



Agenda Report

October 24, 2016

TO: Honorable Mayor and City Council
FROM: Public Health Department
SUBJECT: ANNEXATION OF THE CITY OF PASADENA INTO THE SAN GABRIEL VALLEY MOSQUITO AND VECTOR CONTROL DISTRICT

RECOMMENDATION:

It is recommended that the City Council:

1. Find that the proposed action is exempt from the California Environmental Quality Act ("CEQA") pursuant to State CEQA Guidelines Section 15319, Annexations of Existing Facilities and Lots for Exempt Projects and Section 15320, Changes in Organization of Local Agencies; and
2. Adopt the attached Resolution supporting the City's annexation into the San Gabriel Valley Mosquito and Vector Control District.

EXECUTIVE SUMMARY:

The City of Pasadena Public Health Department ("PPHD"), is proposing to transfer the responsibility of vector control services for Pasadena from the PPHD to the San Gabriel Valley Mosquito and Vector Control District ("District"). This transfer will require the city to be annexed to the District, and will also result in the establishment of a property tax benefit assessment on all Pasadena property owners.

BACKGROUND:

At the City Council meeting on September 26, 2016, the PPHD recommended that the City Council adopt a Resolution annexing the City of Pasadena into the District for the provision of vector control services. "Vector Control" is defined as any method to eliminate disease carrying insects or other species. This agenda report will provide additional information and an analysis of alternatives as requested by the City Council. Based on the below analysis, staff continues to recommend adoption of the Resolution annexing the City of Pasadena into the District.

OPTIONS:

Staff has evaluated three options for vector control service delivery in Pasadena, including:

1. Continue limited vector control service delivery by the PPHD,
2. Expansion of service delivery by PPHD to provide a full and complete scope of vector control service comparable to that offered by vector districts, or
3. Adopt a Resolution annexing the City of Pasadena into the San Gabriel Valley Mosquito and Vector Control District to provide a full and complete cope of vector control services.

Options for annexation into a vector control district is currently limited to the San Gabriel Valley Mosquito and Vector Control District, because the Greater Los Angeles County Vector Control District has confirmed that it is not accepting requests to provide services in new areas at this time (see Attachment A). No other vector control districts currently operate in this region.

Option 1: Continue limited service delivery by PPHD

PPHD presently delivers limited vector control services, including treating green pools and responding to complaint-driven gutter spraying. While local management of these services provides more control over response times, limited staffing restricts PPHD from responding to complaints immediately. One Environmental Health Specialist is assigned four hours, weekly, to respond to complaints. Personnel and operating costs are embedded within the Environmental Health Services Division and are funded annually by \$35,000 in realignment funding.

The following matrix presents the benefits and the risks of continuing limited service delivery by PPHD:

Benefits	Risks
<ul style="list-style-type: none"> • Limited scope program • Local control of response to complaints • Least costly option • Fairly secure source of funding 	<ul style="list-style-type: none"> • Inability to implement protocols recommended for Zika response • Inability to address public health risks through comprehensive source reduction and vector control • No public education to promote source reduction • No ability to quantify the presence of vectors or vector-borne diseases in the environment • No program for murine typhus, black flies, rodents, or plague

Option 2: Expansion of service delivery by PPHD to cover full scope of services

If funding were not an issue, it would be possible for PPHD to expand the scope of services to be comparable to vector control district service levels. These services are best practices, and necessary for reducing vectors and responding to public health risks related to vector-borne diseases and illnesses. To ensure effectiveness, the following program components are necessary:

Vector Control

- Mosquito and other vector abatement
- Routine adulticiding in the event of mosquito complaints and/or disease outbreak

Disease and vector surveillance

- Mosquito breeding surveillance to determine locations of active breeding
- Collection and testing of dead birds
- Analysis of sentinel bird flocks
- Laboratory testing of dead birds, live birds, and mosquitos

Public Education

- Education and outreach resources to promote mosquito control efforts
- Education on vector-borne disease prevention
- Prepare data reports to assist with disease prevention efforts

