Shasta Local Agency Formation Commission

Municipal Services Review & Sphere of Influence Update

Pine Grove Mosquito Abatement District

April 2014

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1. EXECUTIVE SUMMARY

Local agency formation commissions have been tasked with updating local agency municipal service reviews (MSR) and sphere of influence boundaries (SOI) every five years since 2008 [Government Code Section 56425 *et seq.*]. This study presents a baseline review of the Pine Grove Mosquito Abatement District services and SOI needs, satisfying the requirements of this statute.

2. GENERAL BACKGROUND

To understand how integral mosquito and vector control district services are to the protection of public health in Shasta County, it will help to take a quick look at how these seldom heard of local agencies came into being in California.

For one thing, most everyone knows what mosquito are and how it doesn't take very long for standing water to provide an excellent habitat for mosquito reproduction purposes. A vector may be a more unfamiliar term. Vectors are organisms, typically biting insects or ticks that transmit a disease or parasite from one animal or plant to another.

For diseases where there is no effective cure, such as West Nile Virus and Dengue fever, vector and mosquito control remains the only way to protect populated areas. Even where effective treatments are available, the high cost of treatment is often more than developing countries can afford, thus preventing adequate protection.

Malaria continues to have a major adverse impact in these areas, especially in Africa where the World Health Organization estimates a child dies from malaria every 45 seconds. Effective treatment in high-incidence areas can have a positive economic and longevity effect in these sensitive populations.

An August 20, 2002 Shasta County Grand Jury analysis of the Shasta Mosquito and Vector Control District provides the following history of mosquito and vector abatement needs, and state and local responses to the need for managing these statewide health issues:

> *In the 1800s a large portion of California were practically uninhabitable because of problems caused by mosquitos. Large numbers of gold rush miners came into the Shasta County area in the 1850s and were stricken with malaria. Fort Reading (a military station that was located a few miles east of Anderson) was abandoned in 1856 because of widespread sickness and death caused by malaria.*
>
> *Legislation authorizing the organization of mosquito abatement districts was passed in 1915. This law was incorporated into the California Health and Safety Code and is still the legal authority under which mosquito control work is done today. This law gave districts*

reliable funding through local property tax rates that could be adjusted, as necessary, to provide the adequate resources needed to protect the public's health.

In 1919 the Redding Mosquito Abatement District was formed after Shasta County citizens petitioned the Board of Supervisors. In the 1920s, the Anderson, Clear Creek, and Cottonwood Mosquito Abatement Districts were formed.

These four districts were consolidated in the 1950s to form the Shasta Mosquito and Vector Control District, with the Balls Ferry area annexed in 1975 and the Palo Cedro area in 1976. There are now [2002] three mosquito and vector con troll districts within the boundaries of Shasta County. The other two districts are Pine Grove District in McArthur and the Burney Basin District. Shasta Mosquito and Vector Control District encompasses approximately 387 square miles including the incorporated cities of Anderson, Redding, and the City of Shasta Lake.

These special districts were established to fund organized mosquito control activities for public health protection against malaria, yellow fever, and Dengue fever; recently, their focus has broadened to include protection against the West Nile Virus. Water treatment by these districts also provides protection against heartworm disease in dogs and cats. Districts are regulated by U.S. Environmental Protection Agency (EPA) standards and interact with the following:

- *The Centers for Disease Control and prevention (CDC)*
- *American Association of Pesticide Safety Educators*
- *The National Pesticide Telecommunications Network*
- *American Mosquito Control Association*
- *Vector Control Joint Powers Agency*

Fourteen watershed areas bring water into Shasta County from all directions, contributing to a natural habitat for a wide variety of mosquitos and other vectors:

3. AGENCY SERVICES

The Pine Grove Mosquito Abatement District (BBMAD) is a special district, charged with the mission of protecting the public's health from vector-borne disease and nuisance, through a comprehensive mosquito and vector control program focused on innovation, experience, and efficiency.

