

**Final Report**

**WATER AND WASTEWATER  
MUNICIPAL SERVICE REVIEW REPORT**

**Pass / Mountain Area**

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Formation Commission**

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**Riverside LAFCO**  
**Water & Wastewater Municipal Service Review**

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### Riverside Municipal Service Review Partial List of Acronyms

AF	Acre feet
AF/YR	Acre feet per year
BCVWD	Beaumont Cherry Valley Water District
CCWD	Cabazon County Water District
CFS	Cubic feet per second
DOF	California Department of Finance
CIP	Capital Improvement Program
CVAG	Coachella Valley Association of Governments
CSD	Community Services District
CWD	County Water District
EMWD	Eastern Municipal Water District
GIS	Geographic Information System
IWD	Idyllwild Water District
LHMWD	Lake Hemet Municipal Water District
LAFCO	Local Agency Formation Commission
MOU	Memorandum of Understanding
MGD	Million gallons per day
MWD	Municipal Water District
NP	Not provided
OPR	Office of Planning and Research
SD	Sanitary District
SCAG	Southern California Association of Governments
SGPWA	San Geronio Pass Water Agency
SOI	Sphere of Influence
SWP	State Water Project
UWMP	Urban Water Management Plan
WD	Water District
WRCOG	Western Riverside Council of Governments
YVWD	Yucaipa Valley Water District

# **1.0 EXECUTIVE SUMMARY**



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### 1.0 EXECUTIVE SUMMARY

#### 1.1 Service Review Process

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code §56000 et seq.) mandates that each LAFCO conduct service reviews prior to or in conjunction with Sphere of Influence (SOI) studies and updates. LAFCOs are also required to review and update the SOI for all agencies not less than once every five years. The statutory authority (§56430) for service reviews states that LAFCO must prepare an analysis and a written statement of determinations regarding each of the following:

- Infrastructure needs or deficiencies
- Growth and population projections for the affected area
- Financing constraints and opportunities
- Cost avoidance opportunities
- Opportunities for rate restructuring
- Opportunities for shared facilities
- Government structure options, including advantages and disadvantages of the consolidation or reorganization of service providers
- Evaluation of management efficiencies
- Local accountability and governance

Service reviews are intended to result in options and future studies which will promote more efficient service patterns, identify areas where service improvement is needed and assess the adequacy of service provision in relation to SOIs. Service reviews are **not** intended to directly change how services are provided; they are a tool to comprehensively review the major services, the delivery of those services, any issues with the efficient provision of service and potential actions by LAFCO that might address these issues, if any.

The Riverside LAFCO water and wastewater service review process started in July of 2003. Due to the diversity of agencies, services and issues, Riverside LAFCO divided the County into three regions—Western Riverside County, Pass/Mountain and Coachella Valley. This report addresses the Pass/Mountain region. The other regions are addressed in a separate report.

The agencies included within the Pass/Mountain region are as follows:

# Riverside LAFCO Water & Wastewater Municipal Service Review

**TABLE 1.1  
WATER AND WASTEWATER MUNICIPAL SERVICE REVIEW AGENCIES**

Riverside LAFCO Water and Wastewater Service Review Agencies	WATER SERVICES	Retail Domestic Potable Water	Wholesale Water	Water Treatment	Recycled-Reclaimed Water	Groundwater Management	WASTEWATER SERVICES	Sanitary Sewer Collection	Sanitary Sewer Treatment	Multi-County Service Area
<b>PASS/MOUNTAIN</b>										
1. City of Banning	X	●		●**			X	●	●	
2. City of Beaumont							X	●	●	
3. Beaumont Cherry Valley Water District	X	●		●**	●***	●				
4. Cabazon County Water District	X	●								
5. Eastern Municipal Water District*	X	●	●	●	●	●	X	●	●	
6. Fern Valley Water District	X	●		●						
7. High Valleys Water District	X	●								
8. Idyllwild Water District	X	●					X	●	●	
9. Lake Hemet Municipal Water District*	X	●					X	●		
10. Pine Cove Water District	X	●								
11. Pinyon Pines County Water District	X	●								
12. Ruisenor Water District (no services provided)										
13. San Geronio Pass Water Agency	X		●			●				
14. Yucaipa Valley Water District	X	●		●	●		X	●	●	X

\* Service area in both Pass/Mountain and Western Riverside service review areas; analysis contained in Western Riverside service review area

\*\* The BCVWD signed an agreement with the City of Banning in 2003 to jointly build and fund a water treatment plant to treat SWP water. The water treatment site has been purchased.

\*\*\* The BCVWD is currently constructing a non-potable water conveyance system and expects deliveries to begin in 18 months. The District has an agreement with the City of Beaumont, signed in 1993, to sign a purchase agreement for reclaimed water when available.

A draft questionnaire to collect data was prepared and reviewed by an informal technical advisory group comprised of representatives from the water and wastewater agencies. Two initial kick-off meetings with all agencies were held. The first meeting addressed the service review process and the second the draft questionnaire.

The final questionnaire, which was distributed to all agencies, was divided into three parts. Part I asked for quantitative data about the agency's services, finances and governance structure and formed the basis of the subsequent database. The second part included questions based on the service review determinations and was intended to give the agencies an opportunity to provide qualitative responses.



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Part III consisted of a map with the agency's boundaries and SOI. Each agency was asked to note locations of facilities, overlapping areas of service and any illogical boundaries.

A majority of the agencies in the Pass/Mountain service review area returned questionnaires although the format, quantity and quality of information varied significantly. The draft service review report was sent to the technical advisory group and then to all the agencies for review and comments. Revisions were received by phone, email and fax. In addition, a meeting was held on June 4, 2004 in Beaumont to meet with agencies, receive comments and discuss the process and report. Following this meeting, additional response time was provided to the agencies to allow them to submit additional information and participate in telephone and in-person interviews.

Various sources of information were used to prepare the service review reports. When data from the questionnaire was incomplete, copies of master plans, Urban Water Management Plans (UWMPs) and other sources of data were also used. All information collected from the questionnaires was entered into the database which will be used for future SOIs studies, service reviews and LAFCO reports.

## 1.2 Summary

This Summary addresses:

1. Areas of improvement in the service review process
2. Determinations for the Pass/Mountain service review area

### 1) AREAS OF IMPROVEMENT IN THE SERVICE REVIEW PROCESS

- **Reduce the amount of information agencies must submit**  
*While the draft questionnaire was reviewed by all agencies, it was cumbersome for agencies to use and some of the questions did not yield useful data. Updating the service review "profiles" of each agency annually would allow Riverside LAFCO to maintain an accurate database, provide the Commission, the agencies and the public with annual information about the agencies and could be the basis, in conjunction with UWMPs, for future service review reports.*
- **Utilize Urban Water Management Plans (UWMP)**  
*UWMPs must be completed every five years by water agencies with more than 3,000 connections or delivering more than 3,000 AF of water per year. Agencies in Riverside County completed UWMPs in 2000 and are scheduled to complete*

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*the next round in 2005. The UWMPs are required to analyze water supply and demand and are an important source of data. Riverside LAFCO should consider scheduling future water and wastewater service reviews to more closely coincide with the schedule for UWMP updates.*

Some suggestions received were beyond the scope of the Riverside LAFCO's authority. Projections of population growth are critical for efficient future water and wastewater service and in Riverside County those projections are provided by a variety of agencies including the Department of Finance (DOF), Western Riverside Council of Governments (WRCOG) and the Coachella Valley Association of Governments (CVAG), Southern California Association of Governments (SCAG), Riverside County and the individual water and wastewater providers. While there is some coordination among the agencies in the source and methodology, the service review found fluctuations in population projections which make regional estimates of future service demands more difficult. In addition, population estimates for the boundaries of special districts are rarely provided by regional agencies. It is suggested that the LAFCO Commission work with the WRCOG and CVAG to develop a regional means of providing population projections for special districts, communities of interest and unincorporated community boundaries as well as for cities.

Another issue that is beyond the scope of LAFCO to address is the need to have a source of easily obtainable information about private/mutual water purveyors. In Riverside County there are approximately 300 small (less than 200 connections) and 15 private/mutual water purveyors. The service review process is only applicable to public water purveyors that come under the purview of LAFCO. Since groundwater is a predominant source of water, analysis of future supply and demand must include all water purveyors. Estimates of the use by private and mutual water companies are difficult to integrate into the public planning process.

## **2) DETERMINATIONS FOR THE PASS/MOUNTAIN SERVICE REVIEW AREA**

### ***Growth and Population***

The growth rate in the Pass/Mountain service review area is one of the highest in Riverside County and will require an adequate water supply and wastewater capacity. Population and growth projections used by the agencies in the service review were generally similar. However, to more accurately predict future regional service needs, developing a regional source of future growth and population projections for all agencies would be invaluable.

### ***Infrastructure Needs and Deficiencies***

The service review looked at infrastructure needs and deficiencies, including system capacity and supply. Water supply and wastewater capacity in this region are potential infrastructure

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deficiencies. The region relies primarily on groundwater augmented by imported water, recycled water, and surface water. In the Mountain area, a potential shortage of water supply may negatively impact existing development, future demand and fire protection services. In the Pass area, there is no consensus on future supply/demand projections between the agencies, although they share the same or closely related water supply sources. The Beaumont Basin, which is the largest groundwater basin, is adjudicated. The safe yield has been established at 8,650 af/yr. Water imported through the State Water Project is a new source for the area and will primarily be used to recharge the overdrafted groundwater basins. In the future a portion of it will be treated and used directly within the City of Banning and the Beaumont Cherry Valley Water District service area. System infrastructure needs and deficiencies are being addressed through master plans, CIPs and other long range planning documents, however rapid growth in the region may require service before the necessary capacity and supply are in place. Future groundwater quality is a concern due to the concentration of septic systems in some areas.

### ***Financing Constraints and Opportunities***

As a region, financing sources identified by the agencies are adequate to meet future needs. Approximately 72% of revenues come from fees and charges and approximately 25% from property taxes. For most of the agencies within the Pass/Mountain service review area, the amount of reserves is matched to CIP and other infrastructure improvements.

### ***Opportunities for Rate Restructuring***

The rates for water and wastewater service in the Pass/Mountain service review area are generally similar; variations are attributed to the cost of providing service, service area, system and other unique characteristics of each agency. No significant issues regarding rates were noted.

### ***Opportunities for Shared Facilities and Cost Avoidance***

Agencies in the Pass/Mountain service review area collaborate extensively through a variety of formal and informal groups and agreements. The three agencies in the Mountain area have a formal mutual aid agreement to provide staff, equipment and materials in the event of any natural or manmade disaster. Excess capacity, facilities and staff are made available by agencies whenever possible.

### ***Government Structure Options***

A range of governmental structure options was examined. Some options have been discussed in the past by the Riverside LAFCO, and, while the disadvantages of reorganization may still outweigh the advantages, Riverside LAFCO and the agencies should discuss the following options:

- Reorganization of the Idyllwild WD, Fern Valley WD and Pine Cove WD

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- Reorganization of the High Valleys WD with the City of Banning
- Dissolution of the Ruisenor WD as it does not provide any services

Several agencies noted areas outside their current boundaries where services are provided. Riverside LAFCO should compile a list of existing, non-exempt service agreements to simplify future sphere of influence updates.

### ***Evaluation of Management Efficiencies and Local Accountability and Governance***

All the agencies are pursuing management efficiencies, cost avoidance opportunities and shared facilities to the extent possible. Local accountability and governance were also found to be efficient. The agencies are locally accountable through adherence to applicable government code sections, open and accessible meetings, and dissemination of information. However, the Cabazon CWD, Fern Valley WD and Idyllwild WD should consider developing websites to increase communication with customers.

Based on the service review process, it can be concluded that the agencies addressed in the Pass/Mountain service review area are providing efficient, cost-effective services.

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**REGIONAL MAP**

## **2.0 PASS/MOUNTAIN SERVICE REVIEW**



# Riverside LAFCO Water & Wastewater Municipal Service Review

## 2.0 PASS/MOUNTAIN SERVICE REVIEW

### 2.1 AGENCY DESCRIPTIONS

The water and wastewater agencies that were included in the Pass/Mountain service review are as follows:

**TABLE 2.1.1  
PASS/MOUNTAIN WATER/WASTEWATER AGENCIES**

Riverside LAFCO Water and Wastewater Service Review Agencies	WATER SERVICES	Retail Domestic Potable Water	Wholesale Water	Water Treatment	Recycled-Reclaimed Water	Groundwater Management	WASTEWATER SERVICES	Sanitary Sewer Collection	Sanitary Sewer Treatment	Multi-County Service Area
<b>PASS/MOUNTAIN</b>										
1. City of Banning	X	●		●**			X	●	●	
2. City of Beaumont							X	●	●	
3. Beaumont Cherry Valley Water District	X	●		●**	●***	●				
4. Cabazon County Water District	X	●								
5. Eastern Municipal Water District*	X	●	●	●	●	●	X	●	●	
6. Fern Valley Water District	X	●		●						
7. High Valleys Water District	X	●								
8. Idyllwild Water District	X	●					X	●	●	
9. Lake Hemet Municipal Water District*	X	●					X	●		
10. Pine Cove Water District	X	●								
11. Pinyon Pines County Water District	X	●								
12. Ruisenor Water District (no services provided)										
13. San Geronio Pass Water Agency	X		●			●				
14. Yucaipa Valley Water District	X	●		●	●		X	●	●	X

\* Service area in both Pass/Mountain and Western Riverside service review areas; analysis contained in Western Riverside service review area

\*\* The BCVWD signed an agreement with the City of Banning in 2003 to jointly build and fund a water treatment plant to treat SWP water. The water treatment site has been purchased.

\*\*\* The BCVWD is currently constructing a non-potable water conveyance system and expects deliveries to begin in 18 months. The District has an agreement with the City of Beaumont, signed in 1993, to sign a purchase agreement for reclaimed water when available.

#### ❖ CITY OF BANNING

The City of Banning provides potable water to its residents with groundwater as the main source of water supply. The City owns one wastewater treatment plant which is managed by a private company.

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### ❖ CITY OF BEAUMONT

The City of Beaumont provides wastewater services only. Its treatment plant has a current rated capacity of 2.0 MGD and a current flow of 1.5 MGD. The City is currently pursuing a permit for a 4 MGD expansion. Water service is provided by the Beaumont Cherry Valley Water District.

### ❖ BEAUMONT CHERRY VALLEY WATER DISTRICT

The Beaumont Cherry Valley Water District (BCVWD) serves an area with a population of approximately 20,000 people. Formed in 1919 as the Beaumont Irrigation District, the District changed its name to the Beaumont Cherry Valley Water District in the 1970s. The primary water source is currently groundwater; the District has 18 active wells with a water production capability of 20 MGD. A new well came on line in July 2004 which increased the production capability by 4.3 MGD. The District has 13.35 MG of storage and a total production capacity which exceeds the aggregate maximum day demand of two days. Another well is currently being drilled and two other wells will be drilled in the next year with each well's production estimated to be 4 MGD. To ensure reliability, standby power is provided on some wells and portable generators are available. The District recharges surface water in Little San Geronio Creek and is in the process of developing a stormwater capture and recharge program to recharge surface water directly over the Beaumont Groundwater Basin. To implement the stormwater recharge program the District has purchased land, completed hydrogeologic studies and begun design. In addition to stormwater, the recharge facilities could accommodate reclaimed water and imported water.

### ❖ CABAZON COUNTY WATER DISTRICT

The Cabazon County Water District (CCWD) provides water service to 899 connections in an area of approximately 20 square miles; the agency also serves as the back-up water supply for the Morongo Reservation. Local groundwater is the only water source.

### ❖ EASTERN MUNICIPAL WATER DISTRICT

Eastern Municipal Water District (EMWD) provides domestic and agricultural water, wastewater collection/treatment and recycled water in a 555 square mile service area with a population of 520,000. EMWD's service area in Riverside County extends from Moreno Valley to Temecula, encompassing Perris, San Jacinto, Hemet and parts of Murrieta. Analysis for EMWD is included in the Western Riverside MSR.



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### ❖ FERN VALLEY WATER DISTRICT

The Fern Valley Water District provides retail water service to 1,200 connections in an area of approximately 1,300 acres. Its source of water is surface diversions supplemented by local groundwater.

### ❖ HIGH VALLEYS WATER DISTRICT

The High Valleys Water District provides potable water to approximately 8 square miles with 184 connections in the area of Twin Pines, Mt. Edna and Poppet Flats. Currently, its sole source of supply is water purchased from the City of Banning.

### ❖ IDYLLWILD WATER DISTRICT

The Idyllwild Water District (IWD) provides water and wastewater collection and treatment to approximately 1,600 connections in a service area of 2,400 acres. The source of water is primarily groundwater; it also diverts surface water to use for groundwater recharge at Foster Lake. It has one wastewater treatment plant with a capacity of 0.25 MGD. Average dry weather flows in 2001-2002 were 0.115 MGD (State Water Resources Control Board). Current treatment volume was not supplied as part of this service review.

### ❖ LAKE HEMET MUNICIPAL WATER DISTRICT

Lake Hemet Municipal Water District (LHMWD) provides potable water, irrigation water and sewer collection services to residents of Hemet and San Jacinto as well as Garner Valley and surrounding unincorporated areas. The District has a 26 square mile service area and serves approximately 13,636 domestic and 51 agricultural water customers; and 11,491 sewer connections. A small portion of the service area is within the Pass/Mountain MSR study area; however, analysis for LHMWD is included in the Western Riverside service review region.

### ❖ PINE COVE WATER DISTRICT

The Pine Cove Water District provides potable water to approximately 1,070 active meters. Groundwater is its sole source of water supply. There are 500 open building sites with approximately 200 that are considered un-buildable due to slope, percolation tests or other issues. In the previous year the District provided 1.5 MG of water to the Forest Service for a controlled burn.

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### ❖ PINYON PINES COUNTY WATER DISTRICT

The Pinyon Pines County Water District serves potable water to approximately 320 acres with 80 connections. It also provides water service to two U.S. Forest Service campgrounds (Pinyon Flats and Ribbonwood Equestrian campgrounds) as well as to Riverside County Fire Department #30. Its water source is exclusively groundwater.

### ❖ SAN GORGONIO PASS WATER AGENCY

The San Gorgonio Pass Water Agency (SGPWA) is the State Water Project contractor for the area responsible for wholesale delivery of imported water as well as groundwater management, water quality monitoring and studies and monitoring of 600 wells in its service area.

### ❖ RUISE NOR WATER DISTRICT

The Ruisenor Water District does not provide services and has no staff or budget.

### ❖ YUCAIPA VALLEY WATER DISTRICT

The Yucaipa Valley Water District (YVWD) provides water, wastewater, and recycled water service to customers in the City of Calimesa, the City of Yucaipa and portions of Riverside and San Bernardino Counties. The District's overall service area is 35 square miles and it serves a population of 48,350. The estimated population within Riverside County is 7,150.

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### 2.2 GROWTH AND POPULATION

#### 2.2.1 Growth and Population—Regional Setting

One of the determinations that LAFCO is required to make for service reviews includes growth and population projections. Accurate and consistent population and growth projections are critical in planning for the provision of future services and infrastructure.

The Riverside LAFCO survey asked agencies to provide the current population and projected growth in five-year increments through 2025. The information submitted by the agencies was then aggregated by service review area and compared to countywide and sub-regional projections, where available, to evaluate the consistency of projections among agencies. Sources for countywide and sub-regional population projections were obtained from Riverside County, the Western Riverside Council of Governments (WRCOG), the United States Census and the California Department of Finance (DOF).

The rate of growth in Riverside County has frequently been cited as one of the fastest in southern California as well as in the nation with a ranking of fifth (5<sup>th</sup>) among California counties for the highest increase in population. The following *Table 2.2.1* shows the change in the Census population for Riverside County from 1990 to the 2000 counts in comparison with other southern California counties.

**TABLE 2.2.1**  
**CHANGE IN POPULATION FROM 1990-2000**

County	1990 Census	2000 Census	Change	% Change
Los Angeles	8,863,164	9,519,338	656,174	7%
Orange	2,410,556	2,846,289	435,733	18%
San Bernardino	1,418,380	1,709,434	291,054	21%
San Diego	2,498,016	2,813,833	315,817	13%
<b>Riverside</b>	<b>1,170,413</b>	<b>1,545,387</b>	<b>374,974</b>	<b>32%</b>

Source: SCAG and US Census

Data from the Census is used by the DOF and SCAG as the basis for future population projections. In Riverside County, both the Western Riverside Council of Governments (WRCOG) and the Coachella Valley Association of Governments (CVAG) use the Census figures and the SCAG numbers in projecting future population growth. *Table 2.2.2* compares the 2000 Census figures and projections from both DOF and WRCOG.

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**TABLE 2.2.2**  
**REGIONAL POPULATION PROJECTIONS FOR RIVERSIDE COUNTY**

	1990	2000	2002	2003	2005	2010	2015	2020	2030
<b>United States Census</b>									
Riverside County	1,170,413	1,545,387							
<b>Department of Finance (DOF)*</b>									
Riverside County		1,577,700	1,645,300	1,705,500	1,864,700	2,159,700	2,459,600	2,817,600	
<b>Western Riverside Council of Governments (WRCOG)</b>									
Western Riverside County		1,559,554				2,085,500			

*\*Some numbers based on interim County Projections, 2003*

Growth is projected to be primarily concentrated in unincorporated areas simply because only 10% of the land area of Riverside County is incorporated (i.e., within the boundaries of a city). However, existing population figures and future projections are most frequently based on municipal boundaries and are rarely projected for the service areas of special districts. Therefore, it is difficult to obtain current population figures or project future population for future service demands in the service areas of smaller agencies or to ensure that agencies use consistent methodology and assumptions as regional forecasts. This is a significant issue for predicting future service demands for smaller water and wastewater agencies where growth is expected and whose resources are more limited.

The Beaumont Cherry Valley Water District noted in their response to the draft service review report that local agencies are in a better position to develop population projections since they work with developers on infrastructure needs and build-out. The District noted that LAFCO should provide oversight and review to ensure the projections are reasonable and generally consistent with county and regional projections. In response to the comment from BCVWD, a regional organization such as SCAG or WRCOG is a more appropriate agency to provide projections to ensure consistency of methodology. However, agencies (in particular special districts) can be a valuable source of data for the regional organizations.

### ENVIRONMENTAL JUSTICE

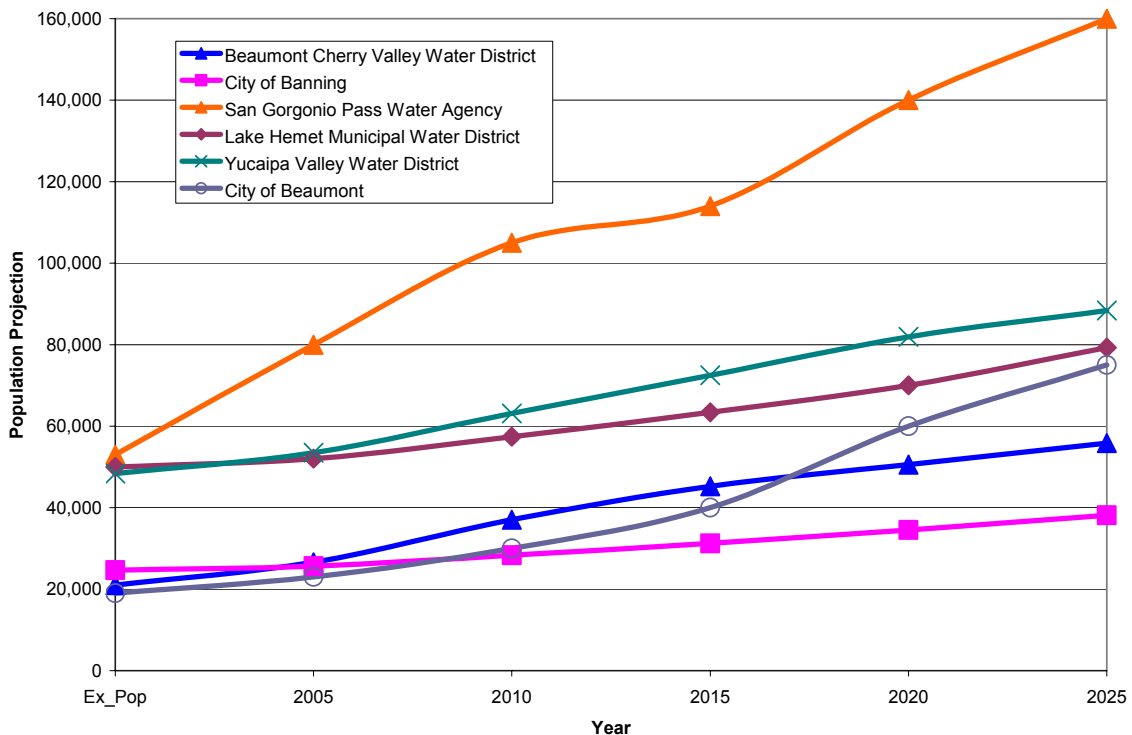
The final OPR Guidelines for Municipal Service Reviews recommend that service review reports address environmental justice issues, including the provision of affordable housing. Neither LAFCO nor the special districts have the legal authority to regulate land use or affordable housing production; the Cities and the County government control land use decisions. Information about affordable housing will be included in subsequent and more appropriate service review reports.

