

LAFCO 2014-02-5

RIVERSIDE LOCAL AGENCY FORMATION COMMISSION

City of Menifee Municipal Service Review

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I. Overview

LAFCOs are mandated by the Cortese-Knox-Hertzberg Reorganization Act of 2000 (CKH) to encourage orderly development within their county of jurisdiction. The Act governs the boundaries of special districts and cities, consistent with each agency's principal act. To implement boundary changes, CKH directs LAFCOs to make reorganization decisions based on several factors, including the need for and efficiency of public services. To promote greater efficiency in services for future planning purposes, CKH mandates LAFCOs to conduct Sphere of Influence (SOI) reviews once every five years, as necessary. SOIs are used as a planning tool for agencies to conduct service and facility planning for areas it intends to serve in the future.

A SOI is defined as "a plan for probable physical boundaries and service area of a local agency, as determined by the Commission." Consistent with Commission SOI policies, a SOI can be a) coterminous to agency boundaries as the ultimate foreseen configuration of the agency in anticipation of no future growth, b) extended beyond the agency boundaries in anticipation of future growth, c) be smaller, indicating the need to detach areas from the agency boundaries, or d) be designated a "zero sphere", which indicates a potential dissolution of the agency. In order to amend the sphere of influence boundaries, formal approval from the Commission is required.

Prior to or in conjunction with SOI reviews, a Municipal Service Review (MSR) must be prepared pursuant to Government Code Section 56430. MSRs are conducted to assist in the SOI review process by providing information regarding the ability of agencies to provide public services.

This Municipal Service Review will review the services provided by the City of Menifee.

Pursuant to 56430 (a), the MSR will make the following determinations:

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

Provided below is a summary of what each determination will assess.

(1) Growth and population projections for the affected area.

This will evaluate the method of projection and its relationship to services and facility planning.

(2) Disadvantaged Unincorporated Communities (DUCs) Characteristics

Identifies the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any DUC within or contiguous to the sphere of influence.

The review will assess standard/objective levels of municipal services in relation to the current level of services as well as future plans to attain those objectives and/or maintain existing level of services.

(4) Financial ability of agencies to provide services.

Identifies the status of reserves, recent expenses vs. revenues, its purpose, tax rate and when the debt will be retired. In addition, general taxes, special taxes, and assessments will be identified in relation to the services funded by those monies.

In extreme cases, agencies not financially capable of providing the basic services will be identified.

(5) Status of, and opportunities for, shared facilities.

To promote greater efficiency in public services, the MSR explores opportunities for different agencies to share facilities and/or resources. By sharing facilities or other resources, agencies can eliminate the duplication of studies, planning efforts, staff or equipment, and potentially lower the cost for providing services.

(6) Accountability for community service needs, including governmental structure and operational efficiencies.

Identifies efforts made by the agency to increase public participation and accountability. Also, discusses whether audits are performed and how they are made available to the public.

(7) Any other matter related to effective or efficient service delivery, as required by Commission policy.

This will allow LAFCO to identify areas outside an agency's boundaries currently receiving or requesting services from the agency. Also, identifies inhabited areas within or outside the current sphere of influence that the City anticipates annexing within the next five years or that could benefit from services provided by the agency.

Issues unique to a particular agency or geographic area will be explored.

II. Service Review Process

In preparation of the MSR, public agency input is very important. To begin the MSR process the affected agencies were sent a questionnaire regarding services provided. Ideally, through a combination of responses from the questionnaires, follow-up conversations with the agencies and research, the MSR is prepared. Agencies are encouraged to review and comment on a draft prior to the final draft that will be presented before the Commission. This is an opportunity to address any concerns of the affected agencies regarding the data presented. At the public hearing the Commission will review the final draft of the MSR. After the hearing, the draft determinations will be modified as necessary and adopted by the Commission.

III. Agency Review

The City of Menifee was incorporated on October 1, 2008 as the 26th city in Riverside County. It is located south of the City of Perris, north of the City of Murrieta, west of the City of Hemet, east of the City of Lake Elsinore and near or adjacent to the unincorporated communities of Winchester, Romoland, and Homeland. The city encompasses approximately 46.6 square miles.

Legislation since Incorporation

In 2011, the Governor signed SB 89, which reallocated Vehicle License Fees (VLF) away from cities to fund public safety grant programs effective July 1, 2011. The loss to discretionary general fund revenue is estimated to be 25 to 40 percent for those cities. SB 89 virtually guaranteed there will not be a feasible incorporation in the future in California. The most significant impact was on the County's four newly incorporated cities. Annexations of developed territory were also impacted.

There were previous efforts to reverse the impacts of SB 89 that have come close to succeeding, but have all failed. SB 1566 (Negrete-McLeod, Emmerson) was introduced in 2012, which would have reversed the VLF shift caused by SB 89 that was passed the prior year. The bill was passed out of policy committees and eventually vetoed by the Governor.