The District operates within approximately 131,200 acres of unincorporated areas in eastern Shasta County, providing mosquito and vector control for the community of Fall River Mills, McArthur and the outlying areas. It was formed circa 1931, with its outer boundaries formed from all the territory included within the following school districts existing at the time:

- Fort Crook SD
- Fall River SD
- Fall River Mills SD
- Beaver Creek SD
- Island SD
- Wooden SD

In July 1971, County Counsel Robert Rehberg, representing LAFCO, received a letter from the State Board of Equalization about a legal description issue revolving around the old Fall River Mills School District. Apparently a county-wide map showing all Shasta County school districts between 1934 and 1940 was incorrect with regards to a portion of the FRMSD boundary.

The SBOE was endeavoring to learn whether the FRMSD boundaries had been changed between 1925 and 1940. The map accompanying that letter is found as "Exhibit b" for this study. The Shasta County Public Works Department confirmed the current correct boundary of the Pine Grove Mosquito Abatement District in June 1973.

It is organized under the Mosquito Abatement Act of California which authorizes *"...the formation, government, operation and dissolution of mosquito abatement districts in any part of the State, to facilitate the extermination of mosquitos, flies and other insects; and to provide for the assessment, levy, collection and disbursement of taxes therein."* [Statutes 1915, page 1011, as amended]

The District has accomplished many projects, large and small, since its formation. This rural District serves the local towns of Fall River Mills, McArthur and the surrounding areas and smaller communities. Communications with landowners and citizens is usually by personal contact and at board of directors meetings. The District does not currently maintain a website.

a. Infrastructure, Facilities and Services

The district maintains an office and equipment storage area in McArthur, and has not identified any other facility needs.

a. Administration, Management and Operations

Day by day services are provided by the District Manager and such personnel that may be required during periods of treatment. The district did not provide a description of operations program or its need for capital improvement funds. A copy of its 2013 Discharge Permit is included as "Exhibit g."

c. Fiscal

COUNTY OF SHASTA
Budget to Actual Figures

Ledger: GL Fiscal Month End Date: 06/30/2013
Fiscal Year: 2013 Report Run Date and Time: 03/27/2014 13:05:56 Budget: AG

