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Resolution No. 10-003

A RESOLUTION BY THE CITY COUNCIL OF THE CITY OF VICTORVILLE REQUESTING AN AMENDMENT OF THE SPHERE OF INFLUENCE OF THE CITY OF VICTORVILLE

BE IT RESOLVED by the City Council of the City of Victorville, that:

WHEREAS, the City of Victorville has initiated proceedings for the expansion of the Sphere of Influence with the San Bernardino County Local Agency Formation Committee; and

WHEREAS, pursuant to Government Code Section 56425(b), representatives from the County of San Bernardino, the Community of Helendale and the City of Victorville met and agreed to establish an acceptable dividing boundary between the Helendale Sphere of Influence and the Victorville Sphere of Influence; and

WHEREAS, the City of Adelanto has agreed to assist the City in creating a buffer for land use compatibility around SCLA which involves a change in boundaries and removes an undesired peninsula; and

WHEREAS, the City of Victorville has planned land uses which best accommodate the present and future needs of the area, taking special care to ensure the future viability of the Southern California Logistics Airport; and

WHEREAS, the City has proposed Open Space designations in areas that will protect mining interests and also natural resources, while also ensuring development does not encroach into these areas; and

WHEREAS, few public facilities necessary to serve the area exist, and services will need to be master planned in a manner that allows an ability to expand; and

WHEREAS, the City is capable of serving the area and providing public facilities which meet or exceed the current services provided, however, with these services are costs which should adequately be covered by revenues ; and

WHEREAS, the town of Oro Grande is the only social and economic community in the area and it is a combination of the cement plant and the growth around it; and

WHEREAS, as one community, Oro Grande and the cement plant should both be included within the sphere of influence, and any future annexation; and

WHEREAS, this resolution will authorize the City of Victorville to file an amended Sphere of Influence with the Local Agency Formation Committee; and

WHEREAS, this area and its proposed land uses were analyzed in the Environmental Impact Report for the City's General Plan Update 2030 and no further review is necessary.

NOW, THEREFORE, the City Council does hereby resolve and order as follows:

1. This proposal is made, and it is requested that proceedings be taken, pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000, commencing with section 56000 of the California Government Code.

2. This proposal is an amendment to the proposed Sphere of Influence.

3. A map of the affected territory is set forth in Exhibit A, attached hereto and by reference incorporated herein.

Resolution No. 10-003

PASSED, APPROVED AND ADOPTED this 5TH day of JANUARY 2010.

MAYOR OF THE CITY OF VICTORVILLE

ATTEST:

CITY CLERK

APPROVED AS TO FORM:

CITY ATTORNEY

I, CAROLEE BATES, City Clerk of the City of Victorville and ex-officio Clerk to the City Council of said City, DO HEREBY CERTIFY that the foregoing is a true and correct copy of Resolution No. 10-003 which was adopted at a meeting held on the 5th day of January 2010, by the following roll call vote, to wit:

AYES: Councilmembers Almond, Cabriales, Caldwell, Rothschild and McEachron

NOES: None

ABSENT: None

ABSTAIN: None

CITY CLERK OF THE CITY OF VICTORVILLE

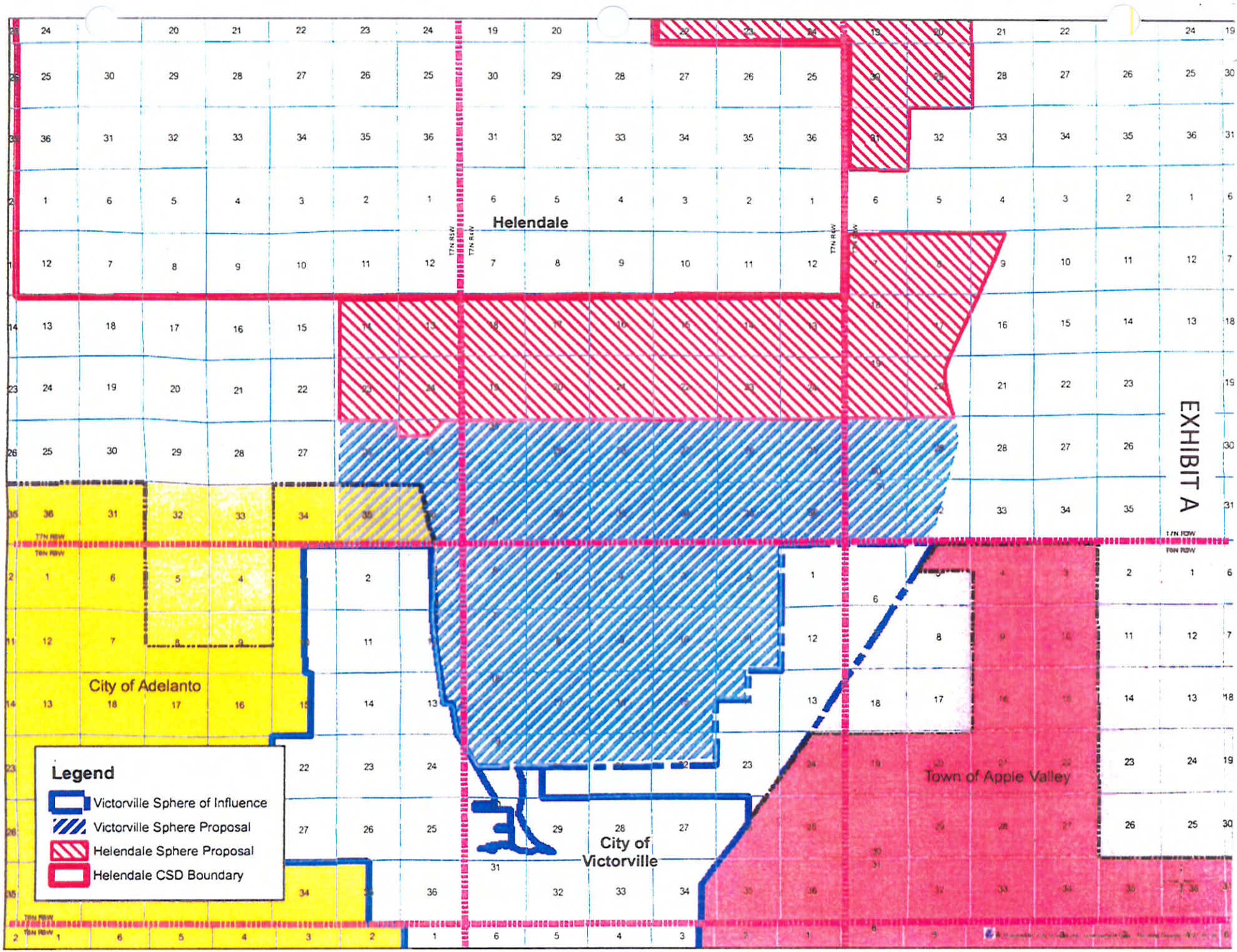
EXHIBIT A
Helendale
City of Adelanto
City of Victorville
Town of Apple Valley
Legend
Victorville Sphere of Influence
Victorville Sphere Proposal
Helendale Sphere Proposal
Helendale CSD Boundary

STATE OF CALIFORNIA)
COUNTY OF SAN BERNARDINO) ss.
CITY OF VICTORVILLE)

I, CAROLEE BATES, City Clerk of the City of Victorville and ex-officio Clerk of the City Council of said City, DO HEREBY CERTIFY that the foregoing is a true and correct copy of Resolution No. 10-003 which was adopted by the City Council of the City of Victorville at a meeting of said Council held on the 5th day of January 2010.

Carolee Bates

CAROLEE BATES
CITY CLERK

STATE OF CALIFORNIA)
COUNTY OF SAN BERNARDINO) ss.
CITY OF VICTORVILLE)

I, CAROLEE BATES, City Clerk of the City of Victorville and ex-officio Clerk of the City Council of said City, DO HEREBY CERTIFY that the foregoing is a true and correct copy of Resolution No. 10-003 which was adopted at a meeting of the City Council of the City of Victorville held on the 5th day of January 2010, the original of which is on file in my office, and that I have carefully compared the same with the original.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the City of Victorville to be affixed hereto this 19th day of January 2010.

Carolee Bates

CAROLEE BATES
CITY CLERK

CITY OF VICTORVILLE
INCORPORATED
SEPT. 21, 1962
CALIFORNIA

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San Bernardino County

Justification for Proposal and Preliminary Environmental Description Form

INTRODUCTION: The questions on this form and its supplements are designed to obtain enough data about the proposed project site to allow the Commission, its staff and others to adequately assess the project. By taking the time to fully respond to the questions on the forms, you can reduce the processing time for your project. You may also include any additional information which you believe is pertinent. Use additional sheets where necessary, or attach any relevant documents.

GENERAL INFORMATION

1. NAME OF PROPOSAL: City of Victorville Northern Sphere Expansion

2. NAME OF APPLICANT: City of Victorville
   MAILING ADDRESS:
   P. O. Box 5001 Victorville California 92393-5001
   PHONE: (760) 955-5135
   FAX: (760) 245-8250
   E-MAIL ADDRESS: cborchert@ci.victorville.ca.us

3. GENERAL LOCATION OF PROPOSAL: North of the existing City of Victorville Sphere, east of Highway 395/Adelanto Road, west of Interstate 15 and one mile south of the Section line dividing Townships 07 and 08

4. Does the application possess 100% written consent of each landowner in the subject territory?
   YES ___ NO _X_ If YES, provide written authorization for change.

5. Indicate the reasons that the proposed action has been requested. The City is virtually landlocked to the south, east and west and would like to plan for future commercial growth along the freeway. In addition, land use control around Southern California Logistics Airport is highly desired by the City to minimize potential conflicts. Extension of needed municipal level services such as fire, sewer, etc. can be provided through the City and its subsidiary districts.

6. Would the proposal create a totally or substantially surrounded island of unincorporated territory?
   YES ___ NO _X_ If YES, please provide a written justification for the proposed boundary configuration.

(FOR LAFCO USE ONLY)

LAND USE AND DEVELOPMENT POTENTIAL

1. Total land area (defined in acres):
   Approximately 23,760 acres

2. Current dwelling units in area:
   Approximately 250

3. Approximate current population in area:
   750

4. Indicate the General Plan designation(s) of the affected city (if any) and uses permitted by this designation(s):

   N/A

   San Bernardino County General Plan designation(s) and uses permitted by this designation(s):

   AG- Agricultural District, farming, single dwelling, animal raising, commercial kennels

   RL- Rural Living District, farming, single dwelling, animal raising, accessory uses

   CN- Neighborhood Commercial District, farming, professional services, retail trade, repair

   IR- Regional Industrial District, farming, repair, convenience-support services, manufacturing

   IN- Institutional District, farming, uses specified by Chapter 4, Div. 4 of the Development Code

   RC- Resource Conservation District, farming, single dwelling, animal raising, accessory uses

5. Describe any special land use concerns expressed in the above plans.
   None

6. Indicate the existing land use.

   Vacant land, agriculture, single family residential, multi-family residential, restaurant/bar, liquor store, cement manufacture, landfill

   What is the proposed land use?

   Agriculture, single family residential, multi-family residential, commercial, office professional, industrial

7. For a city annexation, State law requires pre-zoning of the territory proposed for annexation. Provide a response to the following:

   a. Has pre-zoning been completed? YES ___ NO ___

   b. If the response to "a" is NO, is the area in the process of pre-zoning? YES ___ NO ___

Identify below the pre-zoning classification, title, and densities permitted. If the pre-zoning process is underway, identify the timing for completion of the process.

_____

_____

8. On the following list, indicate if any portion of the territory contains the following by placing a checkmark next to the item:

☐ Agricultural Land Uses ☐ Agricultural Preserve Designation

☐ Williamson Act Contract ☐ Area where Special Permits are Required

☐ Any other unusual features of the area or permits required: _____
Proposed Mojave Monkeyflower Conservation Area within the West Mojave Plan

9. If a Williamson Act Contract(s) exists within the area proposed for annexation to a City, please provide a copy of the original contract, the notice of non-renewal (if appropriate) and any protest to the contract filed with the County by the City. Please provide an outline of the City's anticipated actions with regard to this contract.

_____

_____

_____

10. Will the proposal require public services from any agency or district which is currently operating at or near capacity (including sewer, water, police, fire, or schools)? YES ___ NO _X_ If YES, please explain.

_____

_____

ENVIRONMENTAL INFORMATION

1. Provide general description of topography. Varies widely from flat/rolling desert, to steep bluffs bordering Mojave River to gently sloping terrain leading up to Quartzsite Mountain (Elev 4,532) and several smaller mountains.

2. Describe any existing improvements on the site as % of total area.

Residential	9 %	Agricultural	4 %
Commercial	2 %	Vacant	80 %
Industrial	5 %	Other	_____ %

(FOR LAFCO USE ONLY)

3. Describe the surrounding land uses:

NORTH Mostly vacant; community of Helendale/Silver Lakes two miles to north

EAST Existing sphere of influence; Town of Apple Valley mostly vacant land

SOUTH Vacant residential, industrial land in Adelanto, existing Victorville sphere

WEST Vacant Industrial

4. Describe site alterations that will be produced by improvement projects associated with this proposed action (installation of water facilities, sewer facilities, grading, flow channelization, etc.).
N/A – Sphere of influence only

5. Will service extensions accomplished by this proposal induce growth on this site? YES ___ NO _X_ Adjacent sites? YES ___ NO _X_ Unincorporated ___ Incorporated ___
N/A

6. Is this project a part of a larger project or series of projects? YES ___ NO _X_ If YES, please explain.
It is not known when any annexations will be proposed

NOTICES

Please provide the names and addresses of persons who are to be furnished mailed notice of the hearing(s) and receive copies of the agenda and staff report.

NAME Doug Robertson TELEPHONE NO. (760) 955-5100

ADDRESS:

P.O. Box 5001 Victorville, California 92393-5001

NAME Chris Borchert TELEPHONE NO. (760) 955-5135

ADDRESS:

P.O. Box 5001 Victorville, California 92393-5001

(FOR LAFCO USE ONLY)

CERTIFICATION

I hereby certify that the statements furnished above and in the attached supplements and exhibits present the data and information required for this initial evaluation to the best of my ability, and that the facts, statements, and information presented herein are true and correct to the best of my knowledge and belief. I understand that if this proposal is approved, the Commission will impose a condition requiring the applicant to indemnify, hold harmless and reimburse the Commission for all legal actions that might be initiated as a result of that approval.

DATE 1/21/10 Chris Borchert

SIGNATURE OF APPLICANT

Chris Borchert
PRINTED NAME OF APPLICANT

Assistant Director of Planning
TITLE

PLEASE CHECK SUPPLEMENTAL FORMS ATTACHED:

☐ ANNEXATION, DETACHMENT, REORGANIZATION SUPPLEMENT
☐ SPHERE OF INFLUENCE CHANGE SUPPLEMENT
☐ CITY INCORPORATION SUPPLEMENT
☐ FORMATION OF A SPECIAL DISTRICT SUPPLEMENT
☐ ACTIVATION OF LATENT POWERS SUPPLEMENT

APPLICATION TO BE SUBMITTED TO:

LOCAL AGENCY FORMATION COMMISSION
175 WEST FIFTH STREET, SECOND FLOOR
SAN BERNARDINO, CA 92415-0490
PHONE: (909)387-5866 • FAX: (909) 387-5871
E-mail address: lafco@lafco.co.san-bernardino.ca.us

KRM – REV

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SUPPLEMENT
SPHERE OF INFLUENCE CHANGE

INTRODUCTION: The questions on this form are designed to obtain data about the specific sphere of influence change proposal to allow the Commission, staff and others to adequately assess the project. You may also include any additional information that you believe is pertinent. Use additional sheets where necessary, and/or include any relevant documents.