# Riverside LAFCO Water & Wastewater Municipal Service Review

## 2.2.2 Growth and Population—Pass/Mountain Service Review Area

The Pass/Mountain MSR study area is projecting significant growth over the next twenty years; however the growth rates differ between the Pass and Mountain areas. As shown below in *Figures 2.2.1 and 2.2.2, Pass/Mountain Population Projections*, the Pass area is expecting a higher level of growth than the Mountain area, primarily due to the larger inventory of developable land. The projected growth in the Mountain area is due to an increase in year-round residents rather than development; currently the area serves as a vacation/second-home destination with a large percentage of part-time residents. *Figure 2.2.1* shows the estimated growth for agencies in the Pass area while *Figure 2.2.2* shows those in the Mountain area. Actual numbers as reported by the agencies are shown in *Table 2.2.3, Water/Wastewater Service Population Projections*.

**FIGURE 2.2.1- PASS AREA POPULATION PROJECTIONS**

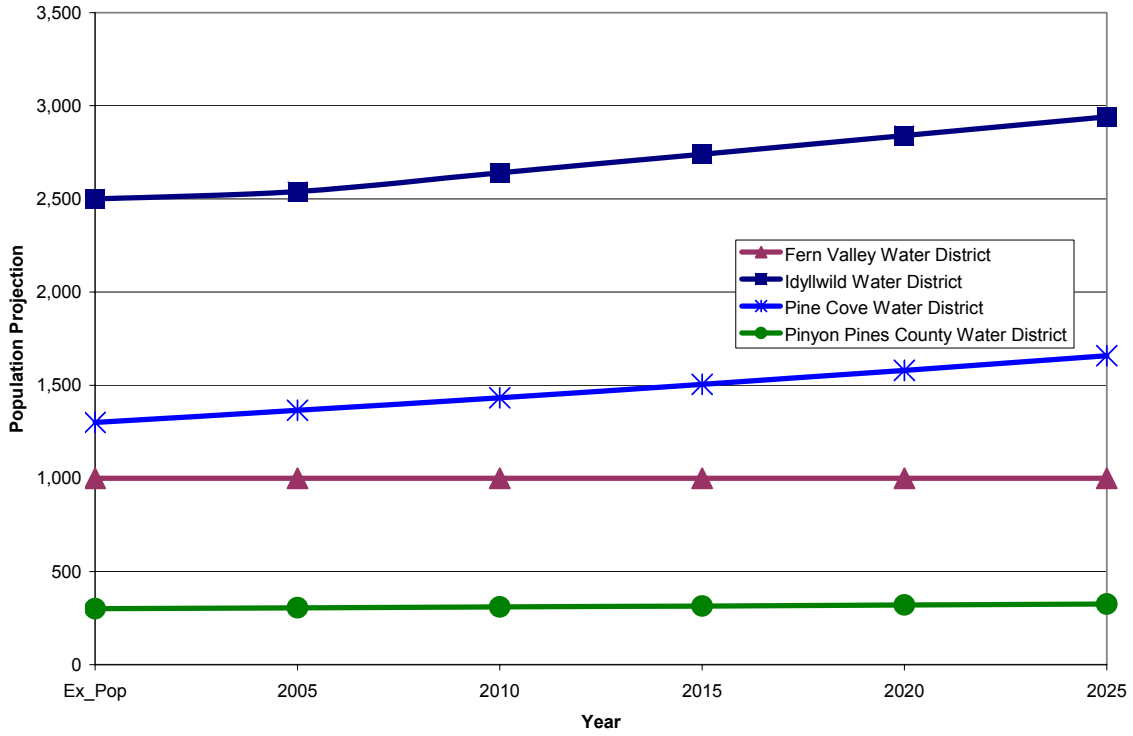


*High Valleys Water District is not charted due to scale; Current population = 400, 2025 population = 425*

*No data was received from Cabazon County Water District*

# Riverside LAFCO Water & Wastewater Municipal Service Review

FIGURE 2.2.2 – MOUNTAIN AREA POPULATION PROJECTIONS



*No population projections were provided by the Fern Valley Water District.*

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## Water & Wastewater Municipal Service Review

**TABLE 2.2.3  
WATER/WASTEWATER SERVICE POPULATION PROJECTIONS**

Agency Population Projections	Existing Service Population	2005 Service population	2010 Service population	2015 Service population	2020 Service population r	2025 Service population
<b>PASS/MOUNTAIN</b>						
<b>Wholesale and/or Retail Water Agencies</b>						
San Geronio Pass Water Agency <sup>1</sup>	53,000	80,000	105,000	114,000	140,000	160,000
Eastern Municipal Water District <sup>4</sup>	520,000	559,046	640,926	718,078	819,357	920,461
Lake Hemet Municipal Water District <sup>4</sup>	50,000	52,020	57,434	63,412	70,012	79,298
<b>Retail Water/Wastewater Agencies</b>						
City of Banning <sup>2</sup>	24,650	25,646	28,315	31,262	34,516	38,108
Beaumont Cherry Valley Water District <sup>3</sup>	21,000	26,600	37,050	45,230	50,580	55,860
City of Beaumont <sup>1</sup>	19,000	23,000	30,000	40,000	60,000	75,000
Cabazon County Water District <sup>1</sup>	2,628	NP	NP	NP	NP	NP
High Valleys Water District <sup>1</sup>	400	405	410	415	420	425
Ruisenor Water District	NP	NP	NP	NP	NP	NP
Yucaipa Valley Water District <sup>5</sup>	7,150	NP	NP	NP	NP	NP
Fern Valley Water District	1,000	NP	NP	NP	NP	NP
Idyllwild Water District	2,500	2,540	2,640	2,740	2,840	2,940
Pine Cove Water District <sup>1</sup>	1,300	1,365	1,433	1,504	1,580	1,659
Pinyon Pines County Water District	300	305	310	315	320	325

<sup>1</sup>Population estimates provided to Riverside LAFCO in the special district questionnaire; Census figure of 2.92 pop/du used where necessary.

<sup>2</sup>The population figures supplied by the City of Banning are for water service customers.

<sup>3</sup>Figures based on BCVWD UWMP, Development approach (UWMP Table 1—3) and people/EDU from UWMP Table 1-2. In comments to the draft service review report, the BCVWD also estimated a population in 2025 of approximately 66,000. The lower estimates supplied by the BCVWD consultant have been used.

<sup>4</sup>Majority of population is not in the Pass/Mountain service review area

<sup>5</sup>Population in total service area is 48,350; estimate of 7,150 for Riverside County only extrapolated from YVWD 2000 UWMP estimate of 275 gpd per capita and total demand of 2,200 af/yr

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### **Water & Wastewater Municipal Service Review**

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EMWD's service area encompasses portions of the City of Beaumont as well as unincorporated areas within the Pass/Mountain service review area, but the majority is within the Western Riverside service review area. The Lake Hemet Municipal Water District only serves a small portion of the Pass/Mountain service review area; therefore information and analysis for these two agencies has been included in the Western Riverside service review area.

Both Pine Cove and Fern Valley Water Districts noted that only 40% of the existing residences in their service areas are currently occupied year-round; this is expected to increase in the coming years as the current property owners reach retirement. Pine Cove WD estimates that there are only 225 buildable lots remaining in its service area. The City of Beaumont has 23,400 dwelling units currently in development and planning, which is reflected in their projected growth.

The current population figures for the Pass/Mountain area represent approximately 5% of the total Riverside County population. The Pass/Mountain service review area is one of the fastest growing regions in Riverside County and could be expected to increase its proportional share of the total countywide population. However, obtaining accurate population projections for specific areas, such as the Pass/Mountain service review area or for particular agency boundaries, is difficult.

The difficulty in obtaining accurate population projections is partly due to the current method by which regional population projections are developed. Developing projections for specialized boundaries, such as water and wastewater agencies, can be both time-consuming and expensive. In response, many larger special districts have developed their own system of population projections or rely on the projections developed as part of their master plan and/or Urban Water Management Plan (UWMP) process. Small special districts generally rely on the knowledge of their staff for local conditions and estimates of future service demands. This can create variations in predicting water and wastewater service area populations and demand among adjacent agencies.

This is not an issue specific to the Pass/Mountain area, to service reviews or to water/wastewater agencies. For example, the Riverside County Integrated Plan (RCIP) "Existing Setting" section provided two possible countywide population totals in the year 2020. The first total was approximately 2.8 million people while the other estimates that the County will continue to grow to 3.5 million in the same year. This represents a difference of 700,000 residents.

Developing population projections for specific areas would be useful for SOI studies, Communities of Interest (COI) and Unincorporated Community (UC) areas. One of the unincorporated communities designated as a COI in the Pass/Mountain service review area is



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the Cabazon COI which is a 6 square mile area (3,840 acres) that includes the territory within the former City of Cabazon and adjacent areas. The communities which have received a UC designation within the service review area are the Cherry Valley area and Banning Bench, an area comprising 1.1 square miles (700 acres) that was removed from the City of Banning's sphere of influence.

It was beyond the scope of the service review process to reconcile the various population projections. However, the Riverside LAFCO should consider developing a county-wide growth forecasting center that has the ability to provide population projections for special districts, municipalities, SOIs, COIs and UCs to ensure that all the agencies are using common numbers and assumptions.

The WRCOG has developed preliminary plans for a regional population model unique to Riverside County and has estimated that it would require approximately \$250,000 to establish a regional system. Regional, consistent projections would be of the most value to areas and agencies with expected growth; special districts with service areas that are generally built-out typically estimate population using the current number of service connections, the average population per household from the U.S. Census and regional growth rates.

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

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### 2.3 INFRASTRUCTURE NEEDS AND DEFICIENCIES

In addressing infrastructure needs and deficiencies, the service review survey included a series of questions to determine current and future demand/supply and capacity. Additional questions were included to gather an overall “snapshot” of the infrastructure. This section first addresses infrastructure needs and deficiencies for the water agencies followed by the infrastructure needs and deficiencies of the wastewater agencies.

#### 2.3.1 Regional Water Demand Projections

The responses to the service review questionnaire were to be the basis for determining the existing and future water demand; however several agencies did not respond or provided partial responses to the service review questionnaire. Therefore other sources of information, such as UWMPs, studies, and technical memos were used to prepare this analysis.

During a meeting of all the water agencies in the Pass/Mountain service review region on June 4, 2004, agencies present requested additional time to respond to the service review questionnaire and to this report. Subsequently information was received from the Cities of Banning and Beaumont, Beaumont Cherry Valley Water District, the San Geronio Pass Water Agency, the Pinyon Pines CWD, the Pine Cove WD, the Fern Valley WD and the San Timoteo Watershed Management Authority. Data from these agencies has been summarized in the following paragraphs.

In the Mountain service review area, the agencies responding added additional information regarding the Water Resources Management Plan, currently underway, and clarification on current and past feasibility studies to reorganize the Idyllwild WD, the Fern Valley WD and the Pine Cove WD.

Several agencies in the Pass service review area added information regarding their agency’s calculations of future supply/demand. Data submitted by one agency did not always coincide with that supplied by another agency and it was not possible to reconcile all data as part of this service review. The primary source of water in the Pass/Mountain region is groundwater and while there is a consensus among the agencies that additional water supplies need to be developed, the sources and uses of future water, the timing of availability and the amount are under discussion.

Disagreements among the water and wastewater agencies in the Pass area have occurred in the past. Currently, the California Department of Water Resources is facilitating discussions among the agencies with a trained mediator in an effort to resolve differences. After the CDWR process is completed, LAFCO should obtain a copy of the results and attach them to the MSR.

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The following table, *Table 2.3.1, Regional Water Demand Projections*, shows the expected demand for each agency in 2025 based on available data provided by the agencies. *Figure 2.3.1* shows the relationship of water providers and water sources in the service review region.

**TABLE 2.3.1**  
**REGIONAL WATER DEMAND PROJECTIONS**

Agency	Total Number of Connections	Existing Demand AF	Future Demand (2025) AF	Future Supply (2025) AF
San Geronio Pass Water Agency	NA	29,000	60,000	45,000
<b>Pass Retail Agencies</b>				
City of Banning	9,950	9,869	16,058	36,071
Beaumont Cherry Valley Water District	7,498 (2003)	6,308*	20,400	27,020
High Valleys Water District	184	110	NP	NP
Cabazon County Water District	900*	1,042*	3,360**	3,360 **
Yucaipa Valley Water District	23,364	15,200	25,700	48,841
<b>Mountain Retail Agencies</b>				
Idyllwild Water District	1,590	302	***	***
Pine Cove Water District	1,064	112	***	***
Fern Valley Water District	1,148	146	***	***
<b>Other</b>				
Pinyon Pines County Water District	82	22	22	22

\* Future supply/demand data will be included in upcoming Water Resources Management Plan

\*\*Based on Water Master Plan

\*\*\* Final figures will be available upon completion of Water Resources Plan, currently under underway

As an alternate comparison for a portion of the Pass Area, the “Final Report – Update of Water Demands and Water Supply Plans” prepared for the San Timoteo Watershed Management Authority (STWMA) lists the following demand projections<sup>1</sup>:

**TABLE 2.3.1(a)**  
**PASS AREA WATER DEMAND PROJECTIONS**

Year	BCVWD	Banning	YVWD and SMWC	Total
2000	10,200	9,500	2,200	21,900
2005	11,900	10,600	2,700	25,200
2010	14,600	12,000	4,600	31,200
2015	18,100	13,500	6,200	37,800
2020	20,600	15,300	7,800	43,700
2025	23,400	17,300	8,900	49,600

<sup>1</sup> San Timoteo Watershed Management Authority, “Final Report – Update of Water Demands and Water Supply Plans”. WE Inc. June 21, 2004

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The difference in BCVWD Year 2000 demand revealed in these two estimates was noted in the District's Final 2000 UWMP Update. The STWMA developed supply and demand projections in March 2002 for Phase 1 of its Watershed Management Plan. The update prepared in 2004 included an evaluation and adjustment to those original estimates. BCVWD noted that the STWMA demand estimates are higher than the District's, and the supply estimates are lower. There is a correlation between the projections of the two agencies and they are reasonably in agreement at 2025.



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### 2.3.2 Sources of Water

#### *Pass Area*

Groundwater is historically the primary water source for the Pass Area; imported water received through the State Water Project (SWP) is a new supplemental source that will be used to augment groundwater production through recharge and direct delivery. Surface water provides additional supply in some areas. Recycled water will become an increasingly important source of supply as the use of recycled water to irrigate landscape directly offsets potable demand for that use.

As a hydrological region, the Pass area consists of sub-basins divided by faults and other geologic barriers forming large sub-surface aquifers. The Pass service review region is underlain by the Beaumont Storage Unit, the Beaumont, Banning Bench, East/West Banning, Banning Canyon, Cabazon, Edgar Canyon, Singleton, San Timoteo, and Noble Canyon basins. Water purveyors in the area have wells located in various basins, and although the MSR considers the groundwater production of public agencies, there are a number of private interests and mutual water companies extracting from the same basins. There is a growing concern over the safe-yield of these basins as it is widely recognized that they have been overdrafted; the increase in demand caused by development and the drought has focused attention on the management of this water resource.

In February 2003, the San Timoteo Watershed Management Authority filed suit in Superior Court to adjudicate pumping and storage rights in the Beaumont Basin to mitigate the overdrafting that has occurred. In early 2004, a stipulated agreement was approved by the Court that creates the Beaumont Basin Watermaster and establishes the pumping rights for both the overlying and appropriative pumpers. This agreement sets the safe-yield of the Beaumont Basin at 8,650 af/yr. It also declares that there is a temporary surplus in the basin of 160,000 af that can be used by the appropriative pumpers within the first ten years. By removing the surplus, additional evacuated storage will be created that can be used to store supplemental water.<sup>2</sup> The other basins listed above are not adjudicated and no data was provided regarding a coordinated management program or studies to determine the safe-yield.

Groundwater recharge is accomplished through natural recharge by surface and stormwater. In the future, water imported through the SWP will be used for recharge through spreading basins. Groundwater quality is a concern due to the number of septic systems concentrated in local areas. There was no indication that production had been impacted by any contaminant or an increase in Total Dissolved Solids (TDS) at this point.

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<sup>2</sup> Ibid.

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Imported water is a new source of supply for the Pass Area. The transmission and treatment infrastructure is in place to allow for deliveries through the San Geronio Pass Water Agency, the State Water Project Contractor for the area. According to the Final Report prepared for the San Timoteo Watershed Management Authority, SGPWA's Table A entitlement for the Report's study area starts out at 2,000 af/yr in 2004, increases to 7,000 af/yr in 2005, and increases to 14,000 af/yr in 2010.<sup>3</sup> It is important to note that actual delivery volumes from the SWP are almost always a percentage of a given entitlement. SWP contractors request delivery based on demand projections from the retail agencies; the volume received is dependent on a number of factors, including the available supply and requests from other contractors. Because of this inherent variability, it is important that agencies proactively manage this resource and maximize water banking, conjunctive use and storage opportunities.

Both the City of Banning and Beaumont Cherry Valley Water District are planning to increase their use of imported water in the future. The City and District have entered into an agreement to jointly fund and own a water treatment plant for SWP water. Banning will take delivery of SWP water indirectly through spreading grounds in the Beaumont Basin and directly once the treatment plant is operational. BCVWD is collecting fees from new developments to purchase additional SWP Table A water through SGPWA.

Through forward planning and implementation, recycled water is rapidly becoming a viable water source for the Pass Area. The Beaumont Cherry Valley Water District has been planning for this since the late 1980s and has agreements in place with the City of Beaumont, the recycled water producer. The BCVWD collects fees from developers to fund the installation of the backbone recycled water distribution and storage system. Developers are required to install the required facilities as part of their development. As a result, a large portion of this infrastructure is already in the ground. Design is underway for a pipeline from the SWP East Branch Extension to provide supplemental, untreated SPW for irrigation in the interim until adequate supply is available. It is expected that construction will start in early 2005. A recycled water storage reservoir is also in design and planned for construction in 2005.

The total water supply for the investigation area covered under the "Final Report" prepared for the San Timoteo Watershed Management Authority is shown at 26,000 af/yr in 2003 and increases to 53,700 af/yr by 2025.<sup>4</sup> (This excludes portions of the Pass Area included in the MSR study area.) However, this is not corroborated by the SGPWA's projections, although they do not include the stipulations of the adjudication agreement, the development of new local surface water sources, recycled water use plans, or the acquisition of additional SWP entitlements. As stated earlier, the adjudication of the Beaumont Basin establishes a 160,000 af surplus that can be used by the appropriate pumpers in the next 10 years in order to create

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<sup>3</sup> Ibid.

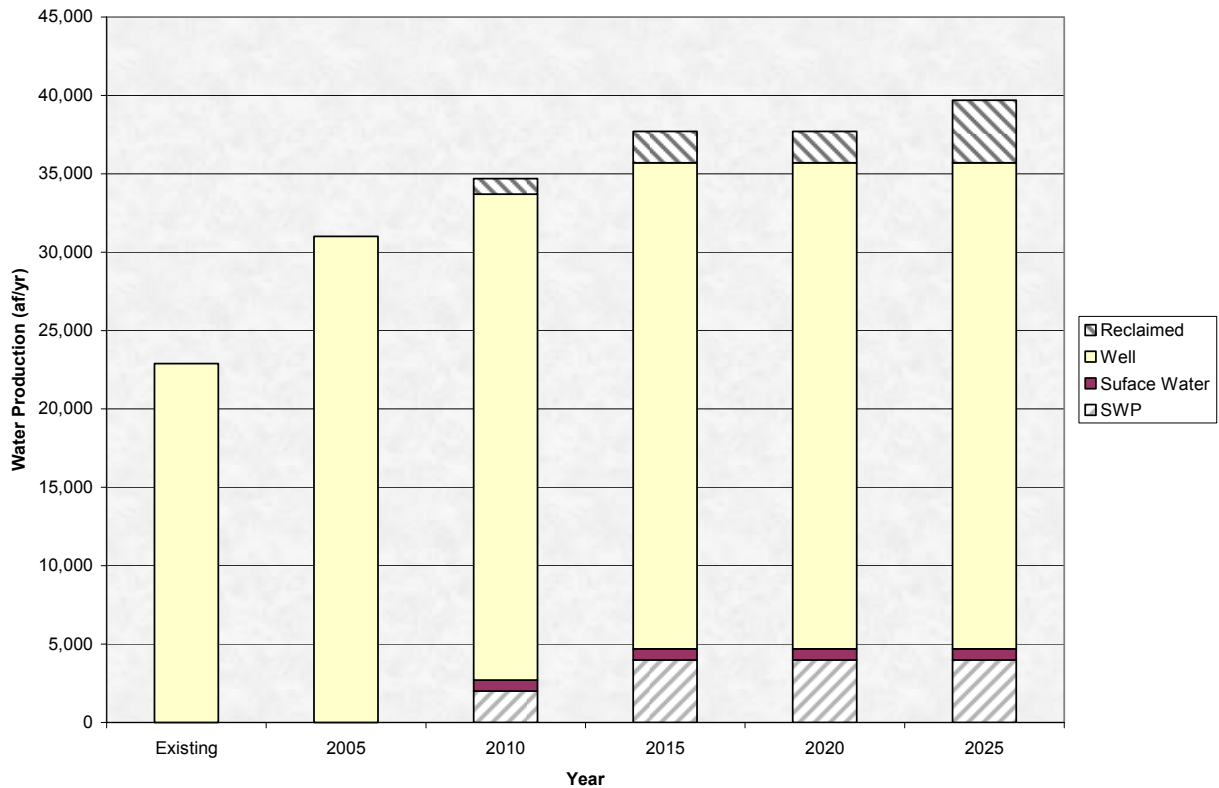
<sup>4</sup> Ibid.

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additional storage for surplus supplies. It is assumed that the surplus supply to be stored will be obtained through recharge of SWP water. Obtaining supply from each of the water sources bears a cost that will ultimately affect water rates. Going forward, it is critical that the agencies work collaboratively on demand projections and allocations for the region to maximize the use benefits of each of the water sources.

The following figures show the 25-year source water supply for Banning and the BCVWD.