Cost Center: 00461 Title: PINE GROVE MOSQUITO ABATE ADMN Director

Object	Description	Budget	Actual	Encumbrance	Balance
001000	CASH IN TREASURY	0.00	188,464.42	0.00	(188,464.42)
001100	IMPREST CASH	0.00	100.00	0.00	(100.00)
004800	DUE FROM OTHER GOVERNMENTS	0.00	1,518.60	0.00	(1,518.60)
005000	DEPOSITS WITH OTHERS	0.00	4,864.00	0.00	(4,864.00)
007000	SALARY AND BENEFITS PAYABLE	0.00	219.64	0.00	(219.64)
007101	ACCOUNTS PAYABLE	0.00	6,163.29	0.00	(6,163.29)
007400	DUE TO OTHER GOVERNMENTS	0.00	564.38	0.00	(564.38)
007509	DUE TO OTHER FUNDS	0.00	5.00	0.00	(5.00)
009700	FUND BALANCE UNASSIGNED	0.00	178,712.16	0.00	(178,712.16)
009720	FUND BALANCE ASSIGNED	0.00	919.00	0.00	(919.00)
011000	REGULAR SALARIES	30,000.00	30,000.00	0.00	0.00
017000	EXTRA HELP	5,500.00	3,265.00	0.00	2,235.00
018100	EMPLOYER SHARE OASDI	2,700.00	2,736.04	0.00	(36.04)
018201	EMPLOYER SHARE RETIREMENT	2,400.00	2,361.85	0.00	38.15
018300	EMPLOYER SHARE HEALTH INSUR	6,900.00	8,096.00	0.00	(1,196.00)
018400	EMPLOYER SHR UNEMPLOYMENT	500.00	0.00	0.00	500.00
032100	AGRICULTURAL EXPENSE	9,565.00	9,343.83	0.00	221.17
032300	CLOTHING/PERSONAL SUPPLIES XP	75.00	91.36	0.00	(16.36)
032500	COMMUNICATIONS EXPENSE	1,500.00	1,350.36	0.00	149.64
032700	FOOD EXPENSE	50.00	0.00	0.00	50.00
032900	HOUSEHOLD EXPENSE	50.00	11.34	0.00	38.66
033100	INSURANCE EXPENSE	5,820.00	5,820.00	0.00	0.00
033500	MAINTENANCE OF EQUIPMENT	1,800.00	1,434.49	0.00	365.51
033700	MAINTENANCE OF STRUCTURES	500.00	139.91	0.00	360.09
033900	MEDICAL/DENTAL/LAB SUPPLIES	0.00	130.58	0.00	(130.58)
034100	MEMBERSHIPS	1,100.00	980.62	0.00	119.38
034399	MISC XP AUDIT ADJ	4,000.00	4,500.00	0.00	(500.00)
034500	OFFICE EXPENSE	250.00	296.24	0.00	(46.24)
034800	PROF & SPECIAL SERVICES	1,100.00	1,295.00	0.00	(195.00)
034807	PROF BANK SVS	25.00	11.25	0.00	13.75
034893	CHGS AUD PROP TAX SVS	2,900.00	2,572.00	0.00	328.00
034900	PUBLICATIONS & LEGAL NOTICES	50.00	0.00	0.00	50.00
035100	RENTS & LEASES OF EQUIPMENT	50.00	155.19	0.00	(105.19)
035500	MINOR EQUIPMENT	2,750.00	1,608.06	0.00	1,141.94
035752	SP DEPT XP LICENSE/PERMIT/CERT	220.00	220.00	0.00	0.00
035900	GAS & OIL TRAVEL	4,200.00	4,152.29	0.00	47.71
036100	UTILITIES	700.00	522.61	0.00	177.39
051387	CONTR TO LAFCO	269.00	269.00	0.00	0.00
101000	CURRENT SECURED TAXES	74,600.00	67,829.23	0.00	6,770.77
101001	CURRENT UNITARY TAXES	0.00	8,034.46	0.00	(8,034.46)
101011	CURR SEC TAX DEL ADV TEETER	2,200.00	1,405.32	0.00	794.68
101100	SUPPLEMENTAL TAXES CURRENT	100.00	213.66	0.00	(113.66)
101111	SUPPLEMENTAL TAXES CURR	0.00	113.28	0.00	(113.28)
102000	CURRENT UNSECURED TAXES	4,500.00	4,381.97	0.00	118.03
103010	SUPPLEMENTAL TAXES PRIOR	10.00	5.44	0.00	4.56
104000	PRIOR YEAR UNSECURED TAXES	60.00	102.93	0.00	(42.93)
109100	TIMBER YIELD TAXES	80.00	79.29	0.00	0.71
420000	INTEREST	1,175.00	1,217.42	0.00	(42.42)

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COUNTY OF SHASTA
Budget to Actual Figures

Ledger: GL **Fiscal Month End Date:** 06/30/2013
Fiscal Year: 2013 **Report Run Date and Time:** 03/27/2014 13:08:56 **Budget:** AO

Cost Center	Title	Director
00461	PINE GROVE MOSQUITO ABATE ADMN	

Object	Description	Budget	Actual	Encumbrance	Balance
546000	STATE HOMEOWNERS EXEMPTION	1,430.00	1,447.86	0.00	(17.86)
795100	PRIOR YEAR VOIDED WRTS/CHECKS	0.00	48.71	0.00	(48.71)
799391	PRIOR PERIOD REV ADJUSTMENT	0.00	2,123.00	0.00	(2,123.00)
799600	INSURANCE LOSS & REFUNDS	0.00	2,724.00	0.00	(2,724.00)
	Total Revenue	**84,155.00**	**89,726.57**	**0.00**	**(5,571.57)**
	Total Expense	**84,974.00**	**81,363.02**	**0.00**	**3,610.98**
	Net Total (Revenue - Expense)	**(819.00)**	**8,363.55**	**0.00**	**(9,182.55)**

COUNTY OF SHASTA
Budget to Actual Figures

Ledger: GL Fiscal Month End Date: 06/30/2014
Fiscal Year: 2014 Report Run Date and Time: 03/27/2014 13:07:06 Budget: AG