1. Please provide an identification of the agencies involved in the proposed sphere of influence change:

SPHERE EXPANSION	SPHERE REDUCTION
City of Victorville	

2. Provide a narrative description of the following factors of consideration as outlined in Government Code Section 56425. (If additional room for response is necessary, please attach additional sheets to this form.)

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

The dominant land use currently is vacant land over a majority of the proposal. The community of Oro Grande has present land uses which include agricultural, mining, cement manufacturing, restaurant/bar and a liquor store. In addition, a mobile home park, single and multi-family housing and the Oro Grande Elementary School exist in the area. Planned land uses include open space, residential, commercial and industrial.

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

The present need is minimal at this time for most of the area due to it being undeveloped or single family homes on large lots. In addition, the commercial and industrial uses have functioned for a long time. The probable need will not immediately change due to it being within the City of Victorville sphere.

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

The City of Victorville provides a wide range of public services which include animal control and licensing, business licensing, building permits, fire, police, sanitation, full service public works and utilities. City facilities include City Hall, public works yards, libraries, parks and joint authority of the Southern California Logistics Airport. The City of Victorville is well positioned to handle all additional future needs in the area.

The existence of any social or economic communities of interest in the area.

Oro Grande is the only community in the area of economic or social interest. Economically, the Riverside Cement Company still operates and provides jobs, however, the social aspect is not as strong as many employees are no longer residents of Oro Grande. The community of Helendale/Silver Lakes is located approximately two miles to the north of the proposed boundary.

3. If the proposal includes a city sphere of influence change, provide a written statement of whether or not agreement on the sphere change between the city and county was achieved. In addition, provide a written statement of the elements of agreement (such as, development standards, boundaries, zoning agreements, etc.) (See Government Code Section 56425)

On September 18, 2006, City Manager, Jon Roberts and Deputy City Manager, Doug Robertson met with Norm Kanold and Wayne Thies of the County Administrator's Office. At the meeting the boundary of the proposed sphere of influence expansion was discussed along with proposed land use zoning designations. The City of Victorville agreed to provide a proposed zoning map for County staff to review and consult upon receiving requests for development activities in the sphere of influence. Staff agreed to use current methods of notification of proposed development within the sphere of influence, providing an opportunity for review and comment. While no formal agreement was drawn up, all parties agreed to continue the existing good relationship with respect to the land use and development within the City's sphere of influence.

Additionally, current City Manager, Jim Cox, and Deputy City Manager Doug Robertson recently met with Kimberly Cox, Helendale CSD, and agreed to a new proposed boundary line between the two agencies.

4. For any sphere of influence update, either initiated by an agency or individual or mandated by Government Code Section 56430, the following service review information is required to be addressed in a narrative discussion, and attached to this supplemental form:

a. Infrastructure needs or deficiencies within the area

Most of the land in the SOI expansion area is open space. Current needs are limited to the Oro Grande area which receives water, sewer, park and street lighting through CSA 42. Other services are provided directly by the County of San Bernardino. Future needs will be extensive as the area develops and requires municipal services.

b. Growth and population projections for the area

At buildout, Victorville estimates approximately 21,322 housing units with a population of 61,833. Additionally, approximately 80,000 employees are projected to work in the area.

c. Financing constraints and opportunities by entity affected

Existing county administrative policy guarantees a minimum property tax transfer of 7% for future annexations. Additionally, Victorville has development impact fees in place to fund future development as well as a strong sales tax base which commercial areas in the SOI expansion area would supplement.

d. Cost avoidance opportunities

As Victorville annexes land within the SOI, the City will take over the provision of municipal services, preventing duplication of services and minimizing unnecessary costs. The City currently participates in joint ventures to achieve cost avoidance in the areas of emergency dispatch, mutual aid, wastewater treatment and disposal, public transit, and solid waste disposal. Additionally, the City jointly operates park facilities in conjunction with school sites.

e. Opportunities for rate restructuring

Rate restructuring would not occur with an amendment to the sphere of influence, however, as land was annexed, those opportunities would be appropriately determined.

f. Opportunities for shared facilities

The City shares facilities with other state, county, and federal representatives, as well as with local school districts. Upon annexation, any future facilities in the proposed sphere expansion area could utilize similar shared resources.

g. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers

None apparent with sphere expansion, however, as areas are annexed, existing service providers, such as CSA 42, would be reorganized as necessary.

h. Evaluation of management efficiencies

None present upon amendment of sphere of influence. As municipalization of the area occurs, opportunities for management efficiencies will be present and best served by a single multi-purpose agency, the City of Victorville.

i. Local accountability and governance

This area is currently governed by the County of San Bernardino which also governs other unincorporated areas throughout the county. Upon annexation, the City will provide local accountability and governance.

(FOR LAFCO USE ONLY)

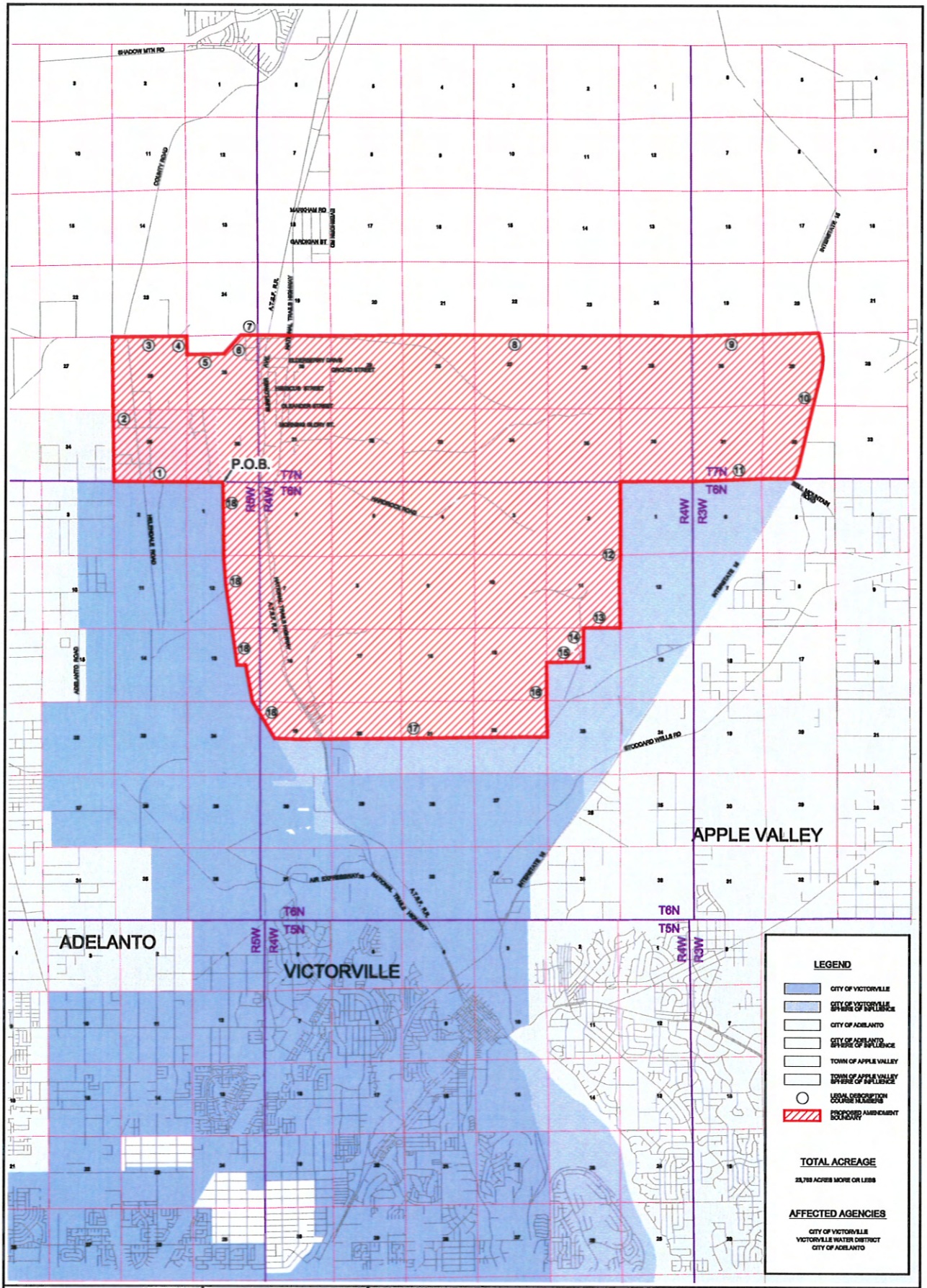
The narrative description shall be signed and certified by an official of the agency(s) involved with the sphere of influence review as to the accuracy of the information provided.

CERTIFICATION

I hereby certify that the statements furnished above present the data and information required to the best of my ability, and that the facts, statements, and information presented herein are true and correct to the best of my knowledge and belief.

DATE 1/21/10 Chris Bachut

SIGNATURE OF APPLICANT



CITY OF VICTORVILLE
ENGINEERING DEPARTMENT
14343 CIVIC DRIVE
VICTORVILLE, CA 92392
760-955-5158

AMENDMENT TO THE CITY OF VICTORVILLE SPHERE OF INFLUENCE
DATE: JANUARY 19, 2010

GENERAL DESCRIPTION
SAN BERNARDINO COUNTY, CA
VICTOR VALLEY REGION

Michael D. Coy
SURVEYOR
CITY OF VICTORVILLE
BY: _____
L.S. NO. 7337 EXP. 12/31/11
DATE: _____

LICENSED LAND SURVEYOR
MICHAEL D. COY
EXP. 12/31/11
NO. LS7337
STATE OF CALIFORNIA

SPHERE OF INFLUENCE REVIEW (EXPANSIONS) FOR CITY OF VICTORVILLE AND VICTORVILLE WATER DISTRICT

LAFCO No. 3082

3000 0 3000 6000 9000 12000
SCALE
1"=3000'

SAN BERNARDINO COUNTY
MAP LOCATION

N

SPHERE OF INFLUENCE REVIEW
(EXPANSIONS) FOR CITY OF VICTORVILLE
AND VICTORVILLE WATER DISTRICT
LAFCO No. 3082

Those portions of the following Sections of Township 7 North, Range 5 West: 25, 26, 35 and 36; and those portions of the following Sections of Township 7 North, Range 4 West: 25 through 36; and those portions of the following Sections of Township 7 North, Range 3 West: 29 through 32; and those portions of the following Sections of Township 6 North, Range 5 West: 1, 12, 13 and 24; and those portions of the following Sections of Township 6 North, Range 4 West: 2 through 11 and 14 through 22; all of San Bernardino Meridian (SBM), in the County of San Bernardino, State of California, more particularly described as follows:

Beginning at the North ¼ corner of Section 1, Township 6 North, Range 5 West, also a point on the existing boundary of the City of Victorville as established by LAFCO Action # 2833 – City of Victorville Reorganization 1997-1, dated August 17, 1998;

(1) thence West along the North line of Sections 1 and 2, Township 6 North, Range 5 West SBM, to the Northwest corner of said Section 2, said line also being the existing City Boundary of the City of Victorville as established by LAFCO Action # 2833 – City of Victorville Reorganization 1997-1;

(2) thence leaving the City of Victorville Boundary, North along the West line of Sections 35 and 26, Township 7 North, Range 5 West to the Northwest corner of said Section 26;

(3) thence East along the North line of Section 26 to the Northeast corner of said Section 26;

(4) thence South to the Northwest corner of the South ½ of the Northwest ¼ of Section 25, Township 7 North, Range 5 West SBM, said point also being the North 1/16 corner of said Section 25 and Section 26;

(5) thence East along the North line of the South ½ of the Northwest ¼ of Section 25, Township 7 North, Range 5 West to the Center North 1/16 corner of said Section 25;

(6) thence North 42°38'47" East a distance of 1857.67 feet along the Northwesterly parcel line of Parcel 2 of Parcel Map 4909, as shown on map recorded in Parcel Map Book 45, Page 17 to the North line of said Section 25, also being the East 1/16 corner of said Section 25 and Section 24, Township 7 North, Range 5 West;

(7) thence East along the North line of said Section 25 to the Northeast corner of Section 25, Township 7 North, Range 5 West SBM;

(8) thence continuing East along the North line of Sections 30, 29, 28, 27, 26 and 25, Township 7 North, Range 4 West SBM to the Northeast corner of said Section 25;

(9) thence East along the North line of Sections 30 and 29, Township 7 North, Range 3 West SBM to an intersection with the centerline of Interstate Highway 15;

(10) thence Southerly along the centerline of Interstate Highway 15 to the intersection of the North line of Section 5, Township 6 North, Range 3 West, also a point on the existing North boundary of the City of Victorville Sphere of Influence as established by LAFCO Action # 2533 – Sphere of Influence Expansion for the City of Victorville, dated July 19, 1989;

(11) thence West along the existing boundary of LAFCO Action # 2533 and the North line of Section 5 and Section 6, Township 6 North, Range 3 West and Section 1, Township 6 North, Range 4 West to the Northwest corner of said Section 1;

(12) thence South along the West line of Section 1 and Section 12 to the Southwest corner of Section 12, Township 6 North, Range 4 West;

(13) thence West along the North line of Section 14 to the North ¼ corner of Section 14;

(14) thence South along the West line of the Northeast ¼ of Section 14 to the Southwest corner of the Northeast ¼ of said Section 14;

(15) thence West along the North line of the Southwest ¼ of Section 14 to the West ¼ corner of Section 14;

(16) thence South along the West line of Section 14 and Section 23 to the West ¼ corner of Section 23;

(17) thence West along the North line of the South ½ of Sections 22, 21, 20 and 19, Township 6 North, Range 4 West to the intersection of the existing City of Victorville City Boundary as established by LAFCO Action # 2833 – City of Victorville Reorganization 1997-1, dated August 17, 1998;

(18) thence leaving the boundary of LAFCO Action #2533 – Sphere of Influence Expansion for the City of Victorville, dated July 19, 1989 and continuing