**FIGURE 2.3.2 – CITY OF BANNING  
25 YEAR SOURCE WATER SUPPLY**

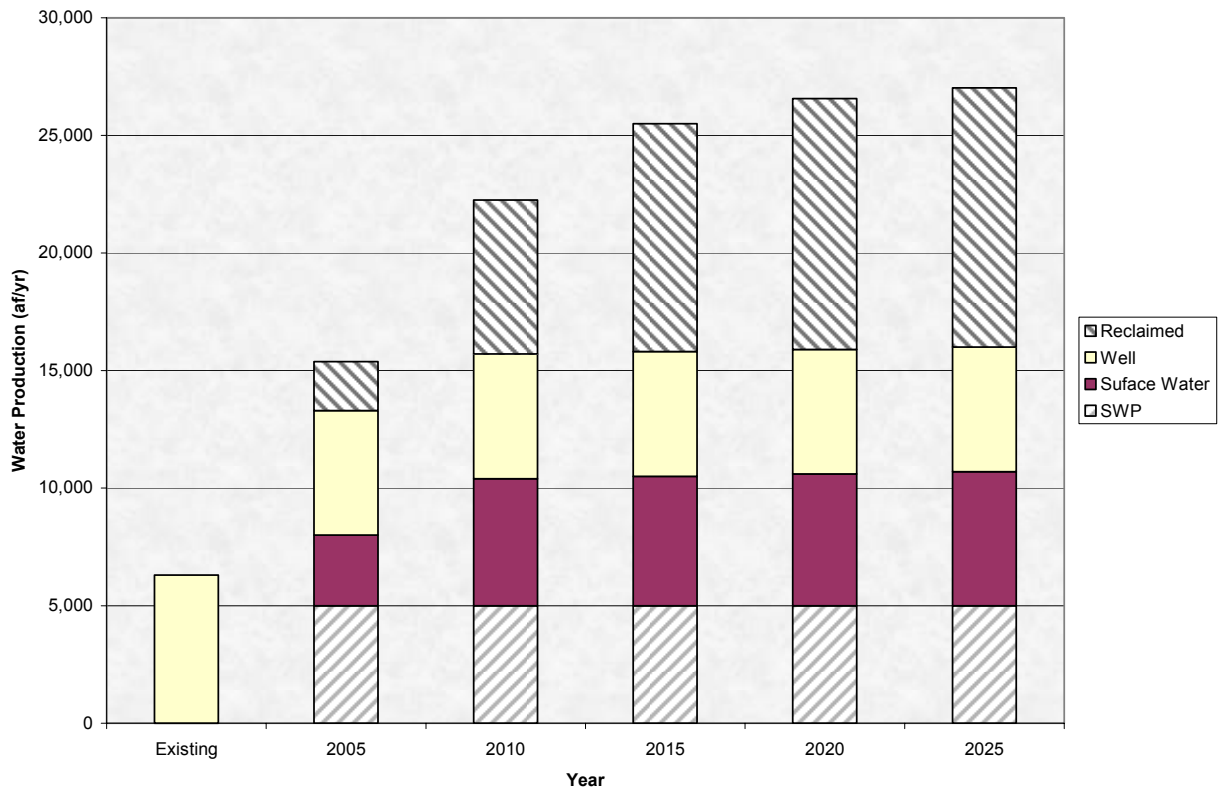


*Note: Surface water is from Whitewater River provided to City through Banning Bench Mutual Water Company. Reclaimed water will be provided through the City's Wastewater Reclamation Plant. Untreated SWP water delivered by SGPWA may be a potential source for additional non-potable supply.*



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**FIGURE 2.3.3 – BEAUMONT CHERRY VALLEY WATER DISTRICT  
25 YEAR SOURCE WATER SUPPLY**



*Note: Information obtained from BCVWD “Final 2000 Urban Water Management Plan Update”, August 2002. Surface water is comprised of urban runoff and stormwater capture, both used for groundwater recharge, as well as captured infiltration (shallow groundwater).*

## **Mountain Area**

The primary water sources for the Mountain Area are groundwater and surface water diverted from streams and springs. There currently is no infrastructure to import water into the area, although this will be evaluated as part of the Water Resources Management Plan that is being developed.

According to the draft “Task Two - Technical Memo: Water Resources Management Plan”, the groundwater supply in the area is highly dependent on climatic changes, with the shallower alluvial wells responding first, and often dramatically, in drought periods. The deeper bedrock wells are the most reliable production sources. While the shallower wells may decline 50-feet during a drought, the deeper wells may only decline less than 10-feet. Existing wells are concentrated in some areas which may exacerbate declining water levels during drought conditions. Based on the analysis completed by an independent consultant, there is an estimated surplus of 800 af/yr of water exiting the study area; however it may not be

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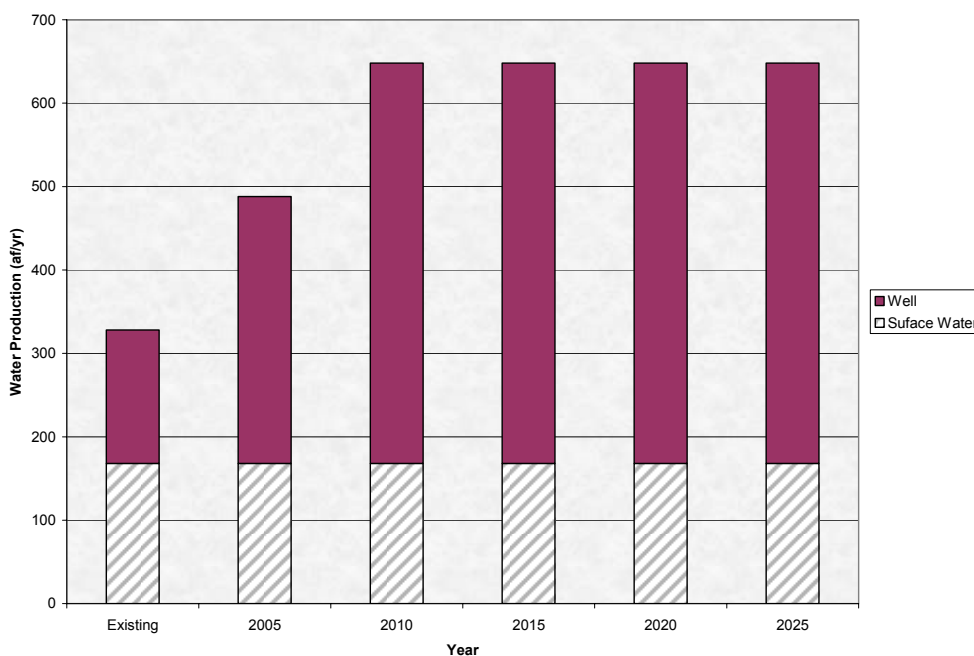
economically feasible to place wells everywhere necessary to capture this water.<sup>5</sup> This surplus is not included in the supply data shown in *Figure 2.3.4*; further studies need to be done to determine if extraction is feasible as well as the volume that could be considered as a consistent supply.

Surface water rights are addressed in the draft “Task One - Technical Memo: Water Resources Management Plan”. For the Fern Valley WD, all surface water rights are currently designated for municipal use and must be used within the pre-specified place of use. Fern Valley is allowed to divert 0.48 cfs from Strawberry and Tahquitz Creeks for use within 30 days and 30 af/yr for seasonal storage.

Idyllwild Water District is permitted to store 40 af/yr on Lilly Creek and has the right to use water from the creek for domestic, recreational and fire protection uses. In addition, the District may store surface runoff from the Lilly Creek Watershed in Foster Lake during the fall, winter and spring seasons. IWD has a pre-1914 Appropriative Rights claim to divert water from Strawberry Creek to Foster Lake for storage; however the District has stated in writing that it will not assert this pre-emptive right.

Pine Cove WD and Pinyon Pines CWD rely solely on groundwater. The following figure shows the 25-year source water supply for the Mountain Area.

**FIGURE 2.3.4 – FERN VALLEY, IDYLLWILD AND PINE COVE WATER DISTRICTS  
25 YEAR SOURCE WATER SUPPLY**



<sup>5</sup> San Jacinto Mountain Area Water Study Agency, “Task Two - Technical Memo: Water Resources Management Plan”. Albert A. Webb Associates, May 19, 2004 (Draft).

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Table 2.3.2 - Water Production in the Mountain Service Review Area, depicts the water production in AF for each agency as noted in the draft “Task One - Technical Memo: Water Resources Management Plan”.

**TABLE 2.3.2**  
**WATER PRODUCTION/USAGE IN THE MOUNTAIN SERVICE REVIEW AREA**

Calendar Year	Idyllwild WD		Fern Valley WD		Pine Cove County WD	
	Total Water Produced (AF)	Total Water Usage (AF)	Total Water Produced (AF)	Total Water Usage (AF)	Total Water Produced (AF)	Total Water Usage (AF)
Existing (2004)	295.99	287.99	178.21	143.66	126.62	114.2
2005	296.86	288.86	178.96	144.41	127.26	114.9
2010	301.41	293.41	182.69	148.14	130.46	118.1
2020	311.90	303.90	190.15	155.60	136.84	124.4

\* Source: Draft Task One, Technical Memo: Water Resources Management Plan

As stated previously, the three agencies in the Mountain service review region are jointly preparing a Water Resources Management Plan. Copies of the Task One report, which reviews and summarizes existing information, and Task Two report, definition of study area, are available from the Riverside LAFCO. The final report will provide a detailed assessment of water resources in the Mountain service review area.

### 2.3.3 Water Demand and Supply by Agency

The service review questionnaire requested data from agencies regarding both the current and future supply of water and the current and future demand. The data is summarized in this section.

#### ❖ CITY OF BANNING

The City of Banning provides potable water to all areas of the City except the northern portions which are served by the Banning Heights Mutual Water Company. The City's source of water supply is groundwater and the source of water for the Banning Heights Mutual Water Company is surface water diverted from the Whitewater River. The primary use of water by the Banning Heights Mutual Water Company is for crop irrigation. In addition, the High Valleys Water District is located approximately three to six miles southeasterly of the City of Banning and currently receives water from the City.

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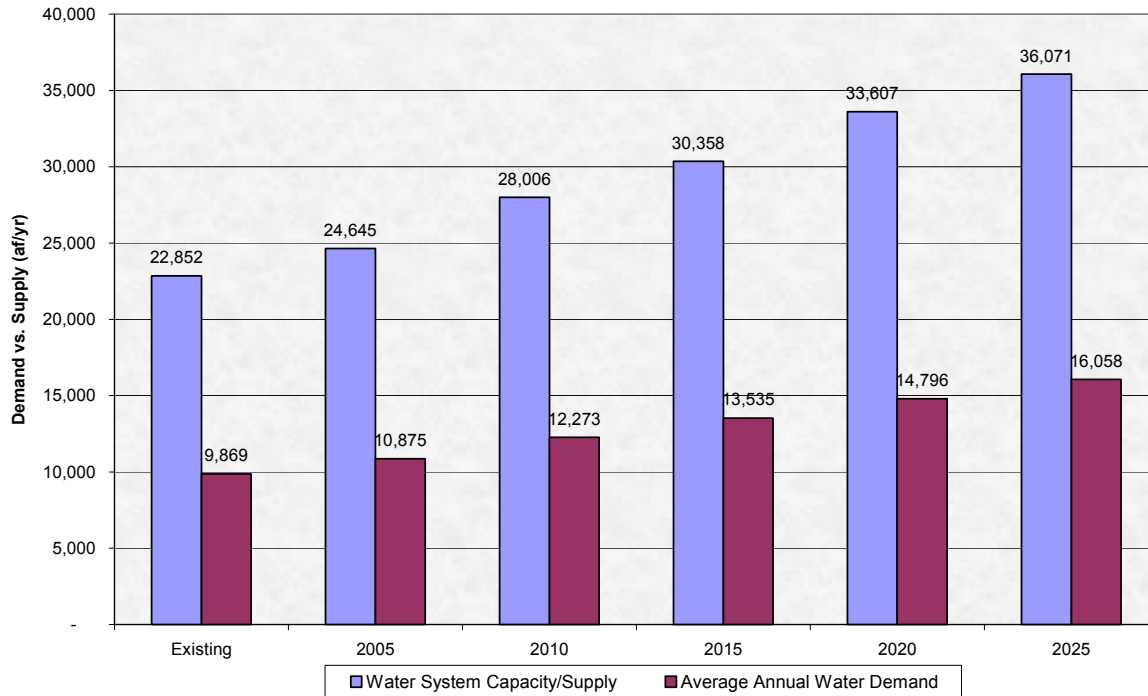
Based on a study completed by Geoscience Support Services, Inc. (Determination of Maximum Perennial Yield for the City of Banning, 2003) and on draft portions of the Water Resources Element for the City's 2004 update of its General Plan, the groundwater tables have shown a steady decline since 1964 with little seasonal fluctuation. In the Geosciences report the range of maximum perennial yield for the City's planning area was calculated as between 8,900 and 12,800 af/yr. Total average water demand since 1991 has ranged between a high of 10,053 in 2003 and a low of 6,719 af/yr in 1992. The annual water use has averaged 8,406 af/yr, with the median water use being 8,180 af/yr. Due to the drought and continued development in the City, the draft Water Resources Element for the City's General Plan concluded that the groundwater basin is being overdrafted.

In 2001-2002, the City's wells in Banning Canyon failed due to the drought. The City and the Beaumont Cherry Valley WD entered into an agreement which provided emergency water connections to the City from the District's system in the interim. Since the City's primary source is groundwater and significant concerns have been raised about overdrafting of the groundwater basins in the area, this represents a significant infrastructure need. In December 2003, the City of Banning entered into a cooperative agreement with the Beaumont Cherry Valley WD to jointly develop and operate three new wells in the Beaumont Storage Unit to meet Banning's water requirements. A longer range plan has also been developed to participate with BCVWD in a new water treatment plant to treat imported water for distribution in their respective service areas. However, as growth continues the concern regarding water supply remains until the long-range plans are in existence.

The City owns one wastewater treatment plant which is managed by a private company. The City has planned on developing, in two phases, and ultimately using 7,394 af/yr of recycled water to supplement existing sources and has planned on receiving approximately 6,600 af/yr of SWP, again in two phases, for another source of water. *Figure 2.3.5* was developed using information submitted by the City. Based on information submitted by the agency, groundwater will continue to be the primary source of water for the City.

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**FIGURE 2.3.5 – CITY OF BANNING  
WATER SUPPLY/DEMAND FORECAST**



### ❖ BEAUMONT CHERRY VALLEY WATER DISTRICT

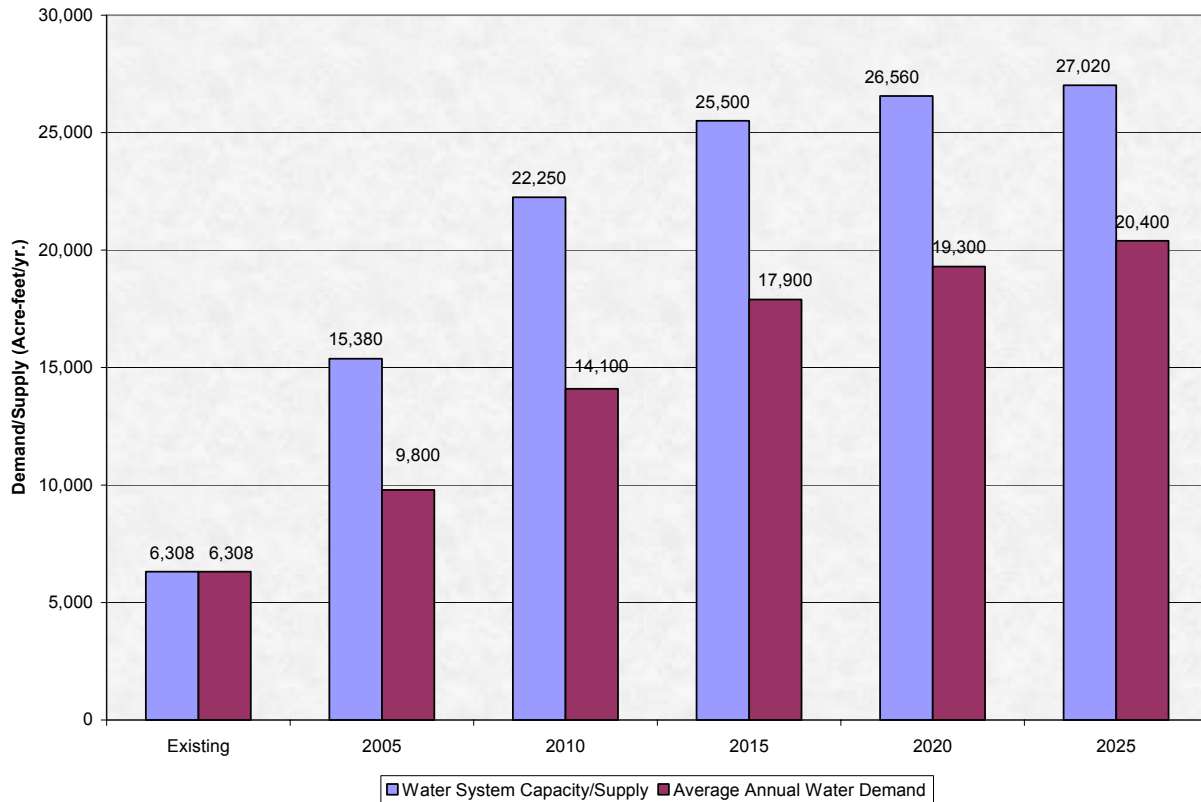
At the end of 2003 the Beaumont Cherry Valley WD had 7,498 water system connections with a total population served, based on an adjustment of US Census data, of 14,550 people. Based on the District's UWMP, of the total 9,650 (66%) were located in the City of Beaumont, 4,580 (33%) in Cherry Valley and the remainder in unincorporated areas.

The District has used land-use based growth projections to determine their estimated increase in service connections over the next 25 years. By 2025, their estimation of total connections is expected to be 20,385 which represents an increase of 12,887 connections or 172%. Currently, all water is from the Edgar Canyon and Beaumont Storage Unit groundwater basins and is produced at a rate of 6,308 af/yr. Pump capacity of the 19 wells totals 22,650 af/yr. A new well, projected to produce 4,800 af/yr, is being drilled (July 2004); two more wells of similar capacity are planned to be drilled within the next year. *Figure 2.3.3* illustrates the water supply demand forecast to year 2025.

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**FIGURE 2.3.6 – BEAUMONT CHERRY VALLEY WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**



Based on the UWMP, the SWP supply via the San Geronio Pass Water Agency will be used by 2005 and is expected to provide up to 5,000 af/yr in the short term. In its response to the draft service review report, the Beaumont Cherry Valley Water District noted that it “recognizes the limitation on the SWP availability and the fact that the Beaumont Basin is in overdraft. It is expected that a large portion of the San Geronio Pass Water Agency’s Table A entitlement will go toward replenishing the overdraft.” The Beaumont Cherry Valley Water District is currently collecting fees for the purchase of new water over and above the Pass Agency’s Table A entitlement to meet projected demands. The remaining water demand in the future will be supplied by recycled water, groundwater recharge and stormwater capture.

However, the State Water Resources Control Board has written the Beaumont Cherry Valley Water District informing them that there are concerns about the agency’s rights to stormwater capture and the supply of this source water is not certain. The Beaumont Cherry Valley WD noted that, “The SWRCB has a misunderstanding of the District’s Stormwater Capture and

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Recharge Project. The SWRCB recognizes that the District has two permitted diversions in Little San Geronio Creek through pre-1914 and riparian rights. As part of the Stormwater Capture and Recharge Project, the District is merely relocating one of the diversions farther downstream. The District believes that once the SWRCB fully understands the project, this water rights issue will become moot.”

The District’s 1995 Water Master Plan included a reclaimed water master plan. This has been revisited during the preparation of the UWMP update. An estimated demand of 5,600 af/yr of recycled water is projected in the future. Currently there are 5 golf courses within the District’s service area (Oak Valley-1, Highland Springs-2, and PGA-2); in addition there are common areas irrigable with recycled water in Three Rings Ranch, Oak Valley, Pardee, and the PGA development. The Beaumont School District’s new high school and middle school are all piped to use recycled water. In addition the City has a Sports Park and medians, along with Noble Creek Regional Park which can be irrigated with recycled water. The infrastructure is already in place to serve these areas (the Highland Springs Golf Courses are the exception.) The current demand far exceeds the recycled water supply and as such the Beaumont Cherry Valley Water District is proposing to use untreated SWP water to supplement the recycled water in the interim until the reclaimed water supply matches demand. Furthermore, the District has spreading grounds available that can be used to recharge recycled water. The District recognizes that additional treatment may be required for the recharged water.

The District also noted that, “The key elements for supporting the continued growth in the District are the continued construction of a recycled water distribution system, the implementation of a recharge program, the development of an urban runoff program and the delivery and recharge program using new SWP water. This new water, as discussed above, will be purchased by BCVWD from agencies having a surplus of SWP water or from other water rights owners. In lieu of direct purchase, the District can use the new water fees to purchase shares in water resource projects by other agencies and exchange the water with SWP water. BCVWD and the Pass Agency will need to work together on this since the Pass Agency has the contract with the Department of Water Resources to transport this ‘exchange’ or ‘purchased’ water. BCVWD recognizes there will be conveyance charges for this. These programs are all underway and facilities are in the ground.”

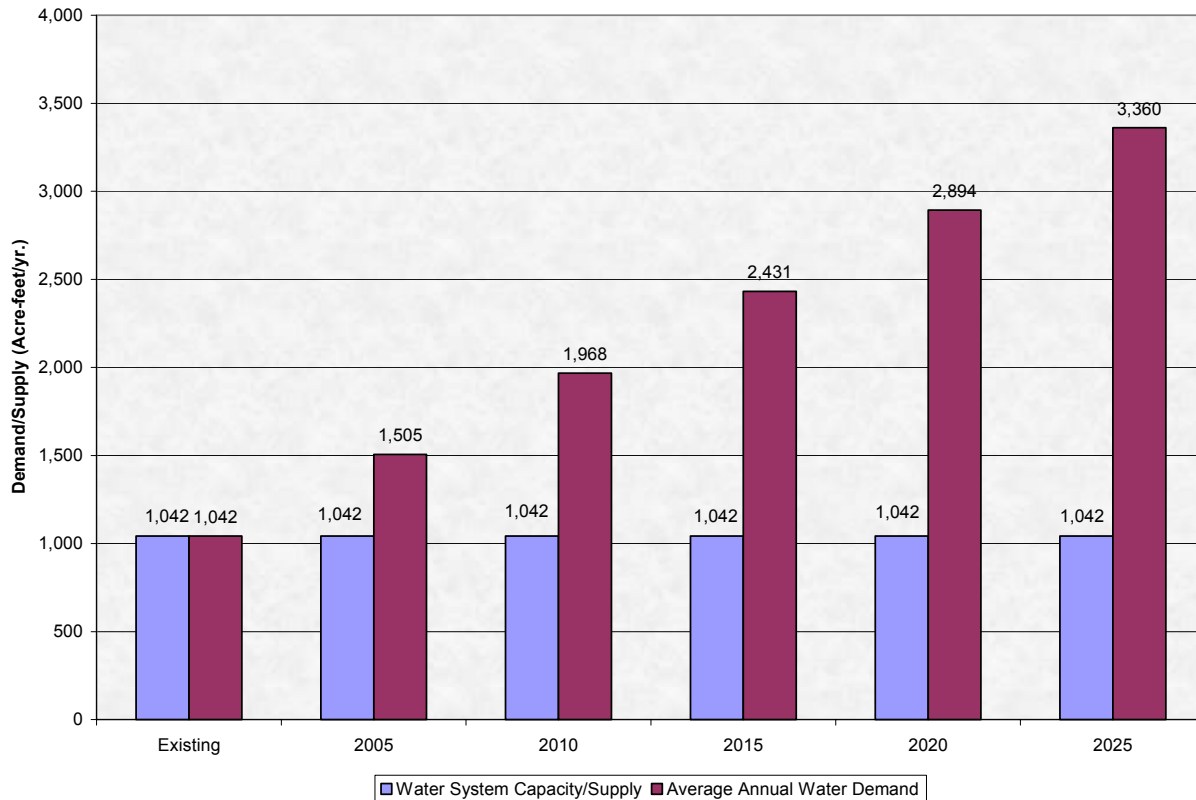
# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### ❖ CABAZON WATER DISTRICT

The Cabazon Water District did not respond to the service review questionnaire, therefore the only supply/demand information available was the 2002 Riverside LAFCO Special Districts questionnaire listing current system demands. The District provides water service to approximately 900 homes at an average annual demand of 1,042 af/yr. The Cabazon WD sold water rights to The Cabazon Indian nation. However, the agreement stipulated that if the water rights were not used within 5 years, the rights would revert back to the Cabazon WD. All water is supplied through groundwater wells. They are projecting to provide sewer service in the near future for approximately 100 homes. *Figure 2.3.7* illustrates the water supply demand forecast to year 2025.

