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**3082**

## **LAFCO REVIEW DRAFT REPORT**

**CITY OF VICTORVILLE**

## **SPHERE OF INFLUENCE UPDATE AND MUNICIPAL SERVICE REVIEW**

Prepared for:

The City of Victorville

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July 2006

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## EXECUTIVE SUMMARY

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The City of Victorville Sphere of Influence (SOI) totals 98.5 square miles consisting of 74 square miles located within the City limits and the remainder in the unincorporated area. The City recommends expansion of its northern SOI to include an additional 37,000 acres, of which about 20,000 acres are developable and the remainder is open space. SOI expansion is recommended to promote logical and orderly development, to allow a single multipurpose agency—the City—to establish community service priorities, and to promote cohesive master planning of infrastructure extension not only in the SOI expansion area but also in the City and its existing SOI.

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, 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 153,000 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, 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 districts currently serving the City 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
<b>Government</b> (including land use planning, finance, administration, public works, etc.)	City of Victorville	San Bernardino County	San Bernardino County
<b>Water</b>	City of Victorville (SCLA), Baldy Mesa Water District, Victor Valley Water District, CSA 64 (Spring Valley Lake)	Baldy Mesa Water District, Victor Valley Water District, CSA 42 (Oro Grande), CSA 64 (Spring Valley Lake)	CSA 42 (Oro Grande)
<b>Wastewater Collection</b>	Victorville Sanitary District	CSA 42 (Oro Grande), CSA 64 (Spring Valley Lake), Septic (elsewhere)	CSA 42 (Oro Grande)
<b>Wastewater Treatment</b>	Victor Valley Wastewater Reclamation Authority	Victor Valley Wastewater Reclamation Authority	Victor Valley Wastewater Reclamation Authority
<b>Storm Water Drainage</b>	City of Victorville	San Bernardino County Flood Control District/San Bernardino County	San Bernardino County Flood Control District/San Bernardino County
<b>Roads Maintenance</b>	City of Victorville	San Bernardino County	San Bernardino County
<b>Street Lighting</b>	City of Victorville, Southern California Edison	CSA 42 (Oro Grande), Private (Spring Valley Lake), None (elsewhere)	CSA 42 (Oro Grande), None (elsewhere)
<b>Police</b>	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
<b>Fire</b>	Victorville Fire Protection District	Victorville Fire Protection District (Eastern Island), San Bernardino County Consolidated Fire District (CSA 70), CSA 38	San Bernardino County Consolidated Fire District (CSA 70)
<b>Solid Waste</b>	Burrtec Waste Industries, Inc.	CSA 42, Various private providers	CSA 42, Various private providers
<b>Parks and Recreation</b>	Victorville Recreation and Park District	Victorville Recreation and Park District, San Bernardino County, CSA 42	San Bernardino County, CSA 42
<b>Schools</b>	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
<b>Mosquito Abatement</b>	City of Victorville	San Bernardino County	San Bernardino County
<b>Airport</b>	SCLAA, Access through CSA 60 (Apple Valley)	Access through SCLAA and CSA 60 (Apple Valley)	Access through SCLAA and CSA 60 (Apple Valley)
<b>Resource Conservation</b>	Mojave Desert Resource Conservation District	Mojave Desert Resource Conservation District	Mojave Desert Resource Conservation District
<b>Telephone</b>	Various private providers	Various private providers	Various private providers
<b>Electricity &amp; Natural Gas</b>	Southern California Electric, Southwest Gas Corporation, City of Victorville	Southern California Electric, Southwest Gas Corporation	Southern California Electric, 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 (2006) Capacity/ Level of Service within City Limits	Current (2006) Sphere of Influence	Capacity Required to Serve Sphere of Influence Buildout	Plan for Improvements/ Increased Capacity	Primary Funding Sources
Wastewater Collection	Victorville Sanitary District 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 3.3 mgd during the first half of 2008.	The Victorville Sanitary District 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 CSAs 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 by 2009. 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 12.5 mgd. Construction is underway to increase capacity at the regional treatment plant to 18 mgd by mid-2008.	Victor Valley Water District, the Baldy Mesa 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.	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.	VVWRA Sewerage Facilities Plan Update, 2005. Construction is underway to increase treatment plant capacity to 14.5 mgd by 2007 and to 18 mgd by mid-2008. Planned subregional facilities will reduce capacity needs at the main treatment plant.	Water service charges, connection fees, SCLA bond from tax increment, grants
Water Supply and Distribution	The City, Victor Valley Water District, the Baldy Mesa 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.	Victor Valley Water District, the Baldy Mesa 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. There is no current reclaimed water service within the SOI area outside the City limits.	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.	Southern California Logistics Airport Specific Plan Water Master Plan, 2005	
Police	Priority one response time average is 3.4 minutes. Currently there are 0.84 sworn officers per 1,000 residents.	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.	Victorville general fund, development impact fees
Fire	Victorville Fire Protection District maintains an ISO rating of 3. Average response times are 6-7 minutes.	Victorville Fire Protection District has primary first-in responsibility for the Coad Road island and a segment of I-15 north of city limits, and provides mutual aid response to Mountain View Acres, Oro Grande. Otherwise, fire service outside City limits is provided by the San Bernardino County Fire Department and by mutual aid unincorporated areas but is more favorable in locations within five miles of a fire station and with adequate fire flow.	The Victorville Fire Protection District 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 currently being planned. As development occurs in the northern SOI area, service needs would be met along the I-15 corridor by the planned Village Drive or expanded SCLA stations, and along the I-15 corridor 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; currently being updated.	Developers, Drainage Fee District, Measure 1 (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.	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 interchanges as development occurs.	Victorville Pavement Management System Report, 2005; Victorville General Plan Circulation Element last updated 2002.	Development impact fees, Measure 1 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 86 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	Victorville Recreation and Park District 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.	Victorville Recreation and Park District 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 184-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 675 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 City has also proposed to LAFCO that the two water districts currently serving the City—the Baldy Mesa Water District and the Victor Valley Water District—be consolidated and transferred to the City to improve efficiency, facility-sharing, and accountability. 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 (VWVRA), 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 has proposed water reorganization in part to reduce barriers to the distribution of recycled water (at tertiary treatment levels). Developers are required to fund the construction of required sewer infrastructure improvements on their properties. Connection fees finance infrastructure extension to the abutting street. Sewer service charges are the primary revenue stream 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 plans for infrastructure needs through annual updates to its five-year capital improvement plan, and through long-range wastewater master planning.

## 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 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, 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.

## STREETS

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 street improvements at I-15 interchanges 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 street network problem areas in the City and SOI.

## STREET LIGHTS

Southern California Edison operates and maintains street lights within City boundaries directly. 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 street lighting assessments.

## FIRE PROTECTION

The City of Victorville provides fire protection within its boundaries and, through mutual aid agreements, the City serves small unincorporated islands in the SOI, a commercial property northeast of the City, and Oro Grande. The City will be responsible for serving annexed areas that are currently the responsibility of the County. Four additional stations are currently in the planning phase, and will need to be constructed and equipped to serve additional development prior to buildout.<sup>1</sup> Additional fire stations will be needed to serve buildout growth in the existing SOI and SOI expansion area. 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

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<sup>1</sup> Development Impact Fee Update Study, May 5, 2005.

areas. The City has consistently increased sworn staffing levels twice annually for the last decade to ensure that adequate service levels are maintained as the City grows rapidly. 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.

## 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 438 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

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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

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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 general law 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 Victorville Sanitary District, a subsidiary district established in 1982,<sup>2</sup> is responsible for the wastewater collection system in most of the City.<sup>3</sup>
- The Victorville Fire Protection District, a subsidiary district established in 1977,<sup>4</sup> provides fire protection and emergency medical services to the City, the unincorporated islands and some territory adjacent to I-15 north of the City.
- The Victorville Recreation and Park District, a subsidiary district established in 1977,<sup>5</sup> provides park maintenance and recreation programming services to the

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<sup>2</sup> The District was originally formed under the Sanitary District Act of 1923. It was reorganized and established as a subsidiary district of the City of Victorville in June 1982 (LAFCO #2081A).

<sup>3</sup> Approximately 98.4% of properties in the City are within the Victorville Sanitary District bounds, as measured by assessed value in each of the respective agencies' bounds.

<sup>4</sup> The District was originally formed as an independent fire protection district. The District and the City entered into a contract for services in January 1976. The District was reorganized and established as a subsidiary district of the City of Victorville in June 1977 (LAFCO #1664).

<sup>5</sup> The District was originally formed as an independent district. After detaching approximately 34 square miles in land from the District, LAFCO reorganized and established it as a subsidiary district of the City of Victorville in July 1978 (LAFCO #1677).

City, the unincorporated community of Spring Valley Lake and all three unincorporated island areas.

- 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 2001 by the City, the Redevelopment Agency and SCLAA coordinates planning of rail facilities at the former George Air Force Base.

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 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.
- 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, selected maintenance and other services through contract service agreements. Through franchise agreements, the City grants electricity, natural gas, solid waste, cable and other utilities 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, two independent districts—Baldy Mesa CWD and Victor Valley CWD— provide 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.

The Victorville voter turnout rate at the most recent (November 2004) election was 71 percent, comparable to the countywide voter turnout rate.<sup>6</sup> Over the past decade, there have been five elections. There have been no uncontested elections 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 agendaized, public meetings twice monthly. 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. and from 7:30 a.m. to 4:30 p.m. on alternating Fridays. Comprehensive contact and service information is posted on the City's web site and available by telephone or 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

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<sup>6</sup> San Bernardino County Registrar of Voters

workshop setting typically just prior to a regularly scheduled Council meeting to allow for maximum participation from the public and Council members.

## **GOVERNMENT STRUCTURE OPTIONS**

This section identifies government structure options and considers the advantages and disadvantages of those options to provide the best possible public services.

### **SUBSIDIARY DISTRICT DISSOLUTION**

Dissolution of the three city subsidiary districts is a government structure option. The Council adopted dissolution resolutions for the three districts in 2005.

The successor agency is designated as the City.<sup>7</sup> All property in the Victorville Sanitary District and most property in the Victorville Fire Protection District and the Victorville Recreation and Park District lies within the City's current boundaries. As the successor agency, each district's assets would transfer to the City and the City would be empowered to act as the dissolved district "for the sole and exclusive purpose of winding up the affairs of the dissolved district."<sup>8</sup>

LAFCO has the option to transfer future ad valorem property taxes generated outside City boundaries to the City or the County. This would affect the Coad Road island and an area along I-15 north of the City for the Victorville Fire Protection District. For the Victorville Recreation and Park District, it would affect the Spring Valley Lake unincorporated area, the three unincorporated islands and Mojave Narrows Regional Park.

LAFCO may also establish terms relating to the continuation of services outside City boundaries and the continuation of taxes and fees. If, following dissolution, the City wishes to (or is required to) provides service outside its bounds, the City may be required to apply to LAFCO for approval of out-of-area service.

#### **Advantages and Disadvantages**

Dissolution advantages may include:

- 1) enhanced transparency of the government structure to constituents, and
- 2) minor cost avoidance opportunities for the City through the combination of administrative functions, such as budgeting, accounting, and financial reporting.

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<sup>7</sup> Government Code §57451.

<sup>8</sup> Government Code §57453.

Disadvantages include the costs and effort associated with processing the dissolution. In the case of VFPD and particularly VRPD, disadvantages may also include the financial implications of the City serving adjacent unincorporated areas without property tax funding from the areas, if LAFCO does not transfer the current district property taxes to the City.

#### **Current Status of Subsidiary Districts**

The City Council adopted resolutions in 2005 initiating dissolution of the three subsidiary districts with the City named as the successor agency. City staff is scheduled to complete related service plans and documentation by August 2006.

#### **REORGANIZATION OF WATER DISTRICTS**

The City filed application with LAFCO for 1) consolidation of the Baldy Mesa CWD and the Victor Valley CWD, and 2) establishment of a subsidiary district of the City as the successor district.<sup>9</sup>

The primary reasons for proposing the reorganization are to consolidate government functions, increase efficiency, achieve cost savings, and promote sharing of water treatment and other facilities.

#### **Advantages and Disadvantages**

Reorganization advantages include:

- 1) opportunities to enhance water conservation to ensure adequate water supplies in this high-growth area,
- 2) opportunities to develop shared water infrastructure to meet the water quality needs of constituents throughout this rapidly growing area,
- 3) avoidance of conflicts between land use and infrastructure decisions,
- 4) operational cost savings of at least 5 percent,
- 5) enhanced accountability through transparent governance,
- 6) enhanced accountability through high-turnout general elections,
- 7) equitable rates through rate restructuring, and
- 8) improved management efficiency through single governing entity and management.

Reorganization disadvantages may include transition costs as well as implications for the currently seated district board members.

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<sup>9</sup> City of Victorville, Resolution No. 05-71, April 19, 2005; LAFCO # 2991.

The Baldy Mesa CWD has assented to the reorganization under the conditions that the City appoint a water advisory board, absorb District employees, and provide comparable compensation packages to absorbed District employees.<sup>10</sup> The Victor Valley CWD has opposed the reorganization and proposed that LAFCO retain the district's independent status and that seven areas be annexed.<sup>11</sup>

### **Current Status of Water Districts' Reorganization**

The City's application is under review by LAFCO. The City is revising its Plan for Service Report in response to comments received from LAFCO. The revised Plan was submitted to LAFCO in December 2005.

## **ANNEXATIONS**

There are several potential annexation areas within the City's existing SOI and other potential annexation areas beyond it.

Potential annexation areas within the existing SOI are described below.

- Mountain View Acres (southern section)—The 1,006-acre unincorporated island is surrounded by the City.<sup>12</sup> The 2000 Census counted 2,521 residents in the area, although the area has grown subsequently. There is remaining growth potential on vacant lots. This area is likely to be relatively expensive for the County to service because of its distance from other unincorporated areas. The area lacks public sewer and sidewalk infrastructure.
- Mountain View Acres (northern section)—The 308-acre unincorporated island on the west side is surrounded by the City. The 2000 Census enumerated 669 residents in the area; subsequent growth is likely lower than in western Victorville as a whole. The area lacks public sewer, paved streets and sidewalk infrastructure.
- Coad Road Island—The 96-acre unincorporated island on the east side is surrounded by the City. The 2000 Census enumerated 28 residents in the area and found that eight of 21 housing units in the area were unoccupied. The area is likely to be a service challenge for law enforcement and potentially other municipal services. The area lacks public sewer, paved streets and sidewalk infrastructure.
- Spring Valley Lake—The 1,461-acre unincorporated community lies between the City and the Mojave River. The grounds include a 243-acre lake and a country club. The 2000 Census enumerated 6,566 residents in the area. Although nearly

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<sup>10</sup> Baldy Mesa Water District, Resolution No. 2005-40, July 7, 2005.

<sup>11</sup> Victor Valley Water District, Resolution No. B-776-05, July 6, 2005; Victor Valley Water District Plan of Service, September 2005.

<sup>12</sup> Mountain View Acres CDP land area and population source is the 2000 Census.

built out, there is remaining growth potential through infill on vacant lots. Water and wastewater services are provided through a CSA.