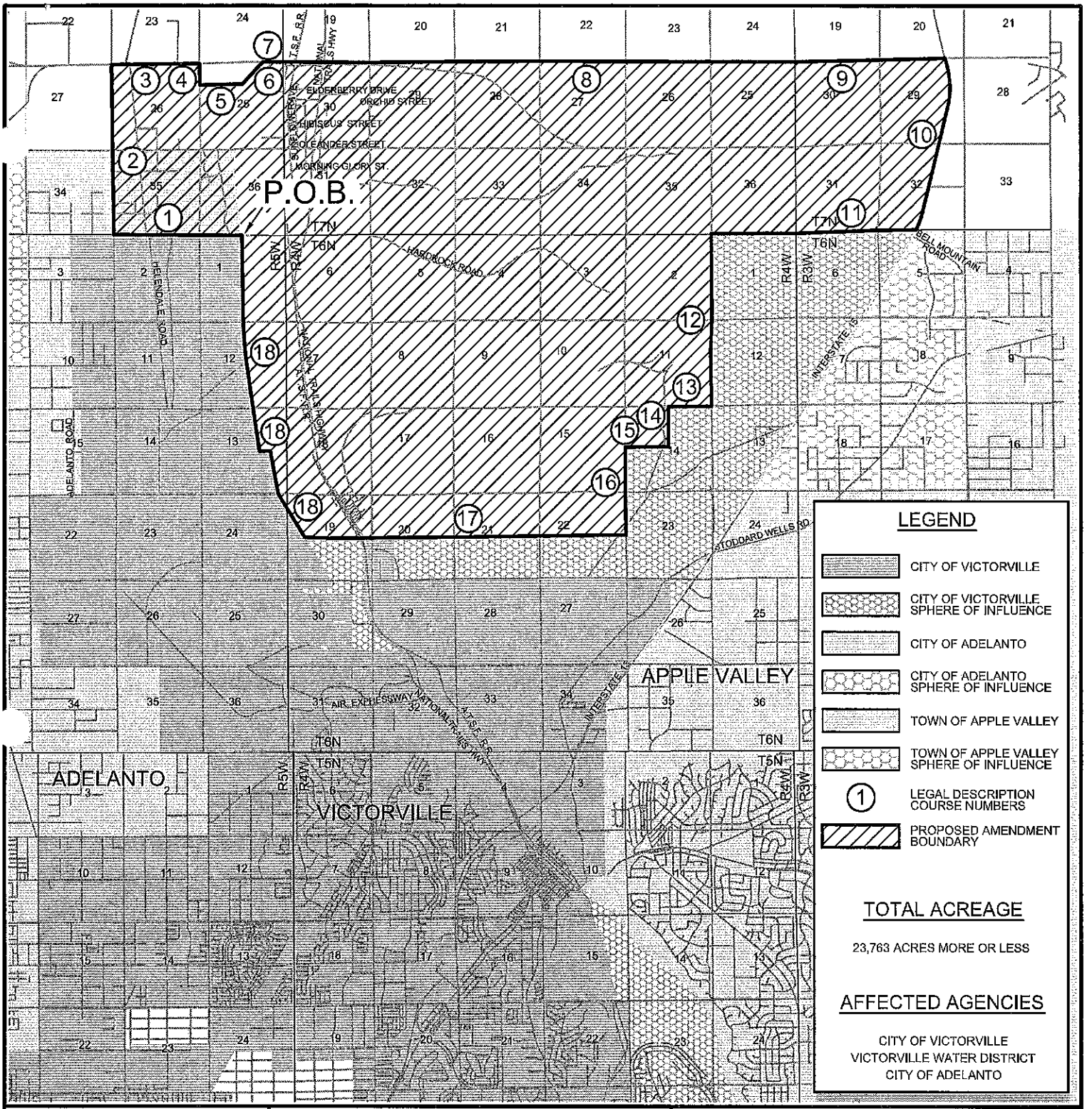
through the various courses in a generally Northerly, Westerly and Northwesterly direction along the existing City Boundary of the City of Victorville as established by LAFCO Action # 2833 – City of Victorville Reorganization 1997-1, dated August 17, 1998 to the Point of Beginning.

Containing: 23,763 acres of land, more or less.

This legal description prepared by
me or under my direction.

_____

Michael D. Coy, LS 7337, Exp 12/31/11

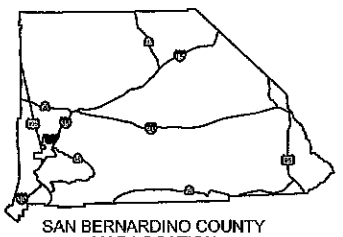


TOTAL ACREAGE

23,763 ACRES MORE OR LESS

AFFECTED AGENCIES

CITY OF VICTORVILLE
VICTORVILLE WATER DISTRICT
CITY OF ADELANTO



SAN BERNARDINO COUNTY
MAP LOCATION

SPHERE OF INFLUENCE REVIEW (EXPANSIONS) FOR CITY OF VICTORVILLE AND VICTORVILLE WATER DISTRICT
LAFCO No. 3082

3000 0 3000 6000 9000 12000

SCALE
1"=3000'

Michael D. Coy
SURVEYOR
CITY OF VICTORVILLE

BY: _____
L.S. NO. 7337 EXP. 12/31/11

DATE: _____

LICENSED LAND SURVEYOR
MICHAEL D. COY
EXP. 12/31/11
NO. LS7337
STATE OF CALIFORNIA

GENERAL DESCRIPTION
SAN BERNARDINO COUNTY, CA
VICTOR VALLEY REGION

AMENDMENT TO THE CITY OF VICTORVILLE
SPHERE OF INFLUENCE
DATE: JANUARY 19, 2010

CITY OF VICTORVILLE
ENGINEERING DEPARTMENT
14343 CIVIC DRIVE
VICTORVILLE, CA 92392
760-955-5158

CITY OF VICTORVILLE

SPHERE OF INFLUENCE UPDATE AND MUNICIPAL SERVICE REVIEW REPORT

RECEIVED
MAR 01 2010
LAFCO
San Bernardino County

Prepared for:

The San Bernardino Local Agency Formation Commission

Prepared by:

Economic and Planning Systems, Inc. July 2006

Updated by City of Victorville Development Department January 2010

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EXECUTIVE SUMMARY

The City of Victorville Sphere of Influence (SOI) totals 58,539 acres consisting of 46,934 acres located within the City limits and the remainder in the unincorporated area. The City recommends expansion of its northern SOI to include an additional 23,760 approximate acres .

Development is anticipated to increase the City's population from the current level of approximately 90,000 to a level of 134,000 by 2020, and to a total of as much as 340,000 by buildout within the General Plan area. Annexation and development of the SOI expansion area could increase the City's population by an additional 191,000 by buildout.

The City provides a full range of services to its residents, while other providers serve adjacent SOI areas as summarized in **Table 1.** Infrastructure requirements to accommodate future development are shown in **Table 2.**

The City has adequate capacity to serve existing development within its boundaries, and is engaged in ongoing efforts to extend infrastructure and upgrade service levels to keep pace with rapid growth. Future development in many SOI areas will require the extension of services and infrastructure. The City has policies and programs in place to provide for the financing of needed improvements consistent with the timing of new development, as described in the service evaluation in **Chapter IV.** Financing mechanisms include developer construction and funding, development impact fees, assessments, utility rates and charges, State and Federal grants, and General Fund resources.

The ability of the City to effectively serve existing and future development and opportunities for improvements are described in **Chapter V**, which includes Municipal Service Review (MSR) determinations.

WATER

Water treatment capacity must be expanded for the City and the water district to provide water at water quality standards. Because of overdraft of the groundwater basin, water service providers are now required to replace a portion of water production for replenishing the basin. An aggressive water conservation program needs to be implemented by the water providers. Recycled water distribution infrastructure and service areas within the City need to be expanded to conserve on potable water. The City provides direct service to SCLA and has adequate supply to meet SCLA demand. The City will purchase water rights to meet buildout SCLA demand.

Table 1
Summary of Existing Services and Providers
City of Victorville

Service	Providers Serving Victorville SOI		Serving SOI Expansion Area
	Existing Providers Within City Limits	Existing Providers Outside City Limits	Existing Providers Oro Grande
Government (including land use planning, finance, administration, public works, etc.)	City of Victorville	San Bernardino County	San Bernardino County
Water	Victorville Water District, (SCLA), CSA 64 (Spring Valley Lake)	Victorville Water District, CSA 42 (Oro Grande), CSA 64 (Spring Valley Lake)	CSA 42 (Oro Grande)
Wastewater Collections	City of Victorville	CSA42 (Oro Grande), CSA 64 (Spring Valley Lake), Septic (elsewhere)	CSA 42 (Oro Grande)
Wastewater Treatment	Victor Valley Wastewater Reclamation Authority	Victor Valley Wastewater Reclamation Authority	Victor Valley Wastewater Reclamation Authority,
Storm Water Drainage	City of Victorville	San Bernardino County Flood Control District/San Bernardino County	San Bernardino County Flood Control District/San Bernardino
Roads Maintenance	City of Victorville	San Bernardino County	San Bernardino County
Street Lighting	City of Victorville, Southern California Edison	CSA 42 (Oro Grande), Private (Spring Valley Lake), None (elsewhere)	CSA 42 (Oro Grande), None (elsewhere)
Police	San Bernardino County Sheriff – Victorville Station, California Highway Patrol – Victorville	San Bernardino County Sheriff – Victor Valley Station, California Highway Patrol – Victorville	San Bernardino County Sheriff – Victor Valley Station, California Highway Patrol – Victorville
Fire	San Bernardino County Fire Department	San Bernardino County Fire Department, San Bernardino County Consolidated Fire District (CSA 70), CSA 38	San Bernardino County Consolidated Fire District (CSA 70)
Solid Waste	Burrtec Waste Industries, Inc.	CSA 42, Various private providers	CSA 42, Various private providers
Parks and Recreation		City of Victorville, San Bernardino County, CSA 42	San Bernardino County, CSA 42
Schools	Victor Valley Union High School District, Victor Elementary School District, Adelanto School District, Hesperia School District, Snowline School District	Victor Valley Union High School District, Victor Elementary School District, Oro Grande School District, Snowline School District	Oro Grande School District
Mosquito Abatement	City of Victorville	San Bernardino County	San Bernardino County
Airport	SCLAA, Access through CSA 60 (Apple Valley)	Access through SCLAA and CSA 60 (Apple Valley)	Access through SCLAA and CSA 60 (Apple Valley)
Resource Conservation	Mojave Desert Resource Conservation District	Mojave Desert Resource Conservation District	Mojave Desert Resource Conservation District
Telephone	Various private providers	Various private providers	Various private providers
Electricity & Natural Gas	Southern California Edison, Southwest Gas Corporation, City of Victorville	Southern California Edison, Southwest Gas Corporation	Southern California Edison, Southwest Gas Corporation

Sources: City of Victorville, San Bernardino County and Economic & Planning Systems, Inc.

Table 2
Service Levels, Capacity Needs and Improvement Plans
City of Victorville Sphere of Influence

Service	Current (2009) Capacity/Level of Service within City Limits	Current (2009) Service within Sphere of Influence	Capacity Required to Serve Sphere of Influence Buildout	Plan for Improvements/ Increased Capacity	Primary Funding Sources
Wastewater Collection	City of Victorville is one of four members of the Victor Valley Wastewater Reclamation Authority (VVWRA), a regional wastewater collection and treatment agency. 86 percent of the city's residential population is connected to the regional sewage system. Existing average flow from the City was 5.3 mgd during the first half of 2006.	The City of Victorville does not perform wastewater collection services outside the City's boundaries. CSA 42 collects wastewater from the Oro Grande community to the northeast, and CSA 64 collects wastewater from the Spring Valley Lake area. These two CSA's are also members of the VVWRA. Flows are introduced to regional interceptors and carried to the regional treatment facility. A small number of private septic tanks exist within the City, unincorporated islands and surrounding unincorporated areas.	The VVWRA anticipates needing treatment capacity for 22 mgd in wastewater flows from the Victorville SOI area by buildout. Apple Valley and Hesperia flows will be treated at two 4-mgd subregional facilities in the future. The City will require collection system capacity improvements to convey approximately 20 mgd in average daily flow by buildout.	Master Plan of Sewers, 1991 update in progress.	Connection fees, service charges, property taxes
Wastewater Treatment	Victor Valley Wastewater Reclamation Authority's treatment plant capacity is currently 18 mgd.			VVWRA Sewerage Facilities Plan Update, 2005. Capacity has been increased to 18 mgd. Planned subregional facilities will reduce capacity needs at the main treatment plant.	
Water Supply and Distribution	The Victorville Water District and CSA retail water within the City limits. Some areas along National Trails Highway and a small area between Hesperia Rd and I-15 rely on private wells. The city supplies reclaimed water to the SCLA West Winds Golf Course and water from City wells to Green Tree Golf Course for irrigation purposes. Reclaimed water is treated at tertiary levels by VVWRA. Excess capacity is available for additional reclaimed water uses.	The Victorville Water District and CSA retail water within the City's SOI. In addition to use of groundwater pumping allotments, the suppliers rely on transfers to replenish the basin. Due to water quality issues, there are regional water treatment infrastructure needs. The Northern Sphere of Influence area is served by CSA 42 and private wells.	Development of additional water supplies, including purchased, imported and reclaimed water sources will be required to service buildout. Water treatment infrastructure is also required to ensure adequate water quality in future years.	Southern California Logistics Airport Master Plan, 2005	Water service charges, connection fees, SCLA bond from tax increment, grants
Police	Priority one response time average is 3.4 minutes. Currently there are 0.87 sworn officers per 1,000 residents. Victorville contracts for 93 sworn officers and 15 non-sworn positions.	The Sphere of Influence is served by the San Bernardino County Sheriff's Dept. Law enforcement and traffic control is also provided by California Highway Patrol. Currently, there are 0.84 sworn officers per 1,000 residents in the unincorporated area.	The City will need to expand its contract service staffing and will need another satellite police facility to serve growth through buildout. The City consistently expands contract service sworn staffing levels twice annually to accommodate service needs related to new growth	Staffing is updated through the Budget process twice annually. Facility needs are updated annually in the Capital Improvement Program for a five-year planning horizon.	Property taxes, Victorville general fund, development impact fees
Fire	San Bernardino County Fire Department maintains an ISO rating of 3. Average response times are 6-7 minutes.	Fire service outside City limits is provided by the San Bernardino County Fire Department and by mutual aid agreement. The ISO rating is 9 in most adjacent unincorporated areas but is more favorable in locations within five miles of a fire station and with adequate fire flow.	The City will require new fire stations and an expanded staff to serve General Plan buildout. Four new fire stations are currently being planned. Additional stations will be developed as needed to service growth.	Staffing is updated through the Budget process twice annually. Facility needs are updated annually in the Capital Improvement Program for a five-year planning horizon. Four new fire stations are planned. As development occurs in the northern SOI area, service needs would be met by the planned Village Drive or expanded SCLA stations, and by the planned Stoddard Wells/Dante Road station.	Property taxes, Victorville general fund, development impact fees
Storm Drainage	The policy on regional drainage facilities is to convey 100-year storm flows. The policy on local drainage facilities is to design arterial roads with capacity for 100-year flows contained below the street pavement, collector streets with capacity for 10-year flows contained below the street pavement, and local streets with the capacity for 100 year flows contained within three inches above curb elevation.	Capacity of drainage facilities in County areas is unknown. The County does not require drainage improvements in the westernmost unincorporated island area.	New development must install storm drains meeting City capacity requirements. Existing development with infrastructure not meeting City standards would require upgrade.	Victorville Master Plan of Drainage, 1992.	Developers, Drainage Fee District, Measure I (for portions within street right of way). Redevelopment Agency (when related to project)
Roads	Victorville strives to maintain LOS C on arterial streets and LOS D at intersections. The City Public Works Department has an extensive inventory of street maintenance and repair vehicles capable of meeting the cities needs.	San Bernardino County provides roads maintenance in the unincorporated areas within the SOI. CSA 64 provides street cleaning to the unincorporated community of Spring Valley Lake.	Individual developers are required to plan for and fund local streets and off-site minor collector streets. The city will need to complete improvements on expressways, arterials, major collectors, and intersections as development occurs.	Victorville Pavement Management System Report, 2005; Victorville General Plan Circulation Element last updated 2008.	Development impact fees, Measure I road funds, Bridge Development Fee, gas taxes, grants
Street Lighting	Street lights are in good condition. Street lighting services are available citywide. Southern California Edison maintains lights in 98 percent of the city. The city maintains the lights in 2 percent of the city in southern Victorville.	Street lighting is available in Oro Grande through CSA 42 and in Spring valley Lakes through private arrangements. Other areas are not served.	Additional lighting needs are anticipated in currently unserved areas. New development must install street lighting on abutting arterial streets.	Updated annually in the Capital Improvement Program for a five-year planning horizon.	Assessments, electricity rates (Edison)
Parks and Recreation	The City provides 2.1 acres of park space per 1,000 residents. The service level goals are 3.0 acres of park per 1,000 residents and every residence within 1 mile of a park or open space.	The City serves the unincorporated communities of Mountain View Acres, Coad Road Island and Spring Valley Lake. Spring Valley Lake includes a private 10-acre park, a 200-acre lake, and a 614-acre golf course. CSA 42 provides Oro Grande with a community center.	To accommodate build-out growth, the City would need 54 additional park acres in the existing SOI, and as many as 575 additional park acres in the SOI expansion area.	Victorville Master Plan for Community Services, 2006. Currently, 121 acres are in development and 620 acres have been identified for future purchase and development. Development impact fees fund 3.0 park acres per 1,000 new residents.	Property taxes, Victorville general fund, user fees, donations, grants and development impact fees (City only.)