**FIGURE 2.3.7 – CABAZON WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**





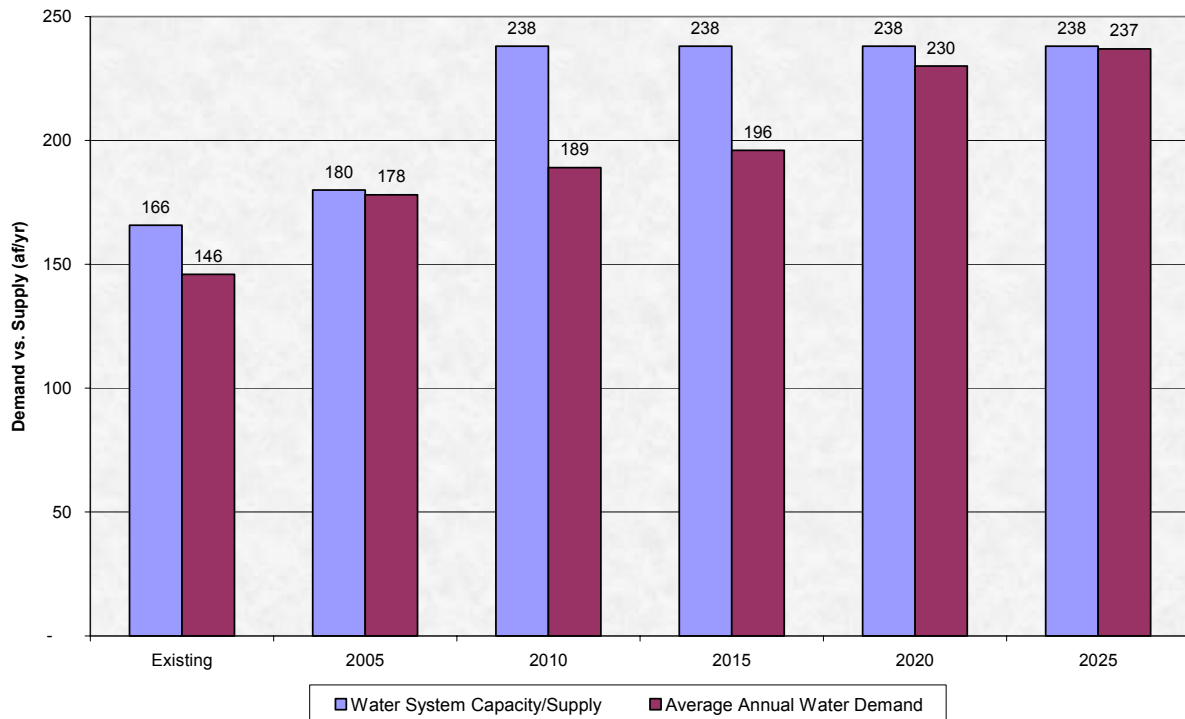
# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### ❖ FERN VALLEY WATER DISTRICT

The agency was established in 1958 and a large portion of the water delivered to Fern Valley Water District customers is surface water runoff from the watershed generally north of the district. Water is diverted from Strawberry Creek (0.2 cfs) and Tahquitz Creek (0.28 cfs) under licenses issued by the State Water Resources Control Board. *Figure 2.3.8* illustrates the water supply/demand forecast to year 2025. The projections will likely be revised in connection with the water management study currently underway for the Mountain area.

**FIGURE 2.3.8 – FERN VALLEY WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**



# Riverside LAFCO

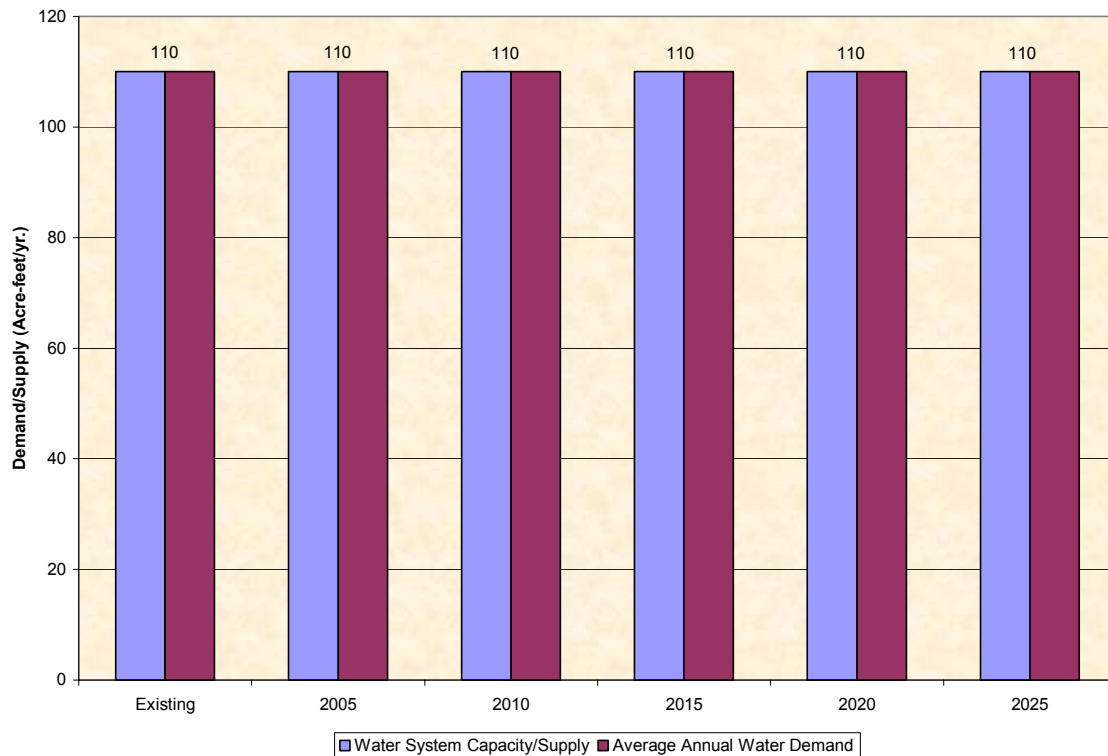
## Water & Wastewater Municipal Service Review

### ❖ HIGH VALLEYS WATER DISTRICT

The High Valleys Water District relies on the City of Banning as its sole source of supply. The District used to operate several small wells to meet the majority of demand. However, High Valleys now pumps from the City of Banning at a very high cost. The District's Board of Directors is pursuing a contract with a hydrogeologic expert to locate a well or wells within district boundaries.

The following *Figure 2.3.9* illustrates the water supply/demand forecast to year 2025 for the High Valleys WD, based on 2002 demand information only. The draft "Task Two - Technical Memo: Water Resources Management Plan" noted that a preliminary report, prepared in 1969 by Albert Webb Associates, included design of a water system to serve the High Valleys Water District with the proposed water supply to be obtained from a well near the City of Cabazon. The "Water Resources Management Plan" currently being prepared for the San Jacinto Area Water Study Agency will evaluate this option.

**FIGURE 2.3.9 – HIGH VALLEYS WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**



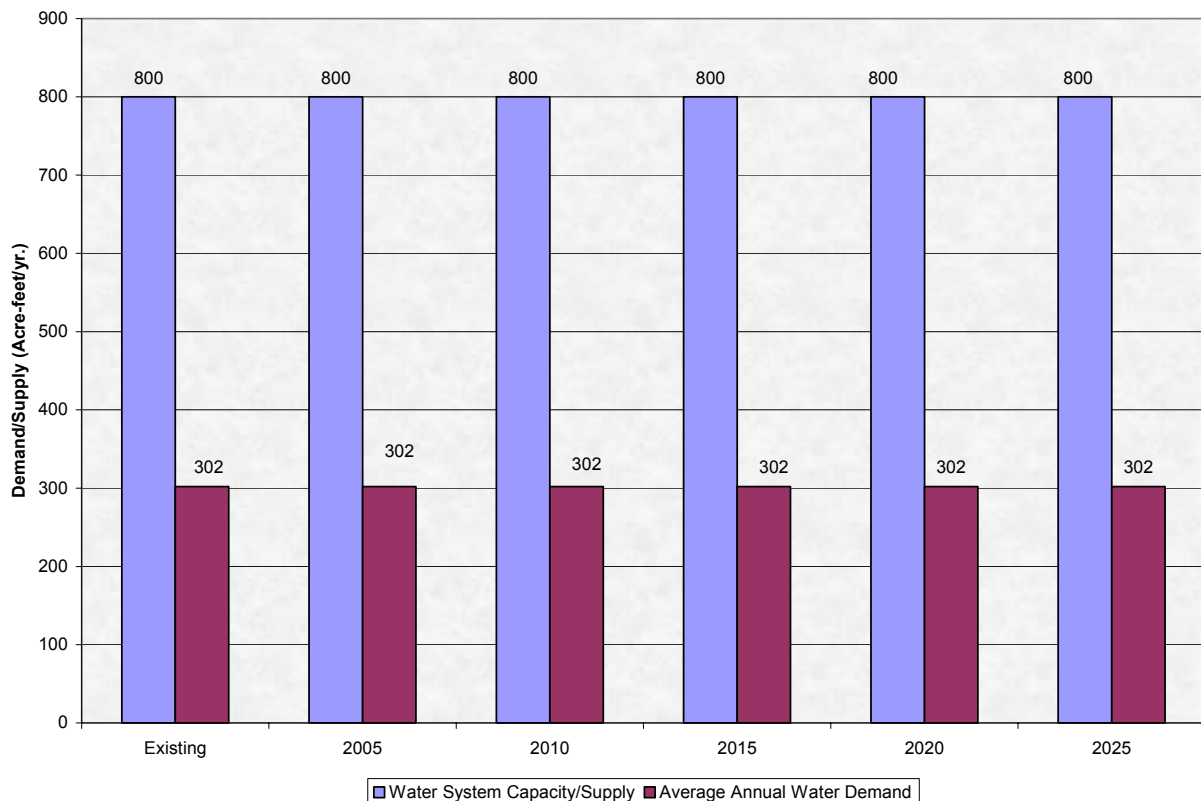
# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### ❖ IDYLLWILD WATER DISTRICT

The Idyllwild Water District (IWD) provides water and wastewater collection and treatment to approximately 1,600 connections and 2,400 acres. IWD has a supply of 800 af/yr of groundwater and a current demand of 302 af/yr. No information regarding projected supply or demand was available. The source of water for the agency is primarily groundwater and diversion of surface water which is used for groundwater storage/replenishment. The agency has one wastewater treatment plant with a capacity of 0.25 MGD. Both IWD and the Pine Cove Water District are co-owners of a 26-acre parcel (Dutch Flats) that contains three wells. Water is treated by PCWD through filters and distributed to both districts. *Figure 2.3.10* illustrates the water supply/demand forecast to year 2025, based on 2002 demand information only. Some supply/demand data for future years is available from the preliminary water resources management study currently underway.

**FIGURE 2.3.10 – IDYLLWILD WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**

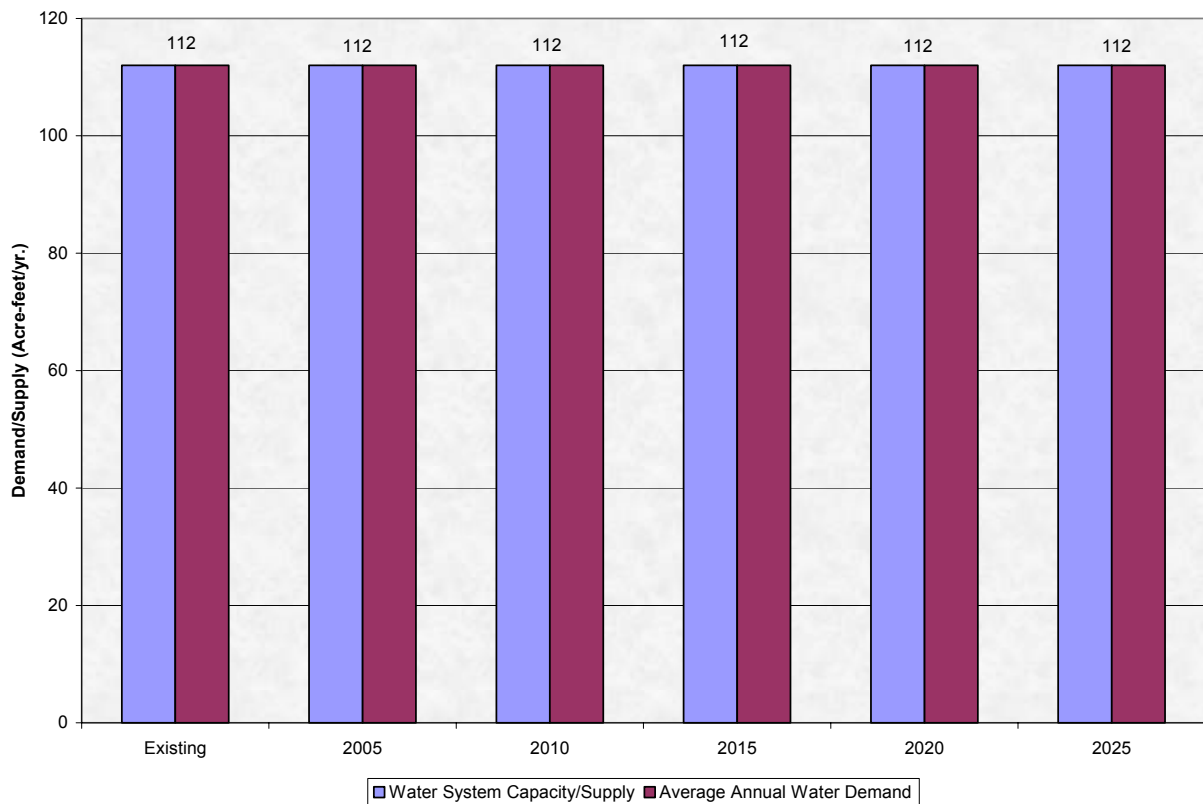


# Riverside LAFCO Water & Wastewater Municipal Service Review

## ❖ PINE COVE WATER DISTRICT

The Pine Cove Water District provides potable water to approximately 1,000 connections. Groundwater is its sole source of supply. As mentioned above, the District is a co-owner with IWD of a 26-acre parcel that contains three wells. No figures for projected supply/demand were available. *Figure 2.3.11* illustrates the water supply/demand forecast to year 2025, based on data in the preliminary water resources management plan.

**FIGURE 2.3.11 – PINE COVE WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**



## ❖ RUISE NOR WATER DISTRICT

The Ruisenor Water District does not provide services.

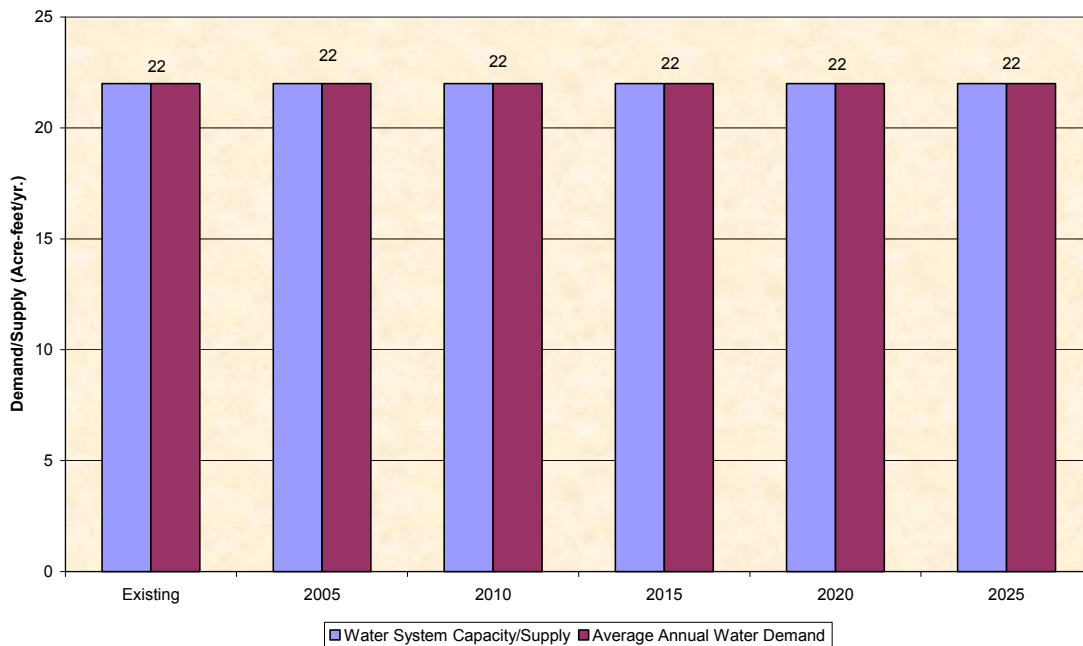
# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### ❖ PINYON PINES COUNTY WATER DISTRICT

The Pinyon Pines County Water District relies exclusively on groundwater. In the response to the service review questionnaire, the agency noted that it has 78 connections and has not permitted additional connections for more than 15 years due to concerns raised by the District and the Riverside Health Department regarding water supply. It appears, based on reports from the area, that the water supply is decreasing and that water is being trucked in daily to serve residents relying on private wells. The following chart is reflective of demand information provided by the District during a 2002 service questionnaire. *Figure 2.3.12* illustrates the water supply/demand forecast to year 2025, based on 2002 demand information only. In addition, *Figure 2.3.12* does not include demand data from private and mutual water companies, including homeowners associations and limited partnerships, or from private wells. There are several private and mutual water companies, including homeowner association and limited partnerships, also pumping in the area in addition to private wells. Water supply is a significant concern.

**FIGURE 2.3.12 – PINYON PINES COUNTY WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**

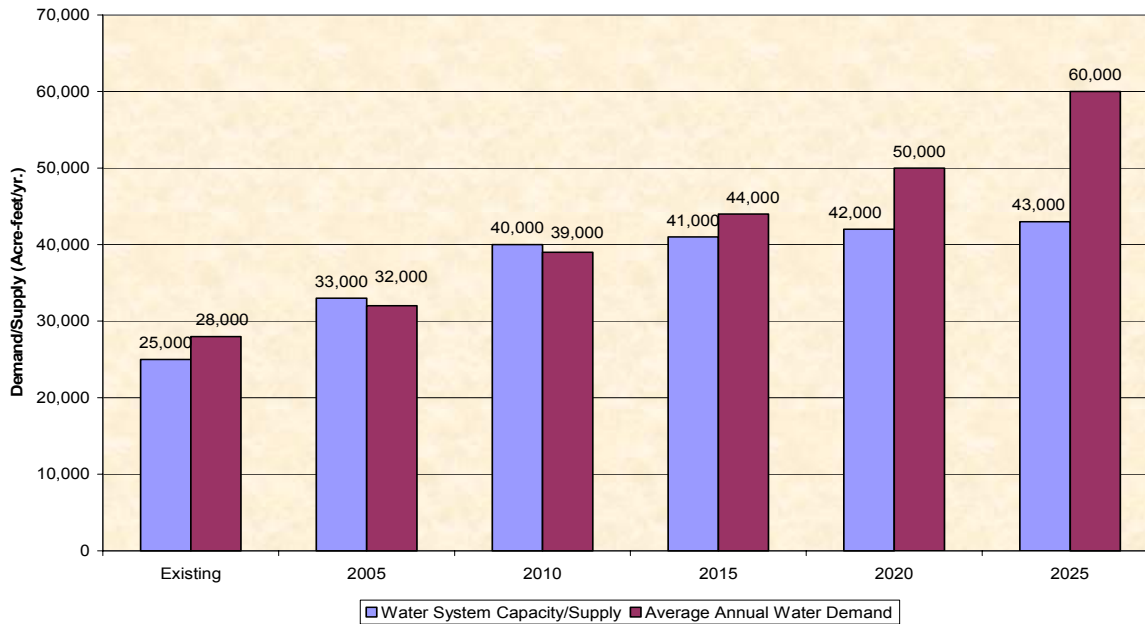


# Riverside LAFCO Water & Wastewater Municipal Service Review

## ❖ SAN GORGONIO PASS WATER AGENCY

The San Geronio Pass Water Agency's *Integrated Water Resources Plan* is expected to be available in February 2005. It is approximately 25% complete; preliminary draft information was provided for this review. *Figure 2.3.30* illustrates the water supply/demand forecast to year 2025.

**FIGURE 2.3.13 – SAN GORGONIO PASS WATER AGENCY  
WATER SUPPLY/DEMAND FORECAST**



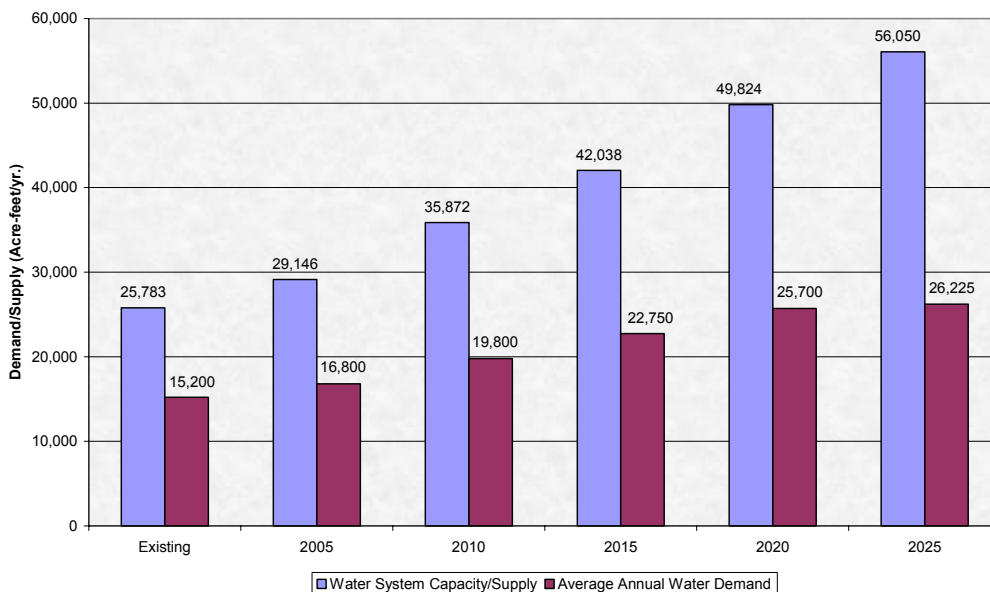
# Riverside LAFCO Water & Wastewater Municipal Service Review

## ❖ YUCAIPA VALLEY WATER DISTRICT

The Yucaipa Valley Water District provides water, wastewater, and recycled water service to customers in the City of Calimesa, the City of Yucaipa and portions of Riverside County and San Bernardino County. The District currently operates 31 primary groundwater wells in the Yucaipa Valley Water District service area with a total production capacity of more than 13,500 gallons per minute. In addition to the main production wells, the District operates 13 other wells that are used for supplemental production with the production capacities of these wells ranging up to 1,000 gallons per minute. The District has recently completed the renovation of a surface water treatment plant that is capable of producing up to one million gallons of treated water per day. YVWD is in the service area of two State Water Project Contractors, SGPWA and San Bernardino Valley MWD. Future SWP water is factored into the District's supply projections. The District currently has 22 above ground steel reservoirs in the service area that provide operational, emergency and fire protection storage. The District's water distribution system consists of approximately 150 miles of pipelines. Over the last 10 years the District has implemented an aggressive program to replace old and undersized pipelines in the service area. This has resulted in the replacement of pipelines which improve redundancy and fire protection for the community.

The Yucaipa Valley Water District's Recycled Water Facility is located in Crow Canyon with a tertiary treatment capacity of 4.5 MGD. The District collects and conveys wastewater through 160 miles of sewer lines. *Figure 2.3.14* illustrates the water supply/demand forecast to year 2025 based on their most recent water master plan data.

**FIGURE 2.3.14 – YUCAIPA VALLEY WATER DISTRICT  
WATER SUPPLY/DEMAND FORECAST**



# Riverside LAFCO

## Water & Wastewater Municipal Service Review

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### 2.3.4 Water System Information

*Table 2.3.3, Water System Information*, summarizes data obtained from responses to the service review questionnaire regarding number of customers, peak capacity/demand, and storage capacity of each water agency. Assessing this type of information can highlight agencies that might have infrastructure deficiencies such as an aging system or significant shortfalls in the peak capacity as compared to the peak demand. Data was obtained from responses to the service review questionnaire and from supplemental information submitted by agencies. For ease of comparison, the agencies have been divided into the agencies located in the Mountain area, the agencies located in the Pass area and other agencies. Responses to the service review questionnaire from some agencies were incomplete and the first draft of the service review report used the data available. During the extended review period given to agencies in the Pass/Mountain service review area, additional data was received. That data has been incorporated into this report wherever possible and corrections made to the tables and text.

Based on the data provided by the Beaumont Cherry Valley Water District in response to the service review questionnaire, the first draft of the service report noted that it appeared that the District lacked adequate surface storage capacity. However, the Beaumont Cherry Valley District noted in its response to the first draft of the service review report that it has 13.35 MG of storage at the present time which is more than the maximum day demand. Another 5 MG reservoir is in the design stage. The District noted, “BCVWD has more than adequate storage; in fact it has enough storage to use time-of-day use pumping exclusively for its larger wells and booster pumps.”

In addition, most of the agencies in the Pass/Mountain service review area use groundwater basins as storage so that typical above-ground storage requirements are not as critical since the agencies use the underground aquifers as storage. The Beaumont Cherry Valley WD noted that, “Agencies only need to provide storage for fire fighting, diurnal demand fluctuations and short term emergencies if there are adequate wells available and equipped with standby power.”

In the Mountain area, the water table has been dropping due to demand, growth and, most importantly, to the on-going drought. The agencies are addressing this issue through the water resources management plan which is currently being prepared. With respect to water availability for fire protection, the agencies maintain adequate fire flow resources in above-ground storage tanks and there are several programs in place to remove dead trees and brush. However, if the drought continues the area could be more vulnerable to fires. It is suggested that the Riverside LAFCO Commission address these issues during the service review for fire agencies.



