an administrative assistant, a scientific director, an assistant vector ecologist, a vector biologist, a laboratory associate, a

community outreach coordinator, an operations director, a field supervisor, and eight full time/part time vector control technicians.

The District's vector control technicians provide the following services:

- Inspection for mosquitoes;
- Inspection for bedbugs;
- Rodent inspections around residence;
- Swimming pool inspection;
- Pre-construction vector survey;
- Larvicide and pupacide applications;
- Habitat modification for vector reduction; and,
- Honey bee removal in vegetation and non-structural areas only.

The sphere of influence expansion area is currently served by the San Bernardino County Mosquito and Vector Control Program, under the County's Department of Public Health – Division of Environmental Health Services. Because of the threat of existing and new vector-borne diseases and of nuisance vectors, an enhanced mosquito and vector control program is needed to protect the health and safety of the residents within the sphere expansion area.

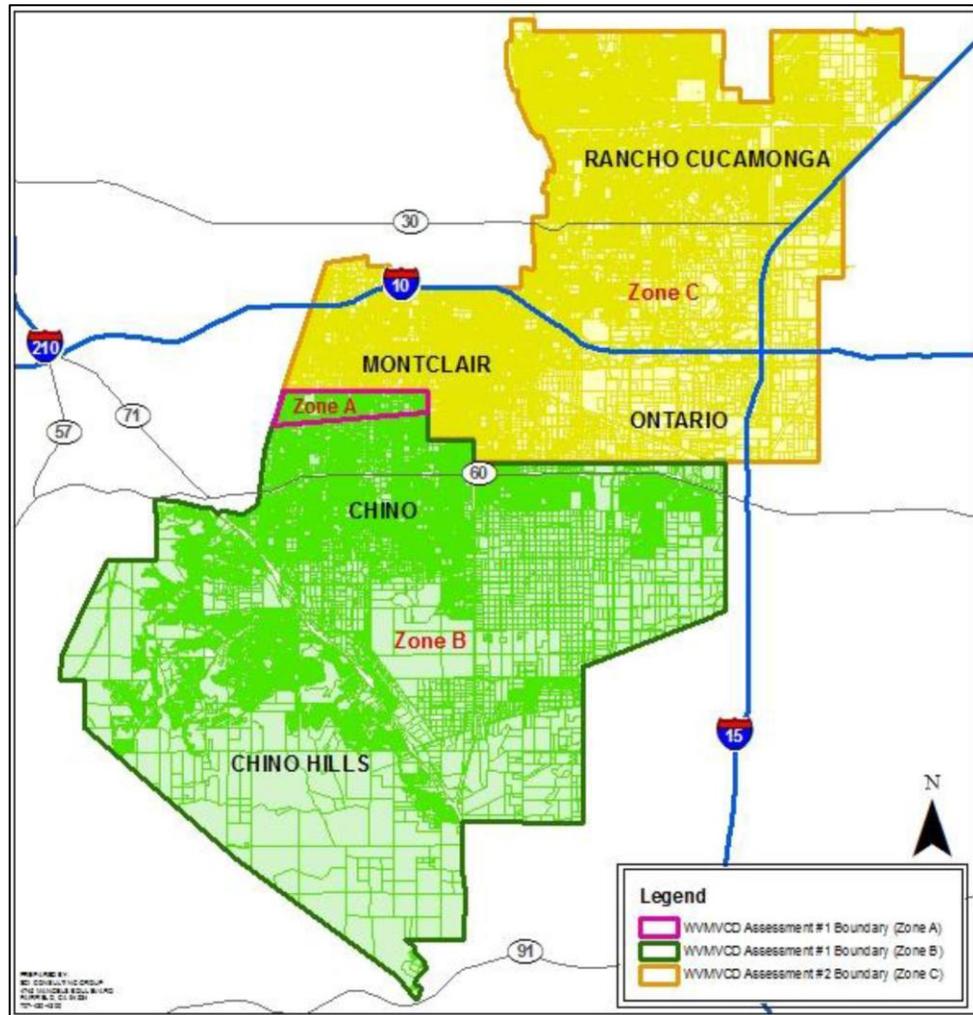
3. The present capacity of public facilities and adequacy of public services that the agency provides

The District currently provides a higher level of service for mosquito and vector control within its service area than does the County and its primary goal is to manage insects and animals that can spread disease. The District's emphasis includes the following:

- respond to service requests from the public in a timely manner;
- carry out routine inspections and elimination or treatment of vector breeding sources;
- conduct vector population and vector-borne disease surveillance activities; and,
- educate the public about vectors and their medical importance and the need for prevention.

The District evaluates the data from field vector collections to help determine risk and courses of action to protect the public against harmful illnesses. It also monitors vector populations in the field. In addition, the District also attends various City events, provides presentations, and field trips in an effort to inform residents about mosquito-borne disease and how they can protect themselves and their community.

Assessment Districts and Zones of Benefit



The Vector Control Assessment District (Assessment District No. 1) was formed in 1996. The purpose of Assessment District No. 1 is to provide surveillance and control of vectors and mosquitoes within the original boundaries of the District, which included the cities of Chino and Chino Hills, a small portion of the City of Montclair, and the southern portions of the City of Ontario. Assessment District No. 1 has two zones, which was divided up based on agricultural areas vs. urban/suburban areas:

- Zone A includes all the parcels in the area bounded by Mission Boulevard on the north, Palmetto Avenue on the east, Phillips Boulevard on the south, and the Countyline on the west.

- Zone B includes the remainder of the original boundaries of the District generally south of Phillips Boulevard.