- Baldy Mesa—This area in the City's western SOI area is occupied by low-density residential uses. The area is approximately 4,215 acres, according to Census data. The 2000 Census enumerated 655 residents in the area. The area relies on the Baldy Mesa Water District (BMWD) for water service. In the past, annexation interest has originated adjacent to this area outside the SOI. Currently, there is annexation interest in the area. Residents of the area may wish to annex to the City once water services are reorganized.
- SCLA Vicinity—This SOI area includes the territory between SCLA and Route 66 southwest of Oro Grande. The City has received annexation inquiries from scattered property owners in this area. In the past, difficulties parceling land together has proved an impediment to cost-effective extension of infrastructure to the area. This area is expected to attract developer interest in achieving the land parceling needed to extend infrastructure within the next five years for a variety of reasons. Growth and development in adjacent areas has increased value in the area. In order to further the City's policy objective of strengthening the economic base, it is important to the City that future growth and annexations include this and other areas with job creation potential.<sup>13</sup>
- Northeastern SOI Area—This SOI area includes territory west of I-15. The area is mostly undeveloped and is primarily planned for open space uses. A landfill, hardware store, pipe shop and airport are located in the area. The City has received annexation inquiries in the past from the area. In the past, difficulties parceling land together has proved an impediment to cost-effective extension of infrastructure to the area. Annexation of this area is unlikely in the next five years. The area has long-term annexation potential.

In considering annexation policy, the City evaluates service needs, infrastructure extension costs and available financing, and the expected contributions of potential annexation areas toward the economic base and high quality development. Given the rapid pace of recent and anticipated growth in Victorville and adjacent areas, the City faces a dynamic market with strong demand particularly in the northern and western portions of the City.

The City anticipates future demand for municipal services in the SCLA vicinity and north along Route 66 will bring additional interest in not only annexation of existing SOI areas but expansion of the SOI to accommodate annexation interest and logical growth further north.

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<sup>13</sup> City of Victorville General Plan, Land Use Element, 1997, pages 51-54.

### III. CITY OF VICTORVILLE SPHERE OF INFLUENCE UPDATE

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#### CURRENT SPHERE OF INFLUENCE

The City of Victorville's existing city limits encompass 74 square miles. The City's SOI, which was originally established by LAFCO in 1972,<sup>14</sup> includes an additional 25 square miles, as shown in **Figure 1**. Existing and future development within the SOI are described in greater detail below.

The SOIs of two of the City's three subsidiary districts are identical to the City's SOI, and were established in 1973.<sup>15</sup> The Victorville Fire Protection District SOI extends east of I-15 in a small area in the vicinity of Stoddard Wells.<sup>16</sup> The boundaries of each of the districts differ from the City boundaries, as shown in Figures 3, 4 and 5.

#### PROPOSED SPHERE OF INFLUENCE AMENDMENT

The City of Victorville recommends a sphere expansion to the north of its existing sphere. The SOI expansion area is bounded by Topaz on the west, the existing City SOI on the south, and I-15 on the east, meeting Barstow's SOI in the north. The SOI expansion area encompasses approximately 37,000 acres, of which approximately 20,000 acres are developable and the remainder is open space.

Sphere expansion is recommended so that the City may plan and promote logical and orderly development in the area, to allow a single multipurpose agency—the City—to establish community service priorities in the area, and to promote cohesive master planning of infrastructure extension not only in the SOI expansion area but also in the City and its existing SOI. Victorville is best situated to serve future population and economic growth that will be attracted to the affordable land in this area.

On August 1, the Council instructed staff to begin negotiations with County representatives regarding the proposed sphere boundaries. Once the City and County reach an agreement on the boundaries, the proposal will be forwarded to the Commission for review.

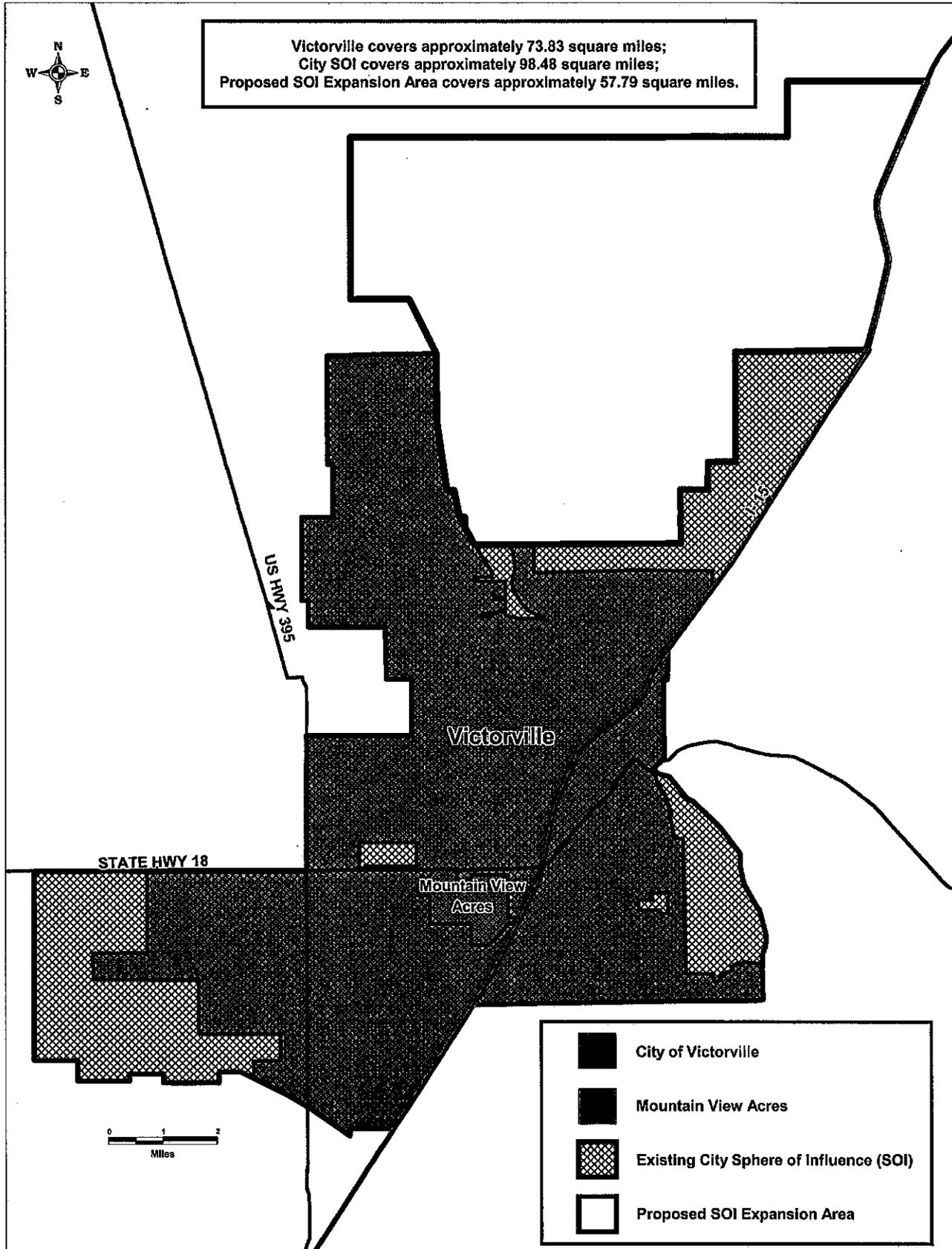
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<sup>14</sup> LAFCO 1147, Resolution No. 762, adopted June 28, 1972.

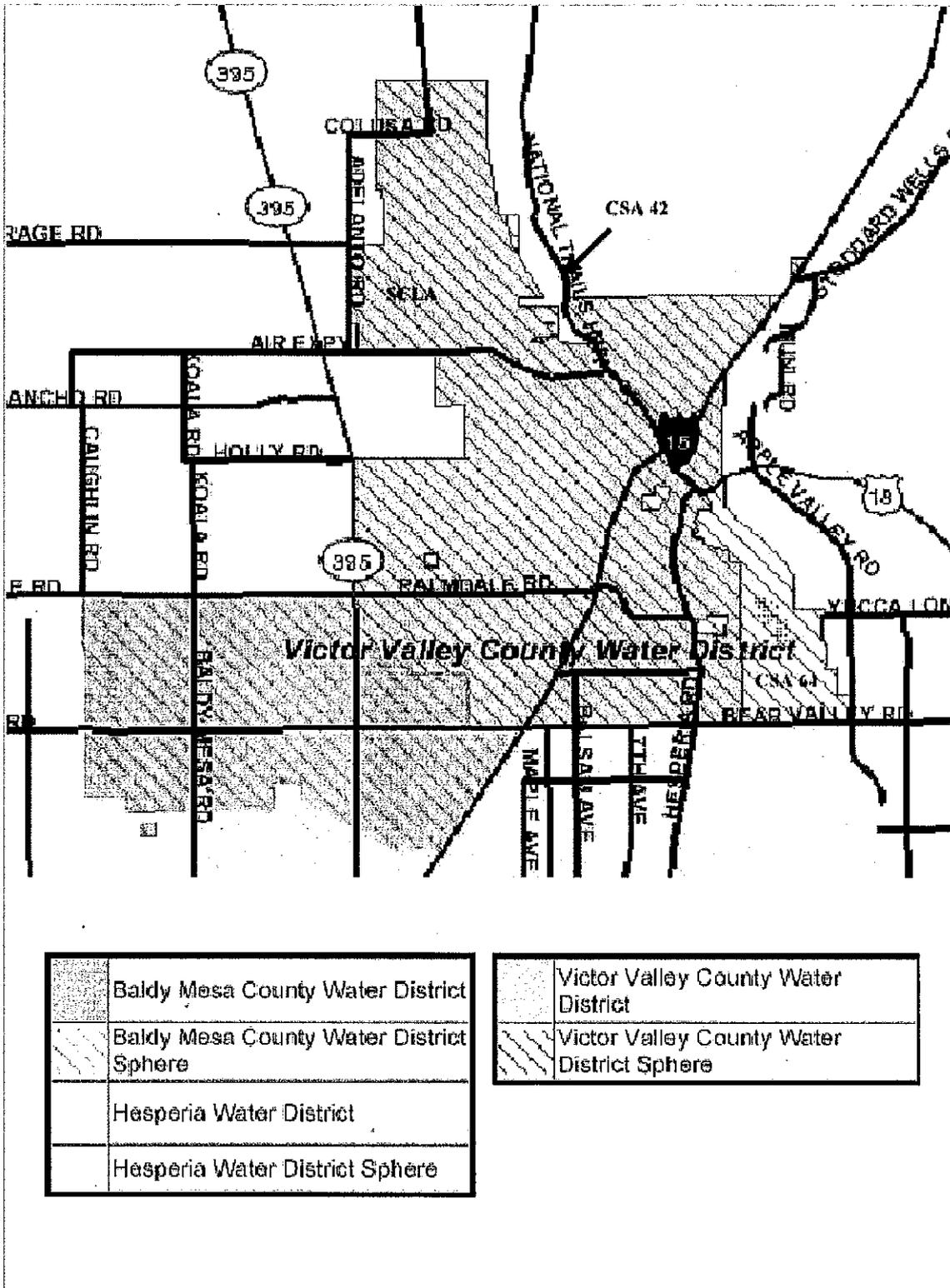
<sup>15</sup> The SOIs were adopted as LAFCO 1306/Resolution 943 (Victorville Recreation and Park District) and LAFCO 1307/Resolution 944 (Victorville Sanitary District) on May 9, 1973.

<sup>16</sup> LAFCO 1305/Resolution 942 (Victorville Fire Protection District). The VFPD SOI extends into the Town of Apple Valley near Stoddard Wells Road, and includes a segment along the eastern side of I-15.

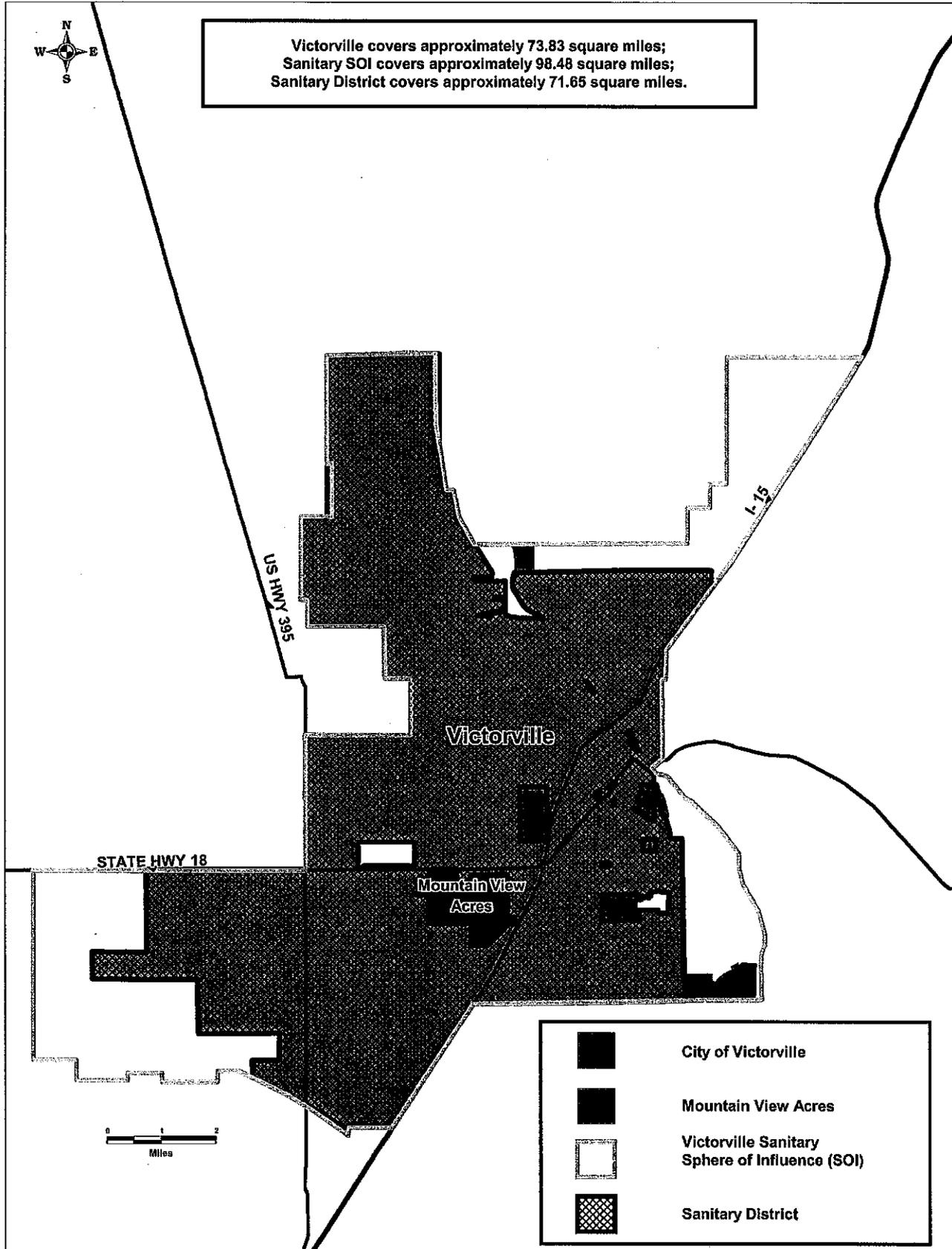
**Figure 1:  
Victorville City Limits with Existing and Proposed Spheres of Influence**



