

NAPA COUNTY
MOSQUITO ABATEMENT DISTRICT
1984 BASELINE REPORT
SPHERE OF INFLUENCE
ESTABLISHMENT

NOVEMBER 28, 1984

NAPA COUNTY
LOCAL AGENCY FORMATION COMMISSION

NAPA COUNTY MOSQUITO ABATEMENT DISTRICT

1984 BASELINE REPORT

SPHERE OF INFLUENCE ESTABLISHMENT

Adopted

November 28, 1984

Napa County Local Agency Formation Commission

Armand J. Greco, Chairman

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I INTRODUCTION

The Knox-Nisbet Act of 1963 requires that Local Agency Formation Commissions (LAFCOS) adopt, periodically review, and update spheres of influence for each of the local agencies under their jurisdiction. A sphere of influence is a planning tool used by a LAFCO to identify an orderly future service area for the agency involved. It provides a guide when considering future service area changes. The ultimate purpose of a sphere of influence is to encourage the development of service area boundaries that promote economic and efficient service provision by the unit of local government under consideration.

A LAFCO applies a sphere of influence in much the same manner as a city or county applies its general plan. A city or county is required by law to find that a project is consistent with its adopted plan before it can be approved. Similarly, a LAFCO looks for consistency between a boundary revision request and the adopted sphere of influence for the particular agency involved.

As part of the sphere adoption process, a LAFCO may recommend that a unit of local government change its policies, operations, or fee structure. It may also recommend the expansion or reduction of an agency's jurisdictional boundary, or even its dissolution. However, a LAFCO does not have the power to compel compliance with any of its recommendations. An agency's right to provide, and a property owner's right to receive, service to a parcel within its boundaries is unaffected by either the sphere of influence adopted or the recommendations made.

In establishing a sphere of influence, the Knox-Nisbet Act requires that a LAFCO consider and prepare a written statement of its findings with respect to the eight factors listed below:

1. The maximum possible service area of the agency based upon its present and possible future service capabilities.
2. The range of services the agency is providing or could provide.
3. The projected future population growth of the area.
4. The type of development occurring or planned for the area including but not limited to residential, commercial, and industrial development.
5. The present and probable future service needs of the area.
6. Local governmental agencies presently providing services to the area and the present level, range and adequacy of these services.
7. The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and surrounding areas which could be considered for inclusion within the agency's sphere of influence.
8. The existence of agricultural preserves which might in the future be included within an agency's sphere of influence and the effect of said inclusion on their physical and economic integrity.

This report provides the background information needed to make the required findings (see Appendix B for the specific findings recommended).

II DEFINITIONS

The area evaluated in this report, hereafter referred to as "the Study Area" includes all incorporated and unincorporated lands within Napa County. The planning period selected is 10 years.

The main acronyms used throughout this report are listed below:

NCACO Napa County Agricultural Commissioner's Office
NCEHD Napa County Environmental Health Department
NCMAD Napa County Mosquito Abatement District

III BACKGROUND

The Napa County Mosquito Abatement District, hereafter referred to as NCMAD, was established in 1925 to provide nuisance insect control throughout Napa County. The District currently contains 512,580 acres of land (see Figure 1). Since its formation there have been no changes in the District's boundaries. For more details regarding the District and the area it services, see Appendix A.

IV CRITERIA

Every sphere of influence boundary is defined by an implicit or explicit set of criteria. A sound sphere of influence is based on the government codes and policies under which a LAFCO works as well as an understanding of the operations of the agency in question. In the present instance, the suggested criteria would place within NCMAD's Sphere of Influence all incorporated and unincorporated lands that:

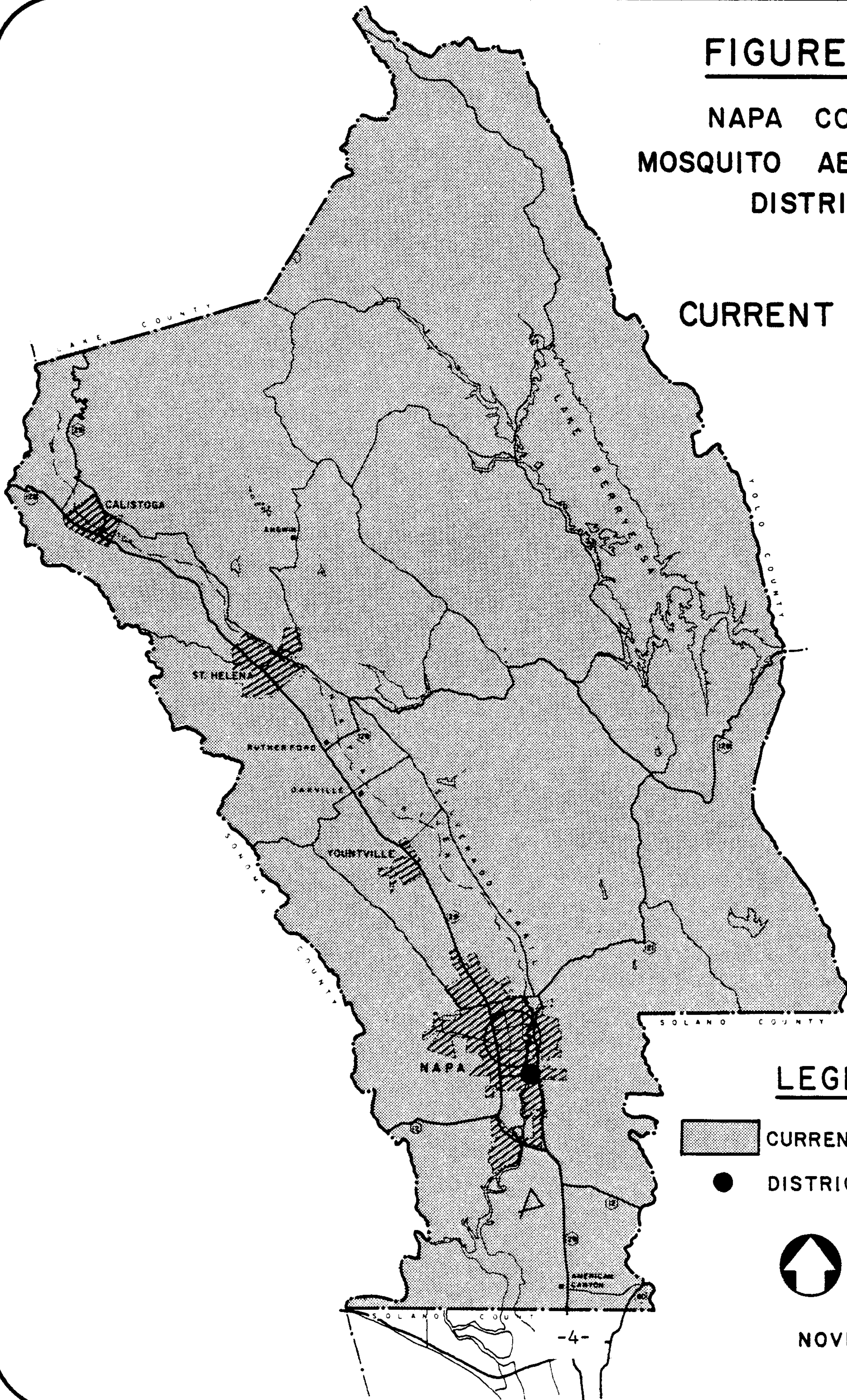
1. lie within the existing boundaries of the District, and
2. can be efficiently and economically provided mosquito abatement service by the District.

These criteria have been used in developing the sphere of influence proposed in this report.

FIGURE 1

NAPA COUNTY
MOSQUITO ABATEMENT
DISTRICT



CURRENT DISTRICT



LEGEND

 CURRENT DISTRICT

 DISTRICT OFFICE

 
1" = 5 MILES

NOVEMBER 1984

V ANALYSIS

There are three basic considerations to be taken into account in determining an agency's sphere of influence. The first is the area the agency can adequately serve. The second is the area policy and government code constraints will allow the agency to annex. The last is the area that is expected to need service during the planning period, in this case the next ten years. A secondary consideration is the area located within the agency's boundaries.

