



***ALAMEDA COUNTY MOSQUITO
ABATEMENT DISTRICT
MUNICIPAL SERVICE REVIEW FINAL***

January 10, 2013

Prepared for the
Local Agency Formation Commission of Alameda County
by
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1. AGENCY OVERVIEW

The Alameda County Mosquito Abatement District (ACMAD) provides mosquito abatement services in Alameda County.

The most recent municipal service review for ACMAD was adopted in May 2006.

FORMATION

ACMAD was formed on March 11, 1930 as an independent special district. ACMAD was created to provide mosquito abatement in Alameda County.

The principal act that governs ACMAD is the Mosquito Abatement and Vector Control District Law, originally called Mosquito Abatement Act of California of 1915, that was revised in 2003 (SB 1588).¹ The principal act empowers such districts to conduct surveillance programs and other studies of vectors and vector-borne diseases, take appropriate actions to prevent the occurrence of vectors and vector-borne diseases, and take necessary actions to abate or control vectors and vector-borne diseases.² All districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.³

BOUNDARY

ACMAD's boundary area includes all of Alameda County except for the City of Albany. The total land area within the boundary of ACMAD is 736 square miles. There have been no boundary changes since district formation.

Extra-territorial Services

Mosquito abatement services are provided throughout the unincorporated area and in all of the cities of Alameda County except for the City of Albany, which is provided mosquito abatement services by Alameda County Vector Control County Service Area (VCCSA). ACMAD does not typically provide mosquito abatement service outside its bounds, although it is allowed to cross agency boundaries in order to prevent mosquito populations

¹ California Health and Safety Code § 2000-2093

² California Health and Safety Code §2000-2093.

³ Government Code §56824.10.

from dispersing into the District. ACMAD also supplies mosquito fish to the Alameda County Vector Control CSA for use in the City of Albany as needed, although no requests for mosquito fish have been made since 2005.

Unserved Areas

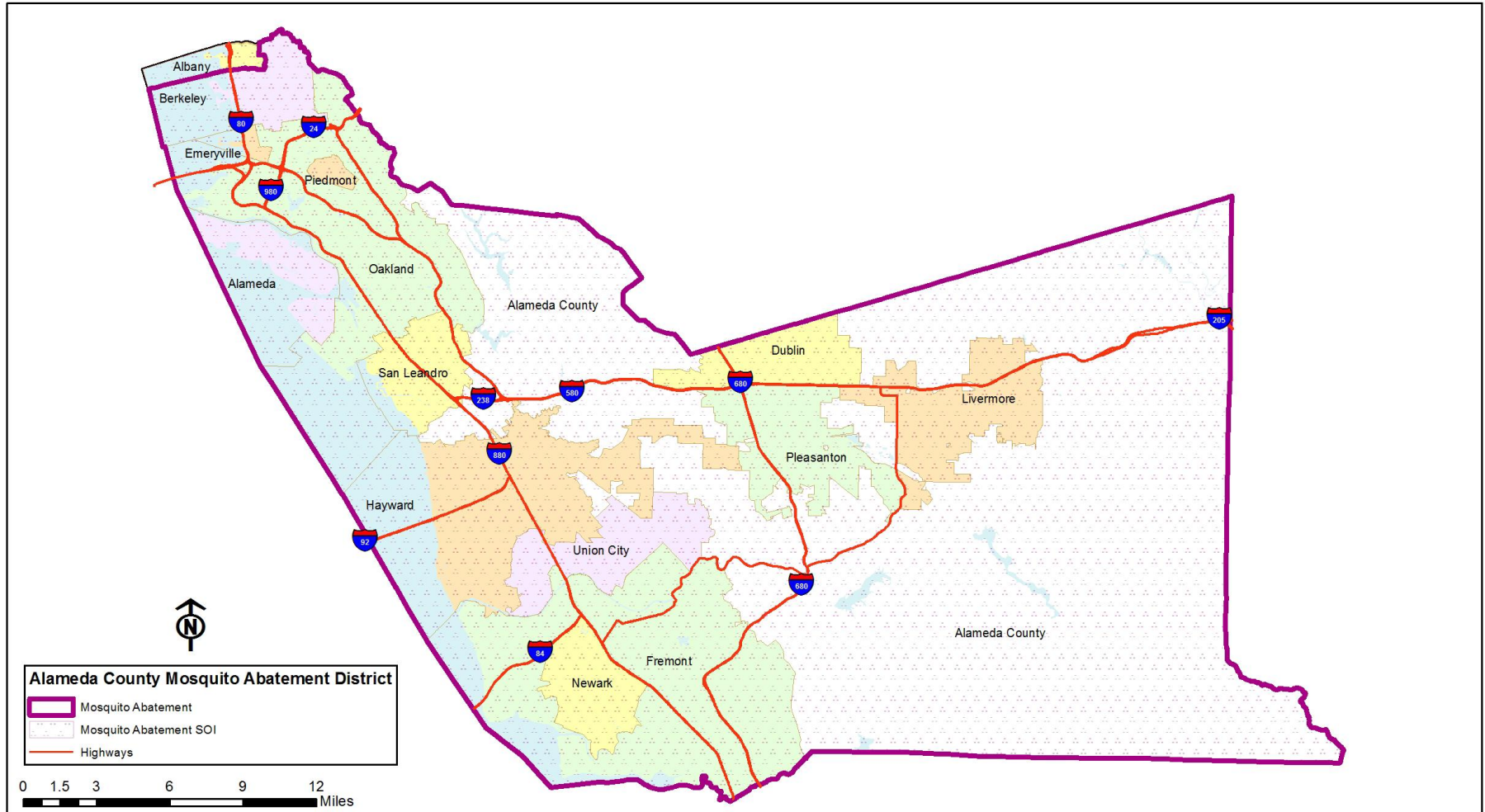
There are no areas within ACMAD's bounds that lack mosquito abatement services.