# Riverside LAFCO

## Water & Wastewater Municipal Service Review

**TABLE 2.3.3**  
**WATER SYSTEM INFORMATION**

AGENCY	Total # of Connections	Miles of Lines	Storage (in days)	Average Annual Demand (AF/YR)	Maximum Day Demand (mgd)
<b>Pass Service Review Area</b>					
City of Banning	10,000	120	1.4	9,869	19.2
Yucaipa Valley Water District	23,364	161	0.6	15,200	20.7
High Valleys Water District	184	30	7	110	.097
Beaumont Cherry Valley Water District	7,498 (2003)	NP	1.0 2.3 <sup>(1)</sup>	6,308	13.57
Cabazon County Water District	900	NP	NP	1,042	NP
San Geronio Pass Water Agency	NA	13	NA	29,000 <sup>(4)</sup>	NA
<b>Mountain Service Review Area</b>					
Fern Valley Water District	1,148	17	60 <sup>(2)</sup>	134.64	0.36
Idyllwild Water District	1,590	28	14 <sup>(3)</sup>	283.33	0.48
Pine Cove Water District	1,064	18	14-30	109.35	0.25
<b>Other Agencies</b>					
Pinyon Pines County Water District	79	15	.09	22	22

NP – not provided; NA – not applicable

<sup>1</sup> Maximum and average demand days respectively

<sup>2</sup> Includes 7.25 mg in above ground storage

<sup>3</sup> Includes 3.3 mg in above ground storage, groundwater basin storage and Foster Lake

<sup>4</sup> Estimated total demand for SGPWA service area including potable and non-potable

In 1989 the Pinyon Pines County Water District received notice from the Riverside County Department of Health stating that due to past shortages of water in the system, no new service connections would be allowed on the system without approval of the Department. The County also indicated that the most current system layout plan was dated in 1979 and must be updated for any major system changes. It is assumed that this restriction is still in place.

The High Valleys Water District has 250 connections of which 184 are active. The District has replaced a large quantity of aging water mains over the past several years. The water loss had grown to nearly 70% in some areas but has been reduced to less than 15%. The District is also replacing old meters to better conform to AWWA standards related to age of the meters in service. It is expected that this will further reduce the water loss.

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

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The majority of the agencies noted common infrastructure needs, including replacing aging lines, increasing storage and constructing new wells. The agencies use their master plans and annual CIPs to identify and plan for infrastructure needs and deficiencies.

No other significant infrastructure needs or deficiencies were noted. However, only partial data was received from some agencies making an assessment of water system infrastructure needs and deficiencies difficult.

### 2.3.5 Wastewater Agencies

The information in the following table, *Table 2.3.4, Regional Wastewater Demand*, was taken from the California State Water Resources Control Board’s 2002 “Wastewater User Charge Survey Report” since some data from the agencies providing wastewater service was incomplete. The Yucaipa Valley WD only serves portions of Riverside County but figures reflect the entire wastewater system for the agency.

**TABLE 2.3.4 - REGIONAL WASTEWATER DEMAND**

AGENCY	Total # of Connections	Rated Capacity (mgd)	ADWF (mgd)	Treatment Level	Miles of Lines
<b>Pass Service Review Area</b>					
City of Banning	9,500	3.6	2.4	Secondary	80.2
City of Beaumont	6,600	1.62	1.3	Tertiary	92
Yucaipa Valley Water District	15,362	10.5	3.12	Tertiary	170
<b>Mountain Service Review Area</b>					
Idyllwild Water District	568	0.25	0.12	Secondary	11.4

❖ **CITY OF BEAUMONT**

A “cease and desist” order was issued by the RWQCB in 1992 for problems with the City of Beaumont’s wastewater treatment plant. To pay for the required repairs and upgrades, in 1991 the City tried to form an assessment district which was defeated by the voters. In 1992 the City then formed a Community Facilities District (CFD) and in 1993 resolved issues regarding reclaimed water with other service providers including the Beaumont Cherry Valley WD, the San Gorgonio Pass WA and the school district. Repairs required by the RWQCB were completed. Recently, due to the potential for total dissolved solids (TDS), the RWQCB will require the City to use reverse osmosis when TDS levels reach a certain level.

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### **Water & Wastewater Municipal Service Review**

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The City is currently upgrading its wastewater treatment plant to 4.0 mgd to meet expected demand; current flows are approximately 1.5 mgd. The wastewater treatment plant produces reclaimed water and the City has approximately 30 days of storage of reclaimed water. It is currently providing reclaimed water to several resorts/golf courses and other users in the area. The City has a comprehensive facilities financing plan in place for using fees to ensure that wastewater services are provided concurrent with need.

The City has noted that continued development in the unincorporated areas with septic systems can have significant impacts on groundwater resources in the City and in the region. The City currently has a policy of not serving areas outside its boundaries but it may revise that policy to both ensure that groundwater supplies are protected and to ensure continued capital expansion from fees on new development.

#### **❖ CITY OF BANNING**

The City of Banning has one wastewater plant with a capacity of 3.6 mgd with current flows of approximately 2.4 mgd. The wastewater treatment plant is managed by a private company. Although it has capacity for some future development, the City is considering going to tertiary treatment levels in order to make use of recycled water. The City is currently collecting fees to finance improvements and future upgrades.

### **2.3.6 Summary**

The Pass service review area is hydrologically complex. As an example, in 1995 the San Gorgonio Pass Water Agency prepared the “Safe Yield Study of the Beaumont Storage Unit”, one of the larger underground aquifers in the service review area. This report concluded due to uncertainty regarding subsurface hydrological conditions and the resulting inflow/outflow of groundwater in and adjacent to the Beaumont Storage Basin that it was difficult to provide a clear analysis of safe yields. The report also concluded that “Annual pumping on the order of 10,400 af/yr will cause widespread declines of a magnitude that would probably affect well performance and create some adverse conditions described above. At this time the best estimate of safe yield for the Beaumont Storage Unit is 6,110 af/yr.”<sup>6</sup> The full text of the 1995 “Technical Memorandum” is available from Riverside LAFCO.

To correct overdraft and provide additional water supply for future growth, a 13 mile pipeline, the East Branch Extension, was completed in 2003 to bring SWP entitlements to the area. The first priority in allocating the SWP deliveries was to mitigate overdrafting. However, even with the

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<sup>6</sup>“Safe Yield Study-Beaumont Storage Unit”. Boyle Engineering Corporation (San Gorgonio Pass Water Agency) October, 1995.

## **Riverside LAFCO**

### **Water & Wastewater Municipal Service Review**

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SWP deliveries, the San Gorgonio Pass Water Agency began preparation of an Integrated Water Resources Plan (IWRP) to ensure that water supplies would be available concurrent with the rapid growth occurring in the area. The preliminary findings of the IWRP were that approximately 20,000-25,000 af/yr is being pumped now and that within ten (10) years the demand will outpace supply.

Not all of the agencies in the Pass area agreed and in 2003 the San Timoteo Watershed Management Authority (STWMA) filed a lawsuit to adjudicate pumping and storage rights which resulted in a stipulated agreement for the Beaumont Basin. The safe yield in the stipulated agreement was established at 8,650 af/yr.

**Water supply and demand in the Pass service review area** is complex. The number of underground basins, the flows to and from the basins, conjunctive use programs, water rights and service areas, adjudication of water rights, different supply/demand projections, past relations among the agencies and rapid growth in the area have all complicated the issue.

It is generally agreed that the groundwater basins are overdrafted but the projected amount of the overdrafting varies and in the various basins varies. Growth has increased significantly in the previous two years and, as it continues, the impact on the water supply will intensify unless the agencies take steps to mitigate the impact and develop the infrastructure. Water supply is a significant concern, especially in successive dry years and when the potential for fires is high.

Several coordinated efforts are underway to address the issue. The San Gorgonio Pass Water Agency's Integrated Water Resource Plan and other studies are addressing the issue. In addition, the Beaumont Cherry Valley Water District, the Yucaipa Valley Water District, the City of Beaumont and the South Mesa Water Company are members of the San Timoteo Watershed Management Authority (STWMA) which started a watershed plan in July of 2004 that will address, among other issues, the development of new water sources. However the STWMA's service area also does not include the entire Pass service review area.

Estimates of the amount of overdrafting and future demand also vary by agency. As stated earlier, the San Gorgonio Pass Water Agency is currently preparing an Integrated Water Resources Plan (IWRP), and based on preliminary information from that report, the water supply in the Pass area is expected to exceed demand within the next 5-10 years. However, not all the Pass agencies agree with the findings of the San Gorgonio Pass WA.

The San Timoteo Watershed Management Authority (STWMA) noted several areas of disagreement with the SGPWA report. First the service area for the SGPWA includes the investigation area of the STWMA report and the Cabazon area. The STWMA report noted that if the demand in the Cabazon area is reduced the SGPWA projections are 6,000-10,000 af/yr

## Riverside LAFCO Water & Wastewater Municipal Service Review

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higher than their estimates. The STWMA report also noted that the SGPWA water supply projection did not include the Beaumont Basin operations per the stipulated Agreement, development of new local water sources, recycled/reuse plans or the purchase of new imported water. Finally, the STWMA report was concerned that the assumptions used by the SGPWA have yet to be published.

As part of their response to the service review process, the STWMA also updated the water demand/supply for the Beaumont Cherry Valley WD, the City of Banning, the South Mesa Water Company and for the portion of the Yucaipa Valley WD located in Riverside County. The report concluded that “Total demand is seen to increase from about 23,600 (af/yr) in 2003 to about 49,600 af/ft in 2025—an aggregate growth rate of about 3.4 percent. The total water supply available to the *investigation area* ranges from about 26,000 af/yr in 2003 to about 53,700 af/yr in 2025.”<sup>7</sup> Future supplies were from groundwater and surface supplies, returns from new development (12.5%) direct reuse and recycled water plans and imported water.

Sources of data used in the report included the UWMP of the Beaumont Cherry Valley WD (2202), the draft 2002 Water Master Plan for the Yucaipa Valley WD, the Maximum Perennial Yield 2003 study for the City of Banning and the area encompassed by the report did not include the entire Pass service review region.

Also in response to the San Gorgonio Pass WA preliminary findings, the Beaumont Cherry Valley Water District noted that it has “the regulations and ordinances in place to fund the purchase of additional water supply, either through the State Water Project or by participating in other local water resource projects and exchanging that water with existing SWP entitlements. In addition BCVWD has an aggressive program underway to capture and percolate storm water and distribute reclaimed water to current groundwater users. All of the agencies in Pass/Mountain Area recognize the need to maximize the development of local water resources in light of the limited supply of SWP”.

The agencies in the Pass service review area are developing plans, implementing fee structures and installing facilities to ensure adequate water supply. The Beaumont Cherry Valley WD noted that, “The UWMPs developed by the agencies must address this by law. Some agencies, e.g., BCVWD, have already made this critical dry period assessment. Fortunately, for those agencies which rely on groundwater from the Beaumont Basin, which has a huge storage volume, short term shortages are not going to be a problem as the temporary over-extractions would be replaced during wet years.” However, only agencies serving more than 3,000 customers or delivering more than 3,000 af/yr are required to prepare UWMPs. In the Pass/Mountain service review region, only the Beaumont Cherry Valley WD and the City

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<sup>7</sup> San Timoteo Watershed Management Authority, “Final Report – Update of Water Demands and Water Supply Plans”. WE Inc. June 21, 2004

## **Riverside LAFCO**

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Banning are required to prepare UWMPs and their UWMPs do not address the entire service review region.

Sources of additional supply are limited. Estimates provided by the agencies of the safe yield from the groundwater basins varied as did estimates of the allotments of water that would be received from the SWP water. SWP water, approximately 17,000 af/yr, is now available to the area but the first use will be for the recharge of the groundwater basins. The data submitted by the agencies for the service review questionnaire as well as in their UWMPs seem to balance water supply and demand, concerns remain.

**Water supply and demand in the Mountain service review region** is also a continuing concern, especially during successive years of drought. More detailed projections for future water supply/demand for the Idyllwild, Fern Valley and Pine Cove WDs are part of the water resources management study the three districts are currently completing.

Finally, the Pinyon Pines WD, which is geographically separate from both the Pass and Mountain service review regions, noted serious concerns regarding water supply and growth in their area. The District has not approved any new connections for more than 15 years due to concerns regarding an adequate water supply. Currently, water is also provided by private and mutual water companies and private wells. Some of these water sources are uncertain and supply can be intermittent at best. In addition, new wells are being drilled to lower depths which can affect other existing wells. Water is being trucked in regularly for those dependent on private wells. Water service to current residents is a significant concern; water supply and service to additional growth is, at best, questionable. There are also some concerns regarding the infrastructure needs and deficiencies for some of the private and mutual water companies. Deferred maintenance makes reorganization with the public agency a legal and financial liability for the public agency.

The provision of wastewater service is also a concern. Only two agencies provide wastewater service in the Pass service review area and while their capacity, based on the data supplied for the draft service review report, appears adequate to serve some future growth, the use of reclaimed water is important as a means of supplementing existing water in the area. While other agencies have considered activating their latent powers to provide wastewater services, especially to the Cherry Valley area, the construction of such plants are years away from providing service. Portions of the Cherry Valley will be served by on-site wastewater systems (septic systems) and water quality may become more of a concern as growth continues. For example, the Beaumont Cherry Valley Water District noted in its response that it is willing to provide wastewater collection and treatment services for new developments should this be needed to prevent groundwater contamination from the continued use of septic systems and as a means of increasing the supply of reclaimed water.

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

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The agencies in the Pass service review region are working diligently to ensure that water and wastewater services are available concurrent with need. In addition, as previously noted, the California Department of Water Resources has begun a mediated process to help the agencies resolve issues. However, the differences in estimates of future need and of sources are a concern if Riverside LAFCO receives applications for annexations as development proceeds. As part of each annexation, the Commission must ensure the distribution of efficient and appropriate public services and without agreement among the experts (i.e. the agencies involved); it may be difficult to evaluate boundary or sphere of influence changes.

There are several possible options that Riverside LAFCO can consider. They are not mutually exclusive and are listed below along with advantages and disadvantages.

### 1) **Moratorium on changes in governmental boundaries**

#### *Advantages*

- LAFCO can ensure that water and wastewater will be available concurrent with need
- The moratorium would be of a limited duration since the agencies are working toward resolution of issues

#### *Disadvantages*

- Significant financial impact to agencies since fees from new developments are used to fund infrastructure needs
- Financial impacts to property owners/developers if the provision of services is delayed

### 2) **Adopt requirement regarding proof of water availability for all changes in boundaries/spheres**

#### *Advantages*

- Already required for some developments pursuant to SB 610 and 221
- Could ensure that services would be available concurrent

#### *Disadvantages*

- Cumbersome for LAFCO staff
- Does not provide regional overview of water supply

### 3) **Require that agencies in the Pass service review region return in 12 months with a management plan for future water/wastewater**

#### *Advantages*

- Allows agencies to continue efforts to resolve issues regarding water supply
- Could re-align timing of water/wastewater service review in area with UWMP
- Provide regional overview of water

## **Riverside LAFCO**

### **Water & Wastewater Municipal Service Review**

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- No financial issue for agencies/property owners/developers

#### *Disadvantages*

- Concern regarding LAFCO analysis of service provision for current annexations
- UWMPs do not address entire service review area

#### **4) Continue processing annexations**

##### *Advantages*

- Allows agencies to continue efforts to resolve issues regarding water supply
- No financial issue for agencies/property owners/developers

##### *Disadvantages*

- Concern regarding determination of adequate service provision for current annexations/sphere of influences

The first option of adopting a moratorium is opposed by the agencies involved. A moratorium on changes in governmental boundaries could result in financial impacts to the agencies which use fees from new development to fund new infrastructure. However, continuing to process annexations/detachments/reorganizations and update spheres with concerns regarding the regional supply of water would require legal analysis.

The second option is to require each change of organization to agencies in this service review region to provide a detailed plan of services for water and wastewater as part of the LAFCO application process. A plan of services could be modeled after the recently enacted legislation (SB 610 and 221) which required most large development projects in California to ensure that the adequacy of the water supply to serve a specific project has been addressed before the project is approved. The plan of services could similarly require an identification and assessment of the reliability of the anticipated water supplies and set criteria each change in organization must make in order to demonstrate the adequacy of the water supply. Since some of the anticipated annexations to water and wastewater purveyors in the Pass/Mountain area would be required by the State law to prepare such an analysis, the burden on the applicants and agencies should not be onerous. However, this would not provide LAFCO with a regional overview of supply and demand.

The suggested alternative is for LAFCO to require that Pass area agencies return in 12 months with a comprehensive report on the water supply/demand and wastewater capacity/demand for the region. It is suggested that the report be endorsed by all the agencies involved in the Pass service review region. This allows the agencies and the State Department of Water Resources to continue resolving differences and issues without creating financial impacts. If agencies do not return with a mutually acceptable report, LAFCO could then adopt a moratorium on all changes in governmental boundaries and spheres.



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### 2.4 FINANCING OPPORTUNITIES AND CONSTRAINTS

A series of questions was included in the service review questionnaire as a means of evaluating financial constraints and opportunities in relation to existing and projected service needs. Information collected addressed total revenues and expenditures as well as reserve levels.

Agencies were also asked to identify any financing constraints and opportunities that affect the service provided and infrastructure needs. Beyond existing legislative, political and governmental regulations, few agencies identified any financing constraints. Most agencies did note that the cost of infrastructure replacement and upgrades, the cost of meeting increasing federal and state regulatory requirements and the cost of insurance were a concern. Agencies noted that their governing board examined rates annually to ensure a balance between rates and capital needs. Maintaining reasonable rates for customers and to preserve agricultural resources were cited as a self-imposed financing constraint. The Pinyon Pines CWD noted that its annual audit and employee disability insurance cost approximately 20-25% of its annual budget without a corresponding increase in value to its system or water quality.

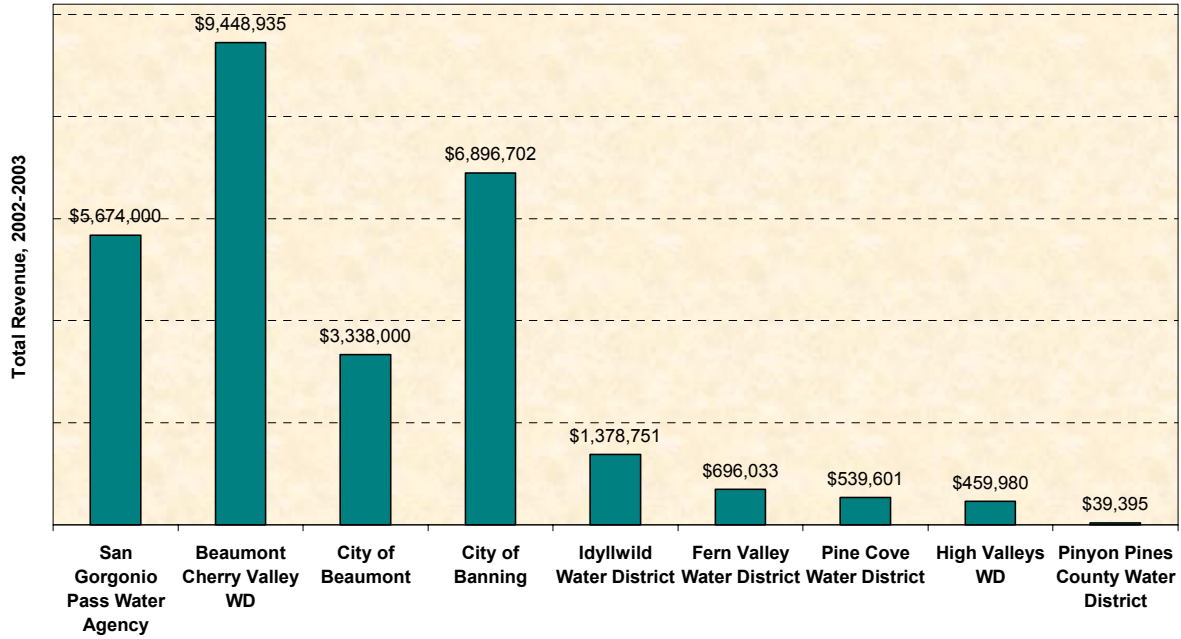
The service review questionnaire asked agencies to provide total revenues, revenue sources, CIP budget and reserves for the previous three fiscal years. That information is summarized for each agency in *Appendix C, Agency Financial Summaries*.

*Figure 2.4.1, Agency Revenue Comparison*, and *Figure 2.4.2, Aggregate Sources of Agency Revenue*, compare total revenues for all agencies and aggregate sources of revenues. Data from FY 2002-2003 was used to compare actual numbers. It should be noted that meaningful comparisons among the agencies were hampered by the fact that some agencies did not respond to the service review questionnaire.

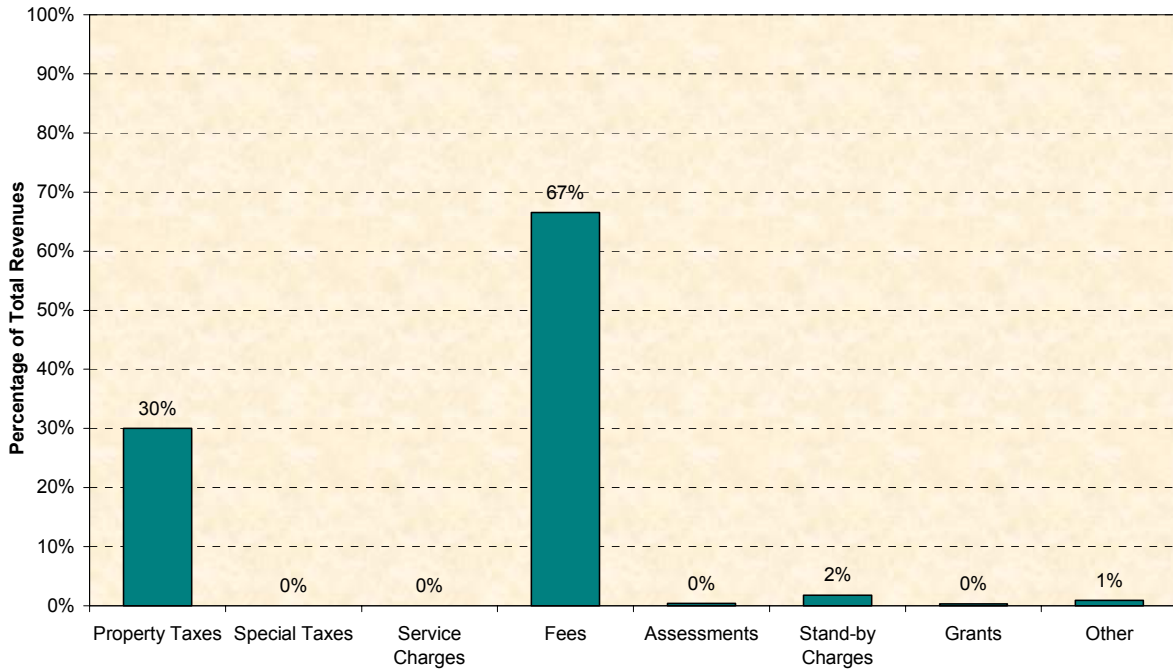
As enterprise activities, the primary revenue source for a majority of the water and wastewater agencies comes from service charges and fees directly related to the provision of services. Other income generally comes from interest earned on various funds. *Figure 2.4.2, Aggregate Sources of Agency Revenue*, shows that the water and wastewater agencies in the Pass/Mountain service review area, as enterprise funds, derive 72% of their revenue from fees. Again, it must be stressed that the lack of responses from some agencies may affect data.