Source Reduction

- Proactive chemical treatment (i.e., larvaciding) of standing water (e.g., pools and storm drains)
- Distribute *Gambusia* (a.k.a. mosquitofish) to the public for placement in private ponds, fountains, and other sources of standing water
- Reducing standing water on public property

To launch these services, startup costs are projected at \$381,000 with ongoing annual costs estimated to be \$1,146,000 (see Attachment B for estimated budget), with nearly 73% of the budget allocated to personnel. This budget includes a projected staffing level of 8.75 full-time equivalents (FTE). This includes 1.5 FTE of seasonal help for increased vector abatement work during mosquito breeding season. The remaining staff numbers are represented as full time for purposes of the analysis as these are all position functions that would be required to operate a full scope of vector control service; however, it is unlikely the PPHD would be able to hire a part-time employee for this type of position. If the Department were able to meet the workload with the actual FTEs anticipated to meet the full-scope of the program, this FTE count would decrease to 6.55 FTE, and the overall annual program costs would be \$1,021,117 (see Attachment C). Additionally, while demand is unknown at this time, it may be possible for the Department to contract vector services to other agencies, off-setting some of the staff time now needed to operate the full scope vector control services in Pasadena.

Funding for these services is a serious challenge. The Department could not absorb these costs in the Health Fund without significant reduction or termination of other critical public health programs. If this option were pursued, it would be necessary for the PPHD to seek to establish new fees to collect revenue from the community, and/or request support from the General Fund or seek approval of the voters for a tax measure.

The following matrix presents the benefits and the risks of expansion of PPHD service delivery to cover the full scope of services:

Benefits	Risks
<ul style="list-style-type: none"> • Ability to implement basic protocols recommended for Zika response • Ability to identify and address public health risks through comprehensive source reduction and vector control • Ability to quantify the presence of vectors or vector-borne diseases in the environment • Ability to launch public education to address source reduction • Local control of response to calls for service 	<ul style="list-style-type: none"> • No identified funding source • Most costly option for delivery of full scope services • Implementation may require extended period of time to ramp up operations and expertise

Option 3: Annexation by San Gabriel Valley Mosquito & Vector Control District

If annexation were pursued, the District would deliver a full scope of services to the City of Pasadena. The District currently provides services to neighboring communities including Altadena, Sierra Madre, and Arcadia. South Pasadena is currently in the process of being annexed by the District. The District provides services matching the type and level of service identified in Option 2 including:

Vector Control

- Mosquito and other vector abatement
- Routine adulticiding in the event of mosquito complaints and/or disease outbreak

Disease and vector surveillance

- Mosquito breeding surveillance to determine locations of active breeding
- Collection and testing of dead birds
- Analysis of sentinel bird flocks
- Laboratory testing of dead birds, live birds, and mosquitos

Public Education

- Education and outreach resources to promote mosquito control efforts
- Education on vector-borne disease prevention
- Prepare data reports to assist with disease prevention efforts

Source Reduction

- Proactive chemical treatment (i.e. larvaciding) of standing water including pools and storm drains
- Distribute Gambusia (a.k.a. mosquitofish) to the public for placement in private ponds, fountains, and other sources of standing water
- Reducing standing water on public property

The District has indicated that 2.0 FTE field staffing would be added by the District to meet the full scope vector control service in Pasadena. During normal operations this number may fluctuate between one and five District staff working in Pasadena during the course of a day, with the numbers to increase dependent upon seasonal or mosquito/disease outbreak. There are approximately two to three additional FTEs working for the District which may be attributed to working on Pasadena related issues, such as the ecologist or educator, with these staffing percentages are consistent with that noted in Attachment C; however, the District provides many of these on a district-wide basis and does not account for or budget for at the city level. An important distinction is the District capacity to expand service in Pasadena during a public health emergency (surge capacity). The District would be able to rapidly provide trained staff from across their agency to address emergent issues in Pasadena, or any other District supported city, in a very short time period.