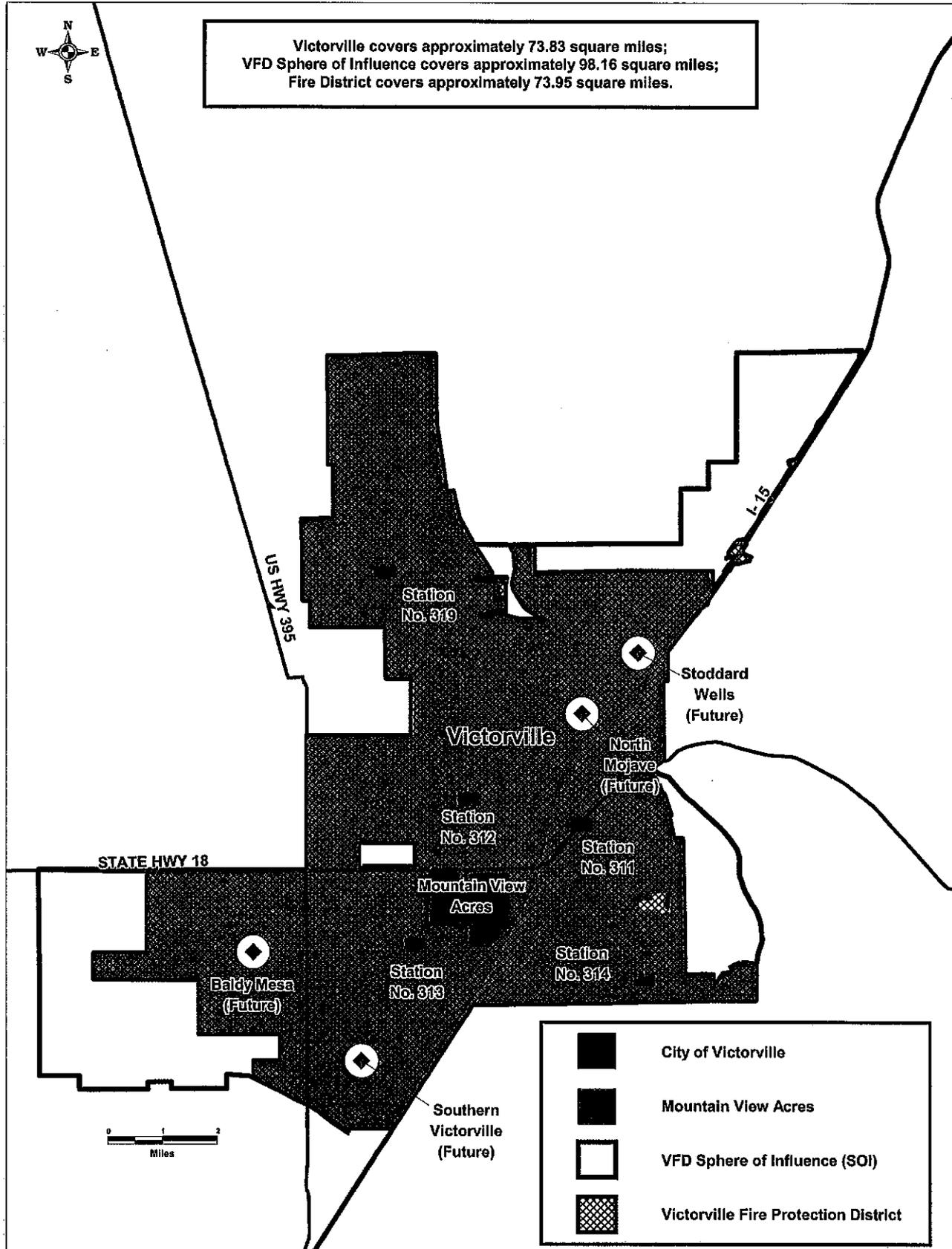
**Figure 2:  
City of Victorville Water District Boundary Map**



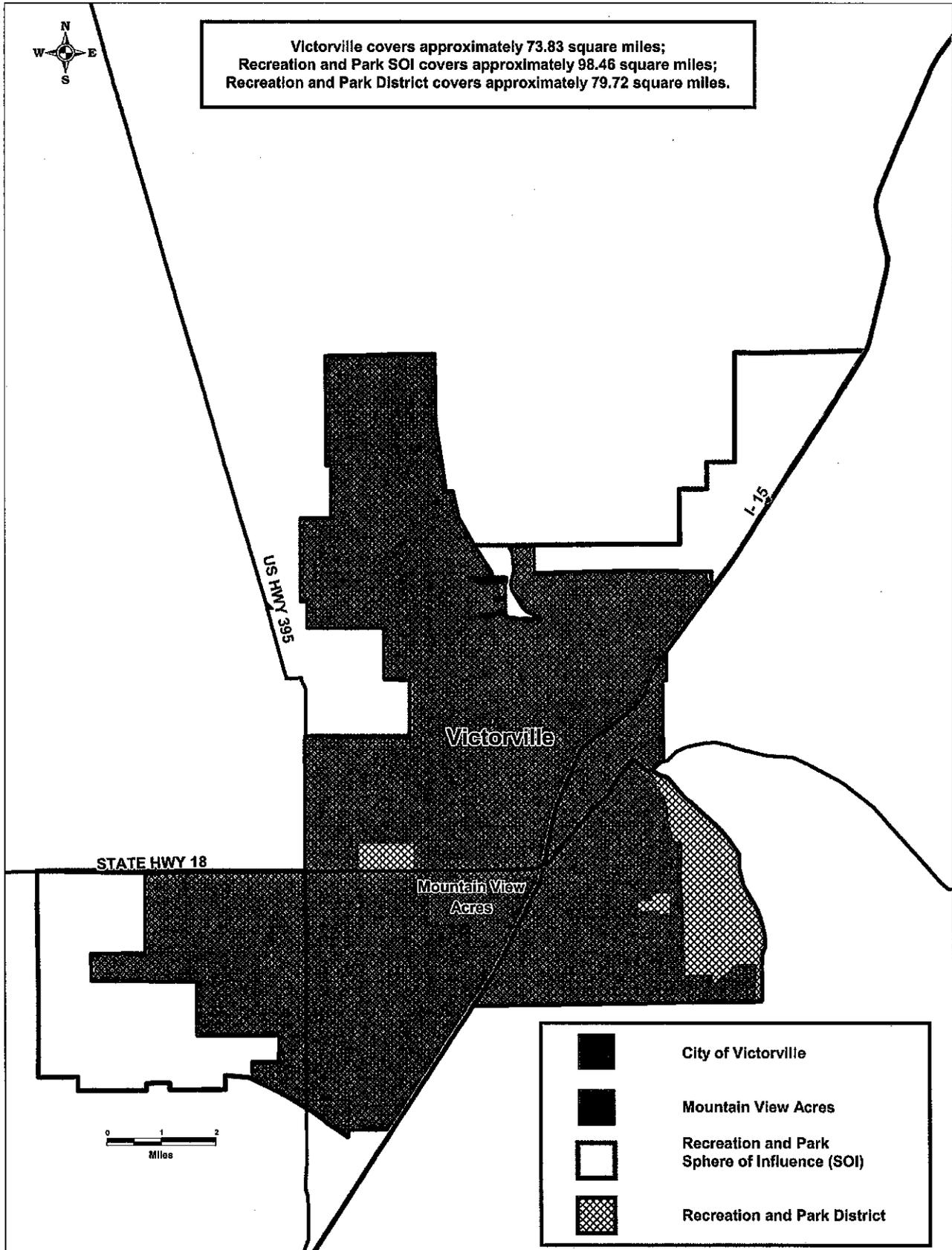
**Figure 3:  
Victorville Sanitary District and Sphere of Influence**



**Figure 4:  
Victorville Fire Protection District and Sphere of Influence  
and Existing and Proposed Future Fire Stations**



**Figure 5:  
Victorville Recreation and Park District and Sphere of Influence**



## **PRESENT AND PROPOSED LAND USES**

The City of Victorville consists of a variety of land uses including residential (mostly low to medium density), open space, commercial and industrial.<sup>17</sup>

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 including streets and easements.

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.<sup>18</sup> The County is currently updating its General Plan and developing a framework for cooperation among cities and the County in determining appropriate land use policy with SOIs.

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 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 remains sparsely developed with single-family homes. Present land uses include mostly vacant land, scattered single-family housing and minimal agricultural use. The area is designated very low-density residential, except for one block which is designated for public institutional use. Planned land use consists of single-family residential and service commercial uses.

### **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

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<sup>17</sup> City Planning Department, estimated land uses as of September 27, 2004.

<sup>18</sup> San Bernardino County General Plan 1989, II-D6-53

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

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 for commercial purposes.

## NORTH MOJAVE

This area is located in the northern portion of the City's SOI. Sixteen percent of this City planning area is unincorporated. The relatively small area west of the National Trails Highway (Route 66) is occupied by vacant land and scattered single-family homes. This area is designated for light industrial and open space purposes. The City has designated a small portion of the unincorporated area adjacent to I-15 for commercial use. Otherwise, the City has designated most of the unincorporated area for urban conservation and will re-evaluate land use as portions of the area become annexed. Planned land uses consist of conservation area, industrial and commercial.

## QUARTZITE

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 94 percent of the area as residential urban conservation, which allows the City to preserve the area for future urban land uses. The City's policy for the area is to reevaluate land use designation as portions of the area become annexed. Planned land uses consist of conservation area, industrial and commercial.

## SOI EXPANSION AREA

In the northern SOI expansion area, present land uses are primarily open space and vacant. There are 26.25 square miles of open space in the West Mojave Plan conservation area. In the Oro Grande community, there is a small strip of residential and commercial development, including a cement plant.

Planned land uses include open space, residential, and commercial. Planned residential areas encompass 21.25 square miles, most of which is expected to be designated for low-density residential use. Some pockets of multi-family residential use are also anticipated. Planned commercial areas encompass 10 square miles, most of which is expected to be clustered at I-15 interchanges along the eastern side of the SOI expansion area. The City anticipates a modest amount of commercial activity in the western and central portions of the SOI expansion area, with approximately 0.5 square miles of commercial areas located on major streets.

## 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.<sup>19</sup> In the short term, the growth rate is expected to be higher. In the past five years, the City population has grown 7.3 percent annually.<sup>20</sup> This trend is expected to continue in the short term because of economic factors and the relatively large number of planned housing units with adopted tract maps.<sup>21</sup> 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.

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<sup>19</sup> 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.

<sup>20</sup> According to the California Department of Finance, the City population grew from 66,939 in January 2001 to 95,145 in January 2006, which is equivalent to a 7.3 percent annual population growth rate.

<sup>21</sup> The City Planning Department reported that there were 24,048 planned housing units with approved tract maps as of September 30, 2005. There were 28,300 occupied housing units in the City limits in January 2006, according to the California Department of Finance. A portion of properties with approved tract maps are likely to be developed in the short term, with the portion developed greater if housing demand growth continues to be strong and long-term interest rates remain at current levels.

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.<sup>22</sup> Additional public services and facilities 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 Victorville Recreation and Park District. The probable need for public services could be extensive if these were to change from private to public.

#### MOUNTAIN VIEW ACRES

The Mountain View Acres 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.

#### COAD ROAD ISLAND

The Coad Road island area has a present need for public services and facilities, and receives services presently 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.

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<sup>22</sup> San Bernardino County. *General Plan Land Use Background Report: Introduction and General Plan Land Use Background Report*, October 31, 2005.

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

	Existing	2020 Projection	Buildout
<b>Incorporated Area<sup>1</sup></b>			
Residents	95,145	133,814	310,147
Housing Units	28,300	44,964	119,747
Employees	38,108	68,611	90,415
Land Area (acres)			47,462
<b>Unincorporated - Existing SOI<sup>2</sup></b>			
Residents	11,896	16,354	29,937
Housing Units	4,219	5,735	10,616
Employees	1,529	2,050	2,312
Land Area (acres)			15,565
<b>TOTAL-EXISTING SOI<sup>3</sup></b>			
Residents	107,041	150,168	340,084
Housing Units	32,519	50,699	130,363
Employees	39,637	70,661	92,727
Land Area (acres)			63,027
<b>Unincorporated - SOI Expansion Area<sup>4</sup></b>			
Residents	774	NA	153,407
Housing Units	200	NA	54,400
Employees	50	NA	100,787
Land Area (acres)			36,703
Residential			13,600
Commercial/Industrial			6,080
Open Space			17,023

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 are 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).

## **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 developable portions of the SOI expansion area where there is potential for significant residential and commercial growth.

## **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 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 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 I-15. Gravel mining operations might also be considered a community of interest in the SOI expansion area.

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

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### 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.

### WATER SUPPLY

Water treatment capacity must be expanded for the City and the water districts currently serving the City 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.

The City has drafted its SCLA Water Master Plan, although the plan has not yet been adopted. The City has also proposed to LAFCO that the two water districts be consolidated and transferred to the City to improve efficiency, facility-sharing, and accountability.<sup>23</sup> 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.

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<sup>23</sup> Economic & Planning Systems, Inc. *LAFCO Review Draft: Plan for Water Service Report*. Prepared for the City of Victorville, December 2005.

The municipal water providers to City territory will need an additional 26,000 acre-feet of water supply to accommodate planned growth for which approved tract maps have been issued. As much as 70,000 acre-feet of water supply will be needed by the providers collectively to accommodate Victorville buildout. These additional supplies will come from the development of new groundwater sources, water treatment technologies, increased conservation, and purchase of imported water.

The water providers lack a specific plan for acquisition of the future expansion of water supply. Several water agencies project growth substantially lower than the City and County are projecting for the area. Water supply planning collaboration between water retailers and land use authorities should be encouraged.

## WATER SERVICE TO THE CITY

Water services in the City of Victorville are provided by the City, the Victor Valley CWD, the Baldy Mesa CWD, and the Spring Valley Lake CSA (CSA 64). A sub-regional agency, the Mojave Water Agency is a water wholesaler and provides oversight for water use in the north County area. **Figure 2** depicts the service areas of current water providers.

- The City provides water service to SCLA, and supplies recycled water to the West Winds Golf course in SCLA for landscaping purposes.
- The Victor Valley Water District (VVWD) serves most of the territory within the City's boundary, except SCLA, Baldy Mesa and Victor Valley College. VVWD also serves a small commercial development located northeast of City limits in the City's SOI area.
- The BMWD serves the southwestern portion of the City in addition to the Baldy Mesa SOI area outside City limits.
- The Oro Grande CSA (CSA 42) serves approximately 127 residences in the Oro Grande community to the north of the City within the City's existing SOI.
- The Spring Valley Lake CSA (CSA 64) serves the Victor Valley College within City limits and the Spring Valley Lake community within the City's eastern SOI area.

**Table 4  
Municipal Water Providers  
City of Victorville Sphere of Influence**

	City	Victor Valley Water District	Baldy Mesa Water District	CSA 42	CSA 64
<b>Potable Water Service Area</b>					
Within City Bounds	SCLA	Most of City, except SCLA, Baldy Mesa and Victor Valley College	Baldy Mesa	Oro Grande	Victor Valley College
Within City SOI	None	Mountain View Acres, unincorporated islands, hardware store northeast of City	Baldy Mesa	Oro Grande	Spring Valley Lake
Recycled Water Service Area	West Winds Golf Course (SCLA)	None	None	None	None
<b>Water Supply</b>					
Sources		Groundwater supplied by City of Adelanto and Victor Valley Water District	Groundwater wells	Groundwater wells	Groundwater wells
Production FY 03-04 (acre-feet) (1)	547	19,785	4,660	125	3,785
Free Production Allowance (2)	1,823	12,823	2,053	326	2,676
<b>Water Demand</b>					
Service Connections	100	21,835	6,250	127	3,567
Volume (acre-feet)	500	19,462	4,660	135.6 (3)	3,785
Peak Day Demand		30 mgd			
Staffing (FTEs)	3.5	72	22	NA	NA

Sources: City of Victorville, Mojave Basin Area Watermaster, Victor Valley Water District, Economic & Planning Systems, Inc.