SB 56 (Roth, Emmerson) was then introduced which would reverse the impact of SB 89 by restoring revenue through a property tax subvention similar to that received by cities incorporated prior to 2004. This revenue would also be restored to cities that had annexed developed territory after 2004. It would not provide revenue for prospective incorporations or annexations. The bill was amended last year to also apply prospectively to future incorporations and annexations. The bill stalled in the Senate. Late in the session, the provisions of this bill were moved to SB 69, however, that bill failed to advance, as well. Riverside LAFCO and CALAFCO supported SB 56 and by inference, SB 69 and will continue to support legislation that will restore funding for recently incorporated cities and annexation of developed territory.

The two latest bills SB 69 (Roth) and AB 1521 (Fox) would reverse the impact of SB 89 by restoring revenue through a property tax subvention in lieu of VLF, similar to that received by all other cities that incorporated or annexed territory prior to 2004. The Bill had been amended to only address incorporations that have occurred up to this point in time. As of writing this report, both bills are awaiting signature.

A. Governing Body

The City of Menifee is a General Law City governed by a five-member City Council. There are four council districts with a mayor elected at large. Council members serve four-year terms and the Mayor serves a two-year term. At the time of the incorporation election, voters determined that future council elections would be held by district rather than at large. On August 4, 2009, the Menifee City Council adopted a resolution implementing City Council election districts. Even-numbered districts will hold elections every four years beginning in November 2010. Odd-numbered districts will hold elections every four years beginning in November 2012. In November 2010, voters approved a ballot measure changing from five districts to four districts with a mayor elected at large.

The City Council meets regularly on the first and third Wednesdays of each month at 7:00 p.m. at City Hall located at 29714 Haun Road, Menifee, CA 92586. A privately leased commercial building currently serves as the City Hall. Residents are encouraged to attend Council meetings and to provide input on community issues. All Council meetings are held pursuant to the Brown Act.

The Planning Commission meetings are held on the second and fourth Wednesday of each month at 7:00 p.m. as of August 2014.

The City's General Manager is Robert Johnson. City Hall hours of operation are Monday thru Thursday from 7:30 am to 5:30 pm and Friday's from 8:00 am to 5:00 pm. There are 45 full-time employees.

City Council Divisions	City Council Members
District 1 – 2012 Election	Greg August
District 2 – 2014 Election	Tom Fuhrman
District 3 – 2012 Election	Wallace Edgerton
District 4 – 2014 Election	John Denver
Mayor elected at large beginning with 2012 election.	Scott Mann
CICCUIOTI.	

B. Basic Financial Information

The City of Menifee adopts an annual budget, the latest covering FY 14-15. The Budget is posted on the City's website http://www.cityofmenifee.us/index.aspx?nid=110. For the most part, the budget is well organized and is written in a manner understandable to the general public.

As a starter city coping with the aftermath of the housing bubble burst, Menifee has undergone several fiscal challenges, which it continues to work through. In 2010, the City's unemployment rate hit a high of 16%, followed by the 2011 loss of Vehicle License Fee (VLF) revenue allocation of over \$4 million annually and a median home price value decline of approximately 23% dropping from \$260,000 to \$201,000. All of the challenges directly or indirectly affected the City's discretionary revenues.

Menifee, as a fairly new city, which incorporated October 1, 2008 was granted Vehicle License Fees (VLF) revenues. This allocation was distributed on a per capita basis. For

the first five years, a new city was to receive an additional allocation. The additional allocation assisted new cities with startup costs and allowed the city to begin building a reserve fund. In 2011, at the start of its fourth year of incorporation, the State shifted the vehicle license fee revenue from cities to relatively small law enforcement grants. Due to a formula established a few years earlier, new cities like Menifee were hit disproportionally hard. Consequently, the VLF revenue anticipated by Menifee was eliminated during FY 11-12. Provided are the VLF revenue allocations to Menifee since incorporation:

FY 08-09: \$5,519,907

FY 09-10: \$4,819,344

FY 10-11: \$4,234,309

FY 11-12: \$47,163 ~ 1.2% of Budgeted amount (Est. VLF loss of \$3,993,000)

FY 12-13: \$0 (Est. VLF loss of \$4,200,000)

FY 13-14: \$0 (Est. VLF loss of \$4,400,000)

FY 14-15: \$0 (Est. VLF loss of \$4,500,000)

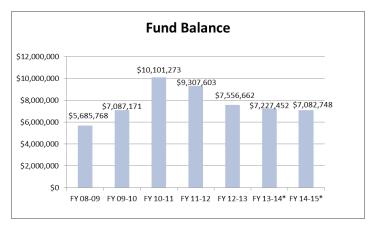
The current year estimated VLF revenue loss of \$4.5 million is approximately 16% of the FY 14-15 general fund and 30% of major discretionary revenues consisting of property tax, sales tax, franchise fees and augmentation revenue. To offset the loss of revenue in 2012, the City reduced its police protection services contract with the County by two patrol deputy. Menifee also adjusted to the new revenue structure by increasing staff levels at a slower pace than originally anticipated and as such prevented layoffs of staff. In order to avoid deferred maintenance in city services, a Cost of Services plan was adopted in 2013 to fully recover fee supported city costs where appropriate.