The area that a mosquito abatement district can adequately serve is dependent on several factors. In NCMAD's case, the most important are:

1. Travel times
2. Staff/equipment availability

The preceding two factors have been analyzed with regard to NCMAD (see Appendix A for detailed discussion). Based on this evaluation it has been determined that the District would be able to now and in the foreseeable future provide adequate mosquito abatement service throughout the entirety of the 512,580-acre Study Area.

The area within which LAFCOM can approve an agency to annex lands is based on a number of factors including:

1. Agricultural capability of the soil
2. Presence of agricultural preserves
3. Current and probable future land use
4. Zoning
5. General Plan designation

In the case of NCMAD, none of these factors pose any constraint on annexation. Thus, any area outside the District's current boundaries would be annexable.

The area that is expected to need service in the foreseeable future includes the entirety of the Study Area (i.e., Napa County). Insect abatement is also needed in surrounding areas. However,

these lands lie in other mosquito abatement districts that provide this service.

The three considerations discussed above have been combined to define a 512,580-acre proposed sphere of influence for NCMAD (see Figure 2). The proposed sphere of influence is coterminous with the District's present boundary.

VI DISCUSSION

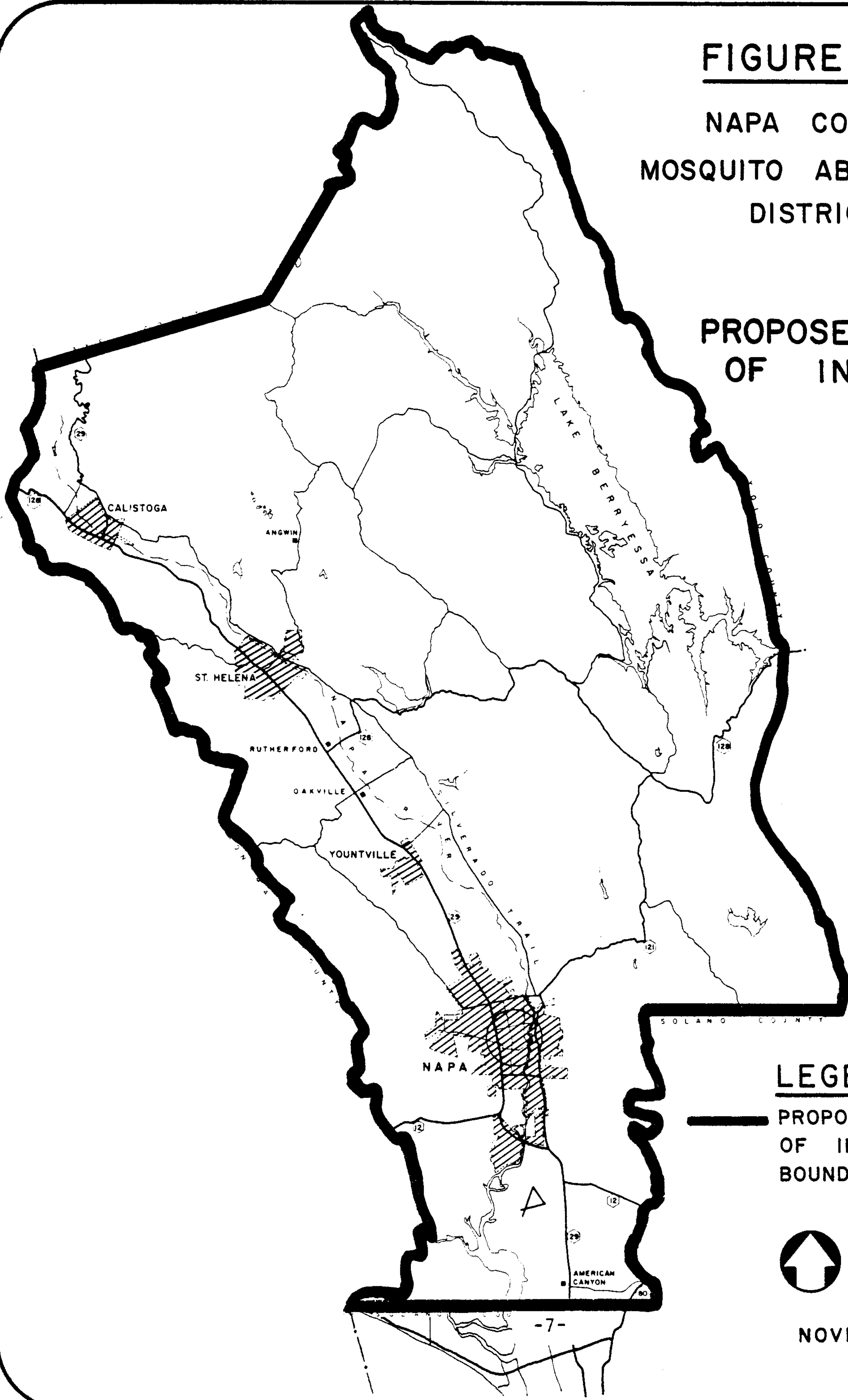
There are 7 facts regarding mosquito abatement in general, NCMAD's existing operations, and the District's financial position that warrant some additional consideration here.