(1) Verified production in acre-feet for FY 2003-04 from 11th Annual Report of the Mojave Basin Area Watermaster, April 1, 2005.

(2) Free production allowance in acre-feet for FY 2003-04 is the minimum water supply allotted. Additional supply is acquired through provision of replacement water through water purchases or transfers in order to prevent overdraft of the groundwater basin.

(3) Estimated based on VVWRD existing wastewater flow of 0.05 mgd using Mayer, et al., 2001.

There are approximately 32,000 water service connections within the City's SOI. VVWD serves over two-thirds of those connections. BMWD serves one-fifth of the connections. The remainder is served by CSA 42, CSA 64 and the City.

The City has recently submitted an application to consolidate the VVWD and BMWD with the City to form a single water service provider for the entire City and adjacent unincorporated territory within the City's SOI.<sup>24</sup>

The source of groundwater supplies is the Mojave River Groundwater Basin, which is broken into five sub-areas. The total municipal safe yield of the groundwater sub-area basin is 59,287 acre-feet per year.<sup>25</sup> Over the past 50 years, the water level in the regional aquifer has been in a steady decline and generally is in a state of overdraft.<sup>26</sup>

The groundwater basin is adjudicated to address overdraft and allocate supply. The Mojave Basin Area Watermaster allots each of the providers a free production allowance. Providers may extract more than that allowance by offering replacement supplies through water transfers, carryovers or purchase. Approximately two-thirds of the water supply serving Victorville and its SOI area in FY 03-04 consisted of the free production allowances, with the remainder constituting replacement supplies.

#### **SCLA Water Service**

The City maintains the water delivery system at SCLA, located in the northwestern portion of the City, which supplies domestic water purchased from City of Adelanto wells. There is an interconnection to the VVWD. A City-owned reclaimed water main delivers treated water from the Victor Valley Wastewater Reclamation Authority to the West Winds Golf Course at SCLA for irrigation use. Much of the water distribution system is the infrastructure installed during the development of the former George Air Force Base. Subsequent improvements include a new loop main on Phantom Road that connects to Air Expressway.

The SCLA water system is allocated a production allowance of 1,823 acre-feet per year, but actual use is lower (547 acre-feet in FY 2003-04). The existing production capacity exceeds the average demand. In addition, there is excess capacity for reclaimed water uses. In the future, SCLA water demand is expected to increase with expansion in the SCLA employment base. Currently, there are approximately 2,500 jobs based at SCLA. For capital planning purposes, the City assumes there may be 22,000 jobs at SCLA by 2030. The City projects future SCLA water demand at approximately 4,500 acre-feet, and plans to purchase water rights to meet future needs.<sup>27</sup>

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<sup>24</sup> See the LAFCO Review Draft of the Victorville Water Plan for Service report, May 13, 2005

<sup>25</sup> Mojave Water Agency, 2004 Regional Water Management Plan, Appendix C-11.

<sup>26</sup> Mojave Water Agency, 2004 Regional Water Management Plan, p. 4-13.

<sup>27</sup> Interview with City of Victorville Engineer Sean McGlade, October 24, 2005.

The SCLA water system has experienced water quality problems with organics and the City is exploring water treatment options.<sup>28</sup> Water quality concerns include naturally-occurring arsenic; new standards limiting arsenic concentrations may require future regional water treatment plant solutions.

The SCLA system maintains a minimum pressure of 60 pounds per square inch (psi) with a minimum domestic fire flow of 1,500 gallons per minute at 20 psi. Water pressure in the existing system will not accommodate SCLA growth through buildout. Additional infrastructure needs will be financed through water connection fees.

The infrastructure condition is assessed based on field inspections conducted by the Public Works Department and assessments conducted by the Engineering Department. The Engineering Department assesses needs for repair, rehabilitation and improvements to the system. The City conducts master planning and capital improvement planning for the water system. The most recent capital improvement plan was adopted in FY 2005-06 with a five-year planning horizon. The SCLA Specific Plan Water Master Plan has been recently prepared, and will become publicly available upon adoption by Council.

Recent improvements to the SCLA water distribution system include a new main loop on Phantom Road that connects to Air Expressway.<sup>29</sup> The City's capital improvement program identifies \$3 million for storage tanks and a transmission line and \$1.1 million for new wells, with a total of \$9.2 million of capital improvements for the next five years.<sup>30</sup> Long-term SCLA capital improvement plans include moving water lines as SCLA streets are moved, construction of additional water distribution infrastructure as development proceeds, and purchase of additional water rights.<sup>31</sup>

Funding sources for the SCLA water system include bonds and grants.<sup>32</sup>

#### WATER SERVICE TO SOI (OUTSIDE CITY LIMITS)

Water service outside of the city limits is provided by the Mojave Water Agency, the BMWD, CSA 42 (Oro Grande) and CSA 64 (Spring Valley Lake). The Mojave Water Agency is the High Desert's main water supplier, responsible for managing groundwater resources in the Mojave River Basin and Morongo Basin, and providing alternate water sources to the region as needed. It also contracts with the State Water Project to deliver water from the California Aqueduct.

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<sup>28</sup> Ibid, p. 8-16.

<sup>29</sup> LAFCO, Municipal Service Review Survey Form.

<sup>30</sup> 5 Year Capital Improvement Program, FY 05-06 – FY 09-10, p. 17.

<sup>31</sup> Interview with City of Victorville Engineer Sean McGlade, October 24, 2005.

<sup>32</sup> City of Victorville Water Department reports that there are no connection fees for SCLA.

CSA 64 serves 3,736 customers in Spring Valley Lake and maintains five active wells and three reservoirs, with a total capacity of 2.7 million gallons.<sup>33</sup> CSA 42 serves 127 customers in Oro Grande and maintains four active wells and one 246,000-gallon storage tank.<sup>34</sup> In the future, these areas may be annexed to the City and water service transferred.

### **Proposed Service Following Annexation**

If the two current water service districts become consolidated with the City services, the new entity would provide services to areas annexed to the City.

### **OTHER WATER SERVICE (OUTSIDE CURRENT SOI)**

Water service outside the current SOI is provided by the City of Adelanto, and in the Oro Grande community service is provided by CSA 42, which serves 127 customers and maintains four active wells, and CSA 70, which serves 2,325 customers and maintains seven active wells and provides five million gallons of storage.<sup>35</sup>

## **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 (VWVRA), 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 has proposed water reorganization in part to reduce barriers to the distribution of recycled water (at tertiary treatment levels). Connection fees finance infrastructure extension. Developers are required to fund the construction of 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 plans infrastructure needs through annual updates to its five-year capital improvement plan and through long-term sewer master planning.

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<sup>33</sup> Consumer Confidence Reports, 2005

<sup>34</sup> San Bernardino County, Special Districts Department, FY 04-05 Budget

<sup>35</sup> Ibid.

## 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.<sup>36</sup> The Victorville Sanitary District, a subsidiary district of the City, includes most of the territory within the City of Victorville. Approximately 98.4 percent of properties in the City are within Victorville Sanitary District bounds.<sup>37</sup> See **Figure 3** for the Victorville Sanitary District service area. Services provided by the VSD include operation, maintenance, repair and cleaning of sewer collection lines in order to accommodate their designed capacity and to prevent stoppages and backups.

The VSD's wastewater collection system includes 365 miles of collector lines, 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.<sup>38</sup> 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.<sup>39</sup> 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 five-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.<sup>40</sup>

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

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<sup>36</sup> City of Victorville, Department of Public Works, July 2006

<sup>37</sup> This estimate is based on FY 2005-06 assessed value in the City of Victorville and the Victorville Sanitary District bounds.

<sup>38</sup> City of Victorville, Public Works Department, Utility Division

<sup>39</sup> VVWRA consultants meter flow at these points quarterly.

<sup>40</sup> 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 McClade.

12.5 million gallons per day (mgd) and construction has begun to expand the capacity to 14.5 mgd. Further expansion of the facility's capacity began in 2006, during which the facility's capacity is being expanded to 18 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.<sup>41</sup>

Existing average daily flows from the City of Victorville were 8.79 mgd in April 2006, while average flow was 8.3 mgd during the first half of 2006. Peak flows are estimated to be 15.52 mgd. Treated wastewater is disposed of either by discharge into the Mojave River or to percolation ponds. The agency has begun to explore water reclamation opportunities, 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.<sup>42</sup>

NPDES<sup>43</sup> 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 12.3 mgd, with a permitted capacity increase to 14.5 mgd in 2007 upon completion of capacity expansion work.

To handle anticipated demand, the VVWRA is planning to build four new sub-regional treatment facilities with two located within the City of Victorville. Construction of the facilities should begin in 2008 and be completed by 2010. Another two sub-regional facilities are projected to be built by 2010. These facilities will have a wastewater treatment capacity of 7.0 to 8.5 mgd and produce recycled water for Victorville and surrounding communities. 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.<sup>44</sup>

Wastewater operations are funded by user fees and property taxes. 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 \$1,500 per household.

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<sup>41</sup> Interview with City of Victorville Engineer Sean McClade, October 24, 2005.

<sup>42</sup> City of Victorville, City Engineer.

<sup>43</sup> 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.

<sup>44</sup> Mojave River Watershed, SWMP, July 2003, p. 1-7.

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.<sup>45</sup> 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 Victorville Sanitary District does not provide services outside the City boundaries. Wastewater treatment and disposal for the CSAs is also provided by 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 current VVWRA projection does not anticipate growth or new development in the Oro Grande community. CSA 64 collects wastewater from 3,960 EDUs in the Spring Valley Lake area. VVWRA treats an average flow of 0.988 mgd (s of April 2006) 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.<sup>46</sup> 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.<sup>47</sup> The VVWRA projections also took into account flow contributions from septic abandonment and commercial, industrial and institutional sources.

#### **Proposed Service Following Annexation**

The VSD would be responsible for service to areas annexed to the City. If the VSD is dissolved as currently proposed by the City, the City would have primary responsibility for providing service.

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

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<sup>45</sup> Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

<sup>46</sup> Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

<sup>47</sup> Victor Valley Wastewater Reclamation Authority, Sewerage Facilities Plan Update, Year 2005 Amendment

plant.<sup>48</sup> 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 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.<sup>49</sup> 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.<sup>50</sup>

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

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<sup>48</sup> Interview with City Engineer, Sean McGlade, July 12, 2006.

<sup>49</sup> 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.

<sup>50</sup> From the City of Victorville, Department of Public Works.

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.<sup>51</sup> Planned facility improvements include open channels, underground systems of culverts and pipes, and detention basins to reduce flow rates.<sup>52</sup>

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.<sup>53</sup>

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.<sup>54</sup>

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.<sup>55</sup> Within the Citywide Master Plan of Drainage planning area in the southerly and westerly areas of the City,

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<sup>51</sup> Ibid.

<sup>52</sup> LAFCO, Municipal Service Review Survey Form.

<sup>53</sup> From the City of Victorville, Department of Public Works.

<sup>54</sup> City of Victorville, Department of Public Works.

<sup>55</sup> Victorville Municipal Code, Chapter 9.32.

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.<sup>56</sup> 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 and the rest of the Mojave River Valley region. The SBCFCD is countywide and has a budget of \$120 million.<sup>57</sup> 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.<sup>58</sup>

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. Annexation areas with greater drainage needs may be subject to regional drainage infrastructure fees to ensure adequate financing of drainage infrastructure needs.

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<sup>56</sup> From the City of Victorville, Department of Public Works.

<sup>57</sup> San Bernardino County, Special Districts Department, FY 04-05 Budget

<sup>58</sup> Interview with City of Victorville Engineer Sean McClade, October 24, 2005.

## STREETS

### STREET SERVICES TO THE CITY

The City of Victorville maintains 376 miles of streets,<sup>59</sup> 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.<sup>60</sup> Currently, there are 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. An increase in traffic volumes is expected to lower LOS at intersections along I-15. The City plans to implement mitigation measures at intersections along I-15 in order to operate at LOS D or better.<sup>61</sup> The City is currently completing a new citywide traffic model to project future circulation needs to 2030 and assess street-related needs in the City and SOI.

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.<sup>62</sup> 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.<sup>63</sup> Planned road system improvements include the number of lanes in road segments, future interchange locations, future bridges and specific intersection needs.<sup>64</sup> 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.

I-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

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<sup>59</sup> City of Victorville Comprehensive Annual Financial Report, FY 04-05

<sup>60</sup> City of Victorville General Plan, Circulation Element, p. 22 and LAFCO, Municipal Service Review Survey Form.

<sup>61</sup> Draft Project Report on Route 15 Between Bear Valley Road and Palmdale Road, January 2005, p10-11

<sup>62</sup> 5 Year Capital Improvement Program, FY 05-06 – FY 09-10

<sup>63</sup> Victorville Development Impact Fee Update Study, May 2005, p 9.

<sup>64</sup> LAFCO, Municipal Service Review Survey Form.

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.<sup>65</sup>

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.

### **STREET SERVICES IN SOI (OUTSIDE CITY LIMITS)**

Street services outside of the City are provided by San Bernardino County. The County of San Bernardino maintains 2,826 centerline street miles throughout the unincorporated areas of 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.<sup>66</sup> Transportation facilities fees are collected from new development for construction of roads in an established area. The County has approved transportation facilities fees in the Oro Grande area within the SOI. In the Spring Valley Lake area, CSA 64 provides street cleaning services.

### **Proposed Service Following Annexation**

Following annexation, the City would have primary responsibility for street 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.

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<sup>65</sup> Victorville Development Impact Fee Update Study, May 2005, p 9.

<sup>66</sup> Department of Public Works, Information on County Roads, May 2001

**Table 5**  
**Summary of Capital Facility Costs to Serve Growth**  
**City of Victorville**

<b>Category</b>	<b>Through 2010 (1)</b>	<b>Through 2020 (2)</b>	<b>Through 2020 (3)</b>
<b>Community Facilities</b>			
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
<b>TOTAL</b>		<b>\$183,873,648</b>	<b>\$198,082,000</b>
<b>Street and Utility Facilities</b>			
Roadway Projects	\$139,816,165	\$250,554,200	\$326,238,500
SCLA Water	\$9,210,000		
Wastewater	\$13,238,000		
Drainage	\$15,390,000		
<b>TOTAL</b>	<b>177,654,165</b>		

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

## **STREET LIGHTING**

### **STREET LIGHTING SERVICE TO THE CITY**

Southern California Edison owns, 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.<sup>67</sup> 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 requires new development to install street lighting on streets abutting the development. Funding sources for street lighting infrastructure include development fees and assessments.

### **STREET LIGHTING SERVICE 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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<sup>67</sup> South Victorville Lighting District No. 1 Engineer's Report, May 1986, p. 3.