Sources: City of Victorville, San Bernardino County, VVWRA and Economic & Planning Systems, Inc.

The City has drafted its SCLA Water Master Plan, although the plan has not yet been adopted. The Victorville Water District is the result of the consolidation of the Baldy Mesa and Victor Valley Water Districts through LAFCO. Water infrastructure is extended to new development and financed primarily through connection fees paid to the districts and the Southern California Logistics Airport Authority (SCLAA). Additional financing sources include service charges, grants and bonded indebtedness.

WASTEWATER COLLECTION AND TREATMENT

Wastewater collection and treatment capacity is frequently expanded to serve new development. The City, as a member of the Victor Valley Wastewater Reclamation Authority (VVWRA), is undertaking several measures to expand capacity to serve projected growth through buildout, including current and planned expansions of treatment capacity at the regional treatment plant, construction of subregional facilities, and relatively frequent monitoring and planning efforts. The City is working to reduce barriers to the distribution of recycled water (at tertiary treatment levels). Connection fees finance infrastructure extension. Developers are expected to fund the construction of required sewer infrastructure improvements on their properties. Property taxes and sewer service charges are used to finance wastewater operating costs. The unincorporated island areas within the SOI rely on septic systems; conversion of such areas to public sewer systems could potentially be financed through a combination of loans and supplemental sewer charges or through connection fees.

STORM DRAINAGE

The City maintains infrastructure, including drains, pipes, channels and natural drainage courses, to discharge storm water runoff. The City plans facility improvements to open channels, underground pipes and detention basin to reduce runoff flow. Generally, the facilities installed by developers are in good condition, but many natural drainage courses need improvements in Victorville and neighboring Hesperia. Most drainage lines will not operate at full capacity until vacant portions of land are developed and infrastructure completed. The City's storm water discharge permit was most recently renewed in 2004, indicating the City is in compliance with National Pollutant Discharge Elimination System (NPDES) requirements. The City's gravity drainage system capacity and condition are currently undergoing hydraulic study, with a Storm Drain Master Plan planned in the future. Drainage infrastructure is financed by private developers through requirements to build drainage systems and, in the southerly and westerly portions of the City, to pay development impact fees for regional facilities. Operating costs are financed by monthly service charges collected through refuse collection bills.

STREET MAINTENANCE

The City maintains approximately 363 miles of streets. The City's policy is to maintain a street Level of Service (LOS) C for arterial streets and D for intersections. Areas

currently lacking this capacity include portions of Bear Valley Road, the major east-west arterial for the City. The City plans to implement improvements at intersections along the Mojave Freeway to meet the City's LOS policies. New streets to serve new development will be funded through development impact fees and requirements that developers provide appropriate street infrastructure and needed rights-of-way. New interchanges and freeway projects will be developed through additional funds from Regional, State, and Federal sources. Street maintenance and repair funding sources include gas tax revenues and Measure I sales tax funds, both of which grow as development proceeds. The City is currently completing a new citywide traffic model to project future circulation needs through 2030 and assess other problem areas in the City and SOI.

STREET LIGHTS

The City provides street lighting services within its boundaries directly and through Southern California Edison. There are no street lighting deficiencies, according to the City's Department of Public Works. Developers are required to install street lighting on new development. Financing sources include street lighting assessments and general fund revenues. Approximately one-quarter of the City in south Victorville pays assessments to operate and maintain street lights. Elsewhere, Southern California Edison operates and maintains the lights.

FIRE PROTECTION

The City of Victorville provides fire protection through a contract with San Bernardino County and will extend service to newly annexed areas. Four additional stations are currently in the planning phase, and will need to be constructed and equipped to serve additional development prior to buildout. [1] If growth returns at previous rates, these stations will be needed sooner. The costs of building and equipping new stations will be funded by the City's development impact fees.

POLICE PROTECTION

The City of Victorville provides police services through a contract with the San Bernardino County Sheriff's Department and will extend services to newly annexed areas. The City has consistently increased sworn staffing levels twice annually for the last decade to ensure that adequate service levels are maintained during periods of growth. The City plans to continue increasing sworn staffing levels to accommodate growth. Additional capital costs for facilities and equipment associated with providing this level of service to new development will be funded by development impact fees; additional operating costs are funded by general fund revenues.

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[1] Development Impact Fee Update Study, May 5, 2005.

PARKS AND RECREATION

The City of Victorville manages parks, open space, community centers, pools, sports centers and other recreational resources within the City and serves the unincorporated SOI areas of Mountain View Acres and Spring Valley Lake. The City currently has 2.1 acres of park land per 1,000 residents. The City's goal is a minimum of three acres per resident, and availability of parkland or open space within one mile of every Victorville residence. There is a shortage of park space currently in the western and southeastern portions of the City. However, the City has identified 121.1 acres of additional park and recreation facilities that are currently in development, including several in the western portion of the City. With expected growth, the City will need at least 437 additional park acres through buildout to serve currently unincorporated areas in the existing SOI and SOI expansion area. The City has identified 620 additional acres for future purchase and development, including joint use agreements with local school districts, about half of which is already in the planning stage. Development impact fees fund acquisition and development of park land. Property taxes and use fees fund park maintenance and recreation programming.

I. INTRODUCTION

San Bernardino LAFCO's policies and procedures, which conform to the requirements of California's Government Code, require the preparation of an SOI Review for each SOI in the County. In addition, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, which amended the Government Code, requires the preparation of an MSR prior to approval of any changes to an SOI (Government Code 56425 et. seq.)

A primary purpose of the MSR is to document the agency's capacity to provide services to current and future development within its SOI and recommended SOI expansion area. This information is intended to assist LAFCO in establishing an agency's SOI and in the consideration of proposals affecting the agency.

Chapter II provides a review of governance and local accountability at the City of Victorville. **Chapter III** discusses growth, sphere of influence findings, and proposed expansion of the Victorville sphere of influence. The adequacy of infrastructure and services to meet the needs of current and future populations and new development are documented in **Chapter IV**. MSR determinations for the City of Victorville are included in **Chapter V**.

This document is intended to provide the MSR documents required by LAFCO, and to assist LAFCO in determining appropriate options not only for the Victorville SOI but also for adjacent jurisdictions and proposed entities.

II. GOVERNANCE

This chapter explains the governance structure relevant to service delivery in the SOI area with an emphasis on the City and its subsidiary districts. Other government agencies are briefly mentioned. The chapter provides the data and analysis for the agency-wide MSR determinations regarding Local Accountability and Governance.

GOVERNANCE OVERVIEW

The City of Victorville is a charter city that operates under the Council-Manager form of government, with five elected Council Members served by a full-time City Manager and staff.

The City provides or arranges for the provision of all municipal services.

Victorville provides services through a variety of arrangements—direct service provision, joint powers authority (JPA), contract services agreements and franchise agreements.

Direct service provision arrangements involve services provided by City staff and governed directly by the Council, including services provided by the following subsidiary districts and component units:

- The Redevelopment Agency, a component unit formed in 1980, plans and implements rehabilitation and improvement of areas of the City.
- The Southern California Logistics Airport Authority (SCLAA), a component unit formed in 1998 by the City and the Redevelopment Agency, coordinates planning and development of the former George Air Force Base.
- The Southern California Logistics Rail Authority (SCLRA), a component unit formed in October 2001 by the City and Redevelopment Agency, coordinates planning of rail facilities at former George Air Force Base.
- Victorville Water District is a consolidation of the former Baldy Mesa and Victor Valley Water Districts and provides water service to all areas of the city and western sphere.

The City has formed several benefit assessment districts to finance services and infrastructure. The City's street lighting benefit assessment district maintains and services street lights in the older portions of the City through assessments paid by benefiting property owners. Two Community Facilities Districts exist through which property owners in two developments contribute to pay off debt issued to build the infrastructure serving these particular developments.

The City has also established assessment district's in order to finance drainage infrastructure and landscape maintenance.

The City is jointly responsible for certain regional services as a member of several JPAs, which are joint ventures governed by boards consisting of representatives of member municipalities. The City provides services through the following joint ventures:

- The VVWRA provides wastewater treatment and disposal services to the high desert region. The Authority was formed in 1999 between the cities of Victorville, Adelanto and Hesperia, the town of Apple Valley and the County.
- The Regional Fire Protection Authority (RFPA) provides emergency dispatch and mutual aid coordination to the area. The Authority was formed in 1979 between the City of Victorville, Apple Valley Fire Protection agency and Hesperia Fire Protection District.
- The Victor Valley Economic Development Authority was formed in 1992 to provide the mechanism and funding to acquire the George Air Force Base, facilitate its reuse and promote economic development in adjacent areas. Members also include: Adelanto, Apple Valley, Hesperia and San Bernardino County.
- The Victor Valley Transit Authority provides public transit services to the Victor Valley with connecting services to other areas.
- The Mojave Desert and Mountain Integrated Waste Management Authority operates a recycling processing center in which the City owns a 50 percent interest.

Victorville arranges for law enforcement, fire protection, selected maintenance and other services through contract service agreements. Through franchise agreements, the City grants electricity, natural gas, solid waste, cable and other utilities exclusive rights to use City rights-of-way to provide these services within the City.

Although the City provides water service to the Southern California Logistics Airport in addition to recycled water, the Victorville Water District provides water service to the remainder of the City.

LOCAL ACCOUNTABILITY AND GOVERNANCE

This section provides an evaluation of the accessibility and level of public participation associated with the City's decision-making processes.

The five members of the governing body—the Victorville City Council—are elected at-large by the voters to serve four-year terms. The terms are staggered with three of the five Council members elected in general presidential election years and the remaining two elected at the general election in the next even year.

Over the past decade, there have been five elections. There has been one uncontested election for the Victorville governing body members.

The City Council meets twice monthly—on the first and third Tuesday of each month. Council agendas are posted 72 hours in advance of the meeting at City Hall and on the City's web site. Council meetings are open to the public. The Planning Commission also holds agendized, public meetings which are currently only once a month. The City is compliant with all other provisions of the Ralph M. Brown Act.

The City assesses constituent needs based on observation and direct input from the public at the City's service counters or at public meetings. City staff is accessible. City Hall is open Monday through Thursday from 7:30 a.m. to 5:30 p.m.. Comprehensive contact and service information is posted on the City's web site and available by telephone, email or in person at City Hall.

Constituent input is encouraged. Complaints and commendations may be submitted by telephone, e-mail, internet, in writing, or in person. Complaints are handled through the chain of command in each department, ultimately by the department head. Complaints not resolved by the department head are resolved by direct involvement of the City Manager or the Deputy City Manager in consultation with the department head.

The City updates constituents through a quarterly newsletter informing the public about current topics, through its web site, and through regular media coverage from the *Daily Press* and *Sun* newspapers.

Public input into the City's budget decision-making is encouraged. Council reviews the budget annually and at mid-year. Budgeting as well as major projects are presented in a workshop setting typically just prior to a regularly scheduled Council meeting to allow for maximum participation from the public and Council members.

III. CITY OF VICTORVILLE SPHERE OF INFLUENCE UPDATE

CURRENT SPHERE OF INFLUENCE

The City of Victorville's existing city limits encompass 46,934 acres, or 73 square miles.[2] The City's SOI, which was originally established by LAFCO in 1972,[3] includes approximately an additional 11,600 acres, as shown in **Figure 1.** Existing and future development within the SOI are described in greater detail below.

PROPOSED SPHERE OF INFLUENCE AMENDMENT

The City of Victorville recommends a sphere expansion to the north of its existing sphere, bounded by the general alignment of Topaz Road on the west and I-15 on the east, two miles south of the Helendale CSD boundary and three miles south of the Barstow southernmost sphere. (See Map A on page 12) In August 2009, the City met with the Helendale CSD representatives to mutually agree on a boundary line which is the current proposal. It is understood that this agreement was necessary in order to secure the County Supervisor's support for the sphere of influence changes for both agencies.

PRESENT AND PROPOSED LAND USES

The City of Victorville consists of a variety of land uses including 80 percent residential consisting of mostly low to medium density, 14 percent commercial and 6 percent industrial.[4]

The City's General Plan designates land use for the City and unincorporated areas within the City's existing SOI. The plan has designated 54 percent of the territory as residential, 19 percent industrial, 12 percent commercial, and the remainder for open space, public institutional use and other uses.

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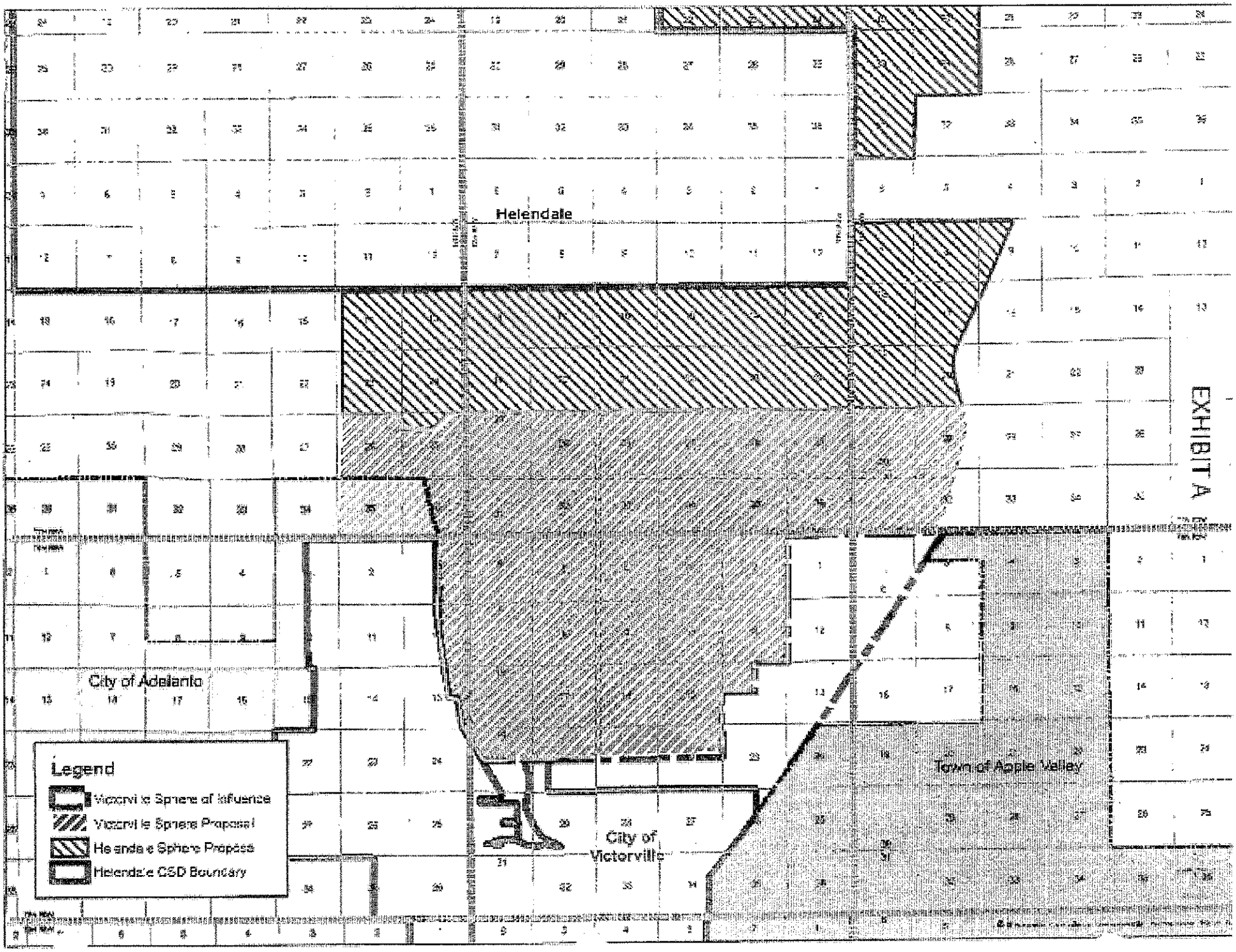
[2] 2000 Census.