General Fund:

The City of Menifee FY 14-15 Budget calls for a general fund budget of \$27,598,244. At the close of FY 14-15, Menifee's General Fund expenditures are expected to exceed its revenues. Although the deficit is smaller than prior years, this has occurred for four fiscal years, beginning in FY 11-12, following the loss of VLF revenues. The fund balance has been used to offset the deficits. As noted in the chart below, the fund balance is expected to decrease to \$7,082,748 from a high of \$10,101,273 in FY 10-11.

General Fund	Revenues	Expenditures	Surplus/Deficit	Transfers In (Out)	Fund Balance
T unu	Meveriues	Expenditures	Sui pius/Dencit	(Out)	Dalalice
FY 08-09	\$18,341,849	\$13,116,062*	\$5,225,787	\$459,981	\$5,685,768
FY 09-10	\$21,809,864	\$20,485,098	\$1,324,766	\$76,637	\$7,087,171
FY 10-11	\$24,235,777	\$21,214,209	\$3,021,568	-\$7,466	\$10,101,273
FY 11-12	\$20,158,448	\$21,023,478	-\$865,030	\$71,360	\$9,307,603
FY 12-13	\$21,768,704	\$23,313,250	-\$1,544,546	-\$206,395	\$7,556,662
FY 13-14**	\$22,633,059	\$23,263,149	-\$630,090	\$300,880	\$7,227,452
FY 14-15**	\$27,598,244	\$27,857,988	-\$259,744	\$115,040	\$7,082,748

(Source: Menifee CAFRs FYs 09-10, 10-11, 11-12 & 12-13; *Expenditures for FY 08-09 are significantly less since the first year of incorporation, the County continues to provide service. The cost for the "transition year" services are subsequently reimbursed over several years. **Financial data is limited to the City's Adopted Budgets.)



^{*}Budget Estimates are used for assumption purposes. The remainder of financial data was obtained from the City's annual audits.

The City's primary sources of discretionary revenue include property taxes and sales taxes. Provided is an overview of property and sales tax since incorporation.

Fiscal Year	Property Tax	Sales Tax
08-09	\$3,823,202	\$2,641,841
09-10	\$4,071,477	\$4,032,429
10-11	\$4,120,992	\$4,464,595
11-12	\$4,451,390	\$4,759,397
12-13	\$4,479,440	\$4,978,337
13-14	\$5,004,893	\$5,353,130
14-15	\$5,162,220	\$5,790,000

^{*}Partial Year, City incorporated Oct. 1, 2008, FYs 13-14 & 14-15 are Budgeted amounts. (Property tax excludes Structural Fire Tax)

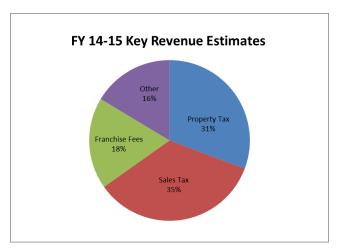
The City projections for revenues continue to increase as City staff anticipates additional commercial and residential development. The 2013 Riverside County Progress Report indicates Menifee has issued approximately 10% of the single family structure building permits countywide since its incorporation. Also, in the first few months of 2014, the City of Menifee has issued 8% of the single-family building permits in Western Riverside County and approximately at 6% countywide (Source: The Press-Enterprise. "Build:

Developments idled in the recession showing new life." Aug. 10, 2014. Citing: Building Industry Association of Southern California, Inland Chapter.) Menifee projected revenue calculations also include a two percent incremental factor used for property value inflation and new development. As of the 2013 Riverside County Center for Demographic Research Progress Report, the median home price in the City of Menifee was listed at an estimated \$280,000, which is approximately a 28% increase from its all-time median home price low of \$201,000 in 2011. Menifee has indicated, in its Municipal Service Review response, that the City is in the process of forming a city-wide Community Facilities District (CFD). This would apply to new development to provide funding for specific services such as

landscaping and lighting.

It is estimated that during the current fiscal year, FY 14-15, the key discretionary revenues are projected as follows:

Property taxes: \$5,162,220
Sales tax: \$5,790,000
Franchise fees: \$3,100,000
County Augmentation: \$991,594



It is important to note that as an action

of the Board of Supervisors and as a condition of approval for incorporation, the County was to provide the City of Menifee a revenue augmentation for the first ten years of its existence. The amount to be provided was the equivalent amount of net savings the County achieved by no longer providing municipal services such as police and fire protection to the incorporation area. To date, the augmentation to the City's General Fund has been an average of \$909,000. This revenue stream is scheduled to end in 2018. At this time it is uncertain how the City will accommodate the loss of the revenue augmentation estimated at 3.6% of its General Fund and 6.6% of its discretionary revenue.

