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San Bernardino County

**Municipal Service Review**  
**Victor Valley Wastewater Reclamation Authority**  
**July 2009**  
(Government Code Section 56430)

**INTRODUCTION:** The following provides an outline of the mandatory determinations for a municipal service review as set out in Government Code Section 56430. In addition, it provides an explanation of the purpose of the determination and the issues to be considered. While no agency will be required to respond to each of the issues identified below, this list is intended to be illustrative of the scope of the issues that might be relevant to a local agency service review. Please review the list and identify those issues that are relevant to your agency and develop narrative responses to each determination.

**I. Growth and Population**

Purpose: To evaluate service needs based upon existing and anticipated growth patterns and population projections.

1. Population Information (include identification of source for growth projection)
  - a. Existing and projected within agency boundary.  
**Please refer to Attachment A, VVWRA Flow Projection Update – April 2009, Tables 11 and 12.**
  - b. Existing and projected within sphere of influence (not to include area within agency's boundaries)  
**Not applicable to VVWRA**
2. General Plan
  - a. Excerpts regarding existing and projected growth  
**Same response as for 1a above**
  - b. Other  
**Not applicable to VVWRA**

**II. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.**

Purpose: To evaluate the infrastructure needs and deficiencies of a jurisdiction in terms of capacity, condition of facility, service quality and levels of services and its relationship to present and planned capacity. (Provide copies of documents where necessary).

1. Capital Improvement Plans/Studies  
**Please refer to Attachment B, VVWRA Adopted Budget FY 2009-2010, Appendix D Capital Budget, page 35.**
2. Water Service Plans/Studies
  - a. Supply and demand information  
**Not applicable to VVWRA**

3. Sewer Service Plans/Studies

a. Capacity and demand information

**Same response as to 1a above. In addition VVWRA staff and consultants are currently preparing a Sewer Master Plan scheduled for completion in the fall of 2009.**

4. Age and Condition of Facilities

a. Water supply and distribution system

**Not applicable to VVWRA**

b. Wastewater collection and treatment

**Please refer to response to 3a above. In addition VVWRA has completed two regional plant expansions within the last two years. Staff is currently preparing to release the bid for the Phase IIIA Regulatory Upgrade Project to remove disinfection by-products from the effluent, improve energy efficiency and reduce nitrogen levels in the effluent. Future plans include construction of two subregional water reclamation plants. One will be located in the City of Hesperia and one in the Town of Apple Valley.**

5. Capacity Analysis

a. Number of service units available

**Assuming an average dry weather flow (adwf) of 12.3 million gallons per day (mgd) and an existing rated capacity of 18 mgd of secondary treatment capacity and an average flow per equivalent dwelling unit (edu) of 190 gallons per day (gpd) per single family dwelling unit equals 30,000 service units available.**

b. Number of service units currently allocated

**12.3 mgd divided by 190 gpd/edu equals approximately 64,000 service Units currently allocated.**

c. Total number of service units within the agency boundaries

**Dependent upon growth in the respective Member Agencies.**

d. Total number of service units outside agencies boundaries. If so, are there out-of-agency contracts? If so, is the out-of-agency rate different than the in-agency rate for service?

**Not applicable to VVWRA**

6. Future Development

a. What additional infrastructure is needed?

b. Description of additional facilities

**Please refer to Attachment B, VVWRA Adopted Budget FY 2009-2010, Appendix D Capital Budget, page 35 for response to questions 6a and b.**

c. How will it be funded?

**Please refer to Attachment C, VVWRA Financial Plan, 15 May 2009**

- d. Is there a schedule for improvement?  
**Same response as for 6b above**

7. Reserve Capacity

- a. What is the policy?  
**The Member Agencies are currently discussing reserve capacity as part of the ongoing discussions to revise the Joint Powers Agreement. As yet a conclusion has not been reached.**
- b. Are there inter-ties with other agencies?  
**No**

**III. Financial ability to provide services**

Purpose: To evaluate factors that affect the financing of providing services and needed improvements. To identify practices or opportunities that may help eliminate unnecessary costs. (Provide copies of documents where necessary).