## FIRE PROTECTION

### FIRE SERVICE TO THE CITY

Fire protection within the City of Victorville is provided by the Victorville Fire Protection District, a subsidiary district of the City. The Department maintains 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 just opened last year on El Evado.<sup>68</sup> 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 Victorville Fire Protection District maintains an ISO rating of 3, the most favorable rating among providers in the Victor Valley area.<sup>69</sup> In 2005, the Department responded to 10,966 calls, 8,009 of which were for rescue, traffic accidents, and medical aid, 1,893 of which were for false alarms or investigation, and 1,064 of which were for fires, explosions, and hazardous conditions.<sup>70</sup> 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.<sup>71</sup> 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 along I-15.<sup>72</sup>

For response times, the City Council goal is to have first on scene arrival within five minutes. The current average response time is 6.97 minutes, with rescue, traffic accidents and medical responses taking an average of 6.18 minutes, fires, explosions, and hazardous conditions taking an average of 7.06 minutes, and false alarms and investigations taking an average of 7.31 minutes to respond.<sup>73</sup> 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

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<sup>68</sup> Victorville's new fire station opened Saturday, April 21, 2005, <http://www.highdesert.com>

<sup>69</sup> 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.

<sup>70</sup> Victorville Fire Department

<sup>71</sup> Ibid.

<sup>72</sup> Ibid.

<sup>73</sup> Ibid.

the appropriate personnel for Victorville and Apple Valley Fire Protection District. The operational management of the RFPA communications center is 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.<sup>74</sup>

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. The Victorville Fire Department 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.<sup>75</sup>

#### FIRE SERVICE TO SOI (OUTSIDE CITY LIMITS)

Fire service outside Victorville city limits is currently provided by the Victorville Fire Protection District in the City's unincorporated islands and a stretch to the northeast of the City limits along I-15, as well as by the San Bernardino County Fire Department and the Apple Valley Fire Protection District. Through mutual aid, the Apple Valley Fire Protection District serves a portion of the VFPD's SOI, from North Stoddard Wells Road to the Dale Evans Parkway, while VFPD serves its existing SOI to the south of North Stoddard Wells Road.<sup>76</sup> VFPD provides mutual aid service 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.

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<sup>74</sup> From City of Victorville Fire Department.

<sup>75</sup> California State Fire Fighters Association, *The Magazine*, 2002.

<sup>76</sup> Apple Valley Fire Protection District Division Chief, Art Bishop, July 20, 2006

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.<sup>77</sup> The San Bernardino County Fire Department include 232 fire suppression personnel, 25 chief officers, 425 paid on-call firefighters and 20 volunteer firefighters.<sup>78</sup> San Bernardino County Fire Department has mutual aid agreements with adjoining fire agencies including the Victorville Fire Department and 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.<sup>79</sup>

### **Proposed Service Following Annexation**

The provision of fire service for areas outside the city limits would transfer from the San Bernardino Fire Department to the Victorville Fire Protection District when annexed to the City. If the VFPD is dissolved as currently proposed by the City, the City would have primary responsibility for providing service within city limits. Planned growth will generate the need for additional firefighters and fire stations. The District is planning the development of four new fire stations within the next 6-10 years.<sup>80</sup> The first (Station No. 315) in southern Victorville at Eucalyptus and Topaz is in the design phase and is projected to open in 2007. The second (Station No. 316) in the Baldy Mesa

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<sup>77</sup> San Bernardino County, Special Districts Department, FY 04-05 Budget

<sup>78</sup> San Bernardino County Fire Department, <http://www.sbcfire.org>

<sup>79</sup> From the Apple Valley Fire Protection District.

<sup>80</sup> The timeline for completion of the four new stations will depend on the pace of growth.

area (La Mesa Road and Bellflower Street) is in the preliminary design phase with construction projected to begin in 2008. 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.<sup>81</sup>

As development occurs in the proposed SOI expansion area to the north, service demand would be met by VFPD's 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.<sup>82</sup>

The 2005 Victorville Development Impact Fee Update Study identified the need for four new stations by 2020 to bring planned growth areas in compliance with the City Council policy to provide a five-minute response time. The total cost estimate for the additional fire stations is at least \$20 million and development impact fees are expected to cover 94 percent, as shown in Table 5.<sup>83</sup> These costs include land, station, equipment, and communication system expansion. The fire facility costs are allocated to both residential and commercial/industrial growth.

As growth proceeds in the SOI expansion area, the area will most likely require additional fire stations. Based on growth projections for the area, it appears that two to three additional stations may be needed to serve the SOI expansion area upon buildout. The approximate cost of building and equipping three additional stations (in 2005 dollars) is \$15.6 million.

## **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<sup>84</sup>. Operations take place out of the Victorville Police Headquarters and four satellite facilities. Victorville contracts for 80 sworn officers and 22 non-sworn positions.<sup>85</sup> Victorville's police average response time to emergency calls in 2004 was 3.4 minutes.<sup>86</sup> 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

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<sup>81</sup> City of Victorville General Plan, Safety Element, July 1997, p. 22.

<sup>82</sup> Ibid.

<sup>83</sup> Victorville Development Impact Fee Update Study, May 2005, p 13.

<sup>84</sup> San Bernardino Sheriff's Department

<sup>85</sup> San Bernardino Sheriff's Department, as of July 2006.

<sup>86</sup> From the Victorville Police Department.

levels as growth continues, and typically increases staffing levels twice yearly.<sup>87</sup> The City currently has a ratio of 0.84 sworn officers per 1,000 residents. In 2005, there were 90,777 calls for service, or 1,713 service calls per deputy.<sup>88</sup>

Police services are funded through the City's General Fund. The City currently supports capital facilities, including a newly constructed 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 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 contact 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, 12 additional sworn officers (including detectives) and serves a population of 54,940.<sup>89</sup> The station's service area has a ratio of 0.84 sworn officers per 1,000 residents. In 2005, there were 33,876 calls for service and 1,002 arrests. The Sheriff's Department has mutual aid agreements with all municipal and state police agencies within the County. Response times within the Victor Valley Sheriff Station service area were not available. 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

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<sup>87</sup> From the Victorville Police Department.

<sup>88</sup> San Bernardino County Sheriff's Department Annual Report, 2005

<sup>89</sup> Ibid

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 two 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 1,384 accidents in 2004, of those 198 were along state routes I-15 and 395 in Victorville. In Victorville, the CHP made 214 arrests in 2004.

### **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 is expected to fund 79 percent of new police facilities.<sup>90</sup> 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 provided by the Victorville Recreation and Park District, a subsidiary district of the City. The District is 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 by the City of Victorville's Community Services Department 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. A second community center is expected to be completed in 2007.<sup>91</sup> 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.<sup>92</sup> The City currently has 2.1 acres per 1,000 population.<sup>93</sup> 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

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<sup>90</sup> Victorville Development Impact Fee Update Study, May 2005, p 13.

<sup>91</sup> City of Victorville, Community Services Department Master Plan, July 2006.

<sup>92</sup> 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.

<sup>93</sup> Used Department of Finance estimate of 86,473 for 2005 population.

quality of life for all Victorville residents, and to be at the forefront of resource conservation in Victor Valley.<sup>94</sup>

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.<sup>95</sup> 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.<sup>96</sup> Additionally, as development occurs within the SOI expansion area, park and open space may be developed along the Mojave River and the Route 66 corridor to serve growing demand.<sup>97</sup>

A shortage of parks occurs in the western and southeastern portions of the City.<sup>98</sup> The Victorville Community Services Department has estimated that at least \$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.<sup>99</sup>

## PARK AND RECREATION TO SOI (OUTSIDE CITY LIMITS)

Residents who live in the Victorville SOI are served by both Victorville Recreation and Park District and County parks and recreation facilities. The VRPD serves the unincorporated community of Spring Valley Lake to the east of the City and all three unincorporated island areas (see **Figure 5**). While the southern portion of CSA 42 (Oro Grande) lies within Victorville's SOI, it does not lie within the District's boundaries, and provides its own community center and recreation services. Parks are available for use by both City and County residents.

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<sup>94</sup> City of Victorville, Community Services Department Master Plan, July 2006.

<sup>95</sup> Ibid.

<sup>96</sup> City of Victorville, Community Services Department Master Plan, July 2006.

<sup>97</sup> Interview with Jon Gargan, Director of Community Services, City of Victorville.

<sup>98</sup> City of Victorville, Community Services Department Master Plan, July 2006

<sup>99</sup> Victorville Development Impact Fee Update Study, May 2005, p 13.

### **Proposed Service Following Annexation**

Upon annexation, SOI areas not currently within the VRPD would become part of the VRPD. If the VRPD is dissolved as currently proposed by the City, the City would have primary responsibility for providing service. With a service area population growing by as much as 30,000 people in the existing SOI and 153,000 in the SOI expansion area by buildout, the City would need 629 additional park acres to meet its goal of three acres per 1,000 residents in the existing SOI and SOI expansion area. The approximate cost (in 2005 dollars) of acquiring and developing parks through buildout in the existing SOI is \$409 million and in the SOI expansion area is \$303 million. Park acreage acquisitions and park maintenance will be financed by development impact fees, property taxes and grants.

## V. MUNICIPAL SERVICE REVIEW DETERMINATIONS

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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.

#### WATER

- Increased use of recycled water by golf courses, airports and other institutions will reduce the amount of potable water used for landscaping purposes.
- State and federal regulations for new building construction require installation of water efficient toilets, showerheads and faucets, thereby lessening per capita water demand.
- Consolidation of water providers, which offers opportunities to achieve reclamation and conservation objectives, will improve the ability to deliver water to the growing community.
- A total of \$9.2 million in capital improvements are planned for the City's SCLA water system during the next five years.
- The municipal water providers to City territory need to develop water treatment capacity to ensure adequate water quality. The estimated cost of new treatment facilities is \$10 - \$20 million.
- The municipal water providers to City territory will need an additional 26,000 acre-feet of water supply to accommodate planned growth for which approved tract maps have been issued. As much as 70,000 acre-feet of water supply will be needed by the providers collectively to accommodate Victorville buildout. These

additional supplies will come from the development of new groundwater sources, water treatment technologies, increased conservation, and purchase of imported water.

- The water providers lack a specific plan for acquisition of the future expansion of water supply. Further, several water agencies project growth substantially lower than the City and County are projecting for the area. Water supply planning collaboration between water retailers and land use authorities should be encouraged.

## 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.

## STREETS

- The City plans to invest \$140 million in road improvements over the next five years. Infrastructure needs include improvement at intersections along I-15 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 to the Victorville Fire Protection District is projected to increase by up to 10 percent annually over the next five years, as a result of planned growth. In the long term, service demand is expected to increase by 3 percent annually.
- The number of fire department service calls to the Victorville Fire Protection - District 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 2016. 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.<sup>100</sup>
- 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.<sup>101</sup>

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<sup>100</sup> City of Victorville, Community Services Department Master Plan, July 2006.

<sup>101</sup> Interview with Jon Gargan, Director of Community Services, City of Victorville.

- 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. Based on the number of planned housing units with adopted tract maps, the City's annual growth rate in the short term is expected to be substantially higher than its long-term growth rate. 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.

### **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.

- 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.

## WATER

- Water providers presently face no particular financing constraints. While the BMWD is carrying some debt, it is well within industry standards. The VVWD carries no debt and has substantial reserves. The consolidated water district, as a larger entity and backed by the City, would have a full range of funding options available with a favorable credit rating.

## 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.

## STREETS

- 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.
- Significant cost avoidance opportunities are available to the ratepayers of the VVWD and BMWD if consolidation occurs as proposed by the City.<sup>102</sup> Key avoided costs would include consolidating governance and management costs, transferring redundant administrative positions to similar vacant City positions, and making use of certain City administrative capabilities.
- The City Council currently sits as the Board of Directors of three subsidiary districts—the Victorville Sanitary District, the Victorville Recreation and Park District, and the Victorville Fire Protection district. The proposed dissolution of these subsidiary districts offers minor cost avoidance opportunities through the combination of administrative functions, such as budget and accounting.

## **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.

- Water rates paid by City residents differ based on water service provider. Consolidation of water service providers presents opportunities to restructure rates to achieve equity throughout the City.
- 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.

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<sup>102</sup> A detailed description of savings opportunities is available in the Plan for Service under consideration as LAFCO 2991.

## 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. That facility is currently being expanded, offering additional facility sharing opportunities.
- The City shares its facilities with its subsidiary districts to provide effective and efficient government operations.

### WATER

- Water service providers already share a common water supply. The City relies on the City of Adelanto for use of its wells.
- There are substantial opportunities to share facilities including administrative and maintenance facilities as well as production, storage and treatment systems. An integrated water system would be more robust and cost-effective to operate. Using existing connections and appropriate engineering, the water system could become more reliable by connecting the existing BMWD system, the VVWD system, and the SCLA system with an additional connection through neighboring Adelanto.

### 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

- The Victorville Fire Protection District already engages in emergency dispatch facility sharing through its participation in the RPPA. 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.

- The Victorville Fire Protection District 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.

## GOVERNMENT STRUCTURE OPTIONS

This determination is required in order to weigh the costs and benefits of various government structure options to provide the best possible public services. Overall, the City of Victorville will provide municipal services to annexed areas in a cohesive and efficient manner that is more difficult to achieve by a multiplicity of small independent districts that currently provide services within the SOI.

- Dissolution of the three subsidiary districts is a government structure option. Dissolution advantages include enhanced transparency of government to constituents and minor cost avoidance opportunities through the combination of administrative functions. The Council adopted dissolution resolutions for the three districts in 2005.
- Reorganization of water districts is a government structure option. This option involves consolidation of the BMWD and VVWD and establishment of a subsidiary district of the City as the successor district. Reorganization advantages include:

- 1) opportunities to enhance water conservation to ensure adequate water supplies in this high-growth area,
  - 2) opportunities to develop shared water infrastructure to meet the water quality needs of constituents throughout this rapidly growing area,
  - 3) avoidance of conflicts between land use and infrastructure decisions,
  - 4) operational cost savings of at least 5 percent,
  - 5) enhanced accountability through transparent governance,
  - 6) enhanced accountability through high-turnout general elections,
  - 7) equitable rates through rate restructuring, and improved management efficiency through single governing entity and management.
- Current government structure options include annexation of areas within the existing SOI. Annexation advantages include City control over land use planning and development requirements and promotion of logical boundaries and service efficiencies. Generally, annexation is more advantageous to cities in developing areas and less advantageous in developed areas. Disadvantages of annexing developed areas include unfavorable allocation of the property tax in lieu of vehicle license fees and the costs of extending infrastructure to the areas; however, proposed legislation (AB 1602) would address this financing disadvantage.

## **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. Both the City's expanding budget and the rate increases proposed for various City services reflect the rapid growth of the City and extension of infrastructure.

- 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 consolidation of existing water districts offers management efficiencies through shared training opportunities, reduced administrative staffing levels, shared billing systems, and elimination of duplication in planning functions.
- The dissolution of three subsidiary districts offers opportunities to simplify budgeting and accounting functions and reap 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 districts 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 have been no uncontested elections for the Victorville governing body members.
- The City and its subsidiary districts 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 districts inform constituents through constituent outreach, solicitation of constituent input, and posting public documents on the web site.
- The City and its subsidiary districts 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.

## VI. REFERENCES

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- Victor Valley Water District. *Victor Valley Water District Municipal Service Review*. August 2005.
- Victor Valley Water District. *Plan of Service*. September 2005.
- Victor Valley Wastewater Reclamation Authority. *Sewerage Facilities Plan Update, Year 2005 Amendment*. August 2005.