On the expenses side of the General Fund, the Public Safety costs account for the majority of FY14-15 expenditures at 63%, which is greater than the prior fiscal year. The current year budget accounts for an additional motor officer and patrol hours equivalent to two deputy positions, causing an increase to the General Fund of approximately \$1.4 million. On average the remainder of the departments account for one to two percent of expenses, with the exception of the Engineering Department at 7%.

Additional expenditures anticipated in future budget years include reimbursements to the County. The County is required to continue providing services to a new city from the effective date of incorporation thru the remainder of the fiscal year. In 2012, Menifee and the County executed an agreement allowing the deferral of the \$1,057,619 reimbursement. The new city is required to provide reimbursement to the County for

services provided during their transition year. Beginning in FY 15-16, the City of Menifee will begin repayment at a minimum of \$100,000 annually, plus an adjustment for changes in the Consumer Price Index (CPI) for non-general fund transportation services in the amount of \$597,638. The remainder of the repayment obligation consists of general fund services of \$459,977, which is deferred to September 30, 2018.

Fund Balance Policy:

The City of Menifee's General Fund balance is currently estimated at \$7,227,452 approximately 26% of the General Fund. At the end of FY 14-15, the fund balance is expected to decrease to \$7,082,748. Beginning in FY 11-12 the City has used the fund balance to augment the annual deficit therefore, causing a \$3,018,525, or 30% decrease in the fund balance by the close of the current fiscal year.

In FY 13-14, the City Council adopted a fund balance policy, which provided guidelines for a minimum level of General Fund total unrestricted fund balance equal to 25% of the current year's operating budget. Pursuant to the policy, the fund balance is divided into four categories:

- 1. <u>Restricted</u>—Restraints on fund balance from external sources or imposed by law e.g.: debt covenants, legally or contractually required.
- 2. <u>Committed</u> (Min. 10%)—Can only be used for specific purposes as established by formal City action.
- 3. <u>Assigned</u> (Min. 10%)—Designated for a specific purpose by the City Council or designated official.
- 4. <u>Unassigned</u> (Min.5%)—Amounts that do not fall in the above committed/assigned categories.

Categories 2-4 are unrestricted fund balance components that equal the minimum 25% of the City's operating budget. As of the City's last audit fiscal year end June 30, 2013, the fund balance was divided among the categories as follows:

		Percent of
		General Fund
		Expenditures
FY 12-13		
Fund Balance:	\$7,556,662	32%
Restricted	\$0	0%
Unrestricted	\$7,556,662	32.41%
Committed	\$6,546,700	28.08%
Assigned	\$58,429	0.25%
Unassigned	\$951,533	4.08%

^{*}FY 12-13 General Fund Expenditures: \$23,313,250

Should, a surplus fund balance of over 30% of budgeted expenditures exist, the City policy allows for use of the surplus for capital and one-time expenses that do not result in additional costs. At any time that the fund balance falls below the minimum threshold of 25%, the City Council must approve and adopt a plan to restore the fund balance within three years. Based on the FY 14-15 budget, it is projected the City's fund balance will be just above its 25% policy minimum by the end of the fiscal year.

Debt:

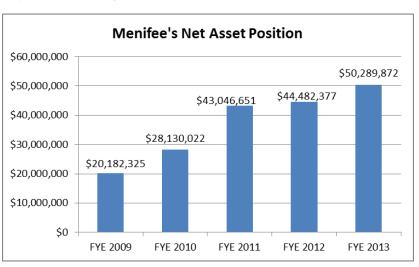
In 2012, at the direction of the City Council, Menifee sold \$20 million of Certificates of Participation through the Transportation Road Improvement Program. The proceeds are to be used to fund a portion of the construction costs of the Newport Road/Interstate-215 interchange project. Gas Taxes and Measure A revenues would be used for repayment of the debt. Revenues from the Gas Taxes and Measure A are transferred to the Debt Service Fund. As of June 30, 2013 the amount outstanding for the Certificates of Participation was \$19,710,000. The FY 14-15 Budget includes an estimated payment of \$1.3 million. This is the only debt held by the City. Menifee does not have any general bonded indebtedness.

Accountability:

Annual audits have been performed on the financial statements of Menifee from FY 08-09 to FY 12-13. The audits reported a "clean" opinion and that the City's financial statements have been presented fairly. As of the last audit performed, Fiscal Year End

(FYE) 2013, the City's net asset position continues to increase.

As discussed,
Menifee has
struggled with the
loss of the VLF
revenue and the
decline in the
economy during
the first few years
of incorporation,



however, the City has managed its resources to continue providing adequate levels of service. As the City has continued to grow at an annual average population increase of 4% and an annual average housing unit increase of 2%, the City has focused on departmental growth such as planning, community development, and public safety (Growth projections source: 2013 Riverside County Progress Report). In the current year, the City has contracted for additional police protection services, restoring deputies to 2012 service levels. Also, since incorporation city staff has grown to 45 full-time employees.

Although, the City has moved closer to achieving a balanced budget without drawing from its Fund Balance, the decline should be monitored over the next few years as the County augmentation revenue ends, the repayment to the County for transition year services begins, and the economic dynamic evolves.