SPHERE OF INFLUENCE

ACMAD's SOI was established on April 19, 1984 as coterminous with the County of Alameda. No changes have been made to the SOI since its creation. During the 2006 SOI updates the Commission elected to reaffirm ACMAD's countywide SOI. Consequently, as the SOI exists now, it extends outside of the ACMAD's bounds to include the City of Albany. During the last round of SOI updates, the Commission also adopted a policy encouraging ACMAD to initiate annexation of the City of Albany.

Figure 1-1: AC Mosquito Abatement District Boundaries and SOI

Alameda County Mosquito Abatement District Boundary and SOI*
July 2012



*Agency sphere differs from the service area boundary

Created for Alameda LAFCo by the Alameda County Community Development Agency

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

ACMAD is governed by a 14-member Board of Trustees. Each city, except Albany, and the County Board of Supervisors appoint a member to the Board to a two-year term. Each member appointed by the cities represents their respective constituency, and the County appointee represents the County at large and traditionally has been the County Agricultural Commissioner. Board members do not receive any compensation, but get an in-lieu of travel expense of \$100 per month for attending business meetings of the Board. Current board member names, positions, and term expiration dates are shown in Figure 1-2.

The Board of Trustees meets once a month on the second Wednesday of the month at five in the afternoon at the district office in Hayward. The meetings are not broadcast on local television. Agendas and minutes for each meeting are available on ACMAD's website and upon request. The agency also discloses plans and other documents via the internet.

Alameda County Mosquito Abatement District				
<i>District Contact Information</i>				
Contact:	Chindi Peavey, General Manager			
Address:	23187 Connecticut Street, Hayward, CA 94545			
Telephone:	(510)783-774			
Fax	(510)670-3903			
Email/website:	www.mosquitoes.org			
<i>Board of Directors</i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Dennis Bray	County at large	January 2015	Appointed	2 years
Vacant	Pleasanton	January 2015	Appointed	2 years
James M. Doggett	Livermore	January 2015	Appointed	2 years
Ryan Clausnitzer	Alameda	January 2015	Appointed	2 years
Vacant	Oakland	January 2014	Appointed	2 years
Barbara Halliday	Hayward	January 2014	Appointed	2 years
Jim Golden	Emeryville	January 2014	Appointed	2 years
Abe Gupta	Dublin	January 2014	Appointed	2 years
George Young	Fremont	January 2015	Appointed	2 years
Denny A. McLeod	Piedmont	January 2014	Appointed	2 years
Jim Prola, VP	San Leandro	January 2014	Appointed	2 years
Ronald E. Quinn	Union City	January 2015	Appointed	2 years
William M. Spinola	Newark	January 2014	Appointed	2 years
Jan Washburn, President	Berkeley	January 2015	Appointed	2 years
<i>Meetings</i>				
Date:	Second Wednesday of each month at 5pm.			
Location:	ACMAD administrative office at 23187 Connecticut St. Hayward			
Agenda Distribution:	Posted on website and upon request			
Minutes Distribution:	Posted on website and upon request			

ACMAD provides extensive public education including representation at the Alameda County Fair, Home and Garden Shows, school presentations, presentations to city councils and specific service groups. ACMAD prints and distributes thousands of brochures annually and publishes stories in local media. Informational brochures and other educational materials are provided on the ACMAD website.