## INTERVIEWS

John Becker, Chief, Victorville Fire Protection District  
Art Bishop, Division Chief, Apple Valley Fire Protection District  
Chris Borchert, Assistant Director of Planning, City of Victorville  
Joe Flores, Public Works Manager, City of Victorville  
Jon Gargan, Director, Victorville Recreation and Park District  
Sean McGlade, City Engineer, City of Victorville  
Adele Mosher, Assistant Director of Finance, City of Victorville  
Cliff Raynolds, Lieutenant, San Bernardino Sheriff's Department  
Doug Robertson, Deputy City Manager, City of Victorville  
Kathleen Rollings-McDonald, Executive Officer, San Bernardino LAFCO

## VII. APPENDIX

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### City of Victorville: Profile Summary Sheet

Contact Person: *Doug Robertson, Deputy City Manager*

Address:

*14343 Civic Drive  
Victorville, CA 92393-2399*

E-Mail Address:

*drobotson@ci.victorville.ca.us*

Website Address:

*http://www.ci.victorville.ca.us*

Date of Municipality Formation:

*September 21, 1962*

Charter/Date:

*NA – general law city*

Redevelopment Agency: X YES \_\_\_\_NO

If yes, please indicate name and define area of service.

*Victorville Redevelopment Agency:*

*Hook Road Project Area*

*Bear Valley Road Project Area*

*Old Town Project Area*

Governing Body:

*Five member City Council elected at-large*

Membership:

*Mike Rothschild, Mayor*

*Rudy Cabriales, Mayor pro tem*

*Joann Almond, Councilmember*

*Terry Caldwell, Councilmember*

*Bob Hunter, Councilmember*

**Public Meetings:**

*The City Council meets the 1<sup>st</sup> and 3<sup>rd</sup> Tuesday of each month, beginning at 7:00 PM,  
 Victorville Council Chambers, 14343 Civic Drive*

**SERVICES**

**Services Provided by City/Town Directly to its Public:**

*General government, building and safety, code enforcement, fire protection, planning,  
 land use, roads, street lights, public landscaping, animal control, water, wastewater,  
 stormwater, park and recreation*

**Service(s) Provided to the City/Town through a Contractual Relationship:**

SERVICE	PROVIDED BY WHOM	DATE OF CONTRACT	SUNSET DATE
<i>Law enforcement</i>	<i>San Bernardino County Sheriff</i>	<i>July, 1 1963</i>	<i>None</i>
<i>Refuse Collection</i>	<i>Victorville Disposal (Burrtec)</i>	<i>May 23, 1995</i>	<i>Automatically extends every five years</i>

**Area Served:** *74 Square Miles (47,462 Acres)*

**Population:** *65,455 (2000 Census); 95,145 (2006 Department of Finance)*

*Residents within City limits: 95,145<sup>1</sup>*

*Residents within unincorporated areas in City SOI: 11,896<sup>2</sup>*

**Registered Voters:** *31,420 as of May 22, 2006*

**Services Provided Outside City/Town Boundaries:** *None*

**Special charges for service outside boundaries:** *None*

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<sup>1</sup> State of California, Department of Finance, *E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2006, with 2000 Benchmark*. Sacramento, California, May 2006.

<sup>2</sup> Estimate based on 2000 Census and SCAG RTP 2004 projection.

Subsidiary District(s)?  YES     NO  
*Victorville Fire Protection District*  
*Victorville Recreation and Park District*  
*Victorville Sanitary District*

### SPHERE OF INFLUENCE

Established:

LAFCO Number	Resolution No./ Date Adopted	Location
LAFCO 1147	Res. No. 762 6/28/72	See Figure 1

Changes:

LAFCO Number	Resolution No./ Date Adopted	Type of Change	Location
2832	NA	SOI Expansion/ Reduction for City of Victorville, Reduction for City of Adelanto	
2779	NA	SOI Expansion for City of Victorville	
2721	Resolution issued 4/26/93	SOI Review & expansion	6,000 acres, George Air Force Base
2677	Resolution issued 8/16/91	SOI Expansion for City of Victorville, reduction for City of Hesperia	
2533	Resolution issued 7/25/89	SOI Expansion	
2521	Resolution issued 2/23/89	SOI Review & expansion	
2479	Resolutions 2155, 2150 issued 10/11/88	SOI Review & expansion	
2470A	4/25/88	SOI Reduction for City of Victorville, expansion for Apple Valley	
2380	Resolution issued 6/25/86	SOI Review & expansion	
2062 & 2062A	Resolution issued 2/13/81	SOI Review & expansion	

Source: San Bernardino LAFCo, July 2006

Totally Surrounded Islands: X YES \_\_\_\_\_NO

If Yes, how many: *Three*

How many comply with provisions of Government Code Section 56375.3:

(1): *Coad Road Island*

### BUDGETARY INFORMATION

General Fund	Actual 2002-03	Actual 2003-04	Actual 2004-05	Budgeted 2005-06	Budgeted 2006-07 <sup>3</sup>
<u>Revenues:</u>	\$32,759,274	\$34,659,431	\$40,909,692	\$45,735,034	\$58,870,941
Property Tax <sup>4</sup>	348,941	335,172	-164,677	5,000,000	7,146,000
Sales Tax <sup>5</sup>	15,826,367	16,465,113	19,680,830	23,430,286	24,106,500
User Fees <sup>6</sup>	8,323,429	11,570,755	13,176,407	12,122,369	16,872,225
<u>Expenditures</u>	25,895,749	31,095,680	37,572,010	45,735,034	58,870,941
<u>Capital/Fixed Assets<sup>7</sup></u>	328,737,450	381,830,567	394,589,207	NA	NA

Source: City of Victorville Finance Department

<sup>3</sup> Proposed Budget FY 2006-07

<sup>4</sup> Property tax category includes subvention for no property tax, ERAF contribution, and property taxes in lieu of vehicle license fees.

<sup>5</sup> Sales tax category includes general sales and use tax and in-lieu sales tax.

<sup>6</sup> User fee category includes charges for services, cost recovery, licenses and permits

<sup>7</sup> The value of capital and fixed assets represents the value of fixed capital assets net of depreciation for all governmental funds.

## City of Victorville: Sphere of Influence Review

**INTRODUCTION:** The questions on this form are designed to obtain data about the entity's existing sphere of influence to allow the Commission and its staff to begin to assess the mandated sphere update process. You are encouraged to include any additional information that you believe is pertinent to the process. Use additional sheets where necessary and/or include any relevant documents.

1. NAME OF AGENCY: *City of Victorville*
  
2. Provide an identification of the entities that provide service to your agency. Please indicate whether they are public or private entities and include subsidiary districts in this description. Please include a description of City or District-governed agencies (i.e., redevelopment agency, development corporations, joint powers authorities, improvement districts, etc.):
  - *Fire service is provided by the Victorville Fire Protection District, as a subsidiary district.*
  - *Sanitary sewer services are provided by the Victorville Sanitary District, as a subsidiary district.*
  - *Park and recreation services are provided by the Victorville Recreation and Park District as a subsidiary district.*
  - *Police services are provided by the San Bernardino County Sheriff under contract.*
  - *Refuse and recycling services are provided by Burrtec Waste Industries, Inc., a private entity under contract.*
  - *Water service is provided by the Victor Valley Water District, Baldy Mesa Water District, CSA 64, and City of Victorville (SCLA).*
  - *Transit services are provided by the Victor Valley Transit Authority.*
  - *Wastewater reclamation services are provided by the Victor Valley Wastewater Reclamation Authority, a Joint Powers Authority.*
  - *Street lighting is provided by the City and by Southern California Edison, a private company.*
  - *Electric and gas services are provided by Southern California Edison and Southwest Gas Corporation.*

*The City of Victorville governs a redevelopment agency that current manages three redevelopment project areas. The City of Victorville also participates in governance of the Victorville Professional Development Corporation, a non-profit corporation established to provide affordable housing. The VPDC board consists of three members from the City and four members from the community.*

3. Provide a narrative description of anticipated alterations in the agency's current sphere of influence that should be considered in this review. This identification should include any potential development that would require a sphere of influence amendment for implementation, etc. (If additional room for response is necessary, please attach additional sheets to this form.)

*The City of Victorville recommends a sphere expansion to the north of its existing sphere, bounded by Topaz on the west, the existing City SOI on the south, and I-15 on the east, meeting Barstow's SOI in the north. On August 1, the Council instructed staff to begin negotiations with County representatives regarding the proposed sphere boundaries. Once the City and County reach an agreement on the boundaries, the proposal will be forwarded to the Commission for review.*

4. **CITIES:** Provide an outline of negotiations with the County of San Bernardino related to any sphere change anticipated. Please include an outline of agreements on boundaries, development standards, zoning requirements, if any. This is required pursuant to Government Code Section 56425(b).

*Negotiations with the County of San Bernardino are expected to commence in August 2006.*

5. **CITIES:** Provide an outline of the dates for adoption and plans for update, if any, for:

General Plan Adopted 1997, Horizon: 2015

Elements if adopted separately

NAME

DATE OF ADOPTION/UPDATE PLANS

*Housing Element*

*2000, update in progress*

6. **CITIES/SPECIAL DISTRICTS:** For the services provided by the agency identify the appropriate document below and provide an outline of the date of adoption, schedule for update, copy of the document and copy of environmental document, if applicable:

Master Plan for Water Utility

*Southern California Logistic Airport Specific Plan  
 Water Master Plan, June 2006*

Master Plan for Sewer Utility

*Victor Valley Water Reclamation  
 Authority Sewerage Facilities Plan Updated, 2005  
 Amendment  
 Southern California Logistics Airport Specific Plan  
 Sewer Master Plan, to be adopted in 2006*

	<i>Master Plan of Sewers, 1990, revised September 1991, presently being updated</i>
Master Plan for Fire Service	<i>General Plan, Safety Element, 1997</i>
Master Plan for Park Service	<i>City of Victorville Community Services, July 2006</i>
	<i>Department Master Plan for Parks and Facilities, 2005</i>
Urban Water Management Plan	<i>Not Required for SCLA</i>
Other (Please name):	
<i>Master Plan for Drainage</i>	<i>Citywide Master Plan of Drainage</i>

7. **SPECIAL DISTRICTS:** Provide an outline of the following items related to the services provided by the District. This response is specifically required by Government Code Section 56425(h) et seq.

*Not applicable*

8. Provide a response to the four factors outlined in Government Code Section 56425 required for a sphere of influence review outlined as follows:

*There are four different sphere areas to consider in Victorville, the western sphere, the eastern sphere, the existing northern sphere, and the northern sphere expansion area. Victorville borders Hesperia on the south. Responses are organized by major sphere area.*

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

*In the western sphere area, present land uses include mostly vacant land, scattered single-family housing and minimal agricultural use. Planned land use consists of single-family residential (4,030 acres), commercial (770 acres), multi-family residential use (320 acres), and light industrial (230 acres). In planned single-family residential areas, planned densities vary from one to four dwelling units per acre (average of 2.2 dwelling units per acre).*

*In the eastern sphere area, present land uses include medium-density residential, recreation (200-acre lake, 164-acre golf course and private parks), and a country club in the Spring Valley Lake residential subdivision and 840 acres of regional parkland in the Mojave Narrows Regional Park. Planned land uses are anticipated to be the same as present uses.*

*In the existing northern sphere area, present land uses include primarily vacant land and the County landfill (491 acres). There is a pocket of commercial development on I-15 near Stoddard Wells Rd., low-density residential use south of Oro Grande, and agricultural use*

*between the Mojave River and Rt. 66. Planned land uses consist of conservation area (2 square miles), residential (4.25 square miles), industrial and commercial (1.5 square miles) use.*

*In the northern SOI expansion area, present land uses are primarily open space and vacant. There are 26.25 square miles of open space in the West Mojave Plan conservation area. In the Oro Grande community, there is residential and commercial development, including a cement plant. Planned land uses include open space, residential, and commercial. Planned residential areas encompass 21.25 square miles, most of which is expected to be designated for low-density residential use. Some pockets of multi-family residential use are also anticipated. Planned commercial areas encompass 10 square miles, most of which is expected to be clustered at I-15 interchanges along the eastern side of the SOI expansion area. The City anticipates a modest amount of commercial activity in the western and central portions of the SOI expansion area, with approximately 0.5 square miles of commercial areas located on major streets.*

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

*In the western sphere area, the present need for public services and facilities is minimal due to the low population. The probable need is extensive with future development and population growth. Additional police and fire support, street maintenance and infrastructure, among other services, will be necessary.*

*In the eastern sphere area, the present need is extensive in Spring Valley Lake, as the area is well-populated at this time, however, much of the services and infrastructure are provided by CSA 64 (water, sewer and street cleaning) and by the private homeowners association (golf course, tennis courts, lake, and other recreation).*

*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.*

*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 developable portions of the SOI expansion area where there is potential for significant residential and commercial growth fueled by affordable land prices.*

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

*Municipal services provided by Victorville are adequate. For fire services, Victorville enjoys the most favorable ISO rating in the Victor Valley. Wastewater collection and treatment infrastructure need additional capacity to accommodate growth; Victorville and VVWRA are constructing infrastructure expansions in a collaborative fashion. Much of the drainage system in Victorville is constructed by new development, and is most effective in built-out areas where the infrastructure is complete. Roadways will need expansion to accommodate growth, improvements are financed primarily with developer fees and requirements and planned through a 15-year plan and ongoing capital improvement programming. Police services in Victorville are adequate. For park and recreation service, Victorville offers extensive programming and has an adopted goal of reaching the industry standard of 3.0 acres per 1,000 residents through developer fees and requirements.*

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

*The community of Phelan, a county unincorporated area, borders the western sphere area. In the eastern sphere area, Spring Valley Lake represents a social and economic community of private property in this unincorporated county area. The community of Oro Grande, a county unincorporated area, lies in the northern SOI expansion area. The unincorporated islands of Mountain View Acres lie within the City's existing SOI.*

### CERTIFICATION

I hereby certify that the statements furnished above and in the attached supplements, exhibits, and documents present the date and information required for this mandatory review 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: \_\_\_\_\_

\_\_\_\_\_  
Signature of Official

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Title

## Victorville Fire Protection District: Profile Summary Sheet

District Contact Person(s): *Chief John Becker*

Address:

*PO Box 5001  
Victorville, CA 92392*

E-mail Address:

*jbecker@ci.victorville.ca.us*

Website Address:

*http://www.ci.victorville.ca.us*

Date of Formation:

*May 9, 1973*

Principal Act: *Health and Safety Code 13801, et. Seq., Part 2.7, Division 12*

Improvement District(s):  YES  NO

If yes, please indicate name and define area of service (include map).