Annexation would result in approximately \$8,000 per year in costs to the City of Pasadena to cover the \$20 per parcel fee for each of approximately 400 parcels owned by the city. No additional city personnel would be required. The tax assessment would incur an annual assessment of \$11.98 per parcel for residential and \$20 for all other parcels (commercial, industrial, etc.). Approximately \$495,000 per year in property tax benefit assessment is anticipated to accrue to the District to support this annexation.

If the City is dissatisfied with the services of the District, it could pursue exiting, with a plan to receive the services in another manner. However, this option is highly unusual and may require District board approval and work with the Los Angeles Local Agency Formation Commission ("LAFCO"). The following matrix presents the benefits and the risks of annexation by the District.

Benefits	Risks
<ul style="list-style-type: none"> • Ability to implement expanded protocols recommended for Zika response (surge capacity) • Ability to identify and respond to public health risks • Ability to determine presence of disease-borne vectors • Public education to address source reduction • Costs equally distributed in District • Highly specialized staff in typhus and plague control 	<ul style="list-style-type: none"> • Control of response to calls for service • Property tax based assessment on all parcels in the City of Pasadena • Difficulty in ability to leave the District should the City wish to do so in the future.

- | | |
|--|--|
| <ul style="list-style-type: none">• Comprehensive lab facility with ability to conduct complex tests in house• Ability to direct additional personnel and resources in the event of a public health emergency• Experience and expertise in vector control and surveillance | |
|--|--|

Recommended Option

The result of the PPHD analysis indicates that annexation (Option 3) remains the recommended alternative over the other identified options for the following reasons:

1. The Pasadena community will receive comprehensive vector control services and expertise necessary for reducing vectors and responding to public health risks related to vector-borne diseases;
2. Only realistic funding mechanism for delivering full scope services; and
3. Dedicated funding that distributes the costs of vector control, abatement, and disease prevention equitably across the Pasadena community.

The complete process for annexation requires the City to work with the District to submit applications to LAFCO. The District will complete the process working with LAFCO and Los Angeles County to assign the district to the county tax rolls. This process also includes a property tax exchange resolution, even though no funds are exchanged. No election is required (a California Supreme Court ruling allows vector district annexation without Proposition 218 election requirements). Altadena, Sierra Madre, Arcadia and most San Gabriel Valley cities east of Pasadena are already included in the District. South Pasadena and Baldwin Park are actively engaged in annexation efforts with the District currently.

COUNCIL POLICY CONSIDERATION:

The proposed actions would advance the City Council Strategic Planning Goals, including ensuring public safety.

ENVIRONMENTAL ANALYSIS:

The proposed annexation has been determined to be exempt from California Environmental Quality Act ("CEQA") pursuant to State CEQA Guidelines, Section 15319, Annexations of Existing Facilities and Lots for Exempt Projects and Section 15320, Changes in Organization of Local Agencies. Section 15319, Class 19, exempts annexations to a city or special district of areas containing existing public or private structures developed to the density allowed by the current zoning or pre-zoning of either the gaining or losing governmental agency whichever is more restrictive, provided, however, that the extension of utility services to the existing facilities would have a capacity to serve only the existing facilities. The subject area is developed to the

density allowed by the City of Pasadena's zoning ordinance; there is no zoning relevant to Mosquito and Vector Control District. No extension of utility service is proposed. Section 15320, Class 20, exempts changes in the organization or reorganization of local governmental agencies where the changes do not change the geographical area in which previously existing powers are exercised.

FISCAL IMPACT:

LAFCO has indicated there will be fees for PPHD to process this application of up to \$12,500. The PPHD has sufficient funds in Health Admin - Other Contract Services (Account # 20323010-811400) to support this expense. As with all property tax assessments, Los Angeles County will collect the assessment proceeds and distribute to the District directly. The property tax will apply to City-owned parcels resulting in approximately \$8,000 in annual costs to the City. There are no anticipated impacts to other operational programs or capital projects as a result of this action.

Respectfully submitted,



MICHAEL JOHNSON
Director of Public Health

Approved by:



STEVE MERMELL
City Manager

Attachments:

- (A) Greater Los Angeles County Vector Control District
- (B) Estimated PPHD Vector Program Costs
- (C) Estimated PPHD Vector Program Costs with FTE Adjustment