1. Finance Documents/Plans for:

- a. Two most recent adopted budgets  
**Previously submitted on 29 January 2009, also see response to II.1.**
- b. Two most recent completed audits  
**Previously submitted on 29 January 2009**
- c. Service upgrades  
**Upgrades are planned to provide additional Title 22 reclaimed water supplies and as stated in response to question II.4.b.**
- d. Capital improvements  
**Same response as for II.1. above**

2. Bond Rating

**To be determined in the fall of 2009**

3. Revenue Sources

- a. Identify  
**Capacity and user fees**
- b. Can they be expanded?  
**No, however they can be increased**

4. Major Expenditure Categories

- a) Identify  
**Operations and Maintenance, Repair and Replacement, Capital Improvement**
- b) What methods are used to control costs?  
**VVWRA monitors all funds to determine expense categories and identify probable cost savings. The authority's largest variable costs are electricity, natural gas, and chemicals. A benchmarking survey was also conducted in June of 2008 to evaluate VVWRA's performance efficiency against other similar sized agencies (Attachment D).**

5. Joint Financing Projects

- a) Does agency participate? If so, what are they?
- b) What are the policies?
- c) Please provide a copy of the agreement.

**Questions 5a-c are not currently applicable to VVWRA, however the Authority is pursuing an agreement with Victor Valley College and the County Department of Workforce Development.**

6. Overlapping/Duplicative Services

**Not applicable to VVWRA**

7. Rely on Other Agencies

- a) Administrative functions
- b) Grant management
- c) In-house cost vs. outside cost

**Not applicable to VVWRA**

8. Per-Unit Service Costs

- a) Identify

**Please refer to Tables 19-21 in Attachment C, VVWRA Financial Plan**

- b) Comparison with others

**Please refer to Attachment E, details of which can be found at:**

[http://www.waterboards.ca.gov/publications\\_forms/publications/general/docs/wastewatersurvey0708.pdf](http://www.waterboards.ca.gov/publications_forms/publications/general/docs/wastewatersurvey0708.pdf)

9. Identify current rates and plans. Please identify any planned rate changes.

**Please refer to Attachment C, VVWRA Financial Plan, 15 May 2009**

**IV. Status of, and opportunities for shared facilities**

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

1. Shared Facilities

- a) Existing – flood, parks, groundwater storage, etc.
- b) Future opportunities/options

**Questions 1.a and b are not currently applicable to VVWRA**

## 2. Duplication of Facilities

- a) Existing duplication?
- b) Planned/future duplication?
- c) Excess capacity available to outside customers?
- d) Productivity ratings, if any, for staff

The City of Victorville currently intends to duplicate VVWRA facilities to serve the Dr. Pepper/Snapple facility. It is unclear how this will impact questions 2.a-d. at this time. The facility will not be owned by VVWRA. The City of Victorville is proposing to redirect 1.5 mgd of existing domestic flows from VVWRA to the Dr. Pepper/Snapple facility which will reduce user fee income to VVWRA but will increase wastewater treatment plant capacity.

## V. Accountability for community service needs, including governmental structure and operational efficiencies

Purpose: To evaluate the accessibility and levels of public participation associated within the agency's decision-making and management processes, to consider the advantages and disadvantages of various government structures to provide public services, and to evaluate whether organizational changes to governmental structure can be made to improve the quality of public services in comparison to cost.

### 1. Budget

#### a) Policies

- i. Resolution 2009-6, The Adoption of a Statement of Policy for the Investment of Funds for Fiscal Year 2009-2010, 16 April 2009, Attachment F
- ii. Resolution 2009-12, To Adopt a Procurement Policy and Rescind a Purchasing Policy, 16 July 2009, Attachment G
- iii. Resolution 2009-15, Regarding the Receipt and Distribution Policy of Tickets and/or Passes in the Furtherance of the Authority's Reasonably Defined Public Purposes, 16 July 2009, Attachment H
- iv. Resolution 2009-16, To Adopt and Asset Management Policy, 16 July 2009, Attachment I
- v. Resolution 2009-17, Electing to Become Subject to the Uniform Public Construction Cost Accounting Procedures and Ordinance 005, 16 July 2009 pending adoption of Ordinance 005 at 13 August 2009 regular meeting, Attachment J

#### b) Policies for payment of stipend, benefits, travel, educational expenses of the governing body

Please refer to Attachment K, Ordinance No. 004; An Ordinance of the Board of Commissioners of the VVWRA to Increase the Compensation for Commissioners, 22 July 2003. Also please refer to Attachment G.