Governing Body:

*City of Victorville City Council*

Membership:

*Mike Rothschild, Mayor  
Rudy Cabriales, Mayor pro tem  
Joann Almond, Councilmember  
Terry Caldwell, Councilmember  
Bob Hunter, Councilmember*

Public Meetings:

*The City Council meets the 1<sup>st</sup> and 3<sup>rd</sup> Tuesday of each month, beginning  
at 7:00 PM, Victorville Council Chambers, 14343 Civic Drive*

## SERVICES

**Currently Authorized Powers (Services):**

SERVICE	FUNCTIONS
<i>Fire Protection</i>	<i>Structural, watershed, suppression, prevention, protection, first aid, rescue, disaster preparedness, hazardous material response, fire safety education</i>

Latent Powers (Services) -- those services authorized by the Agency's principal act, but not activated through the LAFCO process:

SERVICE	FUNCTIONS
<i>N/A</i>	

Area Served: *74 Square Miles*

Population: *95,173 in 2006*

*Source for population in City bounds is California Department of Finance.  
 Sources for population in eastern island are 2000 Census and SCAG RTP  
 2004 projections. Per 2000 Census, northern area on I-15 is uninhabited.*

Registered Voters: *31,420 as of May 22, 2006 (citywide)*

Services Provided Outside Agency Boundaries: *None, other than mutual aid assistance*

SERVICE	PROVIDED TO WHOM	DATE OF CONTRACT	SUNSET DATE
<i>N/A</i>			

Special charges for service outside boundaries: *None*

Special policies for providing service outside boundaries: *Mutual or automatic aid agreement*

## SPHERE OF INFLUENCE

Established:

LAFCO Number	Resolution No./ Date Adopted	Location
LAFCO 1305	Res. No. 942, 5/9/73	Victorville, CA

Changes:

LAFCO Number	Resolution No./ Date Adopted	Type Of Change	Location
2062	Res. No. 1693 - 11/5/80	SOI Expansion	
2380	Res. No. 2048 - 7/16/86	SOI Expansion	
2479	Res. No. 2150 - 9/21/88	Expansion	Southwest
2521	Res. No. 2187 - 2/12/89	Expansion	West
2533	Res. No. 2212 - 7/19/89	Expansion	
2677	Res. No. 2338 - 7/31/1991	Expansion	Golden Triangle
2721	Res. No. 2411 - 4/21/93	Expansion	GAFB/SCLA
2779	Res. No. 2477 - 4/19/95	Expansion	Northeast of GAFB/SCLA

## BUDGETARY INFORMATION

VFPD Fund <sup>8</sup>	Actual 2002-03	Actual 2003-04	Actual 2004-05	Budgeted 2005-06	Budgeted 2006-07 <sup>9</sup>
<u>Revenues</u>	\$4,312,381	\$4,850,577	\$6,093,164	\$6,325,220	\$7,600,617
Property Tax	1,731,009	1,882,780	2,079,132	1,793,000	3,017,000
Sales Tax	0	0	0	0	0
User Fees <sup>10</sup>	123,256	58,487	144,769	147,320	183,600
General Fund Transfer	2,453,033	2,897,986	3,860,754	4,377,750	4,391,867
<u>Expenditures</u>	4,309,653	4,841,795	6,093,499	6,325,220	7,600,617
<u>Capital/Fixed Assets<sup>11</sup></u>	NA	NA	NA	NA	NA

Source: City of Victorville Finance Department

<sup>8</sup> Victorville Fire Protection District fund information is reported here. Development impact fees and related expenditures are reported in a separate fund.

<sup>9</sup> Proposed Budget FY 2006-07

<sup>10</sup> User fees include charges for services, cost recovery, licenses and permits.

<sup>11</sup> Capital asset value is tracked and reported for all governmental funds combined, and is not available for individual governmental funds.

## Victorville Fire Protection District: Sphere of Influence Review

**INTRODUCTION:** The questions on this form are designed to obtain data about the entity's existing sphere of influence to allow the Commission and its staff to begin to assess the mandated sphere update process. You are encouraged to include any additional information that you believe is pertinent to the process. Use additional sheets where necessary and/or include any relevant documents.

1. **NAME OF AGENCY:** *Victorville Fire Protection District*
2. Provide an identification of the entities that provide service to your agency. Please indicate whether they are public or private entities and include subsidiary districts in this description. Please include a description of City or District-governed agencies (i.e., redevelopment agency, development corporations, joint powers authorities, improvement districts, etc.):

*The Regional Fire Protection Authority (RFPA), a joint powers authority, provides dispatch communications and mutual aid. Water services are provided by the City of Victorville (at SCLA), the Baldy Mesa Water District, and the Victor Valley Water District.*

3. Provide a narrative description of anticipated alterations in the agency's current sphere of influence that should be considered in this review. This identification should include any potential development that would require a sphere of influence amendment for implementation, etc. (If additional room for response is necessary, please attach additional sheets to this form.)

*The City of Victorville has proposed dissolving this subsidiary district, and assuming service responsibility directly. Therefore, a zero SOI is recommended.*

4. **CITIES:** Provide an outline of negotiations with the County of San Bernardino related to any sphere change anticipated. Please include an outline of agreements on boundaries, development standards, zoning requirements, if any. This is required pursuant to Government Code Section 56425(b).

*Not applicable.*

5. **CITIES:** Provide an outline of the dates for adoption and plans for update, if any, for:

*Not applicable.*

6. **CITIES/SPECIAL DISTRICTS:** For the services provided by the agency identify the appropriate document below and provide an outline of the date of adoption, schedule for update, copy of the document and copy of environmental document, if applicable:

Master Plan for Fire Service	<i>General Plan, Safety Element, Adopted 1997, update in progress</i>
Other (Please name):	<i>Not applicable</i>

7. **SPECIAL DISTRICTS:** Provide an outline of the following items related to the services provided by the District. This response is specifically required by Government Code Section 56425(h) et seq.

- a) Provide a written statement specifying the functions and/or classes of service provided by your District.

*Fire prevention, fire suppression, emergency services, basic medical services at EMT-1 level, hazardous materials response, rescue services, disaster planning, and full CUPA operations are provided.*

- b) Provide a written description of the nature, location and extent of the functions and/or classes of service outlined above. Where the service area is less than the boundaries of the District provide a map depiction of the location.

*Services are provided throughout the entire district boundaries. The district includes the entire City, some territory adjacent to I-15 that follows the northeast boundary of the City, and most of the Coad Road unincorporated island, except for a rail line on the eastern side of the island. The boundary does not include two of the City's islands: the westernmost unincorporated island and the Mountain View Acres unincorporated area. However, the District provides mutual aid assistance to the unincorporated islands and Oro Grande community. The Apple Valley Fire Protection District serves a small portion in the northeast corner of the existing District bounds, from North Stoddard Wells to the Dale Evans Parkway, and the VFPD serves the area inside its bounds to the south of North Stoddard Wells along I-15.<sup>12</sup> Upon district dissolution and City SOI expansion, the planned VFPD fire station at Stoddard Wells/Dante Road will serve that area.*

- c) Provide a brief outline of master plans adopted for each of the services listed above including a summary of their findings and the date of their adoption. If master plans are required to be filed with a County, State or Federal agency please note the date of

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<sup>12</sup> Per Apple Valley Fire Protection District Division Chief, Art Bishop, July 20, 2006

their acceptance. Provide a copy of the master plans with this document if not previously provided to the LAFCO staff office including a copy of the environmental determination associated with the document.

*City General Plan, Safety element, adopted 1997, updates in progress.*

*Current plans available from the City of Victorville Fire Department include the goals of:*

- *Delivering safety services of the highest quality,*
- *Supporting and maintaining a safe, healthy, well-trained and high performing workforce,*
- *Providing high-quality first responder service as part of an integrated emergency medical care system,*
- *Ensuring that Victorville firefighters will be community resources for life, safety, knowledge, and information about Victorville Fire Department services,*
- *Attracting and retaining a qualified and diverse workforce, and*
- *Being accountable to its community for demonstrable results.*

*Four new fire stations are being planned to accommodate growth and future development.*

8. Provide a response to the four factors outlined in Government Code Section 56425 required for a sphere of influence review outlined as follows:

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

*In the western sphere area, present land uses include mostly vacant land, scattered single-family housing and minimal agricultural use. Planned land use consists of single-family residential (4,030 acres), commercial (770 acres), multi-family residential use (320 acres), and light industrial (230 acres). In planned single-family residential areas, planned densities vary from one to four dwelling units per acre (average of 2.2 dwelling units per acre).*

*In the eastern sphere area, present land uses include medium-density residential, recreation (200-acre lake, 164-acre golf course and private parks), and a country club in the Spring Valley Lake residential subdivision and 840 acres of regional parkland in the Mojave Narrows Regional Park. Planned land uses are anticipated to be the same as present uses.*

*In the existing northern sphere area, present land uses include primarily vacant land and the County landfill (491 acres). There is a pocket of commercial development on I-15 near Stoddard Wells Rd., low-density residential use south of Oro Grande, and agricultural use between the Mojave River and Rt. 66. Planned land uses consist of conservation area (2 square miles), residential (4.25 square miles), industrial and commercial (1.5 square miles) use.*

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

*The number of service calls to the Victorville Fire Protection District increased from 8,062 in 2001 to 10,966 in 2005, an increase of just over 36%. As Victorville continues to develop, additional demand is expected. The District has identified the need for future fire stations and personnel to service the sphere areas to the west and northeast of the current boundaries should those areas annex. As development occurs in the City's proposed SOI expansion area to the north, service demand would initially be met by the new Village Drive or SCLA (No. 319) stations along the I-66 corridor, and by the new Stoddard Wells/Dante Road station along I-15.*

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

*Fire district services are adequate. The District maintains an ISO rating of 3, the most favorable rating among providers in the Victor Valley area. The services presently provided are being expanded as the need arises. A fifth fire station was recently opened at El Evado Road. Four future stations are being planned and will be developed as required.*

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

*The community of Mountain View Acres, unincorporated pockets, lies within the sphere area, and benefits from mutual aid assistance provided by VFPD. The community of Phelan, a county unincorporated area, borders the western sphere area. In the eastern sphere area, Spring Valley Lake represents a social and economic community of private property in this unincorporated county area.*

**CERTIFICATION**

I hereby certify that the statements furnished above and in the attached supplements, exhibits, and documents present the date and information required for this mandatory review 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: \_\_\_\_\_

\_\_\_\_\_  
Signature of Official

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Title

## Victorville Recreation and Park District: Profile Summary Sheet

District Contact Person(s): *Jon Gargan, Gerald Young*

Address:

*City Hall Community Services  
14343 Civic Drive  
Victorville, CA 92392*

E-mail Address:

*jpgargan@ci.victorville.ca.us; gyoung@ci.victorville.ca.us*

Website Address:

*http://ci.victorville.ca.us*

Date of Formation:

*July 17, 1978*

Principal Act: *Public Resources Code 5400 and 5780, Chapter 4, Division 5, Public Resources Code 5431*

Improvement District(s):  YES  NO

If yes, please indicate name and define area of service (include map).

Governing Body:

*City of Victorville City Council*

Membership:

*Mike Rothschild, Mayor  
Rudy Cabriaes, Mayor pro tem  
Joann Almond, Councilmember  
Terry Caldwell, Councilmember  
Bob Hunter, Councilmember*

Public Meetings:

*The City Council meets the 1<sup>st</sup> and 3<sup>rd</sup> Tuesday each month, beginning at 7:00 PM,  
Victorville Council Chambers, 14343 Civic Drive*

## SERVICES

Currently Authorized Powers (Services):

SERVICE	FUNCTIONS
<i>Recreation programs and sports</i>	<i>Provide recreation support for the general public</i>
<i>Educational classes</i>	<i>Provide recreation support for the general public</i>
<i>Parks and park amenities</i>	<i>Provide open space opportunities for the general public</i>

Latent Powers (Services) -- those services authorized by the Agency's principal act, but not activated through the LAFCO process:

SERVICE	FUNCTIONS
<i>None</i>	

Area Served: 79.72 Square Miles/ 51,021 Acres

Population: 106,257 in 2006

*Source for population in City bounds is California Department of Finance. Population in Spring Valley Lake is based on 2000 Census with growth rate applied from 2005 VVWRA Sewer Plan. Population in Mountain View Acres and other island areas is 2000 Census with growth rates applied from 2004 SCAG RTP projections.*

Registered Voters: 35,706 as of Oct. 3, 2005

Services Provided Outside Agency Boundaries: None

SERVICE	PROVIDED TO WHOM	DATE OF CONTRACT	SUNSET DATE
<i>N/A</i>			

Special charges for service outside boundaries:

*None*

Special policies for providing service outside boundaries:

*None*

## SPHERE OF INFLUENCE

Established:

LAFCO Number	Resolution No./ Date Adopted	Location
LAFCO 1306	Res. No. 943 5/9/73	Victorville, CA

Changes:

LAFCO Number	Resolution No./ Date Adopted	Type Of Change	Location
2062	Res. No. 1693 - 11/5/80	Expansion	
2380	Res. No. 2048 - 7/16/86	Expansion	South
2479	Res. No. 2150 - 9/21/88	Expansion	Southwest
2521	Res. No. 2187 - 2/12/89	Expansion	West
2533	Res. No. 2212 - 7/19/89	Expansion	
2677	Res. No. 2338 - 7/31/1991	Expansion	Golden Triangle
2721	Res. No. 2411 - 4/21/93	Expansion	GAFB/SCLA
2779	Res. No. 2477 - 4/19/95	Expansion	Northeast of GAFB/SCLA

## BUDGETARY INFORMATION

VRPD Fund <sup>13</sup>	Actual 2002-03	Actual 2003-04	Actual 2004-05	Budgeted 2005-06	Budgeted 2006-07 <sup>14</sup>
<u>Revenues</u>	\$3,220,265	\$3,542,314	\$3,963,092	\$5,011,762	\$6,398,554
Property Tax	1,871,727	2,014,254	2,080,468	2,250,250	3,250,000
Sales Taxes	0	0	0	0	0
User Fees <sup>15</sup>	488,944	532,529	586,882	622,624	674,749
General Fund	687,646	819,946	1,119,938	2,047,136	2,385,283
<u>Expenditures</u>	3,215,996	3,520,910	3,955,075	5,011,762	6,398,554
<u>Capital/Fixed Assets</u> <sup>16</sup>	NA	NA	NA	NA	NA

Source: City of Victorville Finance Department

<sup>13</sup> Victorville Recreation and Park District fund information is reported here. VRPD excludes landscape maintenance assessment districts, golf courses, and public building landscaping activities of the Community Services Department.

<sup>14</sup> Proposed Budget, FY 2006-07

<sup>15</sup> User fees include charges for services, cost recovery, licenses and permits.

<sup>16</sup> Capital asset value is tracked and reported for all government funds combined, and is not available for individual governmental funds.

## Victorville Recreation and Park District: Sphere Of Influence Review

**INTRODUCTION:** The questions on this form are designed to obtain data about the entity's existing sphere of influence to allow the Commission and its staff to begin to assess the mandated sphere update process. You are encouraged to include any additional information that you believe is pertinent to the process. Use additional sheets where necessary and/or include any relevant documents.

1. NAME OF AGENCY: *Victorville Recreation and Park District*
2. Provide an identification of the entities that provide service to your agency. Please indicate whether they are public or private entities and include subsidiary districts in this description. Please include a description of City or District-governed agencies (i.e., redevelopment agency, development corporations, joint powers authorities, improvement districts, etc.):

*City of Victorville-Public*

*Victor Valley Water District-Public*

*Baldy Mesa Water District-Public*

*Benefit Everyone, Assist Recreation and Sports, Inc. (BEARS)-Private*

3. Provide a narrative description of anticipated alterations in the agency's current sphere of influence that should be considered in this review. This identification should include any potential development that would require a sphere of influence amendment for implementation, etc. (If additional room for response is necessary, please attach additional sheets to this form.)

*The City of Victorville has proposed dissolving this subsidiary district. Therefore, a zero SOI is recommended.*

4. **CITIES:** Provide an outline of negotiations with the County of San Bernardino related to any sphere change anticipated. Please include an outline of agreements on boundaries, development standards, zoning requirements, if any. This is required pursuant to Government Code Section 56425(b).