C. Population & Growth

As of January 1, 2014 the population in the City of Menifee is 83,716 as estimated by the Department of Finance (DOF).

The table below represents DOF population estimates

2009	2010	2011	2012	2013	2014
67,819	77,519	79,139	80,831	82,314	83,716

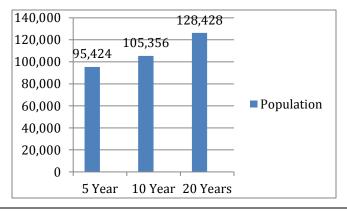
The City's 5-year growth was 15,897 and the percentage increase was by 23.44%.

Populations within each division/ward (as of 2010):

District No.	Population
1	19,642
2	19,205
3	19,599
4	19,073
Total	
Population	77,519

The City has projected population growth based on figures from the Department of Finance. The City's population has been conservatively projected based on the City's growth rate since incorporation.

Period	City Projections Population	Riverside County's 2013 Progress Report Population Projections
2010	77,519	
2013	82,314	
2018	95,424	
2020		85,793
2023	105,356	
2033	128,428	
2035		112,233



According to the latest 2008-12 American Community Survey (5-year estimates). The median household income in the City of Menifee is \$53,415. The estimate margin of error is \$2,469.

IV. Services

The City of Menifee provides a wide range of services either directly or by contract. Eastern Municipal Water District (EMWD) and Elsinore Valley Municipal Water District provide water and wastewater services within the city limits. Portions of the city are on septic systems. Solid waste collection and disposal services are provided by Waste Management, Inc.

A. Police Protection Services

The City of Menifee contracts with Riverside County for services provided by the Riverside County Sheriff's Department and has done so since its incorporation in 2008. Within Riverside County, 17 of our 28 cities contract for services through the Sheriff's Department. In these cities, the Sheriff's Department acts as the Cities' Police Department. Police protection services for Menifee are provided out of the Sheriff's Perris Station located at 137 N. Perris Blvd in Perris. This station also serves the contract cities of Perris and Canyon Lake, as well as several unincorporated communities, including Lake Mathews, Woodcrest, Gavilan Hills, Mead Valley, Lakeview, Nuevo, Romoland, Homeland and Winchester.

As of FY 13-14, the City of Menifee contracted for the equivalent of approximately 33 sworn personnel and approximately eight non-sworn personnel, exclusive of supervisory, management and administrative positions and investigative staff, which are built into the contract rate for supported deputy positions. In addition to patrol services, the City has a Traffic Enforcement unit and a Special Enforcement Team to target specific issues within the City. The City also participates in regional task forces targeting gangs and narcotics. The contract with the Sheriff also affords the City access to the Department's regional assets, such as SWAT and the Aviation Unit.

The City's FY 14-15 Budget calls for a \$1.4 million increase in the Police budget. The document indicates the increase will provide for an additional motor officer and the equivalent of two additional deputies for patrol. The two patrol deputies will be a restoration of positions eliminated in 2012. By the middle of FY 14-15, the City will have approximately 36 sworn positions, exclusive of supervision, management, etc.

There are no perfect metrics to evaluate law enforcement services. Common indicators for demand and service provision each have limitations. Among the data included in this MSR are calls for service, crime statistics, response times, population, number of patrols and number of deputies. The information below is presented as a reference and can be used for comparison purposes with other agencies. However, caution should be exercised when comparing data between agencies. Different jurisdictions can have quite different characteristics, making direct comparisons less meaningful. For example comparing data from a primarily suburban residential city with one that is a tourist destination or large employment center might not be particularly useful.

One measure of demand is the number of calls received within the agency. Calls are presented by priority type. The higher the priority, the more urgent the need for a quick response in comparison to lower priority calls. Priority 1 calls involve circumstances that

pose or did pose a clearly defined threat to human life or property. Priority 2 calls can involve circumstances of an urgent but not life threatening nature. Priority 3 calls involve circumstances of a non-emergency or past nature.

Call Activity

	2011	2012
Priority 1	418	433
Priority 2	8,456	8,927
Priority 3	7,616	7,877
Priority 4	5,576	5,409

Priority 1-4 calls increased by approximately 2.6 percent from 2011 to 2012, only slightly more than the 2.1 percent increase in population over the same period. The combined number of Priority 1 and 2 calls, however, increased by nearly 5.5 percent, well over twice the population increase.

Known crimes as reported to the FBI are shown below for the years 2009 through 2012. These crimes do not represent all criminal activity, only those standard offenses that are reported to the FBI for statistical purposes. These figures are useful for demonstrating trends in overall crime and specific types of offenses.