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**FIGURE 2.4.1 - AGENCY REVENUE COMPARISON  
FY 2002-2003**



**FIGURE 2.4.2 - AGGREGATE SOURCES OF AGENCY REVENUE  
FY 2002-2003**



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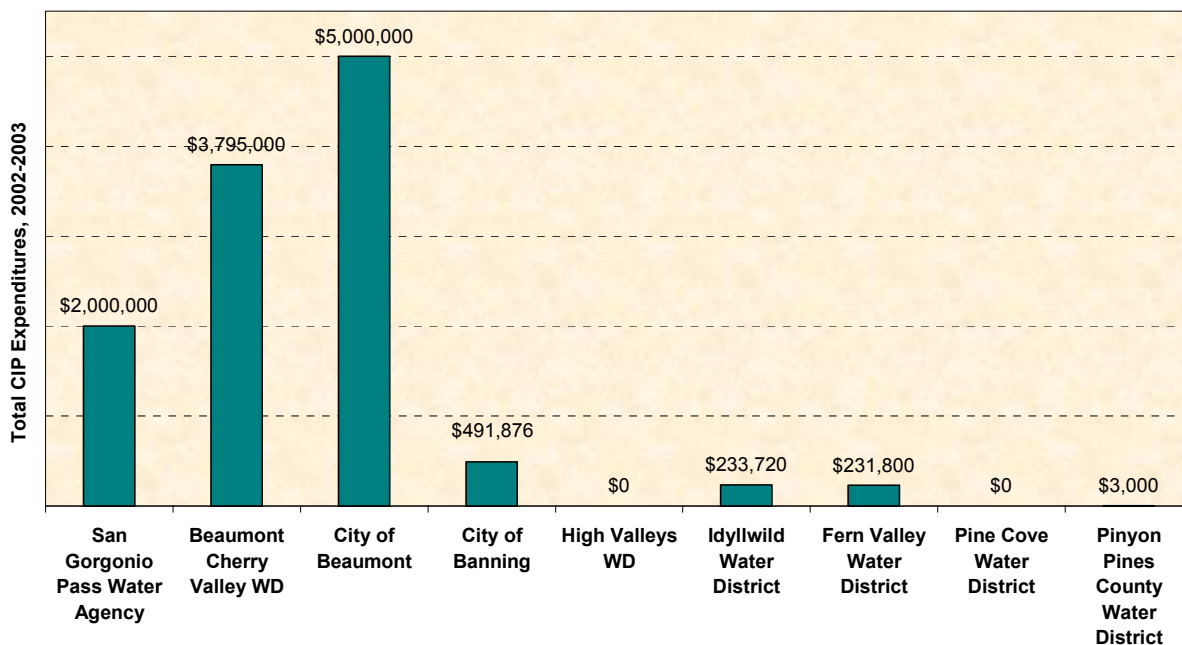
Property taxes comprised 30% of revenues for those agencies that provided information. The amount of property tax revenue each agency received during FY 2002-2003 is shown in *Table 2.4.1, 2003-2003 Property Tax Revenue*.

**TABLE 2.4.1  
2003-2003 PROPERTY TAX REVENUE**

AGENCY	PROPERTY TAX REVENUE
San Gorgonio Pass Water Agency	\$5,674,000
Beaumont Cherry Valley Water District	0
Cabazon County Water District	NP
Yucaipa Valley Water District	NP
High Valleys Water District	\$309,620
Fern Valley Water District	\$364,980
Idyllwild Water District	\$255,139
Pine Cove Water District	\$85,998
Pinyon Pines County Water District	0

A comparison of the capital improvement financial expenditures for the fiscal year 2002-2003 is shown in *Figure 2.4.3 - 2002-2003 Agency CIP Comparisons*. CIP expenditures were generally consistent across agencies according to the size of their service area and customer base with two agencies reporting no CIP figures.

**FIGURE 2.4.3  
2002-2003 AGENCY CIP COMPARISONS**



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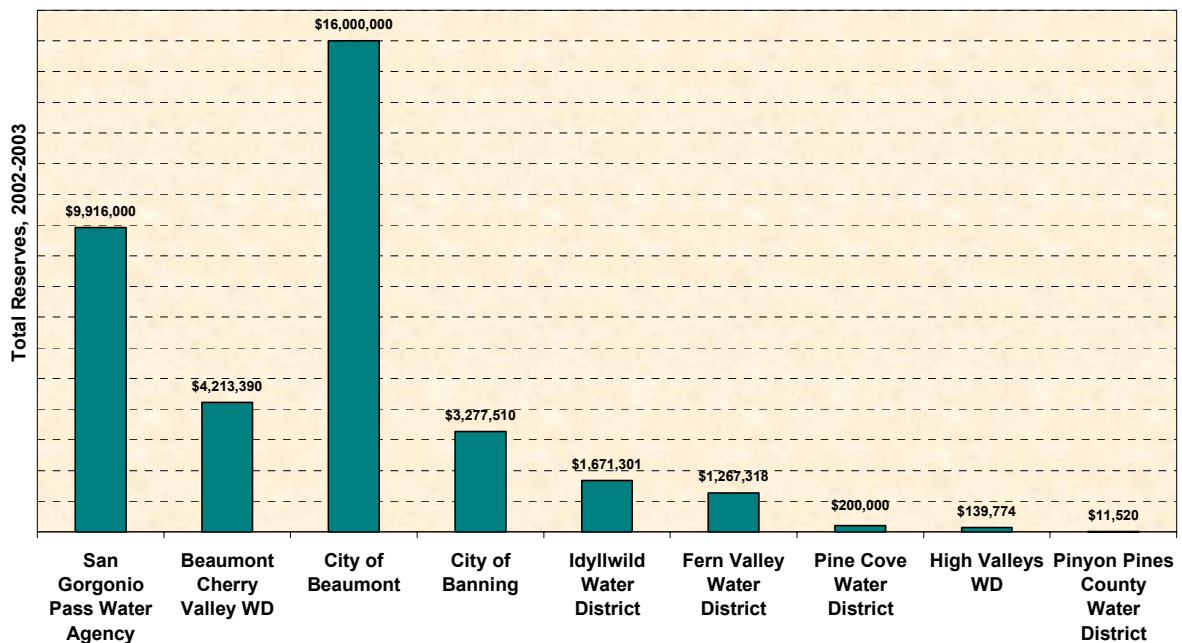
## Water & Wastewater Municipal Service Review

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Data about agency reserve levels was collected as part of the service review. The issue of reserve levels was raised as a general statewide concern in the 2000 Little Hoover Commission report on special districts. That report concluded that some agency reserves appear unreasonably large, are not integrated into infrastructure planning and are obscure. Data collected for this service review did not find that the agencies responding to the service review questionnaire in the Pass/Mountain service review area showed evidence of the concerns noted by the Little Hoover Commission for agencies in other parts of California.

The service review questionnaire asked agencies to report reserves in the categories of operating, capital, rate stabilization, restricted and other for the previous three fiscal years. *Figure 2.4.4, 2002-2003 Agency Reserve Comparison* compares reserve amounts.

**FIGURE 2.4.4**  
**2002-2003 AGENCY RESERVE COMPARISON**



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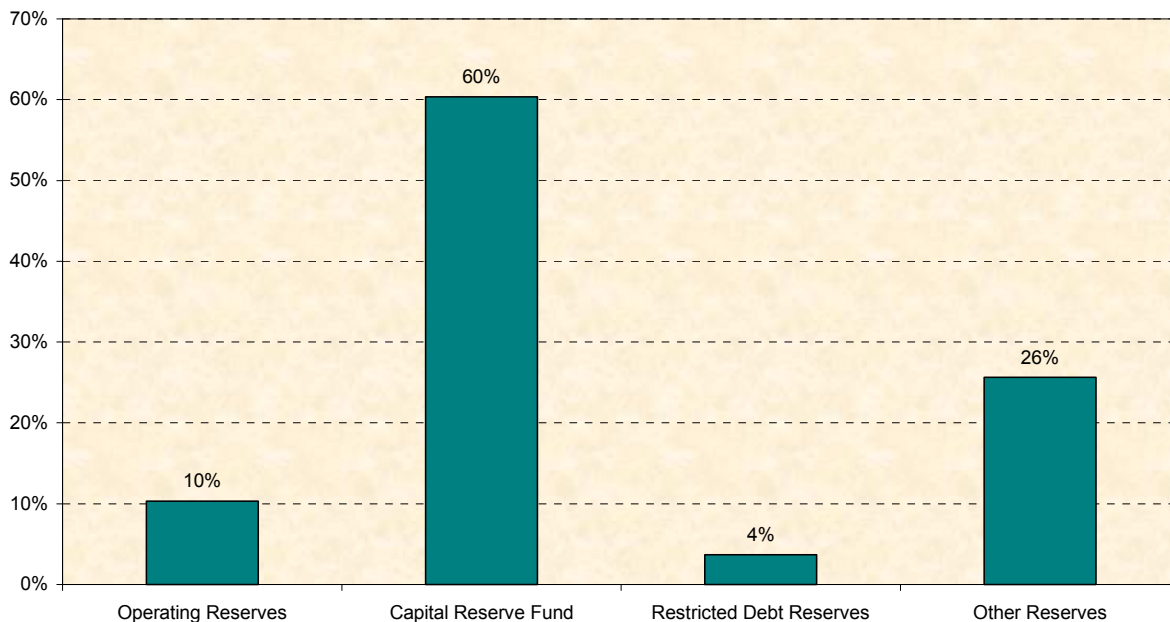
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While setting specific levels of reserves for the diversity of agencies addressed in this service review report is impracticable, the reserves noted for two of the three agencies in the Mountain area (Idyllwild and Pine Cove) appear high in comparison to the CIP budgets. No information was provided regarding major or long-term capital improvement projects, however Pine Cove WD indicated in a draft letter to its customers that the accumulation of cash reserves was for new water source development. The Fern Valley WD noted that its cumulative capital expenditures for FY 2005, 2006 and 2007 will be \$2.8 million, resulting in a projected negative reserve balance in 2007 if rates are not adjusted. For the remaining agencies, the different services, service areas, customer bases, condition of infrastructure, capital improvement programs and other issues require reserve levels specific to each agency.

Reserve levels reported by the agencies were segregated into the uses for the reserves: operating and rate stabilization, restricted debt reserves and capital reserves funds.

*Figure 2.4.5, Aggregate Reserves by Category*, supports the link between capital improvement projects and reserve levels among agencies responding. Approximately 60% of the reserves were earmarked for capital reserve funds. High capital reserve levels indicate an agency's need to maintain adequate reserves for planned infrastructure improvements/upgrades, meet expected demand and to comply with stricter regulatory requirements.

**FIGURE 2.4.5**  
**AGGREGATE RESERVES BY CATEGORY**



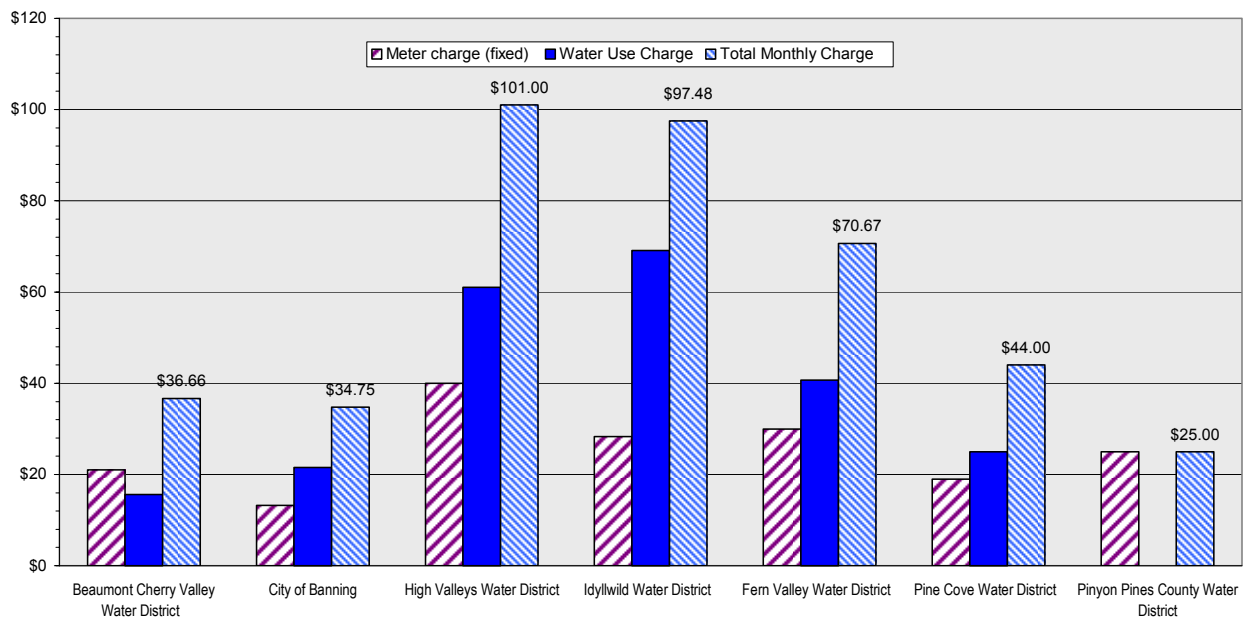
# Riverside LAFCO Water & Wastewater Municipal Service Review

## 2.5 OPPORTUNITIES FOR RATE RESTRUCTURING

### 2.5.1 Water Agencies

Comparing rates among the water and wastewater agencies within Riverside County is difficult due to the variety of agencies in terms of size, topography, sources of water, wastewater discharge requirements, age and condition of facilities, type and number of customers, past agency policies and decisions and a host of other mitigating factors. *Figure 2.5.1* illustrates the comparison of water rates amongst the Pass/Mountain agencies. The service review survey asked agencies to note their standard billing cycle, service charges according to the size of meters, commodity water rates, connection fees, capital improvement/facilities charges, connection fees and other existing assessments.

**FIGURE 2.5.1 – PASS/MOUNTAIN AGENCIES WATER RATE COMPARISON**  
(3/4" meter and 500 gpd)



\* Agencies have supplemental rates for pumped zones or special districts. Base rate is shown for comparison.

The comparison shown above assumes residential use at 500 gpd and a 3/4-inch meter so that there is consistency across agencies. However, it is important to note that the Mountain agencies have a daily average that is much lower. Per the draft “Task One - Technical Memo: Water Resources Management Plan”, the average annual unit water usage for the Mountain agencies is as follows: Fern Valley WD – 111 gpd/meter; Idyllwild WD – 156 gpd/meter; Pine Cove WD – 95 gpd/meter.<sup>8</sup>

<sup>8</sup> San Jacinto Mountain Area Water Study Agency, “Task One - Technical Memo: Water Resources Management Plan”. Albert A. Webb Associates, May 19, 2004 (Draft).

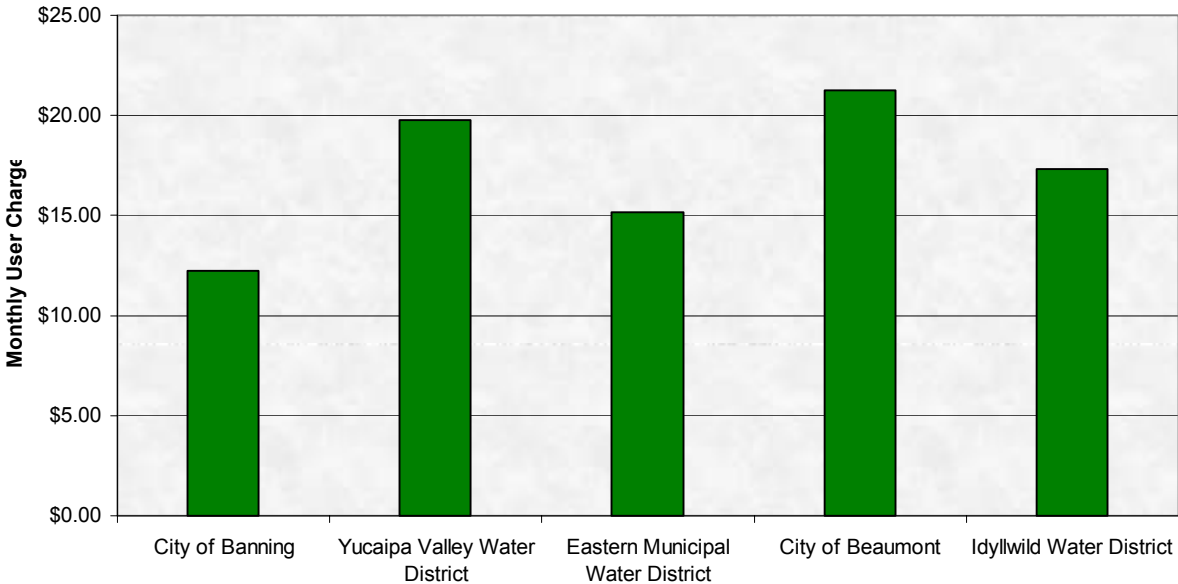
# Riverside LAFCO

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### 2.5.2 Wastewater Agencies

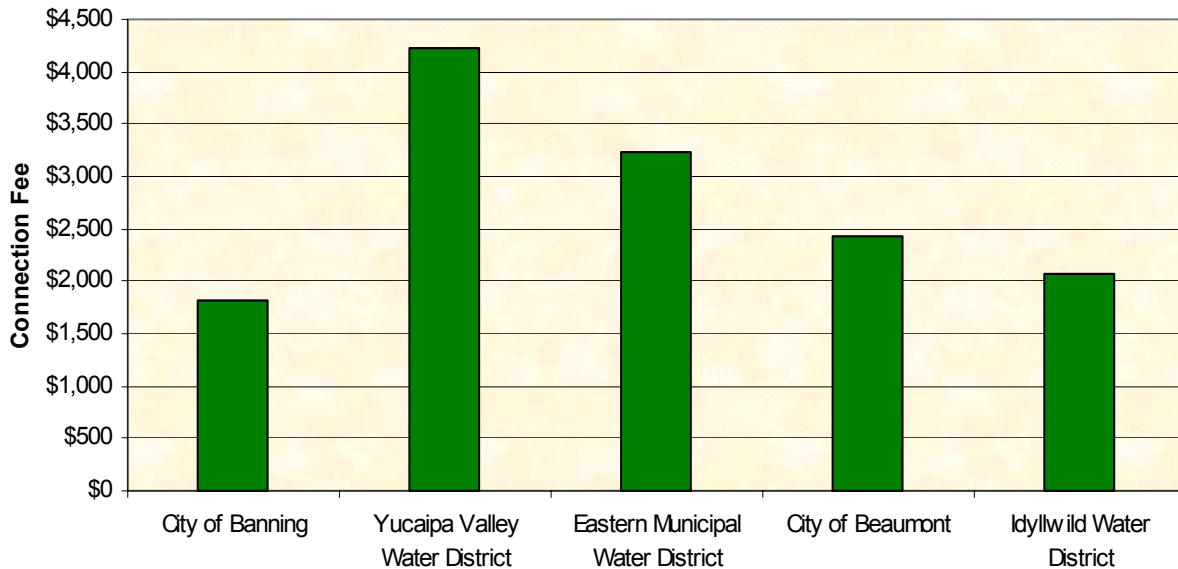
The following *Figures 2.5.2 and 2.5.3* compare the monthly user fees and connection fees for the wastewater agencies in the Pass/Mountain service review area. Rates for the Eastern MWD have also been included for comparison purposes. No significant issues regarding wastewater monthly rates or connection fees were noted.

**FIGURE 2.5.2 – MONTHLY WASTEWATER RATE COMPARISON**



SOURCE: CALIFORNIA, STATE OF, STATE WATER RESOURCES CONTROL BOARD AND CALIFORNIA ENVIRONMENTAL PROTECTION AGENCY, 2002, WASTEWATER USER CHARGE SURVEY REPORT FY 2001-02, AGENCIES.

**FIGURE 2.5.3 – WASTEWATER CONNECTION FEE COMPARISON**



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### 2.6 OPPORTUNITIES FOR SHARED FACILITIES AND COST AVOIDANCE

The Riverside LAFCO service review process examined current practices used by the agencies to reduce or avoid costs including the use of outside vendors and contractors. Overlapping or inefficient service boundaries were also examined as a means that the Riverside LAFCO can use to encourage the provision of efficient water and wastewater services, increase opportunities for shared facilities and avoid costs. Some boundary issues have been addressed in *Section 2.7 - Government Structure Options*. However, as noted in other service review reports, the lack of digitized maps and an in-house GIS system is a deterrent to the ability of the Riverside LAFCO staff to ensure that boundaries of the agencies and their SOIs are efficient.

As part of the service review questionnaire, agencies were asked to identify ways that they currently cooperate with other agencies to maximize opportunities for sharing facilities. Agencies were asked to list current joint activities with other agencies, which are shown in *Table 2.6.1 - Joint Service Agreements*. Of the eleven agencies within the Pass/Mountain service review area, two did not respond. The remaining agencies noted joint activities, which increase opportunities for shared facilities.

**TABLE 2.6.1 - JOINT SERVICE AGREEMENTS**

Agency	Joint Agreements Noted
San Geronio Pass Water Agency	USGS, San Bernardino Valley Municipal Water District, Beaumont Cherry Valley WD MOU
Beaumont Cherry Valley Water District	San Timoteo Watershed Management Authority Cities of Beaumont and Banning, Riverside County Flood Control and Water Conservation District, San Geronio Pass Water Agency
City of Banning	Risk Management Authority; contracts with United Water Services for operation of wastewater treatment plant
City of Beaumont	San Timoteo Watershed Management Authority; Beaumont Cherry Valley Water District for reclaimed water and water infrastructure funding; agreement with San Geronio Pass Water Agency
Cabazon County Water District	No response
High Valleys Water District	Mountain Water Company; service agreement with City of Banning
Yucaipa Valley Water District	San Timoteo Watershed Management Authority
Idyllwild Water District	MOU with surrounding agencies for emergency services; member of San Jacinto Mountain Area Water Study Group to develop a water resources management plan; makes facilities and staff available to surrounding agencies as needed.
Fern Valley Water District	MOU with surrounding agencies for emergency services; member of San Jacinto Mountain Area Water Study Group to develop a water resources management plan; Hill Water Advisory Committee, formed in 1996, to cooperate in purchasing and sharing of resources.
Pine Cove Water District	MOU with surrounding agencies for emergency services; member of San Jacinto Mountain Area Water Study Group to develop a water resources management plan; Hill Water Advisory Committee, formed in 1996, to cooperate in purchasing and sharing of resources.
Pinyon Pines County Water District	Association of California Water Agencies Joint Powers Insurance Authority; interconnections with four other agencies including US Forest service, CDF and BLM



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### ***Pass Area***

Two primary components of shared facilities in the Pass Area are the San Timoteo Watershed Management Authority and the adjudication of the Beaumont Basin. The Authority is providing leadership in the beneficial uses of water resources in the Pass Area, including analysis of water supply and demand. BCVWD is one of the founding members. In February 2004, the Beaumont Basin was legally adjudicated, creating the Beaumont Basin Watermaster as a groundwater management entity. The Watermaster Committee is comprised of a representative from each of the following agencies: City of Banning, City of Beaumont, Beaumont Cherry Valley WD, South Mesa Mutual Water Company (private), and Yucaipa Valley WD.

The Beaumont Cherry Valley WD noted that it avoided costs by installing and maintaining computerized systems for water production and meters to reduce labor costs. The District has also contracted with power providers for reduced rates. The Beaumont Cherry Valley WD also noted that it has an agreement with the City of Banning that would tie compatible pressure zones along Highland Springs Road for increased system efficiency. The City and District will be constructing three new wells and sharing operation and maintenance costs. The District also noted that it has some equipment that can be used by neighboring agencies if needed.

The City of Banning and the Beaumont Cherry Valley WD have entered into an agreement to jointly fund a new water treatment plant that will be owned by both agencies. This plant will be used to treat water imported from the SWP. Property has been acquired for the plant location.

The Beaumont Cherry Valley Water District also noted that in 2002-2003 it provided the City of Banning with an emergency connection when the City's water supply was short. The BCVWD also has agreements with the SGPWA and Riverside County Flood Control and Water Conservation District relative to use of spreading grounds on District owned land, and has agreements with the City of Beaumont relative to distribution of reclaimed water and the funding of infrastructure for water and reclaimed water facilities.

The High Valleys Water District is negotiating with the City of Banning to determine if the District can improve its water resources and water availability. There is a possibility that the District could purchase State Project Water from the SGPWA that would be delivered to Banning for use on the Sun Lakes Golf Course; the water would be delivered by the Beaumont Cherry Valley WD and would reduce Banning's pumping needs. High Valleys could then use a well now used by the City and formerly owned by the Mountain Water Company. This would significantly reduce the District's operating costs.

Based on the data provided for this review, the retail agencies in the Pass Area are seeking to work cooperatively, maximize opportunities for shared facilities and avoid costs.

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### ***Mountain Area***

The three districts in the mountain area with adjacent boundaries – Idyllwild, Fern Valley, and Pine Cove – have a history of sharing facilities and resources. Because of their isolated location within the water supply system, they are dependent on each other for cooperative assistance for fire protection and other emergency needs. All three districts are signatory to a mutual aid agreement established in December 1996 that will provide personnel, equipment, and material in the event of a natural or manmade disaster. The minutes of the Idyllwild WD Board of Directors meeting discuss a water transfer between the three agencies for fire protection in 2003 and future needs in 2004.<sup>9</sup> These actions indicate a high level of cooperation between these closely related agencies.

The three agencies are also participating in the preparation of the Water Resources Management Plan for the San Jacinto Mountain Area Water Study Agency. Two tasks have been completed, including a review and summary of existing information and defining the study area for resource evaluation. The work is being performed by a private consultant. The outcome of this effort will provide a coordinated resource management plan that the agencies can implement.