Cost Center	Title	Director
00461	PINE GROVE MOSQUITO ABATE ADMN	

Object	Description	Budget	Actual	Encumbrance	Balance
001000	CASH IN TREASURY	0.00	177,839.60	0.00	(177,839.60)
001100	IMPREST CASH	0.00	100.00	0.00	(100.00)
005000	DEPOSITS WITH OTHERS	0.00	4,860.00	0.00	(4,860.00)
007000	SALARY AND BENEFITS PAYABLE	0.00	(1,652.36)	0.00	1,652.36
009700	FUND BALANCE UNASSIGNED	0.00	187,894.71	0.00	(187,894.71)
009720	FUND BALANCE ASSIGNED	0.00	100.00	0.00	(100.00)
011000	REGULAR SALARIES	30,000.00	21,725.00	0.00	8,275.00
017000	EXTRA HELP	5,000.00	1,735.00	0.00	3,265.00
018100	EMPLOYER SHARE OASDI	2,700.00	742.84	0.00	1,957.16
018201	EMPLOYER SHARE RETIREMENT	2,600.00	1,881.68	0.00	718.32
018300	EMPLOYER SHARE HEALTH INSUR	7,200.00	5,189.20	0.00	2,010.80
018400	EMPLOYER SHR UNEMPLOYMENT	500.00	0.00	0.00	500.00
018500	WORKERS COMP EXPOSURE	0.00	1,597.00	0.00	(1,597.00)
032100	AGRICULTURAL EXPENSE	11,686.00	4,855.82	0.00	6,830.18
032300	CLOTHING/PERSONAL SUPPLIES XP	100.00	0.00	0.00	100.00
032500	COMMUNICATIONS EXPENSE	1,450.00	1,013.67	0.00	436.33
032900	HOUSEHOLD EXPENSE	50.00	0.00	0.00	50.00
033100	INSURANCE EXPENSE	6,425.00	4,828.00	0.00	1,597.00
033500	MAINTENANCE OF EQUIPMENT	1,850.00	498.48	0.00	1,351.52
033700	MAINTENANCE OF STRUCTURES	1,000.00	6.43	0.00	993.57
034100	MEMBERSHIPS	1,000.00	995.66	0.00	4.34
034500	OFFICE EXPENSE	350.00	34.97	0.00	315.03
034800	PROF & SPECIAL SERVICES	1,500.00	1,000.00	0.00	500.00
034807	PROF BANK SVS	25.00	0.00	0.00	25.00
034893	CHGS AUD PROP TAX SVS	2,600.00	2,561.00	0.00	39.00
034900	PUBLICATIONS & LEGAL NOTICES	50.00	0.00	0.00	50.00
035100	RENTS & LEASES OF EQUIPMENT	60.00	0.00	0.00	60.00
035500	MINOR EQUIPMENT	1,900.00	776.71	0.00	1,123.29
035752	SP DEPT XP LICENSE/PERMIT/CERT	220.00	140.00	0.00	80.00
035900	GAS & OIL TRAVEL	5,000.00	1,796.16	0.00	3,203.84
036100	UTILITIES	700.00	838.11	0.00	(138.11)
051387	CONTR TO LAFCO	269.00	256.00	0.00	13.00
101000	CURRENT SECURED TAXES	67,500.00	39,134.98	0.00	28,365.02
101001	CURRENT UNITARY TAXES	8,100.00	4,156.52	0.00	3,943.48
101011	CURR SEC TAX DEL ADV TEETER	1,800.00	0.00	0.00	1,800.00
101100	SUPPLEMENTAL TAXES CURRENT	140.00	258.85	0.00	(118.85)
102000	CURRENT UNSECURED TAXES	4,500.00	4,318.28	0.00	181.72
103010	SUPPLEMENTAL TAXES PRIOR	5.00	2.55	0.00	2.45
104000	PRIOR YEAR UNSECURED TAXES	60.00	44.87	0.00	15.13
109100	TIMBER YIELD TAXES	50.00	65.80	0.00	(15.80)
420000	INTEREST	650.00	245.92	0.00	404.08
546000	STATE HOMEOWNERS EXEMPTION	1,430.00	701.21	0.00	728.79
	Total Revenue	**84,235.00**	**48,928.98**	**0.00**	**35,306.02**
	Total Expense	**84,235.00**	**52,471.73**	**0.00**	**31,763.27**
	Net Total (Revenue - Expense)	**0.00**	**(3,542.75)**	**0.00**	**3,542.75**

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d. Governance

The District is governed by an appointed five member board of trustees. Meetings are held monthly or as needed.