Violent and Property Crimes 2009-2012

Year	2009	2010	2011	2012
Population	67,819	77,519	78,430	80,047
Total Violent Crimes	70	64	53	87
Murder / Manslaughter	0	0	2	1
Rape	6	3	2	4
Robbery	30	22	23	24
Aggravated Assault	34	39	26	58
Total Property Crime	1,444	1,343	1,617	1,942
Burglary	393	378	450	507
Theft	805	745	901	1,109
Auto Theft	246	216	260	326
Arson	0	4	6	0

The crime rate in Menifee compares favorably with other area cities. The following table shows violent and property crimes as a percentage of population for nearby cities and the State for 2012.

Crime Rate

	Population	Violent Crimes	Property Crimes	Total
Menifee	80,047	.11	2.43	2.53
Lake Elsinore	53,912	.24	3.58	3.82
Perris	70,616	.34	2.95	3.29
San Jacinto	45,637	.30	3.24	3.54
Hemet	81,213	.50	4.29	4.79
Wildomar	33,227	.16	2.13	2.29
Murrieta	106,839	.07	1.61	1.67
Temecula	103,414	.09	2.36	2.45
Canyon Lake	10,905	.10	1.92	2.02
California		.47	2.77	3.24

A commonly used measure of service is the number of sworn personnel per 1,000 population. Based on the contract for FY 14-15, the City will have approximately .43 deputies per 1,000 population. This ratio only includes contracted patrol deputies and other dedicated positions. It does not include patrol supervision, management positions or investigative staff, which are included in the Sheriff's deputy contract rate. A more appropriate figure would be .54 sworn personnel per 1,000 population, which represents the additional prorated sworn personnel required to fully support the contracted positions. The City does not have a standard or policy objective for a sworn officer to population ratio.

Looking at the officer-to-population ratio alone can be misleading when making comparisons between agencies. For example, given similar officer-to-population ratios and call characteristics, an agency with a more compact service area would be expected to respond to calls quicker than in an agency with a sparsely populated rural service area.

Another way of looking at coverage would be the average area per patrol. There is typically a minimum of four regular patrols within the City in addition to several task-specific officers and/or specialized units. Based on a total area of the City of approximately 46.6 square miles, the average coverage per regular patrol is approximately 11.65 square miles. This is exclusive of other dedicated deputies and specialized units in the field.

Response times by priority type are provided below for the year 2009, 2010 and 2013. Response times have increased over the last few years. At least some of this increase could be explained by the disproportionate increase in higher priority calls. Other factors would include the increase of population and ongoing road construction.

Response Times

	2009	2010	2013		
Priority 1	8.02	7.28	9.52		
Priority 2	17.11	15.11	19.81		
Priority 3	35.76	32.38	41.72		
Priority 4	57.28	46.29	72.36		

B. Fire Protection

The City contracts with the County of Riverside for fire protection services. In turn, the County contracts with the California Department of Forestry and Fire Protection (CalFire). The full-service contract also provides for dispatch, emergency medical response, fire prevention and fire safety education programs. Although contract costs are generally based on stations, apparatus and personnel located within each contracting city, service is provided as part of the County Fire Department's coordinated regional network.

Fire protection services are funded by a portion of the property tax dedicated to structural fire protection and City general funds. The general fund money makes up the difference between the structural fire property tax and the total cost of service as charged by the County. The City does not levy any additional special taxes to support fire protection and emergency services.

Units responding to an incident may be dispatched from stations either within or outside of the City. Conversely, stations located within Menifee can also respond to incidents in adjacent contract cities and unincorporated areas. Four fire stations are currently located within the City's boundaries (see the Fire exhibit at the end of this report). The station number, approximate location and apparatus are shown in the table below. Like nearly all units in the County's system, engine companies are staffed with three persons and truck (ladder) companies are staffed with four persons. All engines are staffed with paramedic personnel.

Fire Protection Facilities

Fire Station No.	Location	Equipment
Station No. 5 (Quail Valley)	28971 Goetz Rd.	One 3-person Paramedic Engine
Station No. 7 (Sun City)	27860 Bradley Rd.	One 3-person Paramedic Engine One Reserve Engine One Squad tentatively planned to be staffed with paramedics within 3 years
Station No. 68 (Menifee)	26020 Wickerd Rd.	One 3-person Paramedic Engine One Water tender 1800 gal/capacity/staffed by Reserves
Station No. 76 (Menifee Lakes)	29950 Menifee Rd.	One 3-person Paramedic Engine One 100' Tiller Truck staffed with 4 person One Squad/Water Rescue cross-staffed with Truck Personnel One USA & R Box Truck / cross-staffed with Truck Personnel

In addition to these stations, response may also come on a regular basis from nearby Station 54, located at 25730 Sultana's Rd. in Homeland, 92548 and Station 10, located at 105 S. F Street in Perris, 92570. Units from the City of Murrieta Fire Department could respond on a mutual aid basis.

In 2013, the County Fire Department units responded to 8,274 incidents within the City of Menifee, a 5.3 percent increase over 2012. Station 7 in Sun City was the first

responder to 57 percent of the calls within the City. Over three-quarters of calls in Menifee (77 percent) are for medical aid. The next highest frequency incidents, in descending order, are public service assistance (10.2%), response to traffic collisions (5.4%) and false alarms (4.4%). Fire calls, including structure, vehicle and wildland fires, accounted for approximately 1.5 percent of calls in 2013.