As discussed earlier, the Fern Valley WD has considered importing water through the High Valleys Water District. The High Valleys WD would obtain additional supply through a well near the City of Cabazon; Fern Valley WD would construct a system to connect to High Valleys. This alternative will be evaluated in Task 5 of the Water Resources Management Plan.

The Mountain Area has been subject to several studies of the benefits that might accrue from reorganizing the three districts into one agency (see 2.7 – *Government Structure Options*). However, there is no clear consensus on cost savings from this action. The two smaller agencies (Fern Valley and Pine Cove) are concerned that this might increase costs.

Based on the data provided for this review, the Mountain Area agencies are maximizing current opportunities to share facilities and avoid costs.

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<sup>9</sup> Idyllwild Water District, Minutes of the Regular Meeting of the Board of Directors, February 17, 2004

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### 2.7 GOVERNMENT STRUCTURE OPTIONS

The service review is a tool to examine existing and future service provision and to evaluate governmental structure options that can ensure that services are provided efficiently and concurrent with need. The service review does not require the Riverside LAFCO to initiate changes of organization but to list options which the LAFCO Commission, service review agencies and the public can use as a starting point for possible changes in service provision, in agency boundaries or in spheres of influence. The governmental structure options address three separate categories:

- Areas where service is provided outside the agency boundaries
- Agencies where additional analysis may be required during sphere of influence updates
- Reorganization option

#### 2.7.1 Services Outside Of Agency Boundaries

Government Code Section §56133 states that a city or district may provide services by contract or agreement outside its jurisdictional boundaries only through approval by LAFCO. This requirement, which was enacted in 2000, exempts agreements between two public agencies for the transfer of untreated surplus water to agricultural lands and other instances. Few agencies in the Pass/Mountain service review area reported providing service outside their boundaries or their sphere of influence and those that did generally served small areas. While many of these service agreements may be exempted, it is suggested that the Riverside LAFCO list and map service agreements that are not exempt before updating spheres.

##### ❖ IDYLLWILD WATER DISTRICT

The Idyllwild Water District provides wastewater service to nine parcels outside the agency boundaries.

##### ❖ CITY OF BEAUMONT

The City of Beaumont provides wastewater services to approximately 850 connections outside its boundaries and sphere of influence which includes the Highland Springs development.

##### ❖ BEAUMONT CHERRY VALLEY WATER DISTRICT

The Beaumont Cherry Valley Water District provides water service to an area outside its district boundaries.

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### ❖ CITY OF BANNING

The City of Banning provides water and sewer service to an area adjacent to its corporate boundaries.

### ❖ CABAZON COUNTY WATER DISTRICT

The Cabazon County Water District provides back-up water service to the Morongo Reservation.

### ❖ PINYON PINES COUNTY WATER DISTRICT

The Pinyon Pines County Water District provides water service to two campgrounds and a fire station.

## 2.7.2 Sphere Of Influence Updates

In the Pass service review area, several agencies noted areas where their spheres of influence might be amended in the future to provide more efficient services. The City of Banning noted an area west of Sunset Avenue and south of Westward Avenue where city service might be required. The Beaumont Cherry Valley Water District noted a need for a comprehensive update of its sphere and the San Geronio Pass Water Agency recommended that LAFCO consider the Potrero Canyon area for inclusion in their sphere.

In the Mountain service review area, Pine Cove Water District noted that the Stonewood and Alandale areas north of the district should be included within the District's sphere of influence.

Given the significant concerns regarding the adequacy of future water supplies and the capacity for wastewater services in the Pass/Mountain area, it is suggested that the Riverside LAFCO consider a comprehensive review of all the agency spheres in this region. During the comprehensive sphere update, various reorganizations of agencies could also be addressed.

## 2.7.3 Other Government Structure Options

One of the purposes of the service review is to list all possible government structure options including advantages and disadvantages of potential reorganizations. For the purposes of this service review report, a reorganization is defined as two or more changes of organization (i.e., consolidation, merger, dissolution, annexation and/or detachment) which are initiated in a single proposal before LAFCO.

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Changes in government structure of agencies are proposed for a variety of reasons. Sometimes the governing board, an external agency such as a Grand Jury, or the public identifies benefits that might result or a problem that might be “fixed” by a consolidation with another agency. Advantages that might accrue from the reorganization of agencies include:

- Simplification of boundaries – If there are several agencies that provide similar services in a limited area, there could be overlapping service areas and confusion among the customers.
- Improved service delivery – An agency might be reorganized if the provision of service would be improved. For example, a small agency might reorganize with a larger one to increase staff expertise and depth or to increase the agency’s capacity to provide services. An agency may find itself better able to serve its constituency after reorganization or a sphere amendment adds or deletes territory.
- Reduction in costs or fees – The cost of providing service may vary among agencies and reorganization may be seen as a means of lowering rates and/or reducing costs. If an agency is very small, reorganization with another agency might achieve economies of scale.
- Increase in local accountability and “home rule” – If citizens believe that an agency is unresponsive to their needs, a reorganization might be proposed to allow closer interaction between a governing board and residents.
- Correction of problems – Occasionally governing board members may be perceived by the public as ineffectual or service provision as inefficient and reorganizations are proposed to “fix” the problem.
- Realignment – An agency may find itself better able to serve its constituency after an incorporation or sphere amendment adds or deletes territory.

Disadvantages or neutral effects from a change in governmental boundaries can include:

- No actual or limited costs savings – Reorganizations must assess and calculate all cost inputs such as the cost of reorganization, merging staffs, retirement obligations or upgrades to systems, etc. Sometimes the actual savings as a result of reorganization are modest enough that it is not cost-efficient to pursue.

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- Little improvement in service efficiency – If agencies considering a reorganization are run efficiently, there may be little improvement in services.
- Local autonomy – A small agency providing services may offer benefits of community cohesion and local “ownership” which might be lost in a reorganization with a larger agency.
- Political opposition – Pursuing reorganization without the support of residents or the governing board typically increases the time and effort involved.

The service review process examined a full range of governmental structure options. Some government structure options had been previously examined by the Riverside LAFCO (or other groups such as the Grand Jury) or were clearly impractical due to service areas, system differences, potential opposition or existing agreements. These options are not included in the discussion in this section but should be periodically revisited by the Riverside LAFCO.

Other governmental structure options that may be possible are listed below. It is suggested that the Riverside LAFCO Commission, in conjunction with the agencies involved, discuss the potential benefits that might accrue from reorganizations of the following agencies.

#### **❖ IDYLLWILD WATER DISTRICT / FERN VALLEY WATER DISTRICT / PINE COVE WATER DISTRICT**

There have been discussions about a potential reorganization among the three agencies since the 1960's. In 1974 a petition was submitted to Riverside LAFCO requesting that a feasibility study for reorganization of the three agencies be prepared. The petitions were circulated by the Idyllwild Chamber of Commerce, the Pine Cove Property Owners Association and other groups who were concerned about the reliability and long-term supply of water after a severe water shortage in 1972. The findings of that report were that any savings in costs would be minimal and that other benefits of reorganization were uncertain. The 1974 report also noted residents in the Fern Valley Water District were opposed to any reorganization.

In 1994 the Riverside County Grand Jury released a report that concluded that approximately \$390,000 might be saved through a reorganization of the three agencies. Starting in October of that year an ad-hoc committee comprised of representatives of the Idyllwild and Pine Cove Water Districts met regularly for 18 months to discuss possible benefits from reorganization. In 1996 an interim feasibility report of a potential reorganization of the Idyllwild and Pine Cove WDs was released. The report noted “...no substantial advantage to formation of a reorganized water district...” and added that even though the Fern Valley WD did not participate in the study, its inclusion would not have significantly altered the results. Cost savings resulting from a

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reorganization were estimated to be approximately \$25,000. The 1996 report also recommended that the ad-hoc committee be reformed to identify ways of improving efficiency through cooperative efforts. It also recommended that representatives of the Fern Valley WD be invited to participate.

After releasing the interim feasibility study, a formal committee, the Hill Water Advisory Group, was formed in 1996. The Advisory Group, which was comprised of General Managers and Board members from all three agencies, met monthly to identify ways of saving money through joint cooperative activities. In 1997 a report prepared by the Idyllwild WD was completed which noted some positive impacts of a reorganization (specifically in governance, organization, water distribution, operations/maintenance, equipment/vehicles, property/facilities, water rates and standby assessments), negative impacts (specifically on governance, staffing, employee benefits, computerization, billing and property/facilities) and no change in the areas of sanitary systems, emergency preparedness, regulatory compliance, water and sewer rates, standby assessments and, most importantly, in water supply. This third feasibility study also found that cost savings might be \$135,000 per year.

In 2004 a feasibility study prepared by the Idyllwild WD was released. Fern Valley WD and Pine Cove WD provided data to the Idyllwild WD for use in the study but neither Board endorsed the study. The 2004 study estimated a savings of approximately \$300,000 per year although rebuttals to the study pointed out that the analysis ignored some of the costs associated with the reorganization (legal, fees, combining billings, employee reduction, etc.) and allowed for only a very limited staff size for operations.

As in past discussions, there was opposition to reorganization from residents and board members of the districts. It should be noted that the Idyllwild WD Board, in January of 2004, removed the feasibility study from its unfinished business agenda and dissolved the ad-hoc consolidation committee. Currently a citizens' group, Citizens Committee for Unification (CCU), is trying to gather enough signatures to initiate a formal application for reorganization of the three districts. The status of that effort is not known.

In September 2004, the Harman Bill (AB 2067) was signed into law. This law allows for the consolidation of two or more special districts that were formed under different principal acts. With a consolidation, the threshold for voter signatures on the petition is 5% rather than the more challenging 25% for other types of reorganizations. This may have an effect on the outcome of the citizen effort.

While the water systems have limited interconnection, in 1996 all three agencies entered into a mutual aid agreement which allows the agencies to supply water, personnel and equipment during emergencies. The service areas of the three districts do not overlap.

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The water supply, which is groundwater for Pine Cove WD and Idyllwild WD and primarily surface water for Fern Valley WD, has been identified in this service review as a potentially significant infrastructure deficiency. The agencies are participating in a joint water resources management plan which is expected to be completed in 2005. One of the initial findings of the study is that most of the groundwater is escaping from the area. The San Jacinto Mountain Area Water Study (GSi Water, 2004) noted in its preliminary findings that capture of this source may be a potential source of additional groundwater.

While there may be some efficiency gained through a reorganization of the agencies, there is a fairly strong local sentiment against this action. Given the cooperative nature of the current study, it may be more prudent for a reorganization proposal to wait until the groundwater management plan is complete.

### **❖ HIGH VALLEYS WATER DISTRICT**

The agency serves 184 dwelling units, has five employees and reported in the 2003 Riverside LAFCO Special Districts Questionnaire that it supplied approximately 110 AF of water to customers during the previous year. The agency currently receives its water from the City of Banning. Although the agency is related to the Pass Area, the San Jacinto Mountain Area Water Study Agency will be evaluating a proposed system to import water to the Fern Valley Water District that might include the infrastructure of the High Valleys Water District. It is suggested that the Riverside LAFCO continue to monitor the District's progress on developing an alternative water source. The Commission may also want to consider a reorganization of the agency with the City of Banning or another appropriate service provider after the completion of the San Jacinto Mountain Area Water Study Agency report if economies of scale and other benefits can be demonstrated.

### **❖ RUISEHOR WATER DISTRICT**

The Ruisenor Water District does not provide water service and should be reorganized with another agency.



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### 2.8 EVALUATION OF MANAGEMENT EFFICIENCIES

Reviewing management efficiencies is generally an internal function of a public agency with limited oversight by other agencies such as the state and federal government or grand juries. The OPR service review guidelines suggested twenty factors that could be used when evaluating management efficiencies but some of those factors assess internal practices which are difficult to measure or whose correction is outside the purview of LAFCO authority. These factors were not included in the service review questionnaire.

Further complicating the process is the variety of water and wastewater agencies in Riverside County. Managerial efficiencies can vary widely among the water and wastewater agencies and can be affected by size, organizational culture, politics, past agency actions and other explanatory factors. In order to assess the relative effectiveness of the agencies while still accounting for the explanatory factors unique to the agencies, the Riverside LAFCO service review collected data that indicated compliance with some federal/state requirements and data that could be used as a general indicator of managerial efficiencies. Agencies were asked to provide the number and classification of employees, employee training, the presence of master plans and other long-range planning documents and audits. GIS capabilities and the administrative costs expressed as a percent of total revenues were collected to serve as indicators of managerial efficiencies. Agencies that did not meet requirements or whose response was significantly different from other agencies were contacted individually to determine what explanatory factors, if any, existed.

The service review questionnaire asked agencies to provide data on the total number of employees for each agency, the staff providing direct provision of water and wastewater and the number of employees in water and wastewater with certification. The presence of employees with certification indicates both meeting legal requirements as well as some support within the agency for improved knowledge and training opportunities for employees. In California employees who operate, supervise or make decisions about the operation of drinking water treatment or distribution facilities must possess a water treatment and/or a distribution certificate. Certification is also required in order to work as an operator in a wastewater treatment plant. The results are shown in *Table 2.8.1 - Employee Information*. In some instances, the number of employees with certification exceeds the total number of operational employees due to employees holding multiple certificates.

# Riverside LAFCO Water & Wastewater Municipal Service Review

**TABLE 2.8.1  
EMPLOYEE INFORMATION**

Agency	Total Employees	# Operational Employees-- Water Service	Employees-- with Water Cert.	# of Operational Employees-- Wastewater Service	Employees with Wastewater Cert.
City of Banning	24	10	19	5	6
Beaumont Cherry Valley WD	17	9	10	NA	NA
City of Beaumont *	5	NA	NA	3	6
Cabazon CWD	7	NP	NP	NA	NA
Eastern MWD	322	41	100	47	45
Fern Valley WD	4	2	7	NA	NA
High Valleys WD	5	2	2	NA	NA
Idyllwild WD	7	3	8	1	2
Lake Hemet MWD	84	NP	25	NP	7
Pine Cove WD	3.75	2.5	7	0	1
Pinyon Pines CWD	3	2	2	NA	NA
Ruisenor WD	0	0	0	0	0
San Gorgonio Pass WA	3	0	1	NA	NA
Yucaipa Valley WD	NP	NP	NP	NP	NP

\* Wastewater operation is contracted out

NP – not provided; NA – not applicable

The Riverside LAFCO service review questionnaire also used the presence and/or frequency of capital improvement programs (CIP), master plans, Urban Water Management Plans, Emergency Response Plans and audits as a means of assessing an agency's management efficiencies. All urban water suppliers with more than 3,000 customers or delivering more than 3,000 AF per year are required to prepare Urban Water Management Plans (UWMPs) and update them every five years. Most Riverside County agencies completed their UWMP in 2000 and will be required to prepare an update in 2005. Audits and CIPs are generally prepared annually. While there are no established standards for the frequency of preparation, typically master plans for water and wastewater agencies are prepared every 5-10 years. The type of service area (i.e., level of development, rate of growth or presence of growth control initiatives) can also affect the frequency of preparation. The presence of audits, CIPs, UWMPs and Emergency Response Plans can indicate that the agency's management structure is efficient in meeting basic reporting requirements as well as long range planning.

## Riverside LAFCO Water & Wastewater Municipal Service Review

Table 2.8.2 - Long Range Planning shows the agencies and information regarding master plans and other long range planning documents.

**TABLE 2.8.2  
LONG RANGE PLANNING**

	Water Master Plan	Urban Water Management Plan	CIP	Wastewater Master Plan	Emergency Response Plan	Date Of Last Audit
City of Banning	Yes	Yes	Yes	Yes	Yes	2002
Beaumont Cherry Valley WD	Yes	Yes	Yes	NA	NP	2000
City of Beaumont	NA	NA	NP	Yes	NP	2003
Cabazon CWD	NP	NP	NP	NA	NP	NP
Eastern MWD	Yes	Yes	Yes	Yes	Yes	2003
Fern Valley WD	Yes	NA	Yes	NA	Yes	2003
High Valleys WD	No	NA	No	NA	NP	2002
Idyllwild WD	No	NA	Yes	No	Yes	2002
Pine Cove WD	No	**	No	NA	NP	2003
Pinyon Pines CWD	Yes	**	Yes	NA	Yes	2003
Ruisenor WD *	NA	NA	NA	NA	NA	NA
San Gorgonio Pass WA	In progress	No	Yes	NA	NP	2003
Yucaipa Valley WD	NP	Yes	NP	NP	NP	NP

\*The Ruisenor WD does not provide services.

\*\*Water agencies under 3,000 customers are not required to prepare an Urban Water management Plan

The Beaumont Cherry Valley Water District has not completed an audit since FY 2000 but the District noted that this was due to a problem with the District's computer system, which precluded data extraction. This has since been rectified and the audit for FY 2001 should be available September 2004; FY 2002 and 2003 will follow. The District will complete its EPA-mandated Vulnerability Assessment under the federal bio-terrorism law on June 30, 2004 and begin preparation of the mandated Emergency Response Plan. This will use the Vulnerability Assessment as a basis and will be completed by December 2004 as required by law.

The High Valleys Water District has recently hired a management consultant and a new General Manager. The Board has directed them to develop a management and system operations plan which will assist the District in achieving a greater degree of management efficiency in the future.

## Riverside LAFCO Water & Wastewater Municipal Service Review

Comparing an agency's total administrative expenses as a percent of total operating revenue can provide a rough measure of an agency's overhead costs relative to its size. However, since the service review questionnaire did not include specific instructions for calculating administrative costs, the data provided by the agencies could not be verified to ensure a consistent methodology. The results for each fiscal year, where reported by the agencies, are included in *Appendix C, Financial Summaries* and depicted in the following *Table 2.8.3*.

**TABLE 2.8.3  
FY 2002-2003 ADMINISTRATIVE COSTS AS A PERCENT OF OPERATING REVENUE**

	WATER AGENCIES	WASTEWATER AGENCIES
City of Banning	1.1	1.7
Beaumont Cherry Valley WD	29	NA
City of Beaumont*	NA	NP
Cabazon CWD	NP	NA
Eastern MWD	25	49
Fern Valley WD	35	NA
High Valleys WD	50	NA
Idyllwild WD	39	33
Lake Hemet MWD	51	NP
Pine Cove WD	20	NA
Pinyon Pines CWD	50	NA
Ruisenor WD	NA	NA
San Geronio Pass WA	NP	NA
Yucaipa Valley WD	NP	NP

\*Operated by a private firm

NP – not provided; NA – not applicable

The fluctuations in the responses provided by the agencies are mostly likely the result of differing methods of defining administrative expenses or in the method of calculation. It is suggested that future service review questionnaires either provide detailed instructions for calculating the administrative expenses or that another indicator of management efficiencies be used.

The American Water Works Association Research Foundation recommends that water and wastewater utilities consider using the number of customer accounts per full-time employee as one of several performance indicators for organizational best practices.<sup>10</sup> Agencies were asked

<sup>10</sup> American Water Works Association Research Foundation. "Selection and Definitions of Performance Indicators for Water and Wastewater Utilities". 2004.

## Riverside LAFCO Water & Wastewater Municipal Service Review

as part of the service review questionnaire to provide the total number of employees and total number of service connections. The information is provided in the *Table 2.8.4* below.

**TABLE 2.8.4  
EMPLOYEE VERSUS SERVICE CONNECTION COMPARISON**

	Total Number Of Water Employees	Total Number Of Water Service Connections	Water Connections Per Employee	Total Number Of Wastewater Employees	Total Number Of Wastewater Connections	Wastewater Connections Per Employee
City of Banning	16	9,950	622	8	9,500	1,188
Beaumont Cherry Valley WD	17	7,498(2003)	441	NA	NA	NA
City of Beaumont	NA	NA	NA	NP	6,600	NP
Cabazon CWD	NP	NP	NP	NA	NA	NA
Eastern MWD	53	95,634	1,804	67	155,000	2,313
Fern Valley WD	4	1,148	287	NA	NA	NA
High Valleys WD	2	184	92	NA	NA	NA
Idyllwild WD	6	1,590	265	7	559	80
Lake Hemet MWD	NP	1,689	NP	NP	NP	NP
Pine Cove WD	2.5	1,070	428	NA	NA	NA
Pinyon Pines CWD	3	79	26	NA	NA	NA
Ruisenor WD	NA	NA	NA	NA	NA	NA
San Gorgonio Pass WA	3	NA	NA	NA	NA	NA
Yucaipa Valley WD	NP	NP	NP	NP	NP	NP

*NP – not provided; NA – not applicable*

The Ruisenor WD is a paper agency that has no employees and does not provide services. The San Gorgonio Pass Water Agency is a wholesale agency for State Water Project deliveries and only has wholesale customers. This table would indicate that larger agencies are sometimes able to provide service with a lower number of employees. However, the service review did not clearly specify that the agencies apportion employee time to the provision of water and wastewater. Results from cities and agencies that provide more services than just water and wastewater or have large support staffs shared among several departments may be skewed.

No significant issues regarding the evaluation of management efficiencies were noted.

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### 2.9 LOCAL ACCOUNTABILITY AND GOVERNANCE

No significant issues regarding local accountability and governance were noted for any of the agencies within the service review area. The governing boards of the agencies appear to be locally accountable through adherence to applicable government code sections, open and accessible meetings, and dissemination of information and encouragement of participation in their election process. However, only six of the agencies have websites, which is an important means of increasing public accountability and access.

Public access was evaluated by regularly scheduled meetings and locations, by the presence of websites and by the use of legally required notices. Several agencies held meetings during normal working hours, which can limit public accessibility. All agencies reported compliance with the legal requirements for posting of meetings. *Table 2.9.1* summarizes local accountability and governance for each agency.

**TABLE 2.9.1  
LOCAL ACCOUNTABILITY AND GOVERNANCE**

	Website	Time Of Meetings	# Of Board Members Running Unopposed In November 2002 Election	Unqualified Audit
City of Banning	Yes	6:30 pm	NA	Yes
Beaumont Cherry Valley WD	Under Construction	7:00 pm	NA	No
City of Beaumont	Yes	6:00 pm	NA	Yes
Cabazon CWD	No Response	No Response	NA	No Response
Eastern MWD	Yes	9:00 am: 1:00 pm	NA	Yes
Fern Valley WD	No	9:00 am	NA	Yes
High Valleys WD	Yes	6:00 pm	NA	Yes
Idyllwild WD	No	7:00 pm	NA	Yes
Lake Hemet MWD	Yes	3:00 pm	NA	Yes
Pine Cove WD	Yes	10:00 am	NA	No Response
Pinyon Pines CWD	Under Construction	9:00 am	3 directors did not appear on the ballot because an insufficient number of candidates applied. All three candidates that filed were elected since they were uncontested.	Yes
Ruisenor WD	NA	NA	NA	NA
San Geronio Pass WA	Yes	1:30 pm	NA	Yes
Yucaipa Valley WD	Yes	No Response	No Response	No Response

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

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### 2.10 PASS/MOUNTAIN SERVICE REVIEW AREA DETERMINATIONS

- **Infrastructure needs or deficiencies**
  1. Future water supply projections in the Pass Area rely on additional SWP water (beyond SGPWA's current entitlement) becoming available on the market.
  2. Water supply and wastewater capacity in the Pass/Mountain service review area are potential infrastructure deficiencies.
  3. A potential lack of an adequate water supply may negatively impact existing development, future demand and fire provision service in the Mountain area.
  4. The agencies are currently addressing infrastructure needs and deficiencies through master plans, development impact fee structures, CIPs and other long range planning documents but the rapid growth in the area may require service before the necessary capacity and supply are in place.
  5. Riverside LAFCO should consider various options for ensuring that water and wastewater service are provided concurrent with need in the Pass/Mountain service review area. Potential options, including advantages and disadvantages of each, are discussed on pages 2-41 and 2-42.
  
- **Growth and population projections for the affected area**
  1. The growth rate in the Pass/Mountain area is one of the highest in Riverside County and will require an adequate water supply and wastewater capacity.
  2. The variations in growth and population projections among the agencies could be addressed through providing population projections for special districts.
  
- **Financing constraints and opportunities**
  1. The agencies prepare comprehensive annual budgets, maintain annual Capital Improvement Plans (CIP) and maintain reserves.
  2. The agencies, as enterprise activities, derive approximately 72% of their aggregate sources of revenues from fees and charges and approximately 25% from property taxes. Data from some agencies was not provided which may skew results.
  3. For most of the agencies within the Pass/Mountain service review area, the amount of reserves is matched to CIP and other infrastructure improvements. Reserves held by the agencies in the Mountain area appear high in relation to current CIP programs; however, reserves may be used to develop new water sources in the future.
  4. Of the agencies providing data only the Beaumont Cherry Valley WD did not report an unqualified audit; no responses were received from the Cabazon CWD, the High Valleys WD, and the Yucaipa Valley WD. The BCVWD's last completed audit was

## **Riverside LAFCO**

### **Water & Wastewater Municipal Service Review**

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for FY 2000. Per the District, the audit for FY 2001 should be completed by the end of September 2004. FY 2002 will follow, with FY 2003 completed in the first part of 2005. Riverside LAFCO should continue to monitor the progress on the completion of BCVWD's audits.