4. Regional Context/Relevant Services by Other Agencies

Land use and building regulation services are provided by the County of Shasta, as are law enforcement, road services and other general services provided to the unincorporated areas of the county by various county departments.

5. Agency Boundary and Proposed Sphere of Influence Update Maps.

The proposed sphere of influence boundary is recommended to be coterminous with the District's existing boundary.

6. Written Determinations for the Municipal Service Review

a. Growth & Population Projections

An estimated 8,862 people are within the area and benefit from District services. Growth has been significantly slow in Eastern Shasta County over the past decade.

b. Disadvantaged Unincorporated Communities (DUCs)

The communities within the Pine Grove Mosquito Abatement District qualify for the designation of "Disadvantaged Unincorporated Communities." California State Parks (www.parks.ca.gov) provides a Community Locator tool which helps with identifying the general income of those living in the service area. It usually sufficient to provide a guideline for this classification (see attached sheets). The population counts shown on these reports encompass a 25 mile diameter and do not always reflect the actual population assigned to the identified communities.

The median income for the state is $46,477, and communities qualify for this designation if their median income falls below 80% of this figure. The median income calculation for communities in Pine Grove Mosquito Abatement District service area is calculated at $23,731, or under 60% of the state median income, qualify these communities for a general designation of Severely Disadvantaged Unincorporated Communities. An estimated at 1,378 people are currently living below the poverty level within this service area.

c. Present and Planned of Public Facilities

Public facilities appear to be adequate to the needs of the District and the community.

d. Adequacy of Public Services

A number of other special districts provide community services and facilities within the area of this District. As a service-based agency involved in projects with private landowners and other public agencies, the Pine Grove MAD has little need for maintaining public facilities per se, and has not identified any plans for future facilities of this nature at this time.

e. Infrastructure Needs or Deficiencies

There are no known infrastructure needs or deficiencies at the time of this study.

f. Financing Constraints and Opportunities

The District operates with funding from property taxes and assessments

g. Opportunities for Rate Restructuring

Please refer to the District Manager for current details on this matter.

h. Status of and Opportunities for Shared Facilities

Please refer to the District Manager for details on this matter.

i. Accountability for Community Service needs, governmental structure, and operational efficiencies.

This issues appear to be adequate to the needs of the District and the community.

7. Written Determinations for the Sphere of Influence Update

a. Present and planned land uses

Shasta County designates much of the area served as rural residential and agricultural, with areas of commercial and industrial uses. This serves a primarily a rural area, with community development clustered around the smaller communities and incorporated cities of Shasta County.

b. Present and probable need for public facilities; adequacy of services

The District has not identified a need for additional public facilities. Services are adequate, are currently meeting the needs of citizens, and are fulfilling the needs of associated state and federal agencies by facilitating programs that assure adequate protection of public health and safety.

c. Present capacity of public facilities and adequacy of services

Again, services are adequate, are currently meeting the needs of citizens, and those of associated state and federal agencies affiliated with or charged with oversight of their programs and services.

d. Existence of social or economic communities of interest

All local rural communities within the District share social and economic interests. Anderson, Redding, and Shasta Lake provide local commercial and industrial centers for the outlying unincorporated communities, and a number of smaller clusters of both commercial and light industrial business are often found in the smaller communities and neighborhoods.

e. Present and probable needs of disadvantaged unincorporated communities (DUCs) within the service area.

As identified in the MSR section, the unincorporated communities served by the District qualify as disadvantaged unincorporated communities. Shasta County is studying these DUCs as part of their General Plan update, and additional information should be available for an expanded analysis of this designation during the next MSR/SOI Update due in 2019.

8. Conclusion

The District's current boundary sufficiently covers those places most in need of their services.