*Not applicable*

5. **CITIES:** Provide an outline of the dates for adoption and plans for update, if any, for:

*Not applicable*

6. **CITIES/SPECIAL DISTRICTS:** For the services provided by the agency identify the appropriate document below and provide an outline of the date of adoption, schedule for update, copy of the document and copy of environmental document, if applicable:

*Community Services Master Plan for Parks and Facilities: July, 2006*

7. **SPECIAL DISTRICTS:** Provide an outline of the following items related to the services provided by the District. This response is specifically required by Government Code Section 56425(h) et seq.

- a) Provide a written statement specifying the functions and/or classes of service provided by your District.

*Provide recreation programs, sports programs, educational classes, parks, park support for recreation (sports fields, swimming pools, community centers, etc.), park areas of open space for general public use.*

- b) Provide a written description of the nature, location and extent of the functions and/or classes of service outlined above. Where the service area is less than the boundaries of the District provide a map depiction of the location.

*Provide park space and recreation programs to the City of Victorville and the unincorporated communities of Spring Valley Lake and Mountain View Acres, which equals approximately 98 square miles and over 100,000 residents. The nature of service includes acquiring, operating and developing recreation facilities as well as preserving open space.*

- c) Provide a brief outline of master plans adopted for each of the services listed above including a summary of their findings and the date of their adoption. If master plans are required to be filed with a County, State or Federal agency please note the date of their acceptance. Provide a copy of the master plans with this document if not previously provided to the LAFCO staff office including a copy of the environmental determination associated with the document.

*The Community Services Master Plan was adopted in July of 2006 and established specific goals for acquiring park space and developing recreation facilities to meet the current and*

*future needs of the City. The goals include acquiring property, working with local school districts and seeking funding. The plan identifies current and future facilities.*

8. Provide a response to the four factors outlined in Government Code Section 56425 required for a sphere of influence review outlined as follows:

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

*In the western sphere area, present land uses include mostly vacant land, scattered single-family housing and minimal agricultural use. Planned land use consists of single-family residential (4,030 acres), commercial (770 acres), multi-family residential use (320 acres), and light industrial (230 acres). In planned single-family residential areas, planned densities vary from one to four dwelling units per acre (average of 2.2 dwelling units per acre).*

*In the existing northern sphere area, present land uses include primarily vacant land and the County landfill (491 acres). There is a pocket of commercial development on I-15 near Stoddard Wells Rd., low-density residential use south of Oro Grande, and agricultural use between the Mojave River and Rt. 66. Planned land uses consist of conservation area (2 square miles), residential (4.25 square miles), industrial and commercial (1.5 square miles) use.*

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

*With the growth within the City boundaries at 800 to 1,000 persons per month, the need for new and expanded public facilities and services is significant. Additional parks, sports facilities, swimming pools, community centers, as well as expanded program opportunities are essential.*

- c) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

*Park and recreation services are adequate. The City has approximately 2.1 acres of park space per 1,000 residents. The City's target is three acres per 1,000 residents, with the optimal at five acres per 1,000 residents. The agency is actively developing and planning additional park space to keep pace with the growth in park needs due to rapid population growth. Although recreation services are operating at capacity, services are expanded as new growth finances increased staffing.*

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

*The community of Phelan, a county unincorporated area, borders the western sphere area. The community of Oro Grande, a county unincorporated area, lies in the northern SOI expansion area. The communities of Spring Valley Lake and Mountain View Acres lie within District bounds, although they lie outside City bounds.*

### CERTIFICATION

I hereby certify that the statements furnished above and in the attached supplements, exhibits, and documents present the date and information required for this mandatory review 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: \_\_\_\_\_

\_\_\_\_\_  
Signature of Official

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Title

## Victorville Sanitary District: Profile Summary Sheet

District Contact Person(s): *Brian Schneider*

Address:

*14177 McArt Road  
Victorville, CA92392*

E-mail Address:

*bschneider@ci.victorville.ca.us*

Website Address:

*www.ci.victorville.ca.us*

Date of Formation:

*May 16, 1973*

Principal Act:

*LAFCo #1306*

Improvement District(s): \_\_\_\_ YES X NO

If yes, please indicate name and define area of service (include map).

Governing Body:

*Victorville City Council*

Membership:

*Mike Rothschild, Mayor  
Rudy Cabriales, Mayor pro tem  
Joann Almond, Councilmember  
Terry Caldwell, Councilmember  
Bob Hunter, Councilmember*

Public Meetings:

*The City Council meets the 1<sup>st</sup> and 3<sup>rd</sup> Tuesday of each month, beginning at 7:00 PM,  
Victorville Council Chambers, 14343 Civic Drive*

## SERVICES

Currently Authorized Powers (Services):

SERVICE	FUNCTIONS
<i>Sewage Collection and Treatment</i>	<i>Sewage collection, disposal, and construction. Maintenance and repairs of sewer system.</i>

Latent Powers (Services) -- those services authorized by the Agency's principal act, but not activated through the LAFCO process:

SERVICE	FUNCTIONS
<i>N/A</i>	<i>N/A</i>

Area Served: 71.65 Square Miles (45,856 Acres)

Population: 93,628

*The source for 2006 citywide population is California Department of Finance. The District population estimate adjusts the citywide estimate based on the proportion of citywide assessed value within the Sanitary District in FY 2005-06.*

Registered Voters: 31,420 as of May 22, 2006 (City boundary area)

Services Provided Outside Agency Boundaries:

SERVICE	PROVIDED TO WHOM	DATE OF CONTRACT	SUNSET DATE
<i>N/A</i>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>

Special charges for service outside boundaries:

*N/A*

Special policies for providing service outside boundaries:

*N/A*

## SPHERE OF INFLUENCE

**Established:**

LAFCO Number	Resolution No./ Date Adopted	Location
LAFCO 1307	Res. No. 944, 5/9/73	Victorville, CA

**CHANGES:**

LAFCO Number	Resolution No./ Date Adopted	Type Of Change	Location
2062	Res. No. 1693 - 11/5/80	Expansion	
2380	Res. No. 2048 - 7/16/86	Expansion	South
2479	Res. No. 2150 - 9/21/88	Expansion	Southwest
2521	Res. No. 2187 - 2/12/89	Expansion	West
2533	Res. No. 2212 - 7/19/89	Expansion	
2677	Res. No. 2338 - 7/31/1991	Expansion	Golden Triangle
2721	Res. No. 2411 - 4/21/93	Expansion	GAFB/SCLA
2779	Res. No. 2477 - 4/19/95	Expansion	Northeast of GAFB/SCLA

## BUDGETARY INFORMATION

VSD Fund <sup>17</sup>	Actual 2002-03	Actual 2003-04	Actual 2004-05	Budgeted 2005-06	Budgeted 2006-07
<u>Revenues</u>	\$9,031,017	\$6,355,325	\$6,556,385	\$11,503,404	\$8,378,431
Property Tax	959,931	1,062,167	1,030,715	675,000	1,500,000
Sales Tax	0	0	0	0	0
User Fees <sup>18</sup>	4,740,268	5,225,274	5,307,170	5,575,742	6,385,000
Use of Fund Balance	0	0	0	5,065,962	308,431
<u>Expenditures</u> <sup>19</sup>	8,579,157	5,938,239	9,232,598	11,503,404	8,378,431
Capital Assets <sup>20</sup>	13,745,192	15,447,441	20,243,915	NA	NA

Source: City of Victorville Finance Department

<sup>17</sup> Victorville Sanitary District fund information is reported here. Figures reflect operations and capital funds. .

<sup>18</sup> User fees include both sewer service charges and connection fees.

<sup>19</sup> Victorville Sanitary District include both operating expenditures and those capital expenditures not financed from connection fees.

<sup>20</sup> Capital asset value net of depreciation is tracked and reported for the sanitary district proprietary fund on an actual basis, and is not tracked on a budgetary basis.

## Victorville Sanitary District: Sphere Of Influence Review

**INTRODUCTION:** The questions on this form are designed to obtain data about the entity's existing sphere of influence to allow the Commission and its staff to begin to assess the mandated sphere update process. You are encouraged to include any additional information that you believe is pertinent to the process. Use additional sheets where necessary and/or include any relevant documents.

1. NAME OF AGENCY: *Victorville Sanitary District*
2. Provide an identification of the entities that provide service to your agency. Please indicate whether they are public or private entities and include subsidiary districts in this description. Please include a description of City or District-governed agencies (i.e., redevelopment agency, development corporations, joint powers authorities, improvement districts, etc.):

*Victor Valley Wastewater Reclamation Authority (VWRA), a regional wastewater treatment agency.*

3. Provide a narrative description of anticipated alterations in the agency's current sphere of influence that should be considered in this review. This identification should include any potential development that would require a sphere of influence amendment for implementation, etc. (If additional room for response is necessary, please attach additional sheets to this form.)

*The City of Victorville has proposed dissolving this subsidiary district. Therefore, a zero SOI is recommended.*

4. **CITIES:** Provide an outline of negotiations with the County of San Bernardino related to any sphere change anticipated. Please include an outline of agreements on boundaries, development standards, zoning requirements, if any. This is required pursuant to Government Code Section 56425(b).

*Not applicable*

5. **CITIES:** Provide an outline of the dates for adoption and plans for update, if any, for: *Not applicable*

6. **CITIES/SPECIAL DISTRICTS:** For the services provided by the agency identify the appropriate document below and provide an outline of the date of adoption, schedule for update, copy of the document and copy of environmental document, if applicable:

*Master Plan of Sewers, 1990, currently being updated*

*Victor Valley Water Reclamation Authority Sewerage Facilities Plan Updated, Year 2005 Amendment*

*Southern California Logistics Airport Draft Water and Wastewater Systems Master Plan, July 2006.*

7. **SPECIAL DISTRICTS:** Provide an outline of the following items related to the services provided by the District. This response is specifically required by Government Code Section 56425(h) et seq.

a) Provide a written statement specifying the functions and/or classes of service provided by your District.

*Maintain sewage collection system with 365 miles of collector lines. Collector lines are connected to the VVWRA regional interceptor system at six metering points throughout the City and two points within the SCLA.*

b) Provide a written description of the nature, location and extent of the functions and/or classes of service outlined above. Where the service area is less than the boundaries of the District provide a map depiction of the location.

*The district provides maintenance, operation, and planning of the wastewater collection system. As a member agency of VVWRA, the district provides wastewater conveyance, treatment and disposal services.*

*The location of sanitary services is within district bounds. The sewer service area covers the majority of the City boundary area. Approximately 98.4 percent of properties within City bounds are within District bounds, as measured by FY 2005-06 assessed value.*

*The extent of services includes wastewater system planning, infrastructure inspection, cleaning, maintenance, replacement and repair of sewer structures such as pipes and manholes. Preventative maintenance services include closed-circuit television inspection of sewer lines and cleaning sewer lines. Engineering services include the planning and design of sewer rehabilitation and extension projects. Related activities include sewer service billing, oversight of development plans for sewer infrastructure, and oversight and regulation of wastewater dischargers.*

- d) Provide a brief outline of master plans adopted for each of the services listed above including a summary of their findings and the date of their adoption. If master plans are required to be filed with a County, State or Federal agency please note the date of their acceptance. Provide a copy of the master plans with this document if not previously provided to the LAFCO staff office including a copy of the environmental determination associated with the document.

*Master Plan of Sewers, 1990, currently being updated*

- *Implemented computer model for analysis of trunk capacity and for design of new trunk sewer facilities, providing the City with the capability to respond rapidly to system changes.*
- *Established criteria allowing maximum flow depth equal to 75 percent of pipe diameter.*
- *Recommended trunk sewer parameters and interceptor connection location for unsewered study area*
- *Developed deficiency correction measures to be used in assigning project priorities for ongoing sewer capital improvement program.*

*Victor Valley Water Reclamation Authority Sewerage Facilities Plan Update, Year 2005 Amendment*

- *Established wastewater treatment plant expansion needs. Construction is now underway to expand the treatment plant capacity from 12.5 to 18 million gallons per day.*
- *Identified interceptor improvements needs. Design work is underway for two new pump stations and a directional drilled pipeline crossing under the Mojave River.*
- *VVWRA continued work on a study to develop subregional reclamation facilities, which will provide wastewater treatment for the growing community, as well as high quality reclaimed water for non-potable uses such as landscape irrigation. Initially two subregional facilities will be constructed, one 4 MGD facility in Hesperia, and a second 4 MGD facility in Apple Valley, which should be operational by late 2009. Thereafter, two additional facilities will be constructed in Victorville.*

*Southern California Logistics Airport Specific Plan Sewer Master Plan, draft dated June 2006.*

- *Identified wastewater collection strategy: construct new sewers, a lift station and a force main system and upsize a lateral to modernize and expand capacity of the system originally designed for the air force base.*

8. Provide a response to the four factors outlined in Government Code Section 56425 required for a sphere of influence review outlined as follows:

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

*In the western sphere area, present land uses include mostly vacant land, scattered single-family housing and minimal agricultural use. Planned land use consists of single-family residential (4,030 acres), commercial (770 acres), multi-family residential use (320 acres), and light industrial (230 acres). In planned single-family residential areas, planned densities vary from one to four dwelling units per acre (average of 2.2 dwelling units per acre).*

*In the eastern sphere area, present land uses include medium-density residential, recreation (200-acre lake, 164-acre golf course and private parks), and a country club in the Spring Valley Lake residential subdivision and 840 acres of regional parkland in the Mojave Narrows Regional Park. Planned land uses are anticipated to be the same as present uses.*

*In the existing northern sphere area, present land uses include primarily vacant land and the County landfill (491 acres). There is a pocket of commercial development on I-15 near Stoddard Wells Rd., low-density residential use south of Oro Grande, and agricultural use between the Mojave River and Rt. 66. CSA 42 provides sewer service to Oro Grande.*

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

*There is a present and probable need for public sewers in unincorporated SOI areas. Spring Valley Lake is inhabited, sewerred and currently served by CSA 64. Oro Grande within the SOI expansion area is inhabited, sewerred and currently served by CSA 42. Within the existing SOI, the Baldy Mesa, Mountain View Acres, unincorporated islands, and northwestern SOI areas are inhabited, presently rely on septic systems, and have a probable need for public sewer infrastructure. Although the northeastern SOI area and much of the SOI expansion area are not inhabited presently, future growth in these area would create a need for sewer collection system infrastructure.*

*Presently, wastewater flow within the City limits, including SCLA, is approximately 8.3 million gallons per day (mgd), and is projected to increase to 15.04 mgd by 2020 and to 18.25 mgd by 2025 by the VVWRA 2005 Sewerage Facilities Plan Update.*

- c) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

*Services are adequate, as indicated by good standing with regulatory agencies. 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, truck line peak is 75 percent of capacity and the minimum velocity for main is two feet per second.*

*Although the existing infrastructure will not accommodate future growth, both the Victorville Sanitary District and the VVWRA conduct ongoing planning efforts to project future needs and plan appropriate capital improvements— increases in capacity for the wastewater collection, treatment and disposal infrastructure. Planned sewer collection system improvements include pipes, services laterals, trunk lines, manholes and pump stations. The VVWRA is planning to build four new sub-regional treatment facilities with two located within the City of Victorville. Construction of the facilities should begin in 2008 and be completed by 2010.*

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

*The community of Phelan, a county unincorporated area, borders the western sphere area. In the eastern sphere area, Spring Valley Lake represents a social and economic community of private property in this unincorporated county area. The community of Oro Grande, a county unincorporated area, lies in the northern SOI expansion area.*

#### CERTIFICATION

I hereby certify that the statements furnished above and in the attached supplements, exhibits, and documents present the date and information required for this mandatory review 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: \_\_\_\_\_

\_\_\_\_\_  
Signature of Official

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Title