The Mosquito, Vector and Disease Control Assessment (Assessment District No. 2 or Zone C) was established in 2004 after the District’s annexation of the City of Rancho Cucamonga and the northern portions of the cities of Montclair and Ontario. This benefit assessment was established to provide mosquito, vector and disease control to the area that was part of the annexation. The cost of providing the services are reflected in the special benefit received, and the assessment rate charged, to the properties in each of the zones.

The following table summarizes the historical assessment rates for Assessment District No. 1 (Zones A & B) and Assessment District No. 2 (Zone C):

FY	Zone A	Zone B	Zone C
2003-04	\$10.25	\$18.00	
2004-05	\$10.25	\$20.70	\$10.00
2005-06	\$10.25	\$20.70	\$10.30
2006-07	\$10.25	\$20.70	\$10.60
2007-08	\$10.25	\$20.70	\$10.92
2008-09	\$10.25	\$20.70	\$11.02
2009-10	\$10.56	\$20.70	\$11.14
2010-11	\$10.98	\$20.70	\$11.25
2011-12	\$11.25	\$20.70	\$11.25
2012-13	\$11.25	\$20.70	\$11.25
2013-14	\$11.59	\$20.70	\$11.59
2014-15	\$12.17	\$20.70	\$12.17
2015-16	\$12.86	\$20.70	\$12.86
2016-17	\$13.12	\$20.70	\$13.12

Zone B traditionally had more agricultural areas and higher population levels of mosquitoes and other vectors, which is why it has a higher assessment rate to fund the higher amount of service it requires and receives. The District uses more time, manpower and more chemicals, to keep the elevated number of mosquitoes and other vectors in Zone B at acceptable levels, comparable to the levels in Zones A or C. All zones receive the services necessary to keep the level of mosquitoes and other vectors at a similar, acceptable level throughout the entire District.

The County Mosquito and Vector Control Program currently serves the area within the sphere of influence expansion area. This sphere of influence amendment application will allow for the subsequent annexation of this area to the District.

Following the sphere expansion and the subsequent reorganization (LAFCO 3209), additional staff will be recruited and equipment acquired to provide the current level of service offered by the District, which is enhanced from that provided by the County.

4. The existence of any social or economic communities of interest

The District currently serves most of the west valley region for San Bernardino County. It serves the City of Chino and its unincorporated sphere area, the City of Chino Hills, the City of Montclair and its unincorporated sphere area, the City of Ontario, and the City of Rancho Cucamonga. The only portion that it does not serve is the City of Upland and its unincorporated sphere area as well as the area within the City of Rancho Cucamonga’s unincorporated sphere area, which is currently a part of the District’s sphere of influence.

If the proposed sphere of influence expansion is approved and the subsequent reorganization proposal (LAFCO 3209) is successful, the entire west valley region of San Bernardino County will be within the District’s service area.

Functions and Services for the West Valley Mosquito and Vector Control District:

Government Code Section 56425(i) requires that during a sphere of influence amendment or update for a Special District, the Commission is required to review and identify the range of services to be provided, as well as the nature and location of these services. At present the Commission’s Policy and Procedure Manual identifies the authorized functions and services to be provided by the special districts under its purview. That listing identifies the following functions and services for the District:

<u>FUNCTION</u>	<u>SERVICES</u>
Vector Extermination	Conduct surveillance and other appropriate studies of vectors and vector-borne diseases; prevention of the occurrence of vectors and vector-borne diseases; abate or control vector and vector-borne diseases.

LAFCO staff recommends that the Commission affirm the service description for the West Valley Mosquito and Vector Control District as identified in the *LAFCO Policy and Procedure Manual, Section VI, Chapter 3: Listing of Special Districts within San Bernardino LAFCO Purview - Authorized Functions and Services*.

ENVIRONMENTAL CONSIDERATIONS:

As the CEQA lead agency, the Commission’s Environmental Consultant, Tom Dodson from Tom Dodson and Associates, has indicated that the review of LAFCO 3208 is statutorily exempt from the California Environmental Quality Act (CEQA). This

recommendation is based on the finding that the Commission's approval of the sphere of influence amendment does not have any potential to alter the existing physical environment in any manner different from the existing environmental circumstance; and therefore, the proposal is exempt from the requirements of CEQA, as outlined in the State CEQA Guidelines, Section 15061 (b)(3). A copy of Mr. Dodson's analysis is included as Attachment #3 to this report.

ADDITIONAL DETERMINATIONS:

1. Legal notice of the Commission's consideration of this proposal has been provided through publication of a 1/8th page advertisement in the *Inland Valley Daily Bulletin*, a newspaper of general circulation in the area. In addition, individual notification was provided to affected and interested agencies, County departments, and those individuals and agencies requesting special mailed notice.
2. The map and legal description of this sphere of influence amendment, was certified by the County Surveyor's office.

CONCLUSION:

LAFCO 3208 represents a reasonable expansion of the sphere of influence for the West Valley Mosquito and Vector Control District to solidify a uniform system for the delivery of its services that is cohesive and comprehensive. This proposal has been submitted in order to move forward with the reorganization proposal that the District has submitted to annex the City of Upland and its unincorporated sphere along with the North Etiwanda portion of the City of Rancho Cucamonga's sphere of influence (currently within the District's sphere) and transfer the responsibility for mosquito and vector control services from the County to the District. Should this reorganization be successful, it would consolidate the range and level of service within the west valley region for San Bernardino County. For all these reasons, and those identified within this report, staff recommends approval of LAFCO 3208. The actions recommended for the Commission are outlined on page one of this report.

KRM/sm

Attachments:

1. [Vicinity Map and Map of Proposed Sphere Expansion](#)
2. [West Valley Mosquito and Vector Control District Application for Sphere of Influence Expansion](#)
3. [Letter Response from the Commission's Environmental Consultant Tom Dodson of Tom Dodson and Associates](#)
4. [Draft LAFCO Resolution No. 3230](#)