#### c) Preparation/public involvement

A series of meetings are scheduled with the respective ad-hoc committees of VVWRA including Board Members and representatives from each of the

**Member Agencies. The Member Agencies prefer to control information that is released to the public.**

d) Analysis – revenues/reserves/expenditures

**A series of meetings are scheduled with the respective ad-hoc committees of VVWRA including Board Members and representatives from each of the Member Agencies. The Member Agencies prefer to control information that is released to the public.**

2. Governing Body

a) Selection process

**A Primary Board member and an alternate are appointed from each of the four Member Agencies by the Member Agencies.**

b) Representation (Districts, area-wide)

**The Board is composed of a representative from each agency which discharges to VVWRA.**

c) Frequency of meetings

**A regular meeting of the Board of Commissioners is scheduled on the third Thursday of the month, closed session begins at 7:30 am and open session at 9am.**

d) Brown Act compliance

**VVWRA Board of Commissioner meetings comply with all stipulations of the Brown Act, Legal Counsel is present at all publically announced meetings of the VVWRA.**

e) Number of elections over last decade

**None**

3. Level of Service

a) Meets or exceeds customer needs?

b) Customer satisfaction

i) Surveys

ii) Complaint tracking

**VVWRA interacts regularly with the four Member Agencies to respond to concerns.**

4. Customer/Community Access

a) Hours

**VVWRA maintains office hours from 8am to 5pm Monday through Friday. In addition there is a 24 hour emergency hotline to reach staff after hours, weekends and holidays.**

b) Newsletters

**Not at present**

c) Website

**VVWRA has a website at [www.vvwra.com](http://www.vvwra.com) which contains information related to our services including applicable regulatory documents.**

d) Media coverage

**VVWRA actively pursues media coverage to reach out to the broader community and educate them on issues pertinent to wastewater treatment and disposal.**

e) Cable/public access TV

**VVWRA has thus far not presented information for this type of media outlet.**

5. Regular Progress Reports

a) Budget – major projects

**The Board of Commissioners receive monthly budget updates, including major project(s). At the regular meeting in February a mid-year budget review also occurs.**

b) Operations

**VVWRA staff prepares a monthly Operations and Maintenance report which is reviewed at the regular meeting.**

c) Voter participation

**All Board meetings are open to the public and the public is allowed to provide comments at those meetings.**

6. Does the agency recommend any government structure options (consolidation, reorganization, status quo)?

a) Benefit to customers

b) Services to be provided

c) What would the hurdles be to consolidation/reorganization?

**VVWRA recommends Status Quo since VVWRA currently serves all the Member Agencies within its existing jurisdictional boundaries.**

7. Does the agency have strategies or policies for future service delivery?

a) Strategies for directing growth

b) Infill

c) Conservation

d) Annexation policies

e) Policies related to providing service outside agency boundaries

**VVWRA relies on the Member Agencies to determine how to respond to questions 7.a-e.. Currently these questions are being addressed through proposed revisions to the Joint Powers Agreement as requested by the Member Agencies.**

8. Operational Efficiencies

a) Staffing Levels

**Staffing levels and organization structure are constantly reviewed dependent upon wastewater flow and programs pertaining to the Member Agencies and regulatory requirements. As additional facilities are completed it may be necessary to increase staffing levels.**

b) Technology (e.g. billing systems)

**VVWRA actively pursues technology as a solution to improved performance efficiencies for staff and documenting operational performance for regulatory agencies. Please refer to Resolution 2009-21, To Adopt a Computer Network Usage Policy, 16 July 2009, Attachment L**

c) Joint Powers Agreements

i) Identify and describe

**The Joint Powers Agreement (JPA) identifies the roles and responsibilities of VVWRA and the Member Agencies to provide sewage treatment within its boundaries.**

ii) Please provide copy of agreement

**Attachment M**

iii) Generally describe service area

**The service area includes City of Victorville, City of Hesperia, Town of Apple Valley, County Service Areas 42 Oro Grande and 64 Spring Valley Lake.**

iv) Describe any specific policies related to the agreement

1. **Service Agreement, 29 November 1976, Attachment N**
2. **Memorandum of Understanding California Department of Fish and Game and the VVWRA regarding the Discharge to the Mojave River Transition Zone, 27 June 2003, Attachment O**
3. **Second Amended and Restated Agreement for Reclaimed Water Service, 24 April 2004, Attachment P**
4. **Resolution 2004-1, Adopt a Policy and Procedure for the Wholesale of Recycled Water Generated by Subregional Reclamation Facilities to Member Entities for Reuse and Retail Sale, 27 April 2004, Attachment Q**
5. **Amendment to Victor Valley Regional Wastewater Service Agreement, 1 August 2005, Attachment R**