ACMAD receives few complaints regarding its abatement services or staff in any given year. When a complaint is received, it is reviewed by the district manager and referred to the operations supervisor. Complaints are accepted via phone and in writing. ACMAD strives to respond to all service calls and complaints within one business day. In FY 10-11, ACMAD received 1,112 service requests and no formal complaints. The public is encouraged to call the district if they are experiencing mosquito bites, observe standing water, or would like information.

ACMAD demonstrated full accountability and transparency in its disclosure of information and cooperation with Alameda LAFCo during the MSR process. ACMAD responded to questionnaires and cooperated with document requests.

MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

ACMAD currently employs a full-time staff of 14. Managerial positions include the the district manager. Support staff employed by ACMAD consists of an administrative/financial manager, an entomologist, environmental specialist, mechanical specialist, systems specialist, and field operations supervisor. Control personnel consist of two mosquito control technicians and five vector biologist.

The district manager is accountable to the Board of Trustees and oversees the rest of the staff. Support staff report to the district manager. Control staff report to the district manager, administrative and financial manager and field operations supervisor.

Field employees are certified by the California Department of Public Health in mosquito and vector control. The certification requires a minimum of 40 hours of continuing education every two years. Five ACMAD staff have degrees in Entomology (two with Ph.D. degrees), four others have biology degrees (one with a masters), and one has an M.B.A. District personnel also receive training in First Aid, driving safety, cardiopulmonary resuscitation (CPR), equipment and maintenance and operation of district shop equipment. ACMAD also sends employees to special training that is of immediate operational use or long-term skill development such as GIS mapping, environmental impact analysis, special equipment maintenance, welding, computer programing, etc.

All of ACMAD's field personnel have assigned zones and also team up to share efforts when needed or to serve as a substitute when the primary assigned person is not available. Thus, the work load on each person is kept more balanced. Zone assignments occasionally change, and many of ACMAD's personnel have worked in different zones, giving them a broader knowledge of the whole District. In addition to zone assignments, many district personnel have specialized skills for serving the whole District. These skills include operation of specialized treatment equipment, making public presentations, repairing equipment, welding, working on data systems, doing needed research, maintaining reference insect collections, maintaining disease monitoring chicken flocks and creating maps or graphic and photographic work.

ACMAD's management practices include performance measures, such as number of sources checked and trap results, and annual financial audits. The District does not conduct benchmarking or performance-based budgeting.

ACMAD evaluates its performance by annually reviewing the number of service requests received for various species of mosquitoes. ACMAD sets a goal each year on the number of service requests received based on rainfall level (a strong determinant of mosquito population levels).

ACMAD monitors productivity by tracking the number of service calls received. Mosquito abatement is seasonal (different species are active at different times of the year), and up-to-date District monitoring allows informed decisions to be made on the required amount of work needed in the various areas of the County. ACMAD's workload is divided into 10 zones, and each reflects the amount of work necessary to provide adequate services with available zone staff. Productivity is also measured by number of sources of standing water inspected and number of adult mosquitos found in traps. Because the District focuses on controlling mosquitoes in the immature stages, good performance/productivity is indicated by a high number of sources checked and/or treated and fewer adult mosquitoes captured in traps. Because service requests will increase following the publication of news articles or press releases on West Nile Virus cases, they do not always indicate the presence of biting mosquitoes.

ACMAD has adopted a mission statement, a Pesticide Application Plan and control program. ACMAD's financial statements are audited annually. ACMAD does not have a formal Capital Improvement Plan (CIP). Instead, future capital needs are addressed by a long-range planning committee.

ACMAD has received numerous awards for its public education displays at the County Fair and for having the lowest injury rate among other vector control agencies in its workers compensation insurance group.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.⁴ In the case of ACMAD, the District must submit audits annually. ACMAD has submitted its audit to the County for FY 10-11 within the required 12-month period.

GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

ACMAD's boundary area is approximately 736 square miles. The County is the land use authority for the unincorporated areas. Cities are the land use authorities within the respective city boundaries. ACMAD encompasses every land use designated by the County and cities.