[3] LAFCO 1147, Resolution No. 762, adopted June 28, 1972.

[4] City Planning Department.


Helendale
City of Adelanto
City of Victorville
Town of Apple Valley
Legend
Victorville Sphere of Influence
Victorville Sphere Proposal
Helendale Sphere Proposal
Helendale CSD Boundary
EXHIBIT A

A number of the City's planning areas include unincorporated territory within the City's SOI. Land use within these unincorporated areas is coordinated by both the County and City. When appropriate, the County may require development to conform to city development policies and standards. The County's policy is to incorporate the master plans and general plans of adjacent municipalities into its County General Plan.[5]

Land use within unincorporated areas of the City's SOI and SOI expansion area is discussed below.

BALDY MESA

This planning area is located southwest of the City, west of U.S. Highway 395 and south of Palmdale Road. Approximately half of the planning area has been annexed into the City. The first annexation occurred in 1990 and the latest occurred in 1992. The southwestern portion of this planning area is unincorporated territory within the City's SOI. This area is developed with single-family homes on larger, 2 acre lots. Present land uses include mostly vacant land and scattered single-family housing. The area is designated very low-density residential, mixed use and one square mile which is designated for public institutional use. Planned land use consists of single-family residential and service commercial uses. An annexation of the northern 2,700 acres has been pursued for several years.

SPRING VALLEY LAKE

This area is located in the southeastern SOI area between the City of Victorville and Apple Valley. The southern portion of the area was annexed into the City in 1991 and is the site of Victor Valley College and a small amount of commercial development. The unincorporated area consists of the Spring Valley Lake residential subdivision as well as the Spring Valley Lake Country Club and other recreation facilities, including a 200-acre lake, 164-acre golf course and private parks. In addition, there are 840 acres of regional parkland in the Mojave Narrows Regional Park. No changes are anticipated in planned land use.

MOUNTAIN VIEW ACRES UNINCORPORATED ISLANDS

The Mountain View Acres area is made up of two unincorporated islands within the West Bear Valley planning area and West City planning area of the City. The islands are located north and south of Palmdale Road and west of the Mojave Freeway (I-15). The larger island located south of Palmdale Road consists of approximately 1,006 acres or 1.5 square miles of populated land the City and County have designated for very low-density residential development. The smaller island is approximately 308 acres located

[5] San Bernardino County General Plan 1989, II-D6-53

north of Palmdale Road, which the City and County have also designated very low-density residential.

COAD ROAD UNINCORPORATED ISLAND

An unincorporated island of approximately 96 acres of sparsely developed land is located in the East Bear Valley planning area, west of the Spring Valley Lake community and south of Coad Road. The City and the County have designated most of this island area for light industrial use and a smaller portion along Hesperia Road for commercial purposes. The City is currently pursuing annexation of this island in accordance with LAFCO policy and State Government Code.

NORTH MOJAVE

This area is located in the northeastern SOI area along the western side of I-15. The area is unincorporated and mostly undeveloped except for the Victorville landfill which is owned by San Bernardino County and operated by a county contractor. There is a hardware store, pipe shop, and small airport just outside the City limits. There were no residents in the area as of the 2000 Census. The City has designated the entire area as specific plan, and it will be incorporated into the Desert Gateway Specific Plan upon annexation. Planned land uses consist of single and multi-family residential, industrial and commercial. The area also includes the planned station for the Desert Xpress high speed train to Las Vegas.

SOI EXPANSION AREA

In the northern SOI expansion area, present land uses are primarily open space and vacant. There are approximately 7 square miles of open space in the West Mojave Plan conservation area. In the Oro Grande community, there is about 250 residences and a small area of commercial development, including a cement plant. Planned land uses over the area include open space, residential, and commercial.

PRESENT AND PROBABLE SERVICE NEEDS

The need for municipal services and facilities has grown rapidly in recent years along with rapid growth in the City's population and economic base. Increasing needs for public services and facilities will continue, as development within the SOI proceeds.

Within the City's existing boundaries, comprehensive public services are needed and provided. Recent growth has increased the service needs. Between 1990 and 2004, the population within City boundaries doubled. Anticipated growth will increase the needs for public facilities and services. For facilities planning purposes, the City expects a 3.0

percent annual growth rate between 2005 and 2020.[6] Due to the downturn in the economy, growth numbers have halted. Over the long term, the growth rate is expected to slow. Within its current boundaries, the population is expected to grow to over 300,000 by buildout.

Within the SOI, there are developed communities with a present need for public services and facilities and developing communities with a probable need. There are presently nearly 12,000 residents in the unincorporated areas within the City's existing SOI. By buildout, the population in these future annexation areas is projected by the County to grow to 30,000 or more.[7] Additional police and fire support will be needed to service growth.

BALDY MESA

The present need for public services and facilities is minimal because of the low population. The probable need is extensive with future development and population growth. Additional police and fire support, street maintenance and infrastructure, public sewer infrastructure, and street lighting will be necessary.

SPRING VALLEY LAKE

The present need is extensive as the area is well populated at this time. Comprehensive public services and facilities are provided in the SOI community by the City, the County and privately. Recreation services and infrastructure (golf course, tennis courts, and lake) are privately funded and maintained with additional recreation opportunities offered by the City of Victorville. The probable need for public services could be extensive if these were to change from private to public.

MOUNTAIN VIEW ACRES

The community has a present need for public services and facilities, and receives services presently through the City and the County. The community needs public sewer, paved streets and street lighting infrastructure.

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[6] Both the Victorville *Development Impact Fee Update Study* (May 5, 2005) and the VVWRA *Sewer Facilities Plan Update* (August 2005) project a 3.0 percent annual growth rate between 2005 and 2020. By comparison, SCAG's Regional Transportation Plan (2004) anticipates a 2.1 percent annual growth rate in Victorville over the same period.

[7] San Bernardino County. *General Plan Land Use Background Report: Introduction* and *General Plan Land Use Background Report*, October 31, 2005.

COAD ROAD ISLAND

The Coad Road island area has a need for public services and facilities, even though it receives services currently through the City and the County. The community lacks public sewer, paved streets, and street lighting infrastructure, and will need these facilities in the future because of anticipated growth.

NORTHERN SOI

In the northern existing sphere area, the present need is limited. The probable need is significant, particularly in the SCLA vicinity and along I-15. The probable need is limited on open space lands.

SOI EXPANSION AREA

In the northern SOI expansion area, the present need is limited to the Oro Grande community and vicinity, a portion of which receives water, sewer, park and street lighting through CSA 42. The probable need could be significant, particularly in the western portion of the SOI expansion area where there is development potential for residential, commercial and industrial.

Table 3
Population, Housing and Employment
City of Victorville Sphere of Influence

	Existing	2030 Projection	Buildout
Incorporated Area[1]			
Residents	106,532	133,814	310,147
Housing Units	33,500	44,964	119,747
Employees	38,108	68,611	90,415
Land Area (acres)			47,462
Unincorporated – Existing SOI[2]			
Residents	15,350	16,354	29,937
Housing Units	4,827	5,735	10,616
Employees	1,529	2,050	2,312
Land Area (acres			15,565
TOTAL EXISTING SOI[3]			
Residents	121,882	150,168	340,084
Housing Units	38,328	50,699	130,363
Employees	39,637	70,661	92,727
Land Area (acres)			63,027
Unincorporated – SOI Expansion Area[4]			
Residents	774	NA	153,407
Housing Units	200	NA	54,400
Employees	50	NA	100,787
Land Area (acres)			23,763

Sources: City of Victorville, California Dept. of Finance, Census, SCAG, VVWRA, San Bernardino County

(1) Existing population and housing figures for the incorporated area are based on 2006 figures from California Dept. of Finance. Population growth projections through 2020 area based on the City's May 2005 Development Impact Fee Study. Employees are from SCAG's RTP 2004 projections. Buildout population and housing units are from the City's General Plan. Buildout employment is the SCAG projection for 2030.

(2) Existing residents and housing units in unincorporated areas within the existing SOI is from 2000 Census data. Population and housing growth for Spring Valley Lake is based on growth rates from Victor Valley Wastewater Reclamation Authority (VVWRA, 2005). Population and housing growth for other unincorporated areas is based on RTP 2004 SCAG growth projections for the particular census tract. Buildout population is from the County's 2005 General Plan Land Use Background Report. Employment estimates and projections represent SCAG estimates for the unincorporated part of the relevant census tracts.

(3) Existing SOI is the sum of the incorporated area and the unincorporated area in the existing SOI.

(4) Existing population and housing for Oro Grande is based on Victor Valley Wastewater Reclamation Authority Sewerage Facilities Plan Update, 2005. Buildout population estimate is the product of 13,600 residential acres and a projected average density of 4 dwelling units per acre. Employment estimate for Oro Grande was made based on site visit. Buildout employment is the product of 6,080 acres (less a 10% deduction for streets and easements). 40% maximum footprint, 43,560 square feet per buildable acre, and average employment densities in San Bernardino County for low-rise office, regional retail and other retail and service uses (SCAG, 2001, Table II-A).

SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

The current SOI includes areas determined to represent social and economic communities of interest.

Social communities of interest in the existing SOI include Mountain View Acres, Spring Valley Lake, Baldy Mesa, and Oro Grande. Economic communities of interest in the existing SOI include Oro Grande, SCLA users and supporting businesses in adjacent areas.

The City faces tremendous growth pressure, with growth areas concentrated in the western and northern portions of the City and SOI.

The City's western sphere, Baldy Mesa, is often considered a portion of the social community of Phelan which is a large area, with its core several miles to the south and west. This is due mostly to the larger lot sizes and unimproved infrastructure.

The City recommends SOI expansion north of the existing SOI. Communities of interest in the SOI expansion area include Oro Grande. The community of Oro Grande lies just north of the City's current SOI, east of the National Trails Highway. The estimated population is 774 residents. The community also contains a cement plant, a small amount of commercial property and an elementary school. Other social communities of interest north of the existing SOI include development along Route 66 between Oro Grande and Helendale.

Economic communities of interest north of the City's current SOI include current and future business activity in the vicinity of SCLA, along Route 66 and along the Mojave Freeway. Gravel mining operations might also be considered an economic community of interest in the SOI expansion area.

IV. PRESENT CAPACITY AND PROBABLE FUTURE PROVISION OF PUBLIC FACILITIES AND SERVICES

OVERVIEW

The City of Victorville provides a broad range of public services and infrastructure to its residents. These services would be extended to serve future areas annexed to the City.

The City currently has adequate capacity to serve existing development within its boundaries. Future demands for infrastructure improvements and additional services will be funded in a variety of ways, including developer funding and construction, bonds supported by utility rates, General Fund contributions towards capital improvements, and State and Federal grants. Operating costs will be funded through utility rates, assessments, General Fund revenues, and other dedicated revenues.
The following sections describe current service levels and capacity within the City, as well as within its SOI, and identify future services and infrastructure necessary to serve development within future annexation areas.

WASTEWATER COLLECTION AND TREATMENT

Wastewater collection and treatment capacity is frequently expanded to serve new development. The City, as a member of the Victor Valley Wastewater Reclamation Authority (VVWRA), has undertaken several measures to expand capacity to serve projected growth through buildout, including current and planned expansions of treatment capacity at the regional treatment plant, construction of subregional facilities, and relatively frequent monitoring and planning efforts. The City has reduced barriers to the distribution of recycled water (at tertiary treatment levels). Connection fees finance infrastructure extension. Developers are expected to fund the construction of required sewer infrastructure improvements on their properties. Property taxes and sewer service charges are used to finance wastewater operating costs. The unincorporated island areas within the SOI rely on septic systems; conversion of such areas to public sewer systems could potentially be financed through a combination of loans and supplemental sewer charges or through connection fees. The City has recently updated its Wastewater Master Plan.

WASTEWATER SERVICE TO THE CITY

The City of Victorville is one of four members of the VVWRA, a regional wastewater treatment agency. The VVWRA treats and disposes of sewage collected within the City of Victorville.

Victorville's wastewater collection system includes 365 miles of collector lines.[8] Of the City's estimated residential population, 86.3 percent is connected to the regional sewage system.[9] The service area includes most of the territory within the City of Victorville. Services provided include operation, maintenance, repair and cleaning of sewer collection lines in order to accommodate their designed capacity and to prevent stoppages and backups.

The wastewater collection system also includes 7,500 manholes, a pump station located near Stoddard Wells Road that serves the area east of the Mojave River, and two lift stations, one of which is located at SCLA.[10] Collector lines are connected to the VVWRA regional interceptor system at six metering points throughout the City and two metering points within the Southern California Logistics Airport.[11] CSA 64 provides wastewater collection services to Victor Valley College and the neighborhoods east of Ridgecrest Road and south of the Spring Valley Lake community. The remaining population uses private septic systems. The expansion needs and condition of the City sewer system is currently being identified in the Updated Sewer Master Plan. The City addresses problem areas through its master planning process.

The City's 5-year capital improvement program identifies $13.2 million in sewer facility improvements. Planned sewer collection system improvements include pipes, services laterals, trunk lines, manholes and pump stations. According to the City Public Works Department, groundwater levels are too low for infiltration and inflow to be a problem in the collection system. The City's design criteria for the capacity of the sanitary sewer collection system is that a main sewer line peak maximum flow is 50 percent of capacity, trunk line peak is 75 percent of capacity and the minimum velocity for main flow is two feet per second.[12]

The VVWRA operates one wastewater treatment plant located five miles north of the City of Victorville and one mile east of SCLA. The facility treats and disposes of water collected through a regional interceptor system. The current capacity of the facility is 18 million gallons per day (mgd). The VVWRA regional interceptor system will need improvements and capacity enhancements to convey the 18 mgd to the treatment plant. Depending on the extent of future development in areas north of the existing SOI, there may be additional treatment and/or collection system capacity enhancement needs.[13]

Existing average daily flows from the City of Victorville are 7.91 mgd, 0.37 of which is from SCLA. Peak flows are estimated to be 15.52 mgd, of which 2.42 mgd come from SCLA. Treated water is disposed of either by discharge into the Mojave River or to percolation ponds. The agency has begun to explore water reclamation opportunities,

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[8] City of Victorville, Department of Public Works, July 2006

[9] Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

[10] City of Victorville, Public Works Department, Utility Division

[11] VVWRA consultants meter flow at these points quarterly.