1. Mosquito abatement is an important governmental service throughout the San Francisco Bay Region. Without effective mosquito control, many parts of the area, including the southern portions of Napa County, would contain large mosquito populations making such areas unhealthy places to either live or work.
2. Mosquito abatement can probably be most efficiently handled on a regional basis. Administrative, operational and financial considerations, however, suggest that consolidation of NCMAD with the Solano and/or Marin-Sonoma Mosquito Abatement Districts would actually hurt mosquito abatement efforts in Napa County. Local control would be lost, only small reductions in administrative and possibly office staff would be realized, and the \$35,000 per year in augmentation funds spent by the District on mosquito abatement would be lost.
3. NCMAD currently provides mosquito abatement services via contract to the naval facilities located at Skaggs Island in Sonoma County. Normally provision of service by contract outside a district's boundaries is not encouraged. However, in the current instance this action appears reasonable, for control of the mosquito populations in this area substantially furthers the District's mosquito abatement efforts within its own boundaries.


FIGURE 2



**NAPA COUNTY
MOSQUITO ABATEMENT
DISTRICT**

**PROPOSED SPHERE
OF INFLUENCE**



LEGEND

 PROPOSED SPHERE OF INFLUENCE BOUNDARY

 
1" = 5 MILES

NOVEMBER 1984

4. Projections of substantial revenue shortfalls in 1995 have been made by the Consultant (see Appendix A "Financial Considerations"). However, District Manager Lou Risley has indicated that NCMAD's revenues will increase sufficiently to meet all necessary expenditure increases during the next decade. This statement is based on an expenditure growth rate for the District of 5%, rather than the 12% growth rate projected by the Consultant.
5. NCMAD has 3 to 4 years to increase its revenues or decrease its expenditures before the shortfalls projected by the Consultant in this report (see Page A-7) cause the level of service provided by the District become inadequate.
6. NCMAD may be able to increase its revenues in several ways. The District could seek to impose a small annual district-wide mosquito abatement tax. A tax of only \$2.45 per household (1984-85 dollars) would be sufficient to offset the entire \$120,000 1995 shortfall projected by the Consultant. Establishment of such a tax would require the approval of two-thirds of the voters in the District. Another way to increase revenues would be for the District to charge a yearly fee for servicing all new and existing public and private sewage disposal ponds. A fee of approximately \$700/year/pond complex (1984-85 dollars) would have to be charged to completely recover NCMAD's costs. The District currently already charges public agencies (i.e., the Napa Sanitation District, City of Napa, City of St. Helena, City of Calistoga, and Napa County itself) for the mosquito abatement services it provides because of their facilities.
7. NCMAD may be able to realize long-term savings through utilization of other agencies' buying power, facilities, and personnel. Continued coordination of the purchase of fuel, pesticides and major pieces of equipment such as trucks with Napa County and/or other districts will save NCMAD money. Contracting with Napa County for the provision of telephone answering services would allow maintenance of a full-time district office at a fraction of the cost of hiring additional personnel. Even more money could be saved by consolidation of NCMAD's operations with those of either the Napa County Environmental Health Department (NCEHD) or the Napa County Agricultural Commissioner's Office (NCACO).
8. Annexation by NCMAD of any property located outside Napa County would cause the District to lose its ability to obtain district augmentation funds. On the other hand,