Existing Population

As of 2010, the population of the area in ACMAD was 1,491,618. Its population density—2,027 residents per square mile—is higher than the countywide density of 1,840 people per square mile.

Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the population of the area within ACMAD is anticipated to grow by 27 percent and reach 1,894,355 by 2035, with an average annual growth rate of one percent. Per ABAG population projections, the rate of growth in ACMAD is expected to be similar to the countywide growth rate through 2035. From 2010 to 2035, the population of the County as a whole is anticipated to grow by 27 percent while the unincorporated area of Alameda County is estimated to grow by 21.6 percent.

ACMAD's requests for services usually parallel the growth of the human population and the vector populations (fleas, flies, mosquitoes, rodents, ticks, etc.). ACMAD reported that growth patterns have not affected service demand for the District's services in the last few years, as there has been a general lack of population growth within the County. Similarly,

⁴ Government Code §26909.

in recent years, demand for ACMAD's services has remained relatively stable. ACMAD pays close attention to population growth in each city and forecasts the future level of demand.

The vector population depends upon the existence of food, water and harborage. Any major changes in weather, food supplies or habitat modifications have an impact on the local vector populations (increase or decrease). ACMAD routinely monitors and surveys the mosquitoes in the County, and places control measures accordingly on an as-needed basis.

According to ABAG growth projections, future growth is anticipated to be concentrated in the cities of Dublin, Emeryville and Livermore over the next 25 years. While Dublin, Emeryville and Livermore are considered high growth areas, those cities with the highest demand for ACMAD's services with the most request for services include Oakland, Fremont and Berkeley.

FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by ACMAD and identifies the revenue sources currently available to the District.

ACMAD reported that the current financing levels were adequate to deliver services. According to ACMAD, foreclosures and declining property values have resulted in uncollected benefit assessments and reduced property tax revenue, which has lessened ACMAD's overall revenue by five percent over the past few years. However, this decrease in funding has not had a significant impact on ACMAD's budget yet. In FY 10-11, expenditures exceeded revenues as ACMAD made a substantial deposit into its OPEB fund for which it had been saving over the past few years. ACMAD continues to maintain a healthy fund balance to cover any excess expenditures over the next few years, if necessary. After some reserves have been depleted, ACMAD will need to begin making cost cuts to stay within budget, should revenues continue to decline.

Revenues

The District received \$3.5 million in revenue in FY 10-11. ACMAD relies primarily on property tax revenues (45 percent) and special taxes and benefit assessments (54 percent). The remainder of income comes from governmental aid, interest and miscellaneous sources.

ACMAD has three primary sources of revenue. The first is a share of the ad valorem property taxes. The second source of revenue is from a special tax passed by more than two-thirds of the voters in 1982 (Measure K). This special tax allows ACMAD to assess a tax on each parcel in the County. The maximum allowable rates are \$1.75 per parcel, \$3.50 per multiple unit (2-4 units), and \$8.75 per multiple unit (5 or more units) or mobile home park. The third is from a benefit assessment passed by more than two-thirds of the voters in 2008. This assessment has a built in cost of living adjustment that can change the assessed fee overtime. The maximum allowable rates (including cost of living adjustments) of the original assessment are \$5 per single family residence, and \$1.60 for multiple

dwelling units for the first 20 units then \$0.50 a unit thereafter. Agricultural properties may be assessed up to \$.01 per 1/4 acre and dry pasture and timberlands were assessed at \$.0021 per 1/4 acre. In 2010, single family residences were assessed at a rate of \$1.74 for the special tax plus \$2.50 for the benefit assessment.

Expenditures

ACMAD expenditures in FY 10-11 were about \$4 million and consisted mostly of salaries and benefits (84 percent). Other expenses included materials, supplies and services, debt service and capital outlay.

In FY 10-11, total expenditures exceeded total revenues by \$546,407, because ACMAD made a substantial deposit into its OPEB fund. ACMAD makes use of its reserve balance to cover this excess in expenditures.

Liabilities and Assets

ACMAD operates on a relatively high level of reserve funds and a relatively low level of long-term debt. By the way of reserves, ACMAD had \$2,680,932 of unrestricted net assets at the end of FY 10-11, which is equivalent to about eight months of district operations.