[12] Technically, the design criterion for main wastewater lines is half the pipe capacity and for trunk lines is three-quarters of the pipe depth, according to City Engineer Sean McGlade.

[13] Interview with City of Victorville Engineer Sean McGlade, October 24, 2005.

with plans to build a wastewater treatment plant at Yates Road to provide reclaimed water for use at parks and golf courses, and currently provides reclaimed water to SCLA for landscape irrigation purposes.[14]

NPDES[15] regulates discharge into the Mojave River. Land discharge is regulated by a separate Waste Discharge Requirement permit. The VVWRA Regional Treatment Plant is currently authorized to discharge 14 mgd.

To handle anticipated demand, the VVWRA is planning to build new sub-regional treatment facilities within the cities of Apple Valley and Hesperia. Construction of the facilities should be completed by 2012. These facilities will have a wastewater treatment capacity of 4 mgd and produce recycled water for use at park facilities, residences and commercial businesses.

The VVWRA currently delivers recycled water to the Westwinds Golf Course located at the Southern California Logistics Airport. The recycled water is delivered through three miles of pipeline from the wastewater treatment plant on Shay Road. In addition, the VVWRA accepts septage for the disposal of septic tank and chemical toilet waste. The plant accepts and treats approximately 6.6 million gallons of this waste annually.[16]

Wastewater operations are funded by connection fees and charges to member agencies. Sewer service charges are $12.74 monthly per household. Connection fees include a City fee for the collection system of $350 per household and a VVWRA fee of approximately $1,425 per household.[17]

The VVWRA projected wastewater flows in 2020, with an expected population of 155,418 in Victorville including SCLA, at an average daily flow of 15.04 mgd. Projected flows in 2025 are 18.25 mgd at a population of 180,172.[18] Connection fees, user fees and private developers will fund future wastewater facilities and service. Other funding options available include community financing districts and redevelopment funds.

WASTEWATER SERVICE TO SOI (OUTSIDE CITY LIMITS)

The wastewater collection services outside the City's boundaries are provided by CSA 42, CSA 64 and private septic systems. The City does not provide services outside the City boundaries. Wastewater treatment and disposal for the CSAs is also provided by

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[14] City of Victorville, City Engineer.

[15] The Lahontan Regional Water Quality Control Board (LRWQCB) regulates water quality in Victorville and all of California east of the Sierra Nevada crest under the authority of the Federal Clean Water Act and California's Porter-Cologne Water Quality Control Act. The LRWQCB issues wastewater discharge permits through the NPDES.

[16] Mojave River Watershed, SWMP, July 2003, p. 1-7.

[17] The VVWRA fee is $71.25 per plumbing fixture. The average single-family home has 20 fixtures.

[18] Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

the VVWRA. CSA 42 collects wastewater from 250 Equivalent Dwelling Units (EDUs) in the Oro Grande community. The VVWRA currently treats an average flow of 0.05 mgd from CSA 42 with projected flows expected to increase to 0.06 by 2020. The VVWRA projection does not take into consideration City annexation and new development in the Oro Grande community. CSA 64 collects wastewater from 3,960 EDUs in the Spring Valley Lake area. The VVWRA currently treats an average flow of 0.84 mgd with projected flows expected to increase to 1.37 mgd by 2020. Future growth in the CSA will include the increased buildout of the Spring Valley Lake community and growth of facilities and student population at the Victor Valley Community College.[19] Flows are connected to regional interceptors and carried to the regional treatment facility. The remainder of the City SOI is served by private septic systems.

Including the CSAs 64 and 42, projected VVWRA flows will reach 16.5 mgd by 2020.[20] The VVWRA projections also took into account flow contributions from septic abandonment and commercial, industrial and institutional sources.

Proposed Service Following Annexation

The City would be responsible for service to areas annexed to the City.

OTHER WASTEWATER SERVICE (OUTSIDE CURRENT SOI)

The majority of wastewater service in the area north of the City SOI is provided by private septic systems. As growth occurs in the proposed SOI expansion area to the north of the City, areas that are now on septic or completely undeveloped will be sewered upon development, and a new lift station will need to be constructed to move wastewater uphill to the treatment plant.[21] Existing unsewered areas may approve assessments to finance the cost of converting from septic to the public sewer system. For example, the City recently approved such an assessment district in the La Brisa neighborhood.

STORM DRAINAGE

The City maintains infrastructure, including drains, pipes, channels and natural drainage courses, to discharge storm water runoff. The City plans facility improvements to open channels, underground pipes and detention basins to reduce runoff flow. Generally, the facilities installed by developers are in good condition, but many natural drainage courses need improvements in Victorville and neighboring Hesperia. Most

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[19] Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

[20] Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

[21] Interview with City Engineer, Sean McGlade, July 12, 2006.

drainage lines will not operate at full capacity until vacant portions of land are developed and infrastructure completed. The City's storm water discharge permit was most recently renewed in 2004, indicating the City is in compliance with National Pollutant Discharge Elimination System (NPDES) requirements. The City's gravity drainage system capacity and condition are currently undergoing hydraulic study, with a Storm Drain Master Plan scheduled for completion in 2007. Drainage infrastructure is financed by private developers through requirements to build drainage systems and to pay development impact fees for regional facilities. Operating costs are financed by monthly service charges collected through refuse collection bills.

STORM DRAINAGE SERVICE TO THE CITY

Storm drainage for 25,800 acres of Victorville is provided by drains, pipes, channels and natural drainage courses.[22] The two major watersheds within the City include Victorville and Hesperia, where the mountainous areas south of the City drain into Mojave River. There are six systems (A through F) and 26 drainage lines identified in the Victorville Master Plan of Drainage. There are two systems (J and I) and four drainage lines identified in the Hesperia Master Plan of Drainage that continue through Victorville.[23]

Storm drains collect runoff in catch basins or inlets, convey it through pipelines, and discharge it via gravity into drainage channels or natural drainage courses into Mojave River, the California Aqueduct, the lakes within the Mojave Narrows Regional Park, or Spring Valley Lake. There are no storm water lift stations in the City. The number of catch basins, miles of storm pipes and channels under City responsibility will be quantified when it completes the Citywide Master Plan of Drainage. The City's Public Works Department maintains the City's storm drainage system.

The overall condition of the storm drain system varies. The facilities that have been installed by developers are generally in good condition. Many natural drainage courses need to be improved to be consistent with the Victorville and Hesperia Master Plans of Drainage. Most of the drainage lines have not been improved to their ultimate condition. Until the vacant portions of land have been developed, most of the drainage lines will not be fully improved to their ultimate capacity.[24] Planned facility improvements include open channels, underground systems of culverts and pipes, and detention basins to reduce flow rates.[25]

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[22] The general area served by the storm drain system is within the following boundaries: Beginning at a point approximately 0.75 miles east and 0.5 miles north of the intersection of Phantom West St. and Air Expressway, southeasterly on the Mojave River, and continuing on the BNSF railroad, Ridgecrest Rd., Bear Valley Rd., US 395, Hopland St., Amethyst Rd., Rancho Rd., and El Evado Rd., Phantom West St., back to the point of beginning. This boundary includes an area of approximately 25,800 acres or 40 square miles.

[23] From the City of Victorville, Department of Public Works.

[24] Ibid.

[25] LAFCO, Municipal Service Review Survey Form.

The City is currently completing a Citywide Master Plan of Drainage, which will include all major drainages within the City's SOI, a review of improvements in place, proposed improvements and changes in drainage patterns because of development since the last master plans were completed, a hydrology study of drainages and hydraulic analysis of various lines, a capital improvement program for upgrades to increase capacity of existing infrastructure and for new infrastructure, and update a development impact fee for the development share of the capital projects.[26]

All new development in Victorville must comply with minimum requirements of the National Flood Insurance Program (NFIP), which provides communities with federally-backed flood insurance and enforces floodplain management ordinances to reduce future flood damage. Runoff water is regulated by the National Pollution Discharge Elimination System (NPDES) Non-point Source Program, administered by the California Regional Water Quality Control Board (RWQCB). RWQCB most recently renewed the City's Stormwater Permit in 2004. The City's policy on regional drainage facilities is to convey 100-year storm flows. The local drainage policy is to design arterial roads with 100-year flows below the street pavement, collector streets with 10-year flows below the street pavement and local streets with 100-year flows contained within three inches above curb elevation.[27]

Storm drainage services are funded by private development, charges for service, development impact fees, Measure I funds and Redevelopment Agency funds when related to a specific project. The City charges a $4 monthly fee on all developed property with the City's refuse collection fees.

The City of Victorville's municipal code requires all new development to construct necessary drainage facilities to serve the new development.[28] Within the Citywide Master Plan of Drainage planning area in the southerly and westerly areas of the City, there are regional drainage infrastructure fees charged. However, developers of master-planned facilities are eligible for fee credits. Outside the drainage planning area, developments are conditioned upon installation of all drainage infrastructure.[29] New development will pay storm drain development impact fees to fund new stormwater infrastructure.

STORM DRAINAGE SERVICE TO SOI (OUTSIDE CITY LIMITS)

The San Bernardino County Flood Control District (SBCFCD) and the San Bernardino County Public Works Department Storm Water Pollution Prevention program provide storm drainage services outside of the city limits. The SBCFCD facilities include dams, conservation basins, debris basins, channels and storm drains. The SBCFCD is divided into six geographic zones funded primarily by property taxes. Zone 4 covers Victorville

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[26] From the City of Victorville, Department of Public Works.

[27] City of Victorville, Department of Public Works.

[28] Victorville Municipal Code, Chapter 9.32.

[29] From the City of Victorville, Department of Public Works.

and the rest of the Mojave River Valley region. The SBCFCD is countywide and has a budget of $120 million.[30] The SBCFCD is currently planning a Master Plan of Drainage for the Baldy Mesa area.

Major drainage infrastructure upgrades are expected to be needed in the westernmost unincorporated island area. The County does not require drainage improvements in the area. Homes on half-acre lots outside the natural drainage course receive permits, but others complain about drainage running through their yards. Once the roads in such areas are paved, runoff will increase. This has happened in previously annexed areas. The problem is not as concentrated in Mountain View Acres.[31]

The storm flow capacity and development requirements in these areas are unknown.

Proposed Service Following Annexation

Following annexation, the City would have primary responsibility for service to the annexed areas. The areas would be subject to all requirements applicable within City boundaries.

ROAD MAINTENANCE

ROAD MAINTENANCE TO THE CITY

The City of Victorville maintains 376 miles of streets,[32] consisting of 77.1 million square feet of pavement surface area, three bridge structures, 62 traffic signals, sign and pavement markings, and crosswalks. Existing facilities are estimated to be worth $279 million.

The Victorville General Plan requires a street LOS C for arterial streets and LOS D for intersections.[33] Currently, there areas below this standard including portions of Bear Valley Road, the major east-west arterial for the entire City and neighboring jurisdictions. The most frequent low LOS occurrences occur near the freeway and other major intersections. The City plans to implement mitigation measures at intersections along I-15 in order to operate at LOS D or better.[34] The City is currently completing a new citywide traffic model to project future circulation needs to 2030 and access other problem areas in the City and SOI.

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[30] San Bernardino County, Special Districts Department, FY 04-05 Budget

[31] Interview with City of Victorville Engineer Sean McGlade, October 24, 2005.

[32] City of Victorville Comprehensive Annual Financial Report, FY 04-05

[33] City of Victorville General Plan, Circulation Element, p. 22 and LAFCO, Municipal Service Review Survey Form.

[34] Draft Project Report on Route 15 Between Bear Valley Road and Palmdale Road, January 2005, p10-11

At SCLA, street capacity enhancements are needed to accommodate development. The airport grid system of roads at SCLA does not facilitate anticipated SCLA growth with some roads requiring relocation or replacement.

Approximately $140 million in existing deficiencies have been identified.[35] According to the City's Pavement Condition Index Report 12 percent of pavement service area is in need of major rehabilitation or reconstruction. The LOS C operation is the standard to which all roadways are measured with regard to both current and future roadway facility needs.[36] Planned road system improvements include the number of lanes in road segments, future interchange locations, future bridges and specific intersection needs.[37] Planned improvements to existing streets are intended to raise the LOS to acceptable levels on existing streets. Funding sources include private development, development impact fees, San Bernardino County Measure I sales tax funds, the State Gas Tax, grants and related Redevelopment Agency projects.

Interstate 15 interchanges are expected to experience high traffic congestion as a result of projected growth in the Victor Valley. To accommodate residential and job growth by 2020, it is estimated that $326 million of street improvements will be needed. The City's development impact fee for roadway projects was developed to provide the necessary funding for roadway improvements on arterials, overpasses and interchanges. The City requires all new development to provide all collectors and local streets. New development is also required to construct sidewalks and related public facilities (fire hydrants and street lights) for any arterial that abuts the development. The roadway development impact fee is expected to generate $250.5 million in funding, which will cover 70 percent of the total cost.[38]

Additional funding sources for existing deficiencies will come from San Bernardino County Measure I sales tax funds, the State Gas Tax, assessment districts, State and Federal grants and interest income.

ROAD MAINTENANCE TO SOI (OUTSIDE CITY LIMITS)

Road maintenance services outside of the City are provided by San Bernardino County. The County of San Bernardino maintains 2,826 centerline street miles throughout the County. The County funds road maintenance and construction with State Gas Tax funds, a countywide sales tax surcharge (Measure I), transportation facilities fees and grant funds.[39] Transportation facilities fees are collected from new development for construction of roads in an established area. The County has approved transportation

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[35] 5 Year Capital Improvement Program, FY 05-06 – FY 09-10

[36] Victorville Development Impact Fee Update Study, May 2005, p 9.

[37] LAFCO, Municipal Service Review Survey Form.

[38] Victorville Development Impact Fee Update Study, May 2005, p 9.

[39] Department of Public Works, Information on County Roads, May 2001

facilities fees in the Oro Grande area within the SOI. In the Spring Valley Lake area, CSA 64 provides street cleaning services.

Table 4
Summary of Capital Facility Costs to Serve Growth
City of Victorville

Category	Through 2010 (1)	Through 2020 (2)	Through 2020 (3)
Community Facilities			
Fire		$18,,934,000	$20,250,000
Police		7,607,200	9,600,000
Parks		81,270,000	82,750,000
General Government		76,062,448	85,482,000
TOTAL		$183,873,648	$198,082,000
Street and Utility Facilities			
Roadway Projects	$139,816,165	$250,554,200	$326,238,500
SCLA Water	$9,210,000		
Wastewater	$13,238,000		
Drainage	$15,390,000		
TOTAL	**$177,654,165**		

Sources: 5 Year Capital Improvement Program, FY 05/06 – FY 09/10, Development Impact Fee Update Study, May 5, 2005.

(1) Source: 5 Year Capital Improvement Program, FY 05/06 – FY 09/10

(2) Projected costs to be financed by development impact fees from Development Impact Fee Update Study, May 5, 2005

(3) Total projected costs from Development Impact Fee Update Study, May 5, 2005

Proposed Service Following Annexation

Following annexation, the City would have primary responsibility for service to the annexed SOI areas. Annexation areas would require paving of dirt roads and, depending on any specific plan requirements, may also require curbs, gutters and sidewalks. For new development occurring after annexation, the developer is required to extend roads and install improvements fronting the property, and pays development impact fees for roadway improvements on arterials, overpasses and interchanges. For existing development in annexation areas, there may be infrastructure financing shortfalls. Developed annexation areas would have the option to approve assessments in order to fund urban service levels—paved roads, curbs, gutters and sidewalks.