- **Cost avoidance opportunities**

1. The agencies in both the Pass and Mountain areas are seeking to avoid costs through cooperative planning, shared facilities, infrastructure and resources.
2. The agencies use their annual budget process to identify cost avoidance opportunities and use outside vendors and contractors for services when shown to be cost effective.
3. Cost avoidance opportunities might be increased through establishing clear service boundaries through the sphere of influence process by avoiding costs for duplicate planning.

- **Opportunities for rate restructuring**

1. The agencies set rates and fees through a public process.
2. Agencies noted rate changes in the previous two years and provided information regarding the differences in rates charged to customers inside and outside agency boundaries, if any.

- **Opportunities for shared facilities**

1. The agencies collaborate as appropriate and as deemed efficient.
2. Excess capacity, facilities and staff are made available whenever possible.
3. The agencies increase opportunities for shared facilities through joint powers agreements, inter-ties, service agreements and industry groups.

- **Government structure options, including advantages and disadvantages of the consolidation or reorganization of service providers**

1. Riverside LAFCO should list existing, non-exempt service agreements as part of the agency SOI update process.
2. A comprehensive update of the spheres of influence for the water and wastewater agencies in the Pass/Mountain area is needed.
3. The reorganization of the Idyllwild, Fern Valley and Pine Cove Water Districts is a possible opportunity to simplify the provision of water and wastewater service in the area and should be examined after the San Jacinto Mountain Area Water Study Agency completes its Water Resources Management Plan. Riverside LAFCO should initiate discussions with the agencies to determine if a reorganization of the agencies might increase efficiencies and reach economies of scale.



## **Riverside LAFCO**

### **Water & Wastewater Municipal Service Review**

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4. Riverside LAFCO should monitor the progress of High Valleys Water District in developing an additional source of supply; the Commission should discuss with the District and the City of Banning or another agency whether there are potential economies of scale and benefits from a reorganization.
  5. Riverside LAFCO should consider the dissolution of the Ruisenor Water District.
- **Evaluation of management efficiencies**
    1. The agencies maintain current management, interdepartmental and inter-agency practices and procedures appropriate to and efficient for their service.
    2. Based on data supplied by the agencies, the number of employees with the appropriate water and wastewater certifications is appropriate to the size of the agency staff.
    3. The number of employees per water or wastewater connections varies according to the size and service area of the agency.
  - **Local accountability and governance**
    1. The governing bodies of the agencies are locally accountable through adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
    2. The Cabazon CWD, Fern Valley WD and Idyllwild WD should consider development of websites to improve local accountability.

## **3.0 PASS/MOUNTAIN AGENCY PROFILES**



# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### City of Banning

**ADDRESS:** 99 East Ramsey Street, Banning, CA 92220  
**EMAIL/WEBSITE:** ptoor@ci.banning.ca.us, www.ci.banning.ca.us  
**TYPES OF SERVICES:** Water and Wastewater  
**POPULATION SERVED:** 24,650  
**SIZE OF SERVICE AREA:** 23,629 (acres)  
**FINANCIAL INFORMATION (FY 2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$4,745,612 \$4,394,413 \$550,000 \$294,858

#### WATER

##### Connections:

Domestic: 9,210  
 Irrigation: 7  
 M&I: 733  
 Reclaimed: 0  
 Other: 0

##### Supply (AF):

Wholesale: 0  
 State Water Project: 0  
 Surface: 0  
 Wells: 22,900  
 Reclaimed: 0

##### Water Service Capacity:

Total Capacity (AF): 22,852  
 Total Demand (AF): 9,869  
 Peak Capacity (mgd): 20.9  
 Peak Demand (mgd): 19.2  
 Storage Capacity (mg): 14.6

##### Rates:

Billing Period: monthly

##### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$ 13.20	\$ 13.20	\$13.20
3/4"	\$ 13.20	\$ 13.20	\$13.20
1'	\$ 20.18	\$ 20.18	\$20.18

##### Water Rates (HCF):

Residential	Irrigation	Ind/Com
0-9--\$0.90	\$ NA (treated)	\$ NA
10-29--\$1.06	\$ NA (reclaimed)	\$ NA
30+--\$1.14		

#### WASTEWATER

##### Connections:

Domestic: 9,500  
 Commercial: 8,883  
 Industrial: 605  
 Other: 12  
 Other: 0

##### Number of Treatment Plants:

1

##### Total System Size:

(miles) 80.2  
 Miles Gravity Sewer: 80  
 Miles Force Main: 0.2

##### Rates:

Billing Period: monthly  
 Flat Rates: yes  
 Tied to Water Usage: no  
 Estimated Monthly Bill: \$14.86

##### Current Capacity

3.6 mgd

##### Treatment Level

Secondary

*CIP = capital improvement program*  
*FY = fiscal year*  
*NA = not applicable*  
*NP = information not provided*  
*M & I = manufacturing and industry*  
*HCF = hundred cubic ft*  
*AF = acre-feet*  
*mgd = million gallons/day*

**Riverside LAFCO  
Water & Wastewater Municipal Service Review**

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**CITY OF BANNING MAP**

# Riverside LAFCO Water & Wastewater Municipal Service Review

## Yucaipa Valley Water District\*

**ADDRESS:** 12770 Second Street P.O. Box 730, Yucaipa, CA 92399-0730  
**EMAIL/WEBSITE:** NP, www.yvwd.dst.ca.us  
**TYPES OF SERVICES:** Water and Wastewater  
**POPULATION SERVED:** 48,350  
**SIZE OF SERVICE AREA:** 35 square miles  
**FINANCIAL INFORMATION (FY 2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$12,129,273 \$10,642,864 \$1,250,000 \$7,800,421

### WATER

**Connections:**

Domestic: 9,990  
 Irrigation: 98  
 M&I: 250  
 Reclaimed: 2  
 Other: 90

**Supply (AF):\*\*\***

Wholesale: NA  
 State Water Project: 1,098  
 Surface: 492  
 Wells: 10,508  
 Reclaimed: 18.75

**Water Service Capacity:**

Total Capacity (AF): NP  
 Total Demand (AF): NP  
 Peak Capacity (mgd): 23.2  
 Peak Demand (mgd): 17.3  
 Storage Capacity (mg): 29.6

**Rates:**

Billing Period: Various

**Meter/Service Charge:**

Size	Residential	Irrigation	Ind/Com
5/8"	\$ 7.50	\$7.50	\$7.50
3/4"	\$ 7.50	\$7.50	\$7.50
1'	\$ 14.29	\$14.20	\$14.20

**Water Rates (HCF):**

Residential	Irrigation	Ind/Com
\$ 0.83		
\$ 0.15		

\* Data provided for entire service area, which encompasses Riverside and San Bernardino County

### WASTEWATER

**Connections:**

Domestic: 15,088  
 Commercial: 201  
 Industrial: 42  
 Other: 31

**Number of Treatment Plants:** 1

**Total System Size:**

Miles Gravity Sewer: 173.3 (miles)  
 Miles Force Main: 2.8

**Rates:**

Billing Period: Monthly  
 Flat Rates: Yes  
 Tied to Water Usage: Yes-water  
 Estimated Monthly Bill: NP

**Current Capacity**

4.5 mgd  
 6.0 mgd

**Treatment Level**

Tertiary  
 Tertiary-2006

*CIP = capital improvement program  
 FY = fiscal year  
 NA = not applicable  
 NP = information not provided  
 M & I = manufacturing and industry  
 HCF = hundred cubic ft  
 AF = acre-feet  
 mgd = million gallons/day*

**Riverside LAFCO  
Water & Wastewater Municipal Service Review**

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**YUCAIPA VALLEY MAP**

# Riverside LAFCO Water & Wastewater Municipal Service Review

## Pinyon Pines County Water District

**ADDRESS:** 63500 Pozo, Mountain Center, CA 92561  
**EMAIL/WEBSITE:** [PPCWD@aol.com](mailto:PPCWD@aol.com), NP  
**TYPES OF SERVICES:** Water only  
**POPULATION SERVED:** 300  
**SIZE OF SERVICE AREA:** 320 (acres)  
**FINANCIAL INFORMATION (FY 2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$39,395 \$34,798 \$8,520 \$3,000

### WATER

#### Connections:

Domestic: 79  
 Irrigation: 0  
 M&I: 0  
 Reclaimed: 0  
 Other: 0

#### Supply (AF):

Wholesale: 0  
 State Water Project: 0  
 Surface: 0  
 Wells: 2  
 Reclaimed: 0

#### Water Service Capacity:

Total Capacity (AF): NP  
 Total Demand (AF): NP  
 Peak Capacity (mgd): 10,000 gal/day  
 Peak Demand (mgd): 10,000 gal/day  
 Storage Capacity (gal): 100,000 gallons

#### Rates:

Billing Period: monthly

#### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$ NA	\$ NA	\$ NA
3/4"	\$ 25	\$ NA	\$ NA
1'	\$ NA	\$ NA	\$ NA

#### Water Rates (HCF):

Residential	Irrigation	Ind/Com
0-8--\$0.10	\$ NA (treated)	\$ NA
8-10--\$0.10	\$ NA (reclaimed)	\$ NA
10+--\$0.25		

*CIP = capital improvement program*  
*FY = fiscal year*  
*NA = not applicable*  
*NP = information not provided*  
*M & I = manufacturing and industry*  
*HCF = hundred cubic ft*  
*AF = acre-feet*  
*mgd = million gallons/day*

**Riverside LAFCO  
Water & Wastewater Municipal Service Review**

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**PINYON PINES MAP**



# Riverside LAFCO Water & Wastewater Municipal Service Review

## City of Beaumont

**ADDRESS:** 550 East Sixth Street, Beaumont, CA 92223  
**EMAIL/WEBSITE:** cityhall@ci.beaumont.ca.us, www.beaumont.ca.us  
**TYPES OF SERVICES:** Wastewater only  
**POPULATION SERVED:** 20,000  
**SIZE OF SERVICE AREA:** 19,200 (acres)  
**FINANCIAL INFORMATION (FY 2002-2003):**  
Revenues: Expenses: Reserves: CIP:  
\$1,964,452 \$1,389,777 \$574,675 \$815,102

### WASTEWATER

#### Connections:

Domestic: 6,000  
Commercial: 500  
Industrial: 100  
Other: 0

Number of Treatment Plants: 1

#### Total System Size:

Miles Gravity Sewer: 85  
Miles Force Main: 3.5

#### Rates:

Billing Period: Bi-monthly  
Flat Rates: \$42.50  
Tied to Water Usage: No  
Estimated Monthly Bill: \$42.50

Current Capacity  
1.62 mgd

Treatment Level  
Tertiary

*CIP = capital improvement program  
FY = fiscal year  
NA = not applicable  
NP = information not provided  
M & I = manufacturing and industry  
HCF = hundred cubic ft  
AF = acre-feet  
mgd = million gallons/day*

**Riverside LAFCO  
Water & Wastewater Municipal Service Review**

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**CITY OF BEAUMONT MAP**

# Riverside LAFCO Water & Wastewater Municipal Service Review

## Beaumont Cherry Valley Water District

**ADDRESS:** 560 Magnolia Avenue, Beaumont, CA 92223  
**EMAIL/WEBSITE:** bcvwdgm@msn.com, www.bcvwd.org  
**TYPES OF SERVICES:** Water Only  
**POPULATION SERVED:** 21,000  
**SIZE OF SERVICE AREA:** 25,600 (acres)  
**FINANCIAL INFORMATION (FY\*2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$9,448,935 \$ NP \$384,809 \$3,795,000  
*\*Fiscal year is calendar year*

### WATER

#### Connections:

Domestic: 6,561  
 Irrigation: 71  
 M&I: 241  
 Reclaimed: NP  
 Other: 75

#### Supply (AF):

Wholesale: 0  
 State Water Project: 6,530  
 Surface: 0  
 Wells: 8,000  
 Reclaimed: 5,470

#### Water Service Capacity:

Total Capacity (AF): 20,000  
 Total Demand (AF): 4,751  
 Peak Capacity (mgd): NP  
 Peak Demand (mgd): 13.57  
 Storage Capacity (mg): 13.35

#### Rates:

Billing Period: bimonthly

#### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$ 14.00	\$ NP	\$14.00
3/4"	\$ 21.00	\$ NP	\$21.00
1'	\$ 35.00	\$ NP	\$35.00

#### Water Rates (HCF):

Residential	Irrigation	Ind/Com
\$0.77	\$0.47 (treated)	\$0.77
\$ NP	\$ NP (reclaimed)	\$ NP

*CIP = capital improvement program  
 FY = fiscal year  
 NA = not applicable  
 NP = information not provided  
 M & I = manufacturing and industry  
 HCF = hundred cubic ft  
 AF = acre-feet  
 mgd = million gallons/day*

Sources: BCVWD 1994 Water System Master Plan  
Update, and www.bcvwd.org.

Riverside LAFCO  
Water & Wastewater Municipal Service Review

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**BEAUMONT CHERRY VALLEY MAP**

# Riverside LAFCO Water & Wastewater Municipal Service Review

## Cabazon County Water District

**ADDRESS:** 50256 Main Street, Cabazon, CA 92230  
**EMAIL/WEBSITE:** NP, NP  
**TYPES OF SERVICES:** Water only  
**POPULATION SERVED:** NP  
**SIZE OF SERVICE AREA:** NP  
**FINANCIAL INFORMATION (FY 2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$NP \$NP \$NP \$NP

### WATER

#### Connections:

Domestic: NP  
 Irrigation: NP  
 M&I: NP  
 Reclaimed: NP  
 Other: NP

#### Supply (AF):

Wholesale: NP  
 State Water Project: NP  
 Surface: NP  
 Wells: NP  
 Reclaimed: NP

#### Water Service Capacity:

Total Capacity (AF): NP  
 Total Demand (AF): NP  
 Peak Capacity (mgd): NP  
 Peak Demand (mgd): NP  
 Storage Capacity (mg): NP

#### Rates:

Billing Period: NP

#### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$ NP	\$ NP	\$NP
3/4"	\$ NP	\$ NP	\$NP
1'	\$ NP	\$ NP	\$NP

#### Water Rates (HCF):

Residential	Irrigation Ind/Com	
\$ NP	\$ NP (treated)	\$NP
\$ NP	\$ NP (reclaimed)	\$NP

*CIP = capital improvement program*  
*FY = fiscal year*  
*NA = not applicable*  
*NP = information not provided*  
*M & I = manufacturing and industry*  
*HCF = hundred cubic ft*  
*AF = acre-feet*  
*mgd = million gallons/day*

Riverside LAFCO  
Water & Wastewater Municipal Service Review

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**CABAZON COUNTY WATER DISTRICT MAP**

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### San Geronio Pass Water Agency

<b>ADDRESS:</b>	1210 Beaumont Avenue, Beaumont, CA 92223			
<b>EMAIL/WEBSITE:</b>	sstockton@sgpwa.com, www.sgpwa.com			
<b>TYPES OF SERVICES:</b>	Water only			
<b>POPULATION SERVED:</b>	53,000			
<b>SIZE OF SERVICE AREA:</b>	NP (acres)			
<b>FINANCIAL INFORMATION</b>	Revenues:	Expenses:	Reserves:	CIP:
<b>(FY 2002-2003):</b>	\$5,674,000	\$4,513,000	\$3,017,000	\$3,500,000

#### **WATER**

##### **Connections:**

*The San Geronio Pass WA does not have service connections. It delivers wholesale water to agencies and provides management and monitoring of Groundwater and water quality for member agencies.*

##### **Supply (AF):**

Wholesale:	NP
State Water Project:	17,000
Surface:	NP
Wells:	29,000*
*(pumped by agencies)	
Reclaimed:	NP

##### **Water Service Capacity:**

Total Capacity (AF):	NA
Total Demand (AF):	29,000
Peak Capacity (mgd):	NA
Peak Demand (mgd):	NA
Storage Capacity (mg):	NA

##### **Rates:**

The San Geronio Pass WA does not provide retail water service to customers and does not have meter/service charges or commodity rates for water used. The Agency's revenues are derived from property tax and an assessment of \$0.17 per \$100 of assessed valuation.

*CIP = capital improvement program  
FY = fiscal year  
NA = not applicable  
NP = information not provided  
M & I = manufacturing and industry  
HCF = hundred cubic ft  
AF = acre-feet  
mgd = million gallons/day*

**Riverside LAFCO  
Water & Wastewater Municipal Service Review**

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**SAN GORGONIO PASS WATER AGENCY MAP**



# Riverside LAFCO Water & Wastewater Municipal Service Review

## Fern Valley Water District

**ADDRESS:** 55790 South Circle Drive, Idyllwild, CA 92549  
**EMAIL/WEBSITE:** [fvwd@pe.net](mailto:fvwd@pe.net), NP  
**TYPES OF SERVICES:** Water only  
**POPULATION SERVED:** vacation home community (specifics not provided)  
**SIZE OF SERVICE AREA:** 1,500 (acres)  
**FINANCIAL INFORMATION (FY 2002-2003):**

Revenues:	Expenses:	Reserves:	CIP:
\$696,033	\$549,761	\$1,267,318	\$231,800

### WATER

#### Connections:

Domestic:	1,148
Irrigation:	0
M&I:	0
Reclaimed:	0
Other:	0

#### Supply (AF):

Wholesale:	0
State Water Project:	0
Surface:	168
Wells:	160
Reclaimed:	0

#### Water Service Capacity:

Total Capacity (AF):	640
Total Demand (AF):	165.80
Peak Capacity (mgd):	.60
Peak Demand (mgd):	.36
Storage Capacity (mg):	7.25

#### Rates:

Billing Period: bi-monthly

#### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$30	\$ NA	\$30
3/4"	\$30	\$ NA	\$30
1'	\$30	\$ NA	\$30

#### Water Rates (HCF):

Residential	Irrigation	Ind/Com
0-12 \$2.00	\$NA (treated)	0-12 \$2.00
12-30 \$4.00	\$NA (reclaimed)	12-30 \$4.00
30+ \$8.00		30+ \$8.00

*CIP = capital improvement program*  
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*NP = information not provided*  
*M & I = manufacturing and industry*  
*HCF = hundred cubic ft*  
*AF = acre-feet*  
*mgd = million gallons/day*

**Riverside LAFCO  
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**FERN VALLEY MAP**

# Riverside LAFCO Water & Wastewater Municipal Service Review

## High Valleys Water District

**ADDRESS:** 47781 Twin Pines Road, Banning, CA 92220  
**EMAIL/WEBSITE:** [www.hvwd.org](http://www.hvwd.org); hvwd.pe.net  
**TYPES OF SERVICES:** Water only  
**POPULATION SERVED:** NP  
**SIZE OF SERVICE AREA:** NP  
**FINANCIAL INFORMATION (FY 2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$459,980 \$454,348 \$139,774 \$0

### WATER

#### Connections:

Domestic: 186  
 Irrigation: NP  
 M&I: NP  
 Reclaimed: NP  
 Other: NP

#### Supply (AF):

Wholesale: NP  
 State Water Project: NP  
 Surface: NP  
 Wells: NP  
 Reclaimed: NP  
 Other: *The High Valleys WD purchases water from the City of Banning. In 2001-2002, it purchased approximately 36,000 cf*

#### Water Service Capacity:

Total Capacity (AF): NP  
 Total Demand (AF): NP  
 Peak Capacity (mgd): NP  
 Peak Demand (mgd): NP  
 Storage Capacity (mg): NP

#### Rates:

Billing Period: Monthly

#### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$ 40	\$ NP	\$NP
3/4"	\$ 40	\$ NP	\$NP
1'	\$ 40	\$ NP	\$NP

#### Water Rates (HCF):

Residential	Irrigation	Ind/Com
\$ 3.00	\$ NA (treated)	\$64.00

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 NA = not applicable  
 NP = information not provided  
 M & I = manufacturing and industry  
 HCF = hundred cubic ft  
 AF = acre-feet  
 mgd = million gallons/day*

**Riverside LAFCO  
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**HIGH VALLEYS MAP – NOT AVAILABLE**

# Riverside LAFCO

## Water & Wastewater Municipal Service Review

### Idyllwild Water District

**ADDRESS:** 25945 Hwy 243, Idyllwild, CA 92549  
**EMAIL/WEBSITE:** Tom@Idyllwildwater.com, NA  
**TYPES OF SERVICES:** Water and Wastewater  
**POPULATION SERVED:** 2,500  
**SIZE OF SERVICE AREA:** 2,400 (acres)  
**FINANCIAL INFORMATION (FY 2002-2003):** Revenues: Expenses: Reserves: CIP:  
 \$1,378,751 \$1,117,419 \$1,671,301 \$233,720

#### **WATER**

##### **Connections:**

Domestic: 1,440  
 Irrigation: NP  
 M&I: 150  
 Reclaimed: NP  
 Other: NP

##### **Supply (AF):**

Wholesale: 0  
 State Water Project: 0  
 Surface: 0  
 Wells: 300  
 Reclaimed: 0

##### **Water Service Capacity:**

Total Capacity (AF): 800  
 Total Demand (AF): 300  
 Peak Capacity (mgd): 0.72  
 Peak Demand (mgd): 0.48  
 Storage Capacity (mg): 3.35

##### **Rates:**

Billing Period: monthly

##### **Meter/Service Charge:**

Size	Residential	Irrigation	Ind/Com
5/8"	\$ 18.90	\$ NA	\$18.90
3/4"	\$ 28.35	\$ NA	\$28.35
1'	\$ 54.81	\$ NA	\$54.81

##### **Water Rates (HCF):**

Residential	Irrigation	Ind/Com
\$3.40	\$NA (treated)	\$3.40
\$ NP	\$NA (reclaimed)	\$NA

#### **WASTEWATER**

##### **Connections:**

Domestic: 568  
 Commercial: 409  
 Industrial: 150  
 Other: NP

##### **Number of Treatment Plants:**

1

##### **Total System Size:**

Miles Gravity Sewer: 11.4 (miles)  
 Miles Force Main: 0

##### **Rates:**

Billing Period: Monthly  
 Flat Rates: NP  
 Tied to Water Usage: NP  
 Estimated Monthly Bill: NP

##### **Current Capacity**

0.25 mgd

##### **Treatment Level**

Secondary

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*mgd = million gallons/day*

**Riverside LAFCO  
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**IDYLLWILD WATER DISTRICT MAP**

# Riverside LAFCO Water & Wastewater Municipal Service Review

## Pine Cove Water District

<b>ADDRESS:</b>	24917 Marion Ridge Road, Idyllwild, CA 92549			
<b>EMAIL/WEBSITE:</b>	<a href="mailto:PCWD@PCWD.org">PCWD@PCWD.org</a> , NP			
<b>TYPES OF SERVICES:</b>	Water only			
<b>POPULATION SERVED:</b>	NP			
<b>SIZE OF SERVICE AREA:</b>	4,200 (acres)			
<b>FINANCIAL INFORMATION (FY 2002-2003):</b>	Revenues:	Expenses:	Reserves:	CIP:
	\$539,601	\$535,814	\$220,000	\$ 0

### WATER

#### Connections:

Domestic:	1,070
Irrigation:	0
M&I:	0
Reclaimed:	0
Other:	0

#### Supply (AF):

Wholesale:	0
State Water Project:	0
Surface:	0
Wells:	125
Reclaimed:	0

#### Water Service Capacity:

Total Capacity (AF):	125
Total Demand (AF):	125
Peak Capacity (mgd):	0.3
Peak Demand (mgd):	.250
Storage Capacity (mg):	3.1

#### Rates:

Billing Period:	Two months
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#### Meter/Service Charge:

Size	Residential	Irrigation	Ind/Com
5/8"	\$ 38.00	\$ NA	\$ NA
3/4"	\$ 38.00	\$ NA	\$ NA
1'	\$ 38.00	\$ NA	\$ NA

#### Water Rates (HCF):\*

Residential	Irrigation	Ind/Com
0-7-\$1.00	\$ NA (treated)	\$ NA
7-20--\$2.00	\$ NA (reclaimed)	\$ NA
20+--\$4.00		

\*Based on regular billing; agency also has rate schedule for stages 1-3 of water shortage emergency.

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**PINE COVE MAP**



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**Ruisenor Water District**

*This agency does not provide service.*