WEST FRESNO COUNTY RED SCALE PROTECTIVE DISTRICT

MUNICIPAL SERVICE REVIEW

Report to the

Fresno Local Agency Formation Commission

Brian Spaunhurst, Executive Office
Joel Matias, Analyst II
Jessica Gibson, Analyst II
Lizbeth Dominguez, Analyst I
Amanda Olivas, Clerk to the Commission III
1401 Fulton Street, Suite 800
Fresno, CA 93721

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AGENCY PROFILE: WEST FRESNO COUNTY RED SCALE PROTECTIVE DISTRICT

Citrus Pest Control

Contact Information

Primary Contact:	Sandy Frech
Mailing Address:	PO Box 836 Sanger, CA 93657
Phone:	(559) 392-7756
Email:	svsandy@comcast.net

Management Information

District Formation:	1958	
Principal Act:	Food and Agricultural Code § 8401, et seq.	
Governing Body:	Five Member Board of Directors	
Board Members:	Josh Marshall	Term appointment and expiration unknown
	Kevin Severns	Term appointment and expiration unknown
	David Hines	Term appointment and expiration unknown
	James Marshall	Term appointment and expiration unknown
	Jeff Pilegard	Term appointment and expiration unknown
Board Meetings:	Last known meeting was May 28, 2026	
Meeting Location:	Kings River Packing 15749 Ventura Ave Sanger, Ave 93657	
Staffing:	1 staff	

Service Information

Properties Served:	Citrus Pest Control
Service Area and SOI:	Area serviced and SOI is roughly 3,429,757 acres
Infrastructure:	It is unknown all infrastructure the District own, The District oversees pest control and as LAFCo can know there is no infrastructure.

Fiscal Information

Budget:	$ 55,769
Sources of Funding:	Tax Collection
Rate Structure:	Tax collection but unknown at what rate

Administrative Policies

Master Plan: Unknown	**Policies/Procedures:** Unknown	**By-laws:** Unknown
SOI established: 1958	**SOI Last Updated:** 2007	**Others:** No

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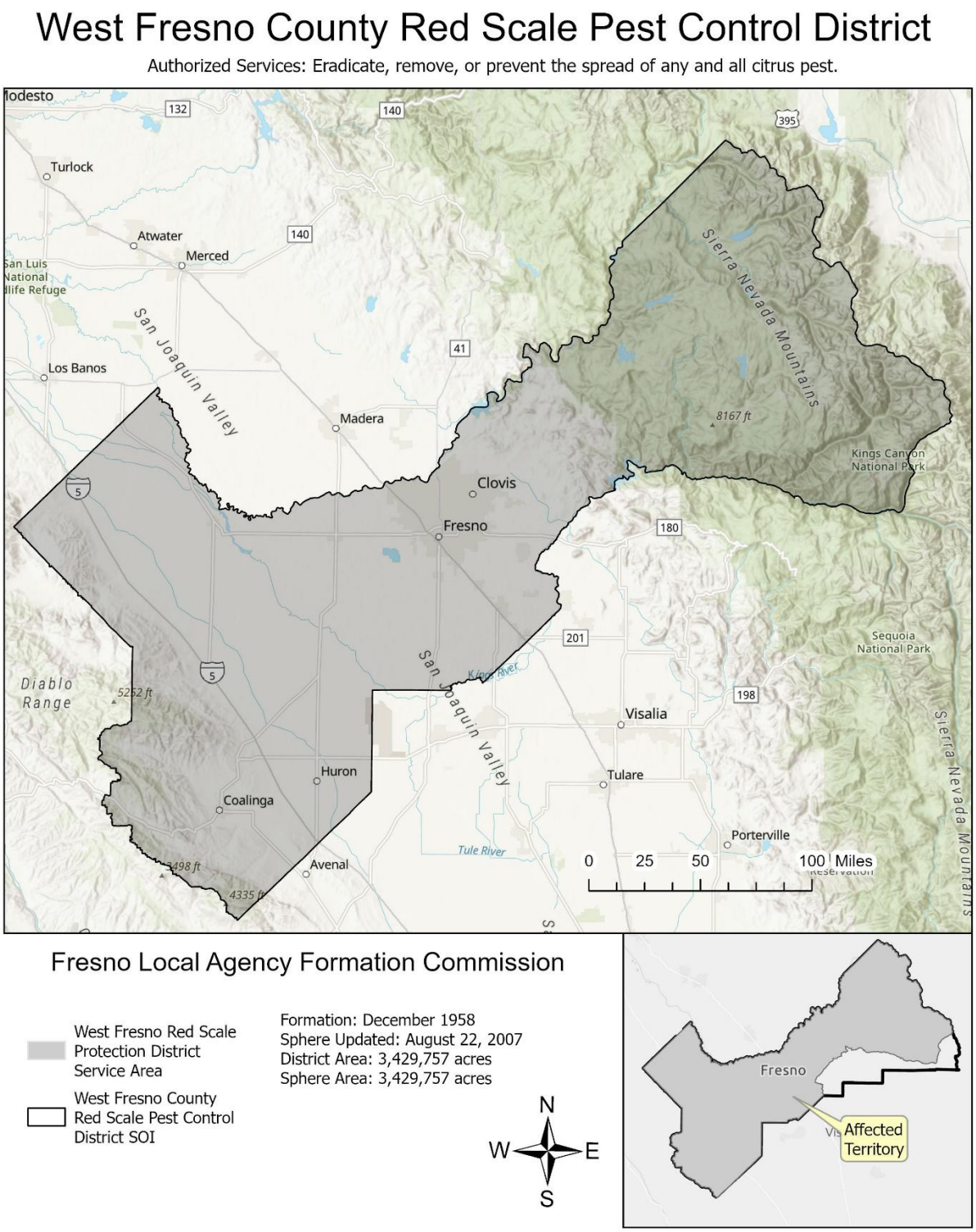
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Figure 1- West Fresno County Red Scale District Map