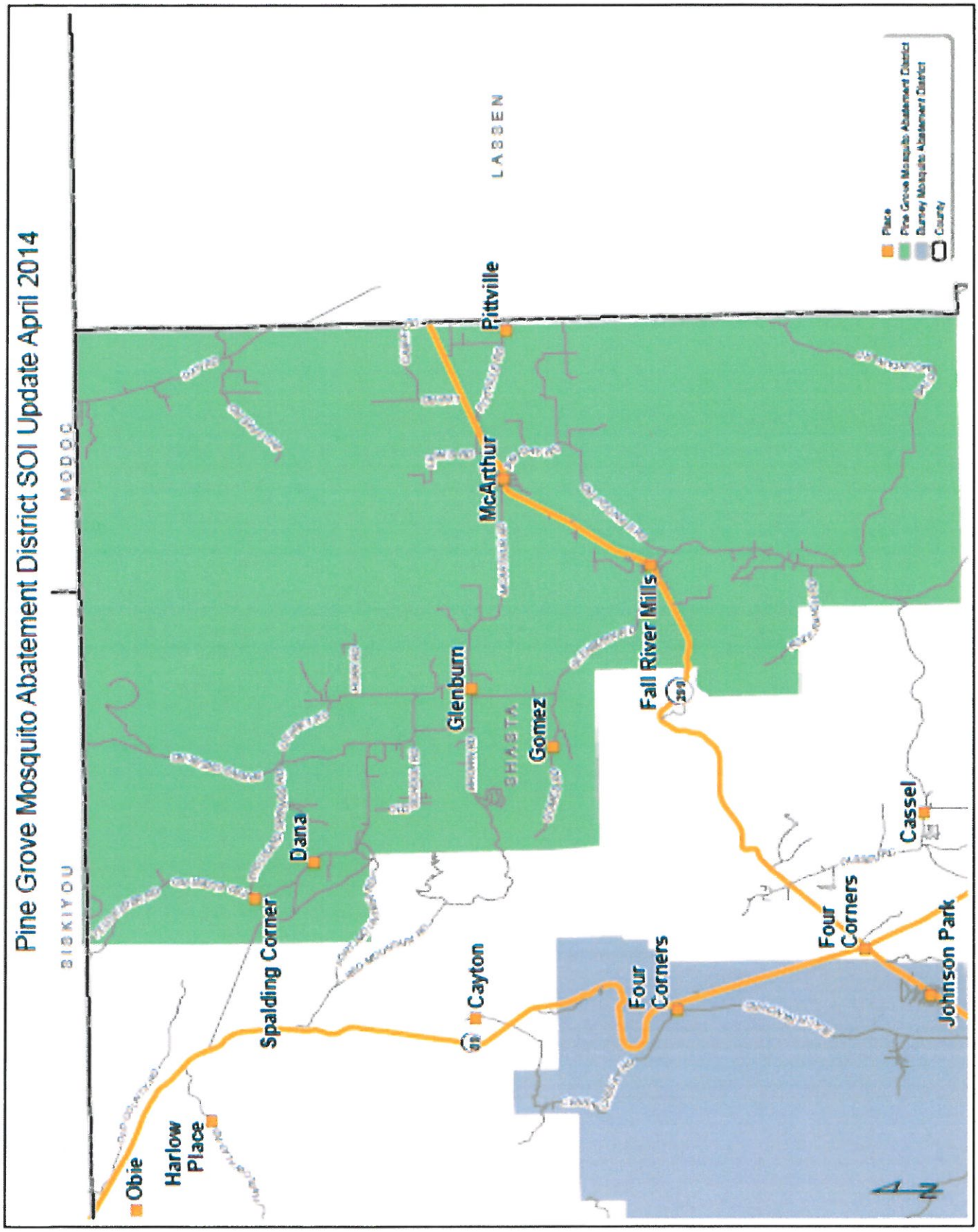
It is recommended that the municipal service review and sphere of influence update for the Pine Grove Mosquito Abatement District be adopted as proposed, with the Sphere of Influence Boundary remaining coterminous with the current District boundary.