ACMAD obtained a \$1,000,000 loan with an annual interest rate of 3.9 percent, from Municipal Finance Corporation in Calabasas, California on July 13, 2005. Proceeds from this loan were used for the remodeling of ACMAD's building. ACMAD committed to making ten principal and interest payments of \$111,035 each, on March 26 and December 31 of each year, starting on March 26, 2006. The debt has been paid in full as of June 30, 2011.

Additionally, ACMAD carries a defined benefit post-employment healthcare plan. The District has created an Other Post-Employment Benefits (OPEB) Trust, which it plans to fund at a rate of \$500,000 per fiscal year until the actuary determines that it is adequate to fund future OPEB liability. According to ACMAD, this should be accomplished in about five years.

Financing Efficiencies

ACMAD engages in joint financing arrangements related to insurance. As a member of the Vector Control Joint Powers Agency, ACMAD receives workers compensation and excess liability insurance coverage. Employees are eligible to participate in pension plans offered by the California Public Employees Retirement System—a multiple-employer defined benefit pension plan. ACMAD relies on the County for accounting and investment services, and is not charged for these County services.

2. MUNICIPAL SERVICES

MOSQUITO ABATEMENT SERVICES

Service Overview

ACMAD provides monitoring, control and treatment of mosquito sources and infection levels (specifically for West Nile Virus, Western Equine Encephalitis and St Louis Encephalitis) in mosquitos and birds, coordinates activities with other public health agencies, and distributes educational materials on mosquito biology and control to the public.

ACMAD coordinates its activities with a number of outside agencies. The California Department of Health Services Vector-borne Disease Section (VBDS) provides laboratory testing of mosquitoes, blood samples and bird carcasses. VBDS distributes virus and mosquito information to county health agencies and mosquito abatement districts throughout the state. The Center for Vector-borne Disease Research and the Arbovirus Research Unit at the University of California Davis help ACMAD monitor pesticide resistance levels and assist the District in determining the most effective pesticide use.

Control of mosquito larval breeding is conducted through identification and inventory of larval sources and treatment of sources including catch basins, utility vaults, untended swimming pools, and freshwater marshes.

Mosquito monitoring and assessment of virus infection transmission potential to humans is conducted through environmental and biological surveillance. Environmental measuring includes rainfall and temperature patterns. Biological monitoring consists of measuring mosquito population density and monitoring virus incidence in wild birds, sentinel chicken flocks and water bodies with high mosquito populations.

Mosquito abatement services are provided by Vector Control County Service Area (VCCSA) only within the City of Albany by resolution of the City Council. There does not appear to be any records of a formal agreement between VCCSA and the City to provide these services. VCCSA also provides vector control services to the entire County of Alameda. ACMAD provides mosquito abatement services for the remainder of the County. When ACMAD was originally formed in 1930, the City of Albany chose not to join. The City chose to receive mosquito monitoring/control from VCCSA when it was established in 1984. Although the two districts' (VCCSA and ACMAD) category of services are alike, services provided by VCCSA and ACMAD do not appear to duplicate each other, but instead complement one another. These differing service areas are clearly delineated to mitigate any potential for duplication of services by the two districts—ACMAD focuses entirely on mosquito populations and the monitoring of diseases in that population, while VCCSA addresses illnesses transmitted in other vector species. There have been discussions between the districts on the potential of transferring responsibility for mosquito

abatement in the City of Albany to ACMAD. Such a transfer would require property owners to approve the ACMAD benefit assessment that is levied in all other areas of the County.

East Bay Regional Park District also conducts a pest management program throughout the parks within its boundaries in Contra Costa and Alameda Counties. EBRPD’s pest control services target only certain vectors—the California ground squirrel, yellowjackets, gophers, black legged ticks and aquatic snails.⁵

Demand for Services

A major factor influencing service demand is the presence of vectors (in particular mosquitos) and vector-borne disease agents within the County and neighboring areas. Although there have been no recent public health advisories for vector-borne diseases in Alameda County, ACMAD monitors for vector-borne viruses known to exist within the County. The demand for surveillance and control efforts increases as a result of vector-borne virus detection within the State of California and neighboring counties.

ACMAD had 1,112 service requests from Alameda County residents in FY 10-11. Most of the requests for services were from the cities of Oakland, Fremont, Berkeley, and Livermore. The number of service requests for each area is shown in Figure 1-3.

The most frequently requested service was to supply mosquito fish to ponds and other water bodies; these made up 50 percent of service requests. Other service requests included reports of standing water (30 percent), reports of mosquito biting activity (17 percent), requests for information about other insects (one percent), and other requests for information (two percent).