Fresno LAFCo MSR Policy

A Municipal Service Review (MSR) is required in order to prepare or update a local agency's sphere of influence. It is LAFCO's observation that many special districts within Fresno County typically do not request or experience modifications to their service area or request an update or revisions to the Commission's adopted SOI for the subject agency.

While the Commission is not required by law to make any changes to a SOI, it may, at its discretion, opt to reaffirm, expand, delete a SOI, or approve, deny, or approve with conditions any changes of organization or reorganization impacting the governmental agency as a result of the information gathered during the MSR update process.[1]

In accordance with GC sec. 56066, Fresno County is the principal county. Fresno LAFCo is responsible for updating the SOI for the District consistent with GC sec. 56425(g). In order to update the agency's SOI, Fresno LAFCo has prepared this service review consistent with GC sec. 56430. LAFCOs are required to consider and prepare written statements of its determinations with respect to each of the following 7 factors:

1) Growth and population projections for the affected area.
2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4) Financial ability of agencies to provide services.
5) Status of, and opportunities for, shared facilities.
6) Accountability for community service needs, including governmental structure and operational efficiencies.
7) Any other matter related to effective or efficient service delivery, as required by commission policy.

[1] Fresno Local Agency Commission- Policy 107- Municipal Service Review Policy

Principal Act

West Fresno County Red Scale Protective District ("District" or "WFCRSPD") services provided are within the District's powers as authorized in their enabling legislation, codified in California Food and Agricultural Code § 8401, et seq. The District law provides broad authority for pest control districts.

District Service Area

The West Fresno Red Scale Protective District, located in the heart of California's citrus-rich Central Valley, is dedicated to monitoring citrus pests. Established decades ago, the District has played a vital role in protecting the region's citrus groves, ensuring the health and productivity of this essential industry. The District oversees a majority of Fresno County. The District does not oversee the area around the cities of Reedley and Orange Cove which is in the service area of Central Valley Pest Control District. Since the District has not responded to any of our contact attempts, Fresno LAFCo cannot confirm or deny that the District service area has changed. Since that last MSR prepared for the District LAFCo is to believe that the Districts service area is 3,429,757 acres.

Authorized District Service Area

Due to the lack of communication from the District, Fresno LAFCo cannot determine the adequacy of its services based on the District's reserve capacity or on feedback from its customers, regulators, and the public. The last MSR affirmed that the Districts service area and SOI is coterminous.

District Growth and Population Projection

Fresno County's long-term growth patterns indicate modest population increases in rural unincorporated areas, with most future development expected to occur within existing city boundaries. Within the District's vicinity, available countywide projections do not show significant population growth that would substantially alter service demand in the near term. However, because the District has not communicated with Fresno LAFCo or provided any data regarding current customer connections, system capacity, or anticipated development, LAFCo staff is unable to determine how regional growth trends may affect the District's future service needs or infrastructure planning.