9. References

a. Pine Grove Mosquito Abatement District (interviews, records, reports, website)
b. County of Shasta
c. Shasta County 2002 Grand Jury Report
d. Shasta LAFCO files for this district
e. Internet research on various related sites

10. Exhibits

a. Map of District showing proposed SOI Boundary Update
b. 1941 hand-drawn map of District boundaries
c. Map of Abatement Districts throughout California
d. Disadvantaged Unincorporated Community (DUC) Calculator
e. Notice of Intent to Adopt CEQA Determination – Statutory Exemption PRC 21083
f. No Effect Determination – California Department of Fish & Wildlife
g. Water Quality Order No. 2011-0002-DWO Discharge Permit


Pine Grove Mosquito Abatement District SOI Update April 2014
BISKIYOU
MODOC
LASSEN
SHASTA
Obie
Harlow Place
Spalding Corner
Dana
Cayton
Glenburn
Gomez
McArthur
Pittville
Fall River Mills
Four Corners
Four Corners
Cassel
Johnson Park
Place
Pine Grove Mosquito Abatement District
Burney Mosquito Abatement District
County

LAFCO RESOLUTION 2014-09

RESOLUTION OF THE SHASTA LOCAL AGENCY FORMATION COMMISSION
MAKING WRITTEN DETERMINATIONS AND UPDATING THE SPHERE OF INFLUENCE
OF THE PINE GROVE MOSQUITO ABATEMENT DISTRICT

WHEREAS, the Pine Grove Mosquito Abatement District sphere of influence boundary was last updated circa 1986; and

WHEREAS, the Executive Officer, pursuant to the Government Code section 56000 *et seq.*, has prepared a municipal service review and proposed an updated sphere of influence boundary recommendation for the Western Shasta Resource Conservation District; and

WHEREAS, in the manner required by law, the Executive Officer has given notice of the public hearing by the Commission on the proposal; and

WHEREAS, the Commission has heard, discussed and considered all evidence for and against the proposal, including but not limited to, the Executive Officer's analysis and proposed conditions and recommendations, the environmental document, applicable general and specific plans, and all testimony, correspondence and exhibits received prior to or during this noticed public hearing, all of which are included herein by reference.

NOW THEREFORE, IT IS RESOLVED, DETERMINED AND ORDERED as follows:

1. The project before the Commission is a proposed update of the Pine Grove Mosquito Abatement District's Sphere of Influence Boundary and acceptance of its related Municipal Services Review.

2. Shasta LAFCO, as the lead agency, circulated a Notice of Intent to Adopt a Statutory Exemption for this project, responded to written comments received during the review period and intends to certify a Statutory Exemption pursuant to the California Environmental Quality Act (CEQA) for the proposed update of its Sphere of Influence.

3. The Executive Officer applied for and received a No Effect Determination from the California Department of Fish and Wildlife for this project.

4. The Commission, pursuant to Government Code Section 56425, makes the following specified determinations based upon data within the municipal service review to update the Pine Grove Mosquito Abatement District's Sphere of Influence Boundary:

A. *Present and planned land uses in the area.* These uses include residential, rural residential, commercial, industrial, and state and federal lands. Recreational, agricultural and open space lands remain within the District. The Shasta County General

Plan and Zoning ordinances address the kind of permitted uses in this area. The rural communities in and around the Fall River Valley are not incorporated.

B. *Present capacity of the public facilities and adequacy of public services that the agency provides or is authorized to provide*. These services very adequately meet the needs of landowners who utilize their services.

C. *Existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.* There is an expected affinity for a social and economic community of interest due to the remoteness of the local communities within this area from the other more developed portions of Shasta County along the I-5 Corridor. Burney is approximately 11 miles west of the Fall River Valley.

D. *For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal or industrial water, or structural fire protection, the present and probable need for those facilities and services of any disadvantaged unincorporated community within the existing Sphere of influence.* Other local agencies provide these services within the existing and proposed sphere of influence boundary. All of the communities within the District's proposed sphere of influence boundary qualify under the statutory definition as "Severely Disadvantaged Unincorporated Communities."

5. The Executive Officer is hereby directed to complete Update proceedings, and to schedule the subsequent review and update, as necessary, of this Agency's municipal service review and sphere of influence boundary five years from this approval date as required by statute.