NCMAD would no longer have to contribute money to the Special District Augmentation Fund. Overall, NCMAD would lose about \$25,000 per year. It is extremely unlikely that any benefits received from such an annexation would offset this large negative financial impact.

VII FINAL ACTION

The Napa County Local Agency Formation Commission adopted on November 28, 1984 the resolution contained in Appendix B which does the following:

1. Establishes criteria defining NCMAD's Sphere of Influence so as to relate this line to the ability of the District to efficiently provide mosquito abatement service;
2. Establishes a 512,580-acre sphere of influence for NCMAD;
3. Establishes a policy that no annexations of privately-owned land located outside the adopted sphere of influence shall be allowed;
4. Establishes a policy that annexation of District-owned lands located outside the adopted sphere of influence may be permitted but that upon their sale, the District shall seek their detachment;
5. Establishes criteria for amending the adopted sphere of influence related to contiguity, an established need for mosquito abatement services, service capability, and net cost to the District; AND
6. Sets a date for review of the adopted sphere of influence in 1989.

In a related action, the Commission encouraged NCMAD to develop a long-range program for solving its potential future financial problems. Said program may include some or all of the following elements:

1. the adoption of fees for servicing all public and private sewage disposal ponds,

2. the calling of an election to approve a district-wide mosquito abatement tax,
3. the continued purchase of fuel, pesticides, and major equipment in coordination with Napa County and/or other mosquito abatement districts, AND
4. the contracting with Napa County for telephone answering services.

Finally the Commission encourage Napa County and NCMAD to continue to work together to provide mosquito and other nuisance insect abatement services within the County in the most cost effective manner possible.

APPENDIX A

Status Report Napa County Mosquito Abatement District 1984

Purpose

The Napa County Mosquito Abatement District (i.e., NCMAD) was established in 1925 because of a concern over the large insect populations in the southern part of Napa County and a growing awareness of the practicality of controlling insects on a county-wide basis. Its purpose was and still is to provide abatement of insects jeopardizing the health of Napa County residents and their animals. This district's formation provided the mechanism whereby the residents of Napa County could obtain, through use of their property taxes, a higher level of nuisance insect control than was previously available.

Services Offered

The services that NCMAD can provide are controlled by the Mosquito Abatement Act of 1915 (i.e., Sections 2200-2398 of the California Health and Safety Code). They include the following:

1. Mosquito, fly, and other nuisance insect extermination
2. Nuisance insect breeding site identification
3. Water control device construction and maintenance when critical to nuisance insect abatement
4. Rat extermination
5. Algae monitoring and control.

NCMAD currently provides the first 3 services listed with respect to mosquitos and occasionally midges. The District presently does not provide other nuisance insect eradication, rat extermination or algae control and there are no plans to provide such services in the future. None of the services currently offered are provided by contract with another governmental entity. However, aerial applications of pesticides over the large wetland areas in the southern part of the County are carried out through contracts with private firms.

Area Served

NCMAD covers 512,580 acres, the entirety of Napa County (see Figure A-1). The current population of the County is 101,700 people. It is projected to increase in the next ten years to approximately 121,000 people. By that time an estimated 360 acres of additional industrial development and 324 acres of additional commercial facilities are anticipated to have been constructed within Napa County. Even with this projected development, it is estimated that at least 10,000 acres of vacant, developable land will still remain within NCMAD's boundaries in 1995. /1/

NCMAD currently provides some service outside its own boundaries. General insect abatement is provided in the Skaggs Island Area of Sonoma County via a contract with the U.S. Navy. This service is provided at approximately the District's cost, for elimination of any potentially migrating insect populations in this area directly benefits the District.