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Disadvantaged Unincorporated Communities

The purpose of Senate Bill 244 (Wolk, 2011) is to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within disadvantaged unincorporated communities ("DUC"). Cities, counties, special districts, and LAFCo all required by SB 244 to identify and include DUCs in their respective long-range planning. A DUC is defined as an inhabited unincorporated territory with an annual median household income that is less than 80 percent of the statewide annual median household income as defined by California Water Code section 79505. [2]

Pursuant to LAFCO Policy 111-03, when approving any new or updated SOI for a city or special district, the city or special district shall be required to identify DUCs within or contiguous to their boundaries in their applications for Commission action.[3] In 2020, Fresno LAFCo mapped DUCs in Fresno County, and there were 36 DUCs identified. During this process Fresno LAFCo used the U.S. Census Bureau's American Community Survey ("ACS") five-year reports which provide Census Tract, Block Group, and/or Census Designated Place ("CDP") information to obtain population estimates, economic composition, and demographic data.

Since the District encompasses 3,429,757 out of the 3,813,504 acres in Fresno County there are several DUC's located in the District service area. Since these areas are currently in the area it is assumed that the District is servicing these areas. Without proper communication from the District, Fresno LAFCo cannot confirm that these DUC's are being adequately being serviced by the District.

District Infrastructure

The District does not have any of their own infrastructure. District infrastructure is to be presumed as limited to equipment and materials necessary to provide pest control services within its service area. Typical infrastructure for this type of district may include application equipment, vehicles, storage facilities for pesticides, and safety or monitoring tools. However, the District has not communicated with Fresno LAFCo or supplied information regarding its actual assets, condition of facilities, or maintenance practices. As a result, the Commission is unable to confirm the scope, adequacy, or long-term sustainability of the District's infrastructure.

[2] California Government Code section 56046 – definition of "inhabited territory"
[3] Fresno LAFCo Policy 111-03, Page 6

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Public Facilities, Opportunities for Shared Facilities

The District has not made contact with Fresno LAFCo so it cannot be confirmed what public facilities and opportunities for shared facilities the District has. During the May 28, 2026 meeting, the minutes from the July 10, 2025 meeting were presented and it was stated that, there had been communication with the Alliance Pest Control District about proposal for district-wide testing and enforcement/obligations. There was also discussion about their help with the website and working on a phone number through Google that we can post on the website.[4] At the time of preparation of this MSR, the District's phone services are unavailable.[5] The only shared facility that LAFCo staff might determine would be the Districts use of Kings River Packing, LP at 15749 E. Ventura Ave., Sanger, CA 93657 where the District held their last known meeting.

Government Accountability

California Food and Agricultural Code § 8401, et seq. is the Citrus Pest District Control Law. This law defines the part to make available a procedure for the organization, operation, government, and dissolution of districts for the more effective control and eradication of citrus pests, whichever products the district is established to protect. The Districts mission statement reads as followed: "*Work toward the eradication, removal, and prevention of the spread of any and all citrus pests*." There are five (5) elected members of the District governing board.

Josh Marshall	Term appointment and expiration unknown
David Hines	Term appointment and expiration unknown
James Marshall	Term appointment and expiration unknown
Jeff Pilegard	Term appointment and expiration unknown
Kevin Severns	Term appointment and expiration unknown

The District last known scheduled meeting was July 10th, 2026 held at the Kings River Packing, LP at 15749 E. Ventura Ave., Sanger, CA 93657. With no communication with the District or no way to contact the District, Fresno LAFCo cannot determine if the District governance is accountable.

[4] West Fresno Red Scale Protection District website May 28, 2026, Board Meeting Tab

[5] West Fresno Red Scale Protection District Website- Contact Us Page

District Finances and Budget

The District approved their proposed budget for the Fiscal Year ("FY") 2025-2026 during their July 10, 2026 board meeting. The District has a budget of $55,850 and reserves of $4,547. Due to the lack of communication from the District, LAFCo cannot confirm if this budget is adequate for the services the District provides. Based on the findings on the District's website LAFCo can only conclude that the District has a budget but cannot confirm if the budget is balanced.

Any Other Matters

Fresno LAFCo has made multiple attempts at communication with the District. The first email was sent on April 20th, 2026 to the email that the District has on their website as their main point of communication, svsandy@comcast.net. LAFCo staff then sent out two mail notices from both a Staff Analyst and the Executive Officer. The first letter from Staff Analyst was sent on May 29th, 2026 and followed by the final letter sent from the Executive Officer on June 22nd, 2026. Each communication attempt had a deadline to make communication with Fresno LAFCo and each time the District failed to make communication with Fresno LAFCo. Our final attempt was through the Districts "Contact Us" page on their website to send one final attempt at communication. However, we did not receive any communication from this form of communication.