6. The Pine Grove Mosquito Abatement District Sphere of Influence is hereby updated and approved. Adopted on April 3, 2014, by the following vote:

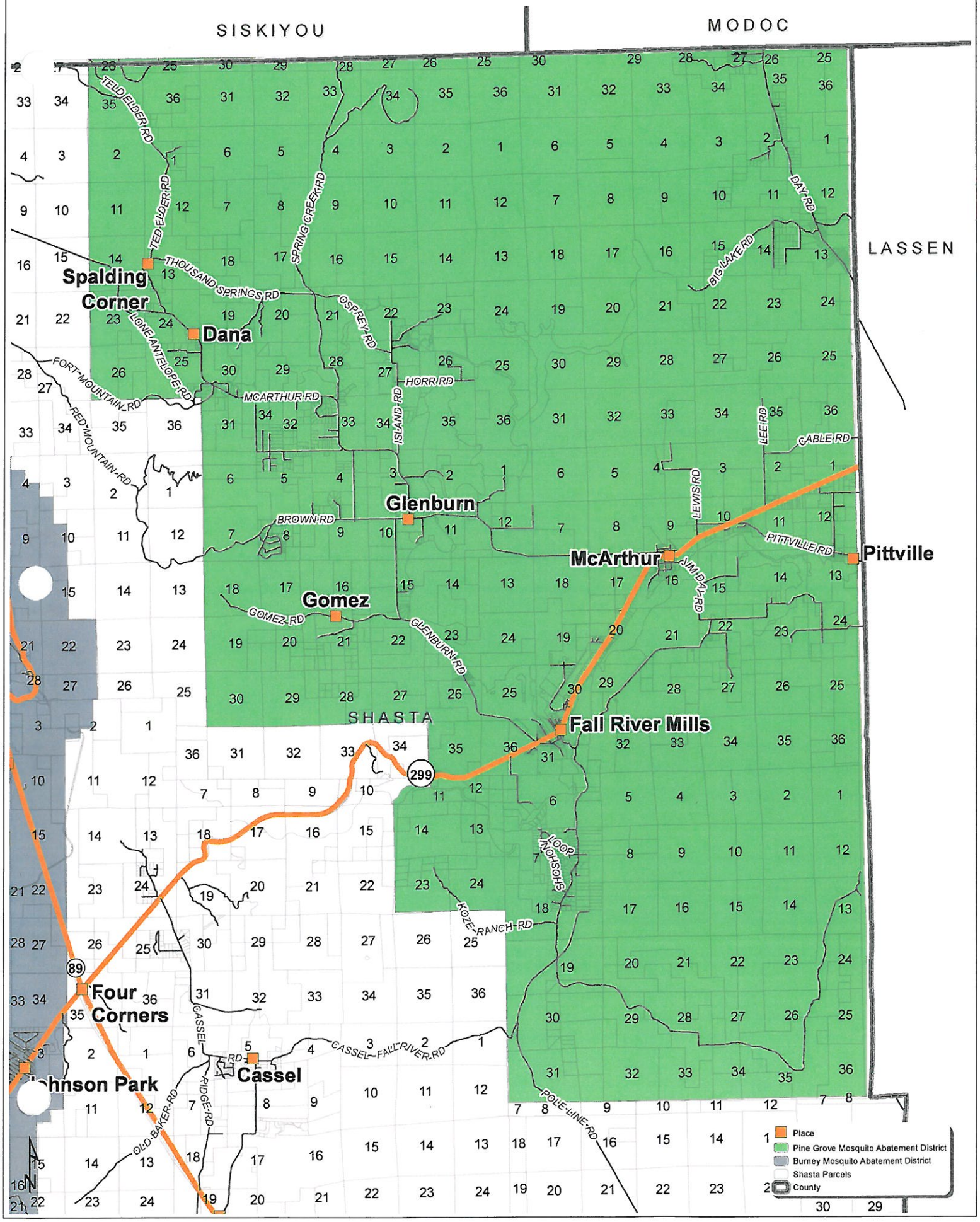
AYES: Baugh, Bosetti, Farr, Fust, Fytenn, Kehoe, Morgan

NOES: None

ABSTAINS: None

ABSENT: Haynes, Yarbrough

Dated: 4-3-2014

Les Baugh, Chair
Shasta Local Agency Formation Commission

Pine Grove Mosquito Abatement District SOI Update April 2014