**Tuerpe, Michael**

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**From:** Logan Olds [lolds@vwwra.com]  
**Sent:** Thursday, August 06, 2009 12:12 PM  
**To:** Tuerpe, Michael  
**Subject:** RE: VVWRA boundary

Hi Michael,

The intent is that parcels within CSA 70 which are immediately adjacent, or at least close enough to our existing facilities would be served without requiring a separate agreement for each one if they are not within CSA 42 or 64. 42 and 64 would remain a part of the existing JPA. It is not VVWRA's intent to provide sewage treatment to outlying service areas which the county intends to serve. VVWRA does not currently consider the operation of package plants (facilities which would operate separately from the existing collection system) in its business plan. Does this help?

Thank You

Logan Olds  
General Manager  
Victor Valley Wastewater Reclamation Authority

760-948-9849 Hesperia Administration Office (Tues-Wed-Fri)  
760-246-8638 Wastewater Treatment Plant, Victorville (Mon-Thurs-Fri)

15776 Main Street, Suite 3  
Hesperia, CA 92345

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**From:** Tuerpe, Michael [mailto:mtuerpe@lafco.sbcounty.gov]  
**Sent:** Thursday, August 06, 2009 8:49 AM  
**To:** Logan Olds  
**Subject:** RE: VVWRA boundary

Mr. Olds,

Is it possible to tell me more about the inclusion of CSA 70 for membership? In the "Growth and Population Projections" section of my report, I will include a paragraph or so about the future expansion possibilities of the Authority and I do not want to mistake the inclusion of CSA 70.

Thinking spatially, CSA 70 encompasses the entirety of the unincorporated County. Being so, VVWRA could theoretically serve anywhere in the unincorporated County. Would this enable VVWRA to operate package treatment plants in areas not able to connect to the VVWRA main lines, like in Phelan/Pinon Hills or Lucerne Valley? Since CSA 70 encompasses the entirety of the unincorporated County (which also overlays CSA 42 and CSA 64), would this mean that CSA 42 and 64 are to be removed from membership?

Thanks,

Michael Tuerpe  
LAFCO  
(909) 383-9906

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8/11/2009

**From:** Logan Olds [mailto:lolds@vwwra.com]  
**Sent:** Thursday, August 06, 2009 6:14 AM  
**To:** Tuerpe, Michael  
**Cc:** Piero Dallarda  
**Subject:** RE: VVWRA boundary

Good Morning Michael,

I have been told that the boundaries of VVWRA are not supposed to match those of the Member Agencies. Also as an fyi VVWRA is currently in the process of revising its JPA to include service to CSA 70. Although the JPA document is not finalized I expect this change to proceed. VVWRA has received two requests to provide sewer service to county areas outside its boundaries. It is thought that by including CSA 70 that VVWRA will not require separate agreements for each development that wishes to use our facilities.

Thank You

Logan Olds  
General Manager  
Victor Valley Wastewater Reclamation Authority

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**From:** Tuerpe, Michael [mailto:mtuerpe@lafco.sbcounty.gov]  
**Sent:** Wednesday, August 05, 2009 5:26 PM  
**To:** Logan Olds  
**Subject:** VVWRA boundary

Mr. Olds,

In looking at the VVWRA map on page ix of the FY 2007-08 CAFR (titled Service Area) and in a map that the Authority submitted to us in January prepared by So & Associates (titled Boundary and Facilities), I notice that the boundaries of VVWRA and its member agencies do not match. Specifically, the VVWRA boundary

- Does not include portions of southern Hesperia
- Includes the unincorporated Town of Apple Valley sphere area between I-15 and Dale Evans
- Does not include most of CSA 42

Are the boundaries of the member agencies and VVWRA supposed to match pursuant to Ordinance 001 and the Joint Powers Agreement? Please explain.

Thanks,

**Michael Tuerpe**  
CO Analyst  
Local Agency Formation Commission - San Bernardino County  
215 North D Street, Suite 204  
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(909) 383-9906

8/25/2009