Since the District does not have an active phone, LAFCo staff is not able to make contact with the District in that way. The District has not held a meeting since our last communication attempts so staff has not been able to attend and make communication in person.

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MSR DETERMINATIONS

This portion of the report addresses the factors specified in the governing statute for Municipal Service Reviews and provides analysis in conformance with Government Code §56425 and Fresno LAFCo policy. Pursuant to Government Code §56430, the Commission prepares the following written determinations.

1. Growth and Population Projections for the Affected Area.

- The District encompasses 3,429,757 out of the 3,813,504 acres in Fresno County. The District's services do not oversee population as they only focus on pest control.

- With no communication from the District, Fresno LAFCo cannot confirm or deny the proper population projection for the affected area.

2. The Location and Characteristics of any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence.

- The District does have areas are currently in the area it is assumed that the District is servicing these areas. Without proper communication from the District, Fresno LAFCo cannot confirm that these DUC's are being adequately being serviced by the District.

3. Present and Planned Capacity of Public Facilities and Infrastructure Needs or Deficiencies.

- With no communication from the Districts, Fresno LAFCo cannot confirm or deny that the current infrastructure is adequate to meet the current District needs.

4. Financial Ability of Agency to Provide Services.

- The West Fresno County Red Scale Protection District has an approved budget for 2025-2026 posted on their website.

- According to the budget posted on their website the District budget is $55,769. It is unsure how the District is financing their budget.

- With no communication from the Districts, Fresno LAFCo cannot confirm or deny that the current finances of the agency are adequate for the services provided.

5. Status of, and Opportunities for, Shared Facilities.

- The District provides services that eradicate, remove, and prevents the spread of any and all citrus pests.

- Although there have been no successful attempts in communication with the District, LAFCo can only confirm that at the May 28, 2026 meeting there would be communication with the Alliance Pest Control District about proposal for district-wide

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testing and enforcement/obligations. There will also be discussion about their help with the website and working on a phone number through Google that we can post on the website.

6. Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies.

- West Fresno County Red Scale Protective District operates under the Citrus Pest District Control Law (Food & Agriculture Code, Section 8401).

- West Fresno County Red Scale Protective District governing board consists of five (5) members. It is unsure when the District plans to hold their next meeting as they do not have a schedule available. The last meeting according to the District's website was held May 28, 2026.

- LAFCo can only confirm that there is one staff member according to the District's website.

- With no communication from the Districts, Fresno LAFCo cannot confirm or deny that the current District's government structure and operations are efficient.

7. Any Other Matter Related to Effective or Efficient Service Delivery.

- Fresno LAFCo has made multiple attempts at communication with the District. The first email was sent on April 20th, 2026 to the email that the District has on their website as their main point of communication, svsandy@comcast.net.
- LAFCo staff then sent out two mail notices from both a Staff Analyst and the Executive Officer. The first letter from Staff Analyst was sent on May 29th, 2026 and followed by the final letter sent from the Executive Officer on June 22nd, 2026.
- Each communication attempt had a deadline to make communication with Fresno LAFCo and each time the District failed to make communication with Fresno LAFCo.
- Fresno LAFCo is also unable to make phone calls to the District since the website has no phone number listed and also states, "**At this time, the district phone services are unavailable"** under their "Contact Us" website tab.

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SPHERE OF INFLUENCE REVIEW

In order to carry out the Commission's purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies subject to its jurisdiction, the Commission shall develop and determine the sphere of influence of each city and each special district within the County and enact policies designed to promote the logical and orderly development of areas within the sphere. A sphere of Influence is defined as "a plan for the probable physical boundaries and service area of a local agency, as determined by the commission."

In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open space lands;

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

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide;

4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency;

5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

In determining a sphere of influence, the Commission may assess the feasibility of governmental reorganization of particular agencies and recommend reorganization of those agencies when reorganization is found to be feasible and if reorganization will further the goals of orderly development and efficient and affordable service delivery. The Commission shall make all reasonable efforts to ensure wide public dissemination of the recommendations.