Service Area Changes

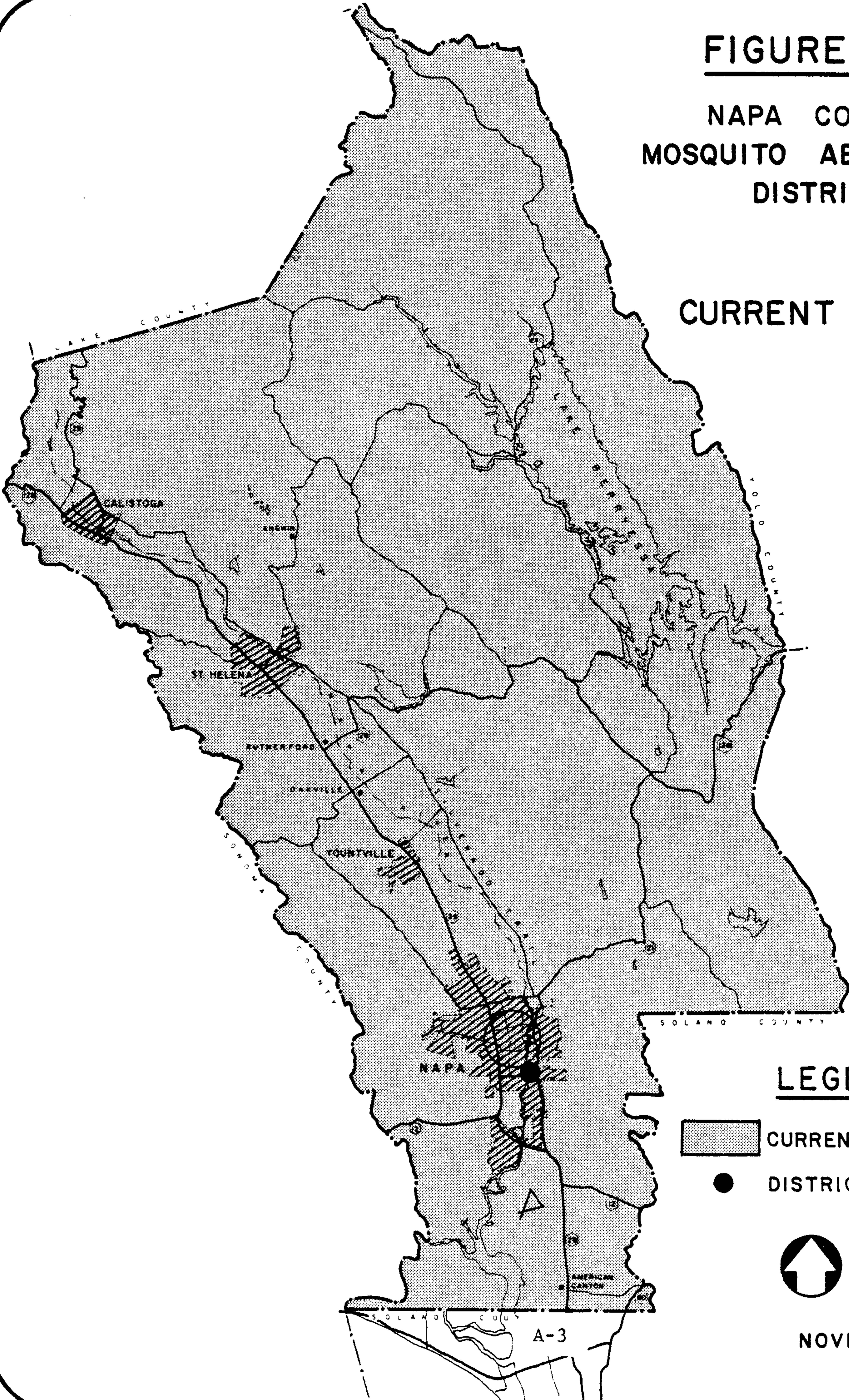
There have been no annexations, detachments or any other changes in NCMAD's service area since its formation nor are any anticipated in the future.