The Fire Department has the following response time targets:

911 processing/dispatch: 1:20

Turnout: 1:00

Drive time: less than 5 minutes 90 percent of the time.

City-wide average first unit response time (drive time) tracked by the Fire Department for 2013 was 4.1 minutes. Just under 80 percent of the calls were responded to within five minutes. This is slightly short of the Department's target of 90 percent of responses within five minutes.

The City anticipates construction of two stations to replace the existing Sun City and Quail Valley Stations. Funds have been appropriated in the 2014-15 Budget to begin construction on the Sun City replacement facility, which will be located slightly south of the current station. In conjunction with the Riverside County Fire Department, the City is also planning to build a new station in the northwestern quadrant of the City near Goetz and Ethanac Roads. Additionally, the City hopes to staff a paramedic squad unit at Station 7 within the next three years to address the high volume of medical aid calls in that area

C. Park and Recreation Services

Before incorporation, County Service (CSA) 145 was responsible for parks on the west side of the Interstate-215 freeway and Valley-Wide Recreation & Park and District (VWRPD) is responsible for the parks on the east side of the Interstate-215 freeway. Upon incorporation, the City of Menifee assumed parks and recreation services from the former CSA 145.

The City of Menifee previously contracted with the Riverside County Economic Development Agency (EDA) for maintenance and recreation services for all city owned parks on the west side of the Interstate-215 freeway. In June 2010, the City executed a service agreement with EDA in the amount of \$510,010.00. There was also required additional programming in which EDA billed added costs above the contracted amount. Parks are funded primarily through the assessments originally levied through former CSA 145 with any overages covered by the City's general fund. The assessment for Park & Recreation under for the former CSA 145 is \$75.60. The City has formed four maintenance Community Facilities Districts (CFDs) so far, including: 2012-1 (Audie Murphy Ranch), 2012-2 (Hidden Hills) 2014-1 (Regency CFD) and the 2014-2 (Commerce CFD) properties within each district are taxed in accordance with the established Rate and Method of Apportionment for the respective CFD. Under CSA 145 arterial street lighting has been typically provided for all annexations into the former CSA 145. The City is currently in the process of establishing a city-wide CFD for maintenance and emergency services. County Service Area 145 was dissolved when the City incorporated. The contract between the City and the County of Riverside expired on June 30, 2014 and the contract was not extended.

The City had been in the process of evaluating park and recreation services to provide comprehensive citywide community services due to the split in boundaries between the City and VWRPD, which currently provides park maintenance and recreation services east of the Interstate-215 freeway. VWRPD serves an area of approximately 800 square miles that encompasses all or portions of cities and communities of Menifee, Hemet, San Jacinto, Winchester, French Valley and surrounding unincorporated areas.

On May 7, 2014, the City Council decided to enter into a new three-year agreement with VWRPD to be effective as of July 1, 2014 to maintain and operate all parks and recreation services on the west side of the Interstate-215 freeway. The District will continue to service its own parks on the east side of the Interstate-215 freeway. Recreation services provided will include various sports programs and classes, movies in the park and various community events throughout the year. Based on the initial contract, the original proposal amount was \$738,985. On September 3, 2014, the City Council approved an additional work/services contract with VWRPD that will establish a contingency beyond the base contract in the amount of \$100,000.00. The City contract with VWRPD is higher compared to the former agreement with the County of Riverside; however, the contract includes operation and maintenance of three additional facilities (Audie Murphy Ranch Sports Park, Lazy Creek Recreation Center and the Kay Ceniceros Senior Center).

Since the last MSR in 2009, the City of Menifee has had new and additional services. There were five parks that were in the former CSA. There have been two additional parks that have been added to the City of Menifee; Audie Murphy Ranch Sports Park, and Rancho Ramona Park and one community center; (Lazy Creek) and one Senior Center (Kay Ceniceros). There are now a total of seven parks, one recreation center and one senior center owned by the City of Menifee totaling 38 acres on the west side of the Interstate-215 freeway (see chart on page 19 and the park exhibit for Menifee's existing parks at the end of this report).

One newly built park was dedicated to the City this year. The 11-acre Audie Murphy Ranch Sports Park was opened on May 24, 2014, located on Newport Road and west of Murrieta Road. The Central Park at Menifee Town Center is expected to break ground in October 2014. Another large project is also planned for construction in the near future; a 20 acre park site to be located along Evans Road and Craig Road for new parks, a Community Facilities District (CFD) is being developed to provide "funding" for the annual city-wide operation and maintenance costs of parks and other city services. As many as seven additional developer installed parks are planned for the next two years.