When adopting, amending, or updating a sphere of influence for a special district, the Commission shall establish the nature, location, and extent of any functions or classes of services provided by existing districts. The Commission may require existing districts to file written statements with the commission specifying the functions or classes of services provided by those districts. When Fresno LAFCO updates a sphere of influence it must adopt specific determinations with respect to the following factors:

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

- The County of Fresno is the land use authority for territory within the District's boundaries.
- The Fresno County General Plan Land Use Elements designates territories as mostly agricultural. There are some suburban and urban areas within the District's SOI.
- The following cities are surrounded by the District: Coalinga, Huron, Firebaugh, Mendota, San Joaquin, Kerman, Fresno, Clovis, Fowler, Selma, Sanger, and Parlier.
- Due to the District's lack of communication and the absence of submitted information regarding how land uses relate to its services, Fresno LAFCo is unable to determine whether existing or future land uses will affect service needs.

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

- Although this section requires an evaluation of the present and probable need for public facilities and services in the area, Fresno LAFCo cannot confirm these needs because the District has not provided information or communicated with Fresno LAFCo.

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

- Present capacity of District facilities and services are to be presumed as adequate. With no communication from the District and no information Fresno LAFCo cannot confirm the present capacity of public facilities and adequacy of public services that the agency provides.

4. Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

- Fresno LAFCo is unable to assess whether any social or economic communities of interest are relevant to the District because the District has not provided information or communicated with LAFCo.

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5. The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

- Fresno LAFCo cannot determine the present and probable need for public facilities and services for any disadvantaged unincorporated communities within the District's sphere of influence because the District has not communicated with Fresno LAFCo or provided relevant information.
- Due to the District's lack of communication and the absence of submitted service or planning data, Fresno LAFCo is unable to assess whether such needs exist or how the District may address them.

Determining an agency's SOI is a significant role of the LAFCo. This MSR and SOI update evaluates the District's SOIs using a 20-year planning horizon, meaning the probable expansion of the agency's service area within 20 years from the SOI approval. As such, LAFCo staff recommends the Commission to consider a "Zero Sphere" determination as it is unclear that the West Fresno County Red Scale Protective District has fulfilled its service responsibilities and functions within its existing boundaries as determined by the Commission. A "Zero Sphere" determination would not affect District operations; the District will remain in existence and continue to function as an independent local government. This determination would make the Districts service area coterminous with its Sphere of Influence, thereby limiting the District's ability to expand its services until it can provide sufficient evidence to demonstrate its capacity to effectively meet the service needs of its residents.

Pursuant to Government Code Section 56375.1(a)(1)(A), as amended by Senate Bill 938 (SB 938), a Local Agency Formation Commission may initiate a proposal for a dissolution of a district that meets certain statutory criteria during a publicly noticed hearing. Following the completion of a "zero sphere" reduction, the statutory provisions establish the next course of action is the dissolution of the West Fresno County Red Scale Protective District. To avoid dissolution, LAFCo is providing the District with a twelve (12) month period to demonstrate its ability to fulfill its operational, service delivery, and governance responsibilities effectively. During this time, LAFCo recommends the District to contact LAFCo staff and provide documentation of annual budgets, fiscal audits, and adequacy of services.

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RECOMMENDATIONS

In consideration of information gathered and evaluated during the 2016 Municipal Service Review, it is recommended the Commission:

1. Receive this report and any public testimony regarding the proposed Municipal Service Review.
2. Find that the Municipal Service Review is exempt from the California Environmental Quality Act pursuant to section 15306 (Information Collection).
3. Approve the recommended Municipal Service Review determinations, together with any changes deemed appropriate.
4. Ensure that the District updates all the contact information such as emails and phone services. At this time, Fresno LAFCo is recommending being the main point of contact until the District has a working phone number or email so members of the public can reach them. Once the District has a point of contact Fresno LAFCo will allow the District to resume as the main point of contact. Under Fresno LAFCo Special District Directory found on our website we will put "Please contact Fresno LAFCo" until we are made aware that the District has a phone number or a reliable email that is monitored by the District.
5. Place the West Fresno County Red Scale Protective District on a "zero-sphere" SOI. If the District would like to expand their SOI they will need to come back to Fresno LAFCo and prove that the services provided are adequate.

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ACKNOWLEDGEMENTS

This Municipal Service Review was prepared by Fresno LAFCO staff. West Fresno County Red Scale Protection District provided information included in this evaluation of the agency's service provisions.

This document and supportive information are available in the Fresno LAFCo office located at:

Fresno Local Agency Formation Commission
1401 Fulton Street. Suite 800
Fresno, California 93721

The Municipal Service Review is available on Fresno LAFCo's website,
http://www.fresnolafco.org/MSR.asp

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