Figure 1-3: Number of Service Requests by Area

City	Number of service requests
Oakland	239
Fremont	139
Berkeley	148
Livermore	132
Hayward	89
Pleasanton	62
City of Alameda	53
Newark	32
Union City	36
San Leandro	41
Dublin	32
Piedmont	24
San Lorenzo	15
Emeryville	7
County Unincorporated	63
Total	1,112

⁵ CCMVCD, *Five Year Plan*, 2006, p. 30.

Since the last municipal service review, the number of service requests fell from 3,106 in FY 04-05 to 1,112 in FY 10-11, which equates to a 64 percent decline in requests. At the time of the last review, West Nile Virus was widely reported on in the media and ACMAD experienced a peak in preventative calls during that period, due to enhanced public awareness. The number of service requests reported in FY 10-11 is more consistent with what ACMAD experiences on a regular basis.

It should be noted that ACMAD runs a preventative program, which controls larval mosquitoes before they emerge. When the program runs efficiently, the public rarely sees biting adult mosquitoes and few cases of vector borne disease occur. Consequently, service requests alone are not a good indicator of the level of demand for the District's services. The preventative work that ACMAD does helps keep the number of calls related to mosquito biting activity low and prevents cases of disease.

Infrastructure and Facilities

ACMAD has a fleet of specialized mosquito control vehicles including four Argo All-Terrain Vehicles for marsh inspections and treatments, two right-side-steering vehicles for treating stormdrains, and one six-wheeled Polaris All-Terrain Vehicle for inspections and treatments.

In 1984, ACMAD relocated to a centralized facility and sold three smaller branch facilities. The new facility had an office, laboratory, shop for maintenance, parking for District vehicles, pesticide storage building, employee and guest parking and fish holding tanks. In 2007, the building was remodeled and 3,700 square feet were added. The addition included a new laboratory, technician room, library, wood shop, and additional support staff offices.

Infrastructure Needs or Deficiencies

ACMAD recently remodeled its building and expanded its laboratory and offices. The current building should fulfill the District's needs for the next 30 to 40 years. ACMAD reports that it does not have any additional major building projects planned for the near future. ACMAD will be upgrading its computerized database system used in tracking mosquito control activities.

Shared Facilities and Regional Collaboration

ACMAD is one of 63 agencies that conduct mosquito control in California and belong to the Mosquito and Vector Control Association of California (MVCAC). ACMAD participates in the activities of the MVCAC, the Society of Vector Ecologists (SOVE) and the American Mosquito Control Association (AMCA) to promote coordination of common activities and to increase ACMAD knowledge of mosquito control.

ACMAD collaborates with eight other mosquito and vector control agencies in the coastal region and 65 districts in the State, as well as the California Department of Public Health, Vector-borne Disease Division on NPDES permitting. MVCAC members have pooled resources and an environmental consulting firm to assist in complying with NPDES permit requirements. MVCAC appointed a statewide committee, which includes members from a number of different mosquito and vector control districts, as well as the California Department of Public Health. In addition, ACMAD is currently pooling resources with other mosquito and vector control agencies in the coastal region to pay the firm for compilation of a programmatic environmental impact report.

As ACMAD is the primary provider of mosquito control services countywide, governance structure options are limited. One alternative identified may be consolidation with the Contra Costa Mosquito and Vector Control District (CCMVCD). CCMVCD is a countywide district, which provides both mosquito abatement and vector control services.

A study was conducted in 1995 to analyze the efficiencies of CCMVCD consolidating with ACMAD. The study found that a consolidation could result in a combined savings of \$135,000 annually, or two percent of the two districts' combined expenditures. According to the report, the two agencies must come to an agreement on the following issues in order to successfully consolidate: 1) the size and composition of the new board, 2) reserves for known liabilities, and 3) notable differences in employee benefits.

Potential positive impacts of a consolidation may include the ability to share and exchange personnel, a uniform bi-county program, reduced personnel and operating costs, improved reserves, and greater public visibility, which could create an improved image of program accountability. Such a consolidation may also have negative impacts such as increased operational complexities, particularly in light of the difference in services provided by each agency, and a potentially oversized Board.⁶

In response to the report, the ACMAD Board voted against consolidation, while the CCMVCD Board did not take action but indicated that they are willing to review the matter again at a later date if needed. The two agencies have not had any further discussions on the potential to consolidate.