STREET LIGHTING

STREET LIGHTING SERVICE TO THE CITY

The City of Victorville provides street lighting services throughout the City. Southern California Edison operates and maintains the City's street lighting facilities. The cost of electricity, repair and replacement of these facilities is currently being provided by general funds, development fees, a street lighting assessment district and interest income. The South Victorville Lighting District assessments pay for the cost of electricity, maintenance and operation of approximately 158 streetlights within its boundaries.[40] According to the City Public Works Department, all of the streetlights within the City are in good condition. There are currently no street lighting deficiencies or plans for improvement.

Street lighting is projected to be needed in new development areas lacking existing street lights. The City currently requires new development to install street lighting on streets abutting the development. Funding sources for street lighting services include development fees and assessments.

STREET LIGHTING TO SOI (OUTSIDE CITY LIMITS)

Street lighting services outside of the City limits are provided by San Bernardino County, CSA 42 in Oro Grande, CSA 70 in Oak Hills and CSA 9 in Phelan. These CSAs operate and maintain 125 streetlights. The CSAs are primarily funded by property taxes.

Proposed Service Following Annexation

Following annexation, the City would have primary responsibility for service to the annexed areas. Street lighting is projected to be needed in new development areas lacking existing street lights. The areas would be subject to all requirements applicable within City boundaries.

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[40] South Victorville Lighting District No. 1 Engineer's Report, May 1986, p. 3.

FIRE PROTECTION

FIRE SERVICE TO THE CITY

Fire protection services within Victorville are provided by the San Bernardino County Fire Department through a contract arrangement. There are five fully staffed fire stations, four of which are strategically located throughout the City (see **Figure 4**), each equipped with at least one fire engine and three firefighters. Station No. 311 has two fully staffed companies, one engine and one truck. Station Nos. 311, 313 and 314 also have a brush engine and other emergency equipment. Station No. 312 recently opened on El Evado.[41] All engine companies are staffed with three fire personnel and all of the stations each have ten staff on call if needed. The fifth fire station, No. 319, serves the Southern California Logistics Airport and is staffed with three dedicated personnel and Aircraft Rescue Fire Fighting apparatus.

The City maintains an ISO rating of 3, the most favorable rating among providers in the Victor Valley area.[42] In 2008, the Department responded to 12,165 calls, 9,757 of which were for rescue, traffic collisions, and medical calls, 370 were for fires, and 2,038 were other incidents.[43] Over the past five years, the number of service calls has increased from 8,062 in 2001 to 10,966 in 2005, an increase of just over 36 percent.[44] As Victorville continues to develop, additional demand is expected at a comparable rate. Such service demand will be met with new facilities, equipment and apparatus, and personnel, as are already being planned. As development occurs in the proposed SOI expansion area to the north, service demand would be met by the proposed Village Drive or SCLA (No. 319) stations along the I-66 corridor, and by the proposed Stoddard Wells/Dante Road station near I-15.[45]

For response times, the City Council goal is to have first on scene arrival within five minutes. The current average response time is 7 minutes 22 seconds for all calls.[46] All 911 calls placed in the City are received by the San Bernardino County Sheriff Desert Control Center within the Victor Valley station complex. All fire-related calls are then routed to the RFPA communications center, which responds to all fire service related calls and dispatches the appropriate personnel for Victorville and Apple Valley Fire Protection District. The operational management of the RFPA communications center is

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[41] Victorville's new fire station opened Saturday, April 21, 2005, http://www.highdesert.com

[42] Fire protection classifications are designated by the State Insurance Services Office (ISO). Ratings are based on a scale of 1 to 10, with 1 being the best possible protection.

[43] Victorville Fire Department

[44] Ibid.

[45] Ibid.

[46] Ibid.

handled jointly by the Victorville and Apple Valley fire chiefs. The City pays for its share of costs based on the number of calls it receives.

The fire department must also ensure adequate flow of water for fire suppression needs. Minimum fire flow for commercial/industrial land uses is based on many factors including type of building and systems installed and occupancy, but must never be less than 1,500 gallons per minute at 20 PSI; most are much higher at 3,500 gallons per minute at 20 psi.[47]

Service standards are set by the National Fire Protection Association. The City has mutual aid agreements with neighboring fire departments including the Apple Valley Fire Protection District and San Bernardino County Fire Department. Victorville and RFPA member agencies participate in a cooperative regional auto-aid program for initial response to immediate need incidents. This program provides all participating member agencies with continuous coverage during extensive resource-depleting emergencies.[48]

FIRE SERVICE TO SOI (OUTSIDE CITY LIMITS)

Fire service outside Victorville city limits is currently provided by the San Bernardino County Fire Department in the City's unincorporated islands and a stretch to the northeast of the City limits along I-15, as well as by the Apple Valley Fire Protection District. Through mutual aid, the Apple Valley Fire Protection District serves a portion of the City's SOI, from North Stoddard Wells Road to the Dale Evans Parkway.[49] Mutual aid service is provided to Oro Grande and Mountain View Acres to improve response times in these communities.

The San Bernardino County Fire Department provides administration and support for 32 legally separate fire districts and countywide services such as hazardous materials regulation, dispatch communications and disaster preparedness. The fire districts serve 16,225 square miles of unincorporated areas and six cities. In the Victor Valley, the San Bernardino County Consolidated Fire District (CSA 70) serves surrounding unincorporated areas, Baldy Mesa, Helendale, Oak Hills, Oro Grande, Phelan, Pinon Hills, Spring Valley Lake, and the cities of Adelanto and Hesperia. CSA 38 provides additional fire protection services to the City of Adelanto and the Spring Valley Lake and Mountain View Acres communities. CSA 56 funds fire services in the Pinon Hills and Wrightwood communities.

In FY 04-05, CSA 70 responded to 47,197 incidents countywide, CSA 56 responded to 1,825 incidents and CSA 38 responded to 15,600 incidents.[50] The San Bernardino County Fire Department responds to calls for service with an average response time of

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[47] From City of Victorville Fire Department.

[48] California State Fire Fighters Association, The Magazine, 2002.

[49] Apple Valley Fire Protection District Division Chief, Art Bishop, July 20, 2006

[50] San Bernardino County, Special Districts Department, FY 04-05 Budget

six minutes.[51] The San Bernardino County Fire Department include 232 fire suppression personnel, 25 chief officers, 425 paid on-call firefighters and 20 volunteer firefighters.[52] San Bernardino County Fire Department also has a mutual aid agreement with the Apple Valley Fire Protection District.

There are three San Bernardino County Fire stations in the Victorville SOI and one in Helendale that serves the SOI expansion area. The Baldy Mesa Station 16 is staffed by on-call firefighters that live in Baldy Mesa with 24-hour response. The station houses one brush engine. The Spring Valley Lake Station 22 is staffed 24 hours with two on-call firefighters and one full-time Captain. Apparatus consists of one structure engine, one brush engine and one squad. The Mountain View Acres Station 37 is staffed eight hours per day by two on-call firefighters. Nighttime coverage for calls is provided by other on-call firefighters who live locally. Apparatus consists of one structure engine, one brush engine, and other specialized equipment. Station 37 also regularly provides assistance to Victorville, Adelanto, and Baldy Mesa, as well as the I-15 corridor north of Victorville. The Oro Grande and Helendale/Silver Lakes communities are served by County station No. 4 in Helendale. The station is staffed with two paid on-call personnel. The station is equipped with two engines and other emergency equipment. The San Bernardino County Fire Department ISO rating is 9 in most of the unincorporated areas around Victorville and is lower in locations closer to a fire station. There are currently no new County fire facilities planned in the Victor Valley area.

The Apple Valley Fire Protection District provides fire protection for a 206-square mile area and serves the Town of Apple Valley and unincorporated areas east of the Victorville SOI. There are six fire stations. Four of the stations are staffed full time and two of the stations are staffed as needed by on-call firefighters. The Apple Valley Fire Protection District ISO rating is 4 within five miles of a district fire station and 9 if five or more miles from a station.[53]

Proposed Service Following Annexation

The provision of fire service for areas outside the city limits would transfer from direct service by the San Bernardino Fire Department to a contract arrangment when annexed to the City. The City would have primary responsibility for providing service. The City General Plan assumes an ideal ratio of one firefighter per 1,000 people and planned growth will generate the need for additional firefighters and fire stations. The City is planning the development of four new fire stations within the next 15 years. The first station is projected to be located in the Baldy Mesa area (La Mesa Road and Bellflower Street); the second is in the design phase and will be located in southern Victorville at Eucalyptus and Topaz; the third station is expected to be located in the North Mojave area, at North Village Drive; and the fourth is under negotiation, and would be located at Stoddard Wells and Dante Roads, along I-15 to the Northeast.[54]

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[51] From the San Bernardino County Fire Department.

[52] San Bernardino County Fire Department, http://www.sbcfire.org

[53] From the Apple Valley Fire Protection District.

[54] City of Victorville General Plan, Safety Element, July 1997, p. 22.

As development occurs in the proposed SOI expansion area to the north, service demand would be met by the proposed Village Drive station or expansion at the SCLA station (No. 319) along the Route 66 corridor, and by the planned Stoddard Wells/Dante Road station along I-15.[55]

The total cost estimate for the additional fire stations is at least $20 million and development impact fees are expected to cover 94 percent.[56] These costs include land, station, equipment, and communication system expansion. The fire facility costs are allocated to both residential and commercial/industrial growth.

POLICE PROTECTION

POLICE SERVICE TO CITY

Police service in Victorville is provided by the San Bernardino County Sheriff's Department, which has contracted with the City of Victorville since 1962 to provide police services to the City[57]. Operations take place out of the Victorville Police Headquarters and four satellite facilities. Victorville contracts for 93 sworn officers and 15 non-sworn positions. Victorville's police average response time to emergency calls in 2009 was 3 minutes and 35 seconds.[58] Police Department requests for more officers are based on service needs. Officers have been added annually for the last decade based on professional judgment rather than a formulaic approach with sworn officers per capita. In practice, the City has consistently increased sworn staffing levels throughout the growth spurt of the last several years. The City plans to continue to increase staffing levels as growth continues, and typically increases staffing levels twice yearly.[59] The City currently has a ratio of 0.87 sworn officers per 1,000 residents. In 2009, there were 127,906 calls for service, or 1,801 service calls per deputy.

Police services are funded through the City's General Fund. The City currently supports capital facilities, including the police headquarters building, 35 police vehicles, and equipment such as computers and radios. The City owns its Headquarters on Amargosa Road and the Transportation Center on D Street. The other two satellite facilities are leased from private companies. Other facilities include the regional facility located at the Victor Valley Sheriff station, which also services the CHP, Apple Valley, Adelanto, Hesperia and the unincorporated communities of Helendale, Oro Grande, Sliver Lakes, El Mirage and Spring Valley Lake. All six police facilities are in good or excellent condition. The police vehicles are owned by the Sheriff's Department, which leases them

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[55] Ibid.

[56] Victorville Development Impact Fee Update Study, May 2005, p 13.

[57] San Bernardino Sheriff's Department

[58] From the Victorville Police Department.

[59] From the Victorville Police Department.

to the City. The City also performs vehicle maintenance. There are currently no plans for new facilities to serve the City.

The Police Department currently serves area school districts with school resource officers through MOUs, including the Victor Valley Union High School District, the Adelanto School District and the Victor Elementary School District. The Police Department also provides direct service to local retail merchants with three deputies that serve local malls for major retailers.

POLICE SERVICE TO SOI (OUTSIDE CITY LIMITS)

Acting as the Victorville Police Department, San Bernardino County Sheriff sometimes responds to requests for aid from agencies outside City limits when necessary, such as the California Highway Patrol and the cities of Adelanto, Apple Valley and Hesperia, which also contract with the Sheriff for service. Law enforcement services in the unincorporated area outside City boundaries are currently provided by the San Bernardino County Sheriff's Department through the Victor Valley Sheriff Station. The station is staffed with 34 patrol deputies and serves a population of approximately 150,000.[60] In 2009, there were 57,847 calls for service and 1,402 arrests. The Sheriff's Department has mutual aid agreements with all municipal and state police agencies within the County. The Victor Valley Station is also the parent station of two satellite patrol substations, Lucerne Valley and Phelan. There are currently no planned new facilities to serve the Victorville area.

The California Highway Patrol (CHP) provides law enforcement and traffic control services in the Victor Valley. The CHP Victorville Office provides traffic enforcement on all unincorporated roadways in the vicinity and on all state routes. The two major state routes include interstate 15 and Highway 395. The CHP staffs 40 officers to patrol the freeways and one on each side of I-15 to patrol the unincorporated areas. In the Victor Valley, the CHP responded to 936 accidents and made 837 arrests in 2009.

Proposed Service Following Annexation

The provision of police service for areas outside the city limits would transfer from direct service by the San Bernardino Sheriff to a contract arrangement with the City when annexed to the City.

The City's development impact fee will fund a majority of the necessary equipment and facilities to serve growth of the City's police department due to General Plan buildout. The San Bernardino County Sheriff identified facility and equipment costs to accommodate growth to be $9.6 million, which includes station expansion, a substation, communication expansion, vehicles and other equipment. The development impact fee

[60] Ibid

is expected to fund 79 percent of new police facilities.[61] The capital facilities costs are allocated to both residential and commercial growth.

PARKS AND RECREATION

PARKS AND RECREATION SERVICES TO THE CITY

Park and recreation services within the City of Victorville are staffed and managed by the City's Community Services Department. The City provides park and park amenities, recreation programs and sports, and educational classes. Facilities managed include approximately 198 acres of parkland with various amenities including activity rooms and sports equipment, two golf courses, one community center and two swimming pools. The City has adopted a goal of three acres of park and open space per 1,000 population. The ideal would be to have five or greater acres per 1,000 people.[62] The City currently has 2.1 acres per 1,000 population.[63] Additionally, a goal of the Department is to have every residence in Victorville within a one-mile radius of a park or open space to enhance the quality of life for all Victorville residents, and to be at the forefront of resource conservation in Victor Valley.[64]

With planned growth, the City has identified 121.1 acres of additional park and recreation facilities that are currently in development. The City park master plan has identified 620 additional acres for future purchase and development, which includes joint use agreements with local school districts.[65] The City will continue to identify and acquire new park sites as development proceeds to offer appropriate service levels.
The City is also working with school districts and Victor Valley College to develop future joint use agreements to find additional sites and facilities to co-develop to make better use of taxpayer funds.

In order to meet future demand, the City is now focusing on larger parks (ten to sixty acres) rather than small neighborhood parks (one to five acres), with the intent to maintain and develop parks that serve larger communities and the entire City's needs, with better amenities, more open and green spaces, and larger sports facilities. Operation and maintenance of larger parks is more efficient, and uses the City's available resources more effectively.[66] Additionally, as development occurs within the

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[61] Victorville Development Impact Fee Update Study, May 2005, p 13.

[62] From the Community Services Department. Park acreage standards of 5 to 10 acres of park per 1,000 population are recommended by the National Parks and Recreation Association (NPRA) and are provided for in the state Quimby Act.

[63] Used Department of Finance estimate of 86,473 for 2005 population.

[64] City of Victorville, Community Services Department Master Plan, July 2006.

[65] Ibid.