1/ Population projections, based on California State Department of Finance's "Population Projections", 1982 and Napa County's "General Plan", 1983. Development projections based on "Projection 83", Association of Bay Area Governments, 1983.

FIGURE A-1

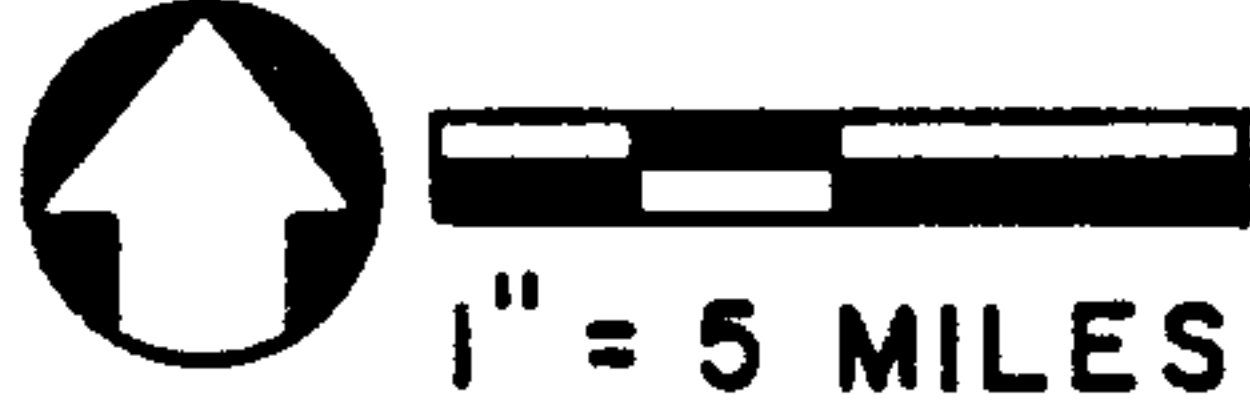
**NAPA COUNTY
MOSQUITO ABATEMENT
DISTRICT**

CURRENT DISTRICT



LEGEND

-  CURRENT DISTRICT
-  DISTRICT OFFICE

 1" = 5 MILES

NOVEMBER 1984

Staffing and Facilities

NCMAD is governed by a five-member Board of Trustees appointed to staggered two-year terms of office. Each of the councils of the four incorporated cities in Napa County appoints one member. The County Board of Supervisors appoints the fifth person.

NCMAD's staff presently consists of 1 district manager, who serves as the chief administrative officer for the District, 1 field supervisor, 2 field technicians, and 1 half-time secretary. This is a reduction of 1 1/2 employees from the six full-time staff members employed prior to the passage of Proposition 13 in 1978.

NHCMAD's facilities include a 6,075 square foot office/maintenance shop located on land off West Imola Avenue leased from the Napa Sanitation District (see Figure A-1). The building contains the following major pieces of equipment:

- 4 Half-Ton Pickup Trucks
- 5 Fixed Sprayers
- 2 Boats with Outboard Engines
- 1 Boat Trailer
- 1 Fish Storage Tank

These facilities and the present level of staffing allow the District to put 3 to 4 one-man units in the field at any one time with an office support staff of from 1 to 1 1/2 persons. This is adequate to meet all the District's primary mosquito abatement responsibilities. However, it is inadequate to allow NCMAD to maintain its business office open all day. To achieve that objective the District would have to hire an additional half-time secretary.

The District's present staffing level is not expected to be adequate to fulfill NCMAD's mosquito abatement responsibilities in the future. While projected population increases are expected to cause only minimal increases in service demand, the construction of new wineries and other developments requiring sewage disposal pond installation will increase the District's workload substantially. By 1995 it is estimated that NCMAD will need 6 1/2 full-time employees in order to maintain an adequate level of service.

No formal mutual aid agreements exist between NCMAD and adjacent mosquito abatement districts. However, NCMAD supplements its efforts in the high service demand area in southern Napa County by coordinating its abatement services with the Solano and Marin/Sonoma Mosquito Abatement Districts.