Another governance structure alternative may be consolidation with VCCSA. Many other counties have districts that offer both mosquito and vector abatement services. Offering these services through a single entity may enhance efficiency and reduce administrative costs. ACMAD and VCCSA have not considered consolidation to date. When asked, ACMAD indicated that it was not interested in joining with VCCSA becoming a dependent special district of the County; however, the District would be amenable to taking on additional vector control services with appropriate financing.

⁶ CCMVCD and ACMAD, *Report on Consolidation of ACMAD and CCMVCD*, 1995, p. 1.

Service Adequacy

This section reviews indicators of service adequacy, including success rate in reducing the outbreak of illnesses and response time to service requests.

As of the drafting of this report in early 2012, there had been no present or recent public health advisories concerning mosquito or vector-borne illnesses in the areas served by ACMAD. ACMAD, like those in most other areas of the country, has been successful in reducing the outbreak of illnesses, including plague and encephalitis. However, more recently, in 2012, there have been two cases of West Nile Virus in humans and several birds that have tested positive for the virus.

Response times are another indicator of service adequacy. ACMAD reported that it responds to its service calls within one business day. Exact response times were not available.

3. MSR DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within Alameda County Mosquito Abatement District (ACMAD) was 1,491,618.
- ❖ Based on ABAG growth projections, the population of ACMAD is anticipated to be 1,894,355 by 2035.
- ❖ Most growth within ACMAD's boundaries is anticipated in the Tri Valley area in the cities of Livermore, Dublin and Pleasanton.

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

- ❖ Based on Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities that meet the basic state-mandated criteria. Alameda LAFCo recognizes, however, that there are communities in the county that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ Demand for mosquito abatement services is driven by growth of the human and vector populations. ACMAD routinely monitors human and vector populations in the County, and places control measures accordingly on an as-needed basis.
- ❖ ACMAD experienced a 64 percent decline in the number of service requests between fiscal years 2005 and 2011.
- ❖ Based on ACMAD's reported speed of response to requests and its success in keeping mosquito-borne illnesses at bay, the District's services appear to be adequate.
- ❖ In 2007, the ACMAD building was significantly remodeled. Renovations included an addition of 3,700 square feet, which added a new laboratory, technician room, library, wood shop, and additional support staff offices. No existing infrastructure needs related to ACMAD's building and vehicle fleet were identified.

- ❖ Capital improvement projects are planned by the long-range planning committee. Infrastructure needs include upgrading ACMAD's computerized database system used in tracking mosquito control activities.

Financial Ability of Agency to Provide Services

- ❖ ACMAD reported that its financing levels were adequate to deliver services. According to the District, the recession has not had a major impact on ACMAD's budget; although there has been a reduction in funding due to foreclosures and lower property assessments.
- ❖ At the end of FY 10-11, ACMAD had \$2,680,932 of unrestricted net assets, which is equivalent to about eight months of district operations.
- ❖ In FY 10-11, ACMAD expenses exceeded revenues by about half a million dollars. The District is able to finance this deficit from its reserve.

Status and Opportunities for Shared Facilities

- ❖ As a member of the Vector Control Joint Powers Agency, ACMAD receives workers compensation and excess liability insurance coverage. Additionally, ACMAD employees are eligible to participate in pension plans offered by California Public Employees Retirement System.
- ❖ ACMAD collaborates with eight other mosquito and vector control agencies in the coastal region and 65 districts in the State, as well as the California Department of Public Health, Vector-borne Disease Division on NPDES permitting
- ❖ ACMAD relies on the County for accounting and investment services.
- ❖ ACMAD belongs to the Mosquito and Vector Control Association of California (MVCAC), the Society of Vector Ecologists (SOVE) and the American Mosquito Control Association (AMCA).

Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

- ❖ ACMAD demonstrates accountability by updating its constituents on district activities, broadcasting its meetings, soliciting constituent input, disclosing its finances and other public documents on the ACMAD website, and cooperating with LAFCo information requests during the course of this MSR process.
- ❖ During the 2006 SOI updates, the Commission adopted a policy to encourage ACMAD to initiate annexation of the territory within the City of Albany. ACMAD has recently expressed strong interest in the annexation. Should ACMAD decide to start the annexation process it would anticipate funding comparable to the special tax

and benefit assessment to be approved prior to the initiation of service.⁷ Approving an assessment within the City could present a challenge, as city residents currently receive mosquito abatement services from VCCSA without paying any additional fees.