[66] City of Victorville, Community Services Department Master Plan, July 2006.

SOI expansion area, park and open space may be developed along the Mojave River and the Route 66 corridor to serve growing demand.[67]

A shortage of parks occurs in the western and southeastern portions of the City.[68] The Victorville Community Services Department has estimated that $82.7 million in park facilities is needed for planned growth through 2020; of this amount, 98 percent will be funded with development impact fees.[69]

PARK AND RECREATION TO SOI (OUTSIDE CITY LIMITS)

Residents who live in the Victorville SOI are served by both the City and County parks and recreation facilities. The City serves the unincorporated community of Spring Valley Lake to the east and all three unincorporated island areas. While the southern portion of CSA 42 (Oro Grande) lies within Victorville's SOI, it , and provides its own community center and recreation services. Parks are available for use by both City and County residents.

Proposed Service Following Annexation

Upon annexation, SOI areas would become part of the City. With a service area population growing by as much as 30,000 people in the existing SOI and 191,000 in the SOI expansion area by buildout, the City would need 437 additional park acres to maintain its existing service level of 2.1 acres per 1,000 residents in these areas. To meet a goal of three acres per 1,000 residents, the City would need 629 additional park acres to accommodate growth in the existing SOI and SOI expansion area. Park acreage acquisitions and park maintenance will be financed by Development Impacts Fees, property taxes and grants.

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[67] Interview with Jon Gargan, Director of Community Services, City of Victorville.

[68] City of Victorville, Community Services Department Master Plan, July 2006

[69] Victorville Development Impact Fee Update Study, May 2005, p 13.

V. MUNICIPAL SERVICES REVIEW DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 identifies a set of nine evaluation criteria to be used in an MSR. The following sections organize a series of determinations for each criterion. The determinations are based on the service and infrastructure documented in **Chapter IV.**

INFRASTRUCTURE NEEDS AND DEFICIENCIES

The purpose of this determination is to evaluate the capacity and condition of municipal infrastructure to serve existing and planned population. An assessment of wastewater, water, storm drainage, road maintenance, street lighting, police, fire, and parks and recreation infrastructure is presented in the previous chapter for each municipal service.

The City of Victorville and its subsidiary districts (if they are not dissolved), which will be the primary providers of services within its boundaries at buildout, have a number of master plan efforts in place that will address the issues faced in serving the area. Below are the most urgent needs and deficiencies identified for Victorville's municipal services.

WASTEWATER

Consolidation of water providers offers opportunities to achieve reclamation and conservation objectives. Dissolution of the sanitary district offers enhanced transparency of government to constituents and minor cost avoidance opportunities.

- There is not presently sufficient treatment capacity to accommodate projected growth. However, the City and VVWRA are expanding treatment capacity through coordinated capital improvement planning.
- Infrastructure needs include extension of wastewater collection infrastructure, expansion of treatment capacity at the regional treatment plant, and construction of subregional facilities to serve anticipated growth.
- The City plans to invest $13.2 million in its wastewater collection system over the next five years. The City plans to pay its share toward expansion of regional wastewater infrastructure.
- New developments must be within a reasonable distance from sewer service areas. Developers will fund construction items as needed to serve new growth.
- Several areas within the City's SOI lack public sewer infrastructure and rely on septic systems. Financing sewer extension to developed areas within the SOI requires voter-approved assessments. Timely extension of sewer service as currently undeveloped areas grow would promote logical growth and public health.

- Effective industrial pretreatment and recycling programs reduce the amount and strength of industrial waste.
- Installation of water efficient toilets, faucets and showerheads along with greater use of water efficient washers should decrease per capita demands.

STORM DRAINAGE

- Increased development to accommodate the growing population is resulting in expanded impervious surface areas. The inability of water to be absorbed into local soils results in an increased rate and volume of runoff flows.
- The increased rate and volume of runoff must be addressed by stormwater facility improvements and increased conveyance capacity.
- Growth and development increase municipal maintenance, regulatory and monitoring workloads
- The City plans to invest $15.4 million in drainage improvements over the next five years. Infrastructure needs include improvement of natural drainage courses.
- The storm drainage system will not operate at full capacity until vacant land areas are developed and infrastructure completed. Developers will fund construction items as needed to serve new growth.

ROAD MAINTENANCE

- The City plans to invest millions of dollars in road improvements over the next five years. Infrastructure needs include improvement at intersections along the Mojave Freeway and along portions of Bear Valley Road.
- New streets to serve new development will be funded through development impact fees and developer requirements.

FIRE PROTECTION

- The number of fire department service calls in the long term is expected to increase by 3 percent annually.
- The number of fire department service calls in the city is projected to increase from 10,200 to about 15,784 over the next 15 years, as a result of population growth.
- As in most jurisdictions, many service calls do not involve actual emergencies. Potential demand management strategies include false alarm fees, 911 call response fees, public outreach and fire prevention education.

- The City anticipates investing at least $20 million in fire capital improvements through 2020. Four new fire stations are being planned to accommodate future growth in the City and its SOI. In addition, the radio system will be expanded and equipment replaced in the current fiscal year.
- The City's standard is to recommend new fire stations in developing areas to meet the goal of a five-minute response time in heavily populated areas.
- The costs of constructing and equipping new fire stations will be funded through development impact fees.

POLICE PROTECTION

- Population growth, the success of programs to revitalize blighted areas, changes in the crime rate, advances in policing strategies and police management, success and continuation of community oriented policing, growth in the crime-prone population, traffic congestion and other factors are expected to affect the need for officers, and other service demands.
- The City anticipates investing $9.6 million in police-related capital improvements through 2020. Police station expansion, a new substation, radio system upgrade, additional vehicles and equipment will be needed to accommodate planned growth.
- The costs of constructing and equipping new police facilities will be funded primarily through development impact fees and secondarily through general fund resources.

PARKS AND RECREATION

- The City anticipates investing $83 million in parks, recreation centers and golf courses through 2020. Development of 10 parks, three recreation centers and two golf courses will be needed to accommodate planned growth. In addition, the City plans to acquire at least five sites for future parks during the planning horizon.
- In order to meet future demand, the City is now focusing on larger parks (ten to sixty acres) rather than small neighborhood parks (one to five acres), with the intent to maintain and develop parks that serve larger communities and the entire City's needs, with better amenities, more open and green spaces, and larger sports facilities. Operation and maintenance of larger parks is more efficient, and uses the City's available resources more effectively.[70]

[70] City of Victorville, Community Services Department Master Plan, July 2006.

- As development occurs within the SOI expansion area, park and open space may be developed along the Mojave River and the I-66 corridor to serve growing demand.[71]
- The cost of acquiring and developing new parks will be funded primarily through development impact fees.

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

The purpose of this determination is to document estimates of existing population and projected growth; these estimates provide a basis for evaluating future service needs and plans.

Development is anticipated to increase the City's population from the current level of approximately 95,000 to a level of 134,000 by 2020. For long-term facilities planning purposes, the City expects 3 percent annual population growth. The City has experienced rapid growth at an annual rate of 7 percent over the last five years. Growth accelerated to 11 percent in 2005, and 10 percent in 2006. The projection of population at the buildout of Victorville's existing SOI is approximately 340,000 people.

There are presently nearly 12,000 residents in the unincorporated areas within the City's existing SOI. By buildout, the population in these future annexation areas is projected by the County to grow to 30,000 or more. Plans for the future provision of service to the entire SOI area are addressed for each municipal service in the previous chapter, and are highlighted below.

Most growth is occurring on the western half of the City and is expected to continue into the western and northern SOI areas.

FINANCING CONSTRAINTS AND OPPORTUNITIES

The purpose of this determination is to assess any constraints or opportunities related to the funding of necessary municipal service improvements. The City of Victorville has established a number of financing mechanisms and policies to help assure that regional infrastructure and services can be provided in an efficient manner. New development is responsible for installing or funding necessary public service improvements. Other opportunities or constraints to funding are highlighted below.

[71] Interview with Jon Gargan, Director of Community Services, City of Victorville.

CITYWIDE

- The City has historically been a no property tax city, and relies on other sources of revenue. Particularly, the sales tax accounts for nearly half of the City's general fund resources. Franchise fees, user fees and transient occupancy taxes are other funding sources. Balanced growth involving both residential and commercial development is critical to the financial health of the City.
- Based on LAFCO policy, all new annexations are expected to be done with the City receiving a portion of the property tax.
- The City determined that its FY 04-05 development impact fees did not cover an adequate portion of the costs of extending infrastructure to new development. The City increased these fees in FY 05-06 based on a comprehensive analysis of infrastructure needs and development-related costs imposed on the City.
- Financing constraints affect annexation of developed areas. The annexing city does not receive property taxes in lieu of vehicle license fees on the annexed property values and does not receive development impact fees to finance capital improvements, such as street paving and installation of sidewalks, curbs, and gutters.

WASTEWATER

- Wastewater providers presently face no particular financing constraints.
- Connection fees may not cover the City's costs of extending sewer infrastructure to developed areas in the SOI where residents rely on private septic systems. Additional financing sources may be required.
- The private costs of septic-sewer conversion in developed areas in the SOI area may be as high as $15,000 per household. Financing opportunities include assessments, State loans, and supplemental sewer service charges.

STORM DRAINAGE

- Drainage infrastructure is financed by development impact fees.
- Storm drainage assessments are subject to Proposition 218 requirements for two-thirds voter approval. A proposed constitutional amendment would eliminate financing constraints for storm drainage operating costs.

ROAD MAINTENANCE

- Extending and expanding roadways to serve new development will be financed by development impact fees.

- Financing constraints complicate the pavement of dirt roads, construction of sidewalks, and other urban street improvements in developed areas within the SOI. Potential financing mechanisms would require approval by the voters in affected areas to approve assessments.

FIRE PROTECTION

- Construction and equipment of new fire stations to serve new development will be financed by development impact fees.
- Financing mechanisms for fire-related operating costs—property taxes and general fund resources—are constrained by Propositions 13 and 218.

POLICE PROTECTION

- Construction and equipment of new police facilities to serve new development will be financed by development impact fees.
- Financing mechanisms for police-related operating costs—general fund resources—are constrained by Propositions 13 and 218.

PARKS AND RECREATION

- Acquisition and development of new parks to serve new development will be financed by development impact fees.
- Financing mechanisms for park-related operating costs—general fund resources—are constrained by Propositions 13 and 218. Community Facilities Districts and Lighting and Landscape Districts are potential funding sources for park maintenance.

COST AVOIDANCE OPPORTUNITIES

This determination is intended to identify opportunities for eliminating unnecessary or duplicative costs. As Victorville annexes land within its SOI, the City will take over the provision of municipal services from the individual service providers currently serving the unincorporated areas. This will prevent the duplication of services and will minimize unnecessary costs. Other cost-saving opportunities related to municipal services are highlighted below.

- The City participates in joint ventures to achieve cost avoidance in the provision of regional services, including emergency medical dispatch, mutual aid coordination, wastewater treatment and disposal, public transit, solid waste disposal, and regional economic development activities.

- The City continuously evaluates service levels to identify deficiencies and opportunities.

OPPORTUNITIES FOR RATE RESTRUCTURING

This determination is intended to identify opportunities to reduce rates or minimize required increases, while retaining a desired level of service. The City of Victorville charges rates for services to cover the cost of providing these services. Assessments of funding requirements should be made each year and allocated among the service users. Rate adjustments for Victorville's municipal services will be necessary to address existing and future infrastructure and service needs, and are highlighted below.

- Wastewater rates paid by City residents are flat monthly charges per household. Consolidation of water service providers presents opportunities to restructure wastewater rates to charge on the basis of flow (water use).
- There are minimal opportunities for solid waste rate restructuring. Rates for solid waste and recycling services increase annually based on inflation.

OPPORTUNITIES FOR SHARED FACILITIES

The purpose of this determination is to identify opportunities for agencies to share facilities and resources, thus reducing costs and serving customers more efficiently. Some Victorville services already share facilities and resources, while other opportunities, presented below, are being explored.

GENERAL

- The City shares its City Hall facility with other state, county and federal representatives. The facility was recently expanded, offering additional facility sharing opportunities.
- The City shares its facilities with its subsidiary district to provide effective and efficient government operations.

WASTEWATER

- The City engages in extensive facility sharing through its participation in the VVWRA. Through the joint venture, the City shares wastewater treatment and disposal facilities with the City of Hesperia, the Town of Apple Valley and San Bernardino County.
- Through VVWRA, the City shares and coordinates wastewater capacity planning with other service providers in the Victor Valley.

FIRE PROTECTION

- Victorville already engages in emergency dispatch facility sharing through its participation in the RFPA. Through the joint venture, the City shares emergency dispatch and mutual aid coordination sharing with the City of Hesperia and the Town of Apple Valley.
- Victorville already engages in facility sharing through mutual aid arrangements with neighboring jurisdictions. Through mutual aid, providers assist each other in responding to incidents when the first-in provider is occupied with other incidents or is faced with an incident requiring substantial resources.

POLICE PROTECTION

- The City relies on a contract service arrangement with the Sheriff to deliver police services.
- The City relies on various countywide law enforcement services provided by the Sheriff and shared with other jurisdictions, including crime lab, jail, SWAT, bomb squad, and other specialized resources.

PARKS AND RECREATION

- The City shares a number of park facilities with local school districts through joint use agreements.
- With growth-related expansion in both park facilities and school facilities, there are additional plans and opportunities for facility-sharing.

EVALUATION OF MANAGEMENT EFFICIENCIES

This determination evaluates whether organizational changes to governmental structure can be made to improve the quality of public services in comparison to cost. As development occurs within the SOI and land is annexed to the City, staffing, facilities, maintenance and equipment needs grow.

- The City engages in extensive use of joint ventures to reap economies of scale in the provision of regional services, including wastewater treatment, emergency medical dispatch, mutual aid coordination, solid waste disposal, transit, regional economic development, clean air, and risk management.
- The dissolution of three subsidiary districts offers simplified budgeting and accounting functions and related efficiencies.
- Annexation may promote efficiency in the delivery of fire and emergency medical services by reducing the travel distance and number of fire stations needed to provide response.

LOCAL ACCOUNTABILITY AND GOVERNANCE

This determination is intended to evaluate the accessibility and amount of public participation in the agency's decision-making process. The unincorporated areas within the City's SOI currently are managed by the County government, which also manages other unincorporated areas throughout the County. Upon annexation, the City will provide for local accountability and governance.

- The City and its subsidiary district demonstrate a high degree of public participation in elections as well as other forms of citizen participation. The City prepares meeting agendas and minutes and has accessible staff and elected officials.
- The Victorville voter turnout rate is comparable to the countywide voter turnout rate. The City holds regular elections for its governing body members. There has been one uncontested election for the Victorville governing body members.
- The City and its subsidiary district make information about their activities available to the public through a variety of sources, including Internet web site, distribution of agenda and related documents; public access to City Council and Planning Commission meetings, updating constituents with newsletters.
- The City operates in an open fashion that facilitates the public's ability to learn about and participate in civic affairs.
- The City and its subsidiary district inform constituents through constituent outreach, solicitation of constituent input, and posting public documents on the web site.

- The City and its subsidiary district disclose plans and finances and are responsive to public inquiries.
- Public input into the City's budget decision-making is encouraged. Budgeting as well as major projects are presented in a workshop setting typically just prior to a regularly scheduled Council meeting to allow for maximum participation from the public and Council members.

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Jon Gargan, Director, Victorville Recreation and Park District
Sean McGlade, City Engineer, City of Victorville
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