- ❖ A study was conducted in 1995 to analyze the efficiencies of ACMAD consolidating with Contra Costa Mosquito and Vector Control District (CCMVCD). The study found that a consolidation could result in a combined savings of \$135,000 annually. In response to the report, the ACMAD Board voted against consolidation, while the CCMVCD Board did not take action but indicated that they are willing to review the matter again at a later date if needed. The two agencies have not had any further discussions on the potential to consolidate.
- ❖ Another potential governance structure option is consolidation with VCCSA. Such a consolidation may offer savings by eliminating some administration costs. A challenge to consolidation may be the differing revenue levels and sources of each of the agencies.

⁷ ACMAD Audited Financial Statements FY 10-11, Management Discussion and Analysis, p. 6.

4. SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

ACMAD's existing SOI is larger than its boundaries and is coterminous with the boundaries of Alameda County.

SOI Options

Three options were identified with respect to ACMAD's SOI.

Option #1 – Maintain existing countywide SOI

If the Commission determines that ACMAD should ultimately serve the entire County and include the City of Albany, retention of the existing countywide SOI is appropriate.

Option #2 – Reduce SOI to be coterminous with district boundaries

If the Commission elects for the SOI to reflect ACMAD's current service area, reducing the SOI to exclude Albany and be coterminous with the existing boundaries would be appropriate. This option would remove the City of Albany from the sphere of influence.

Option #3 – Adopt a zero SOI

If LAFCo wants to indicate that ACMAD and VCCSA should consolidate, a zero SOI may be appropriate.

Recommended Sphere of Influence Boundary

Alameda County Mosquito Abatement District provides mosquito abatement services throughout the entire territory of Alameda County with the exception of the City of Albany. Mosquito abatement services within the City of Albany are provided by Vector Control County Service Area.

As it is likely that ACMAD will pursue adding the City of Albany within its boundaries, it is recommended that the Commission reaffirm a countywide SOI. Annexing the territory of the City of Albany into ACMAD would lessen the fiscal burden on other residents in the County, who are presently subsidizing additional services for the residents of Albany. Additionally, annexation by ACMAD would allow for more clearly delineated service areas for both ACMAD and VCCSA. It is recommended that the Commission continue to encourage annexation of the City of Albany to ACMAD, as it did during the 2006 SOI updates.

The potential for consolidation of ACMAD with VCCSA has been identified as an option that may provide efficiencies and reduce administration costs. In light of the fact that consolidation has not been proposed by the affected agencies and sufficient analysis has not been completed to identify what (if any) efficiencies could be gained from this consolidation, it appears that a zero SOI would be premature. Additionally, the SOI would depend on which agency LAFCo determines should be the successor agency following consolidation. For example, should it be determined that ACMAD would be the successor agency taking on the functions of both districts, the VCCSA would have a zero SOI and ACMAD's SOI would remain unchanged. It is recommended that the two districts work cooperatively to determine what the benefits of consolidation would be.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- ❖ Alameda County Mosquito Abatement District provides monitoring, control and treatment of mosquito sources and infection levels in mosquitos and birds, coordinates activities with other public health agencies, and distributes educational materials on mosquito biology and control to the public within the district boundaries which encompass all of Alameda County, except for the City of Albany.

Present and planned land uses, including agricultural and open-space lands

- ❖ County policies support the provision of adequate mosquito abatement services for County residents.
- ❖ Land use plans in the County and its cities include land uses and population growth, which will require continued mosquito abatement services. The recommended SOI does not conflict with planned land uses.
- ❖ Mosquito abatement services are needed in all areas, and do not, by themselves, induce or encourage growth on agricultural or open space lands. No impacts upon Williamson Act protected land will occur.

Present and probable need for public facilities and services

- ❖ Demand for ACMAD's services is generally correlated with the growth of the human population and vector populations.
- ❖ Any major changes in weather, food supplies or habitat modifications have an impact on the local vector populations.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- ❖ ACMAD's service capacity is not limited by infrastructure but more so by staffing, which appears to be sufficient to provide services to the existing level of demand.
- ❖ Based on ACMAD's reported speed of response to requests and its success in keeping mosquito-borne illnesses at bay, the District's services appear to be adequate.
- ❖ ACMAD conducts performance evaluations and monitors productivity to improve service efficiency.

Existence of any social or economic communities of interest

- ❖ ACMAD serves residents countywide, with the exception of Albany; however, the City of Albany is also considered a community of interest, as it has a strong possibility of becoming a part of ACMAD.