With the addition of Audie Murphy Ranch Sports Park, there will be seven parks, one recreation center and the recent Kay Ceniceros Senior Center on the west side of Interstate-215 freeway. On July 11, 2014, a grand opening was held to mark the change in ownership of the Kay Ceniceros Senior Center to the City. As of July 1, 2014 the City of Menifee assumed ownership and responsibility for programming of the center as Riverside County EDA previously owned and operated the Senior Center. The City plans on providing the same frequency and volume of quality programs for senior citizens of Menifee, including health and fitness, classes, trips and special events.

Additionally, the City assumed operation of Lazy Creek Recreation Center; a six-acre park. Programs/classes/activities at both the Kay Ceniceros Senior Center and Lazy Creek Recreation Center are provided by Valley-Wide Recreation & Park District through the three-year agreement. In addition, VWRPD will maintain the existing seven park

sites owned by the City and the two recreation centers (Kay Ceniceros Senior Center and Lazy Creek Recreation Center), as well as various right-of-way/medians under the responsibility of the City.

As of the last MSR in 2009 for VWRPD, there were a total of 16 facilities. Since then the District has added four new facilities within the City of Menifee's boundaries; Discovery Park, Eller Park, Woodbine and the Marion V. Ashley Community Center. Valley-Wide Recreation and Park District now operates a total of 20 parks within the City of Menifee and four recreation centers; two on the east side of the Interstate-215 freeway totaling 102 acres (see chart on page 20 and the park exhibit for VWRPD existing parks and LLMDs at the end of this report).

The City of Menifee requires a minimum of five acres of public open space to be provided for every 1,000 City residents for the City as a whole. The previous standard had been three acres. Actual acres of parkland are currently estimated at 1.68 acres per 1,000 residents. This ratio includes facilities on both sides of the Interstate-215 freeway (140.39 acres combined). Valley-Wide Recreation & Park District is currently operating 3.64 acres of parkland per 1,000 population/residents for the District as a whole (this is not including City of Menifee's nine parks that are part of a contract). This figure represents population of full cities but only a portion of the City of Menifee is in the District. The District's adopted standard is to provide 5 acres of parkland per 1,000 population/residents; therefore, this goal is adopted for future development consistent with the standards set forth by the County of Riverside.

The following table shows park & recreational facilities that the City of Menifee owns:

1 Audie Murphy Ranch Sports Park Newport Rd. (92587) 2 E.L. Pete Peterson Park 29621 Park City Ave	. (92584)	Corner of Newport Rd. & Lone Pine		104 to the character fold backs and the later
orts Park	. (92584)			State park banaball and passon fold bankathall courts tot lat
orts Park	. (92584)			Okate park, baseball ariu soccel lielu, basketball courts, tot lot,
			11.29	playground, picnic shelters and restrooms.
				Basketball courts, one full court and two half courts, playground
				facilities, jogging path, soccer field, covered picnic tables with BBQ
		Murrieta Rd. & Park City Ave.	4.81	grills, horseshoe pit, restrooms, drinking fountain and parking lot.
				Baseball field, soccer field, basketball court-full sized, tennis court,
				playground facilities, covered picnic tables with BBQ grills, jogging
	29629 La Ladera Rd. (92584)	La Ladera Rd. & Country Fair Dr.	8.3	path with fitness facilities and restrooms and parking lot.
				Basketball Court, two half courts, beach volleyball court, playground
				facilities, picnic tables with BBQ grills, recreation center, restrooms
4 Lazy Creek Park 26480 Lazy Cre	26480 Lazy Creek Rd. (92586)	Lazy Creek Dr. & Evans Rd.	3.4	and parking lot.
				Basketball Court, two half courts, beach volleyball court, playground
				facilities, picnic tables with BBQ grills, recreation center, restrooms
5 Lazy Creek Recreation Center 26480 Lazy Cre	26480 Lazy Creek Rd. (92586)	Lazy Creek Dr. & Evans Rd.	1,750 sq ft.	and parking lot.
				Soccer field, with soccer goal posts, picnic tables, two gazebosno
6 Lyle Marsh Park 27050 School P	27050 School Park Dr. (92584)	Bradley Rd. & School Park Dr.	5	table or chairs. Parking lot (shared with school)
7 Nova Park (92585)		Starr Dr. & Mays Ct.	3.35	Playground facilities and soccer field with soccer goal posts.
				Playground facilities, volleyball court, basketball court, drinking
				fountains, horse shoe pits, BBQ grills, tot lot, picnic shelters,
8 Rancho Ramona Park 28050 Encanto Dr. (92586)		Major cross street McCall	1.87	restroom (portable) and cement path.
				Healthful recreation and leisure activities that supplement an active
9 Kay Ceniceros Senior Center 29995 Evans Rd. (92586)		Newport Rd. & Evans Rd.	1.45 (13,824 sq ft.)	1.45 (13,824 sq ft.) and optimistic approach to aging and longevity.
		Total Park Acreage	38.02	

The following table shows park & recreational facilities VWRPD operates within the City of Menifee:

Park Name (VWRPD Parks within City of Menifee)	Cross Streets	Acreage Amenities	menities
1 Aldergate Park	Menifee Rd. & Aldergate Dr. (92584)		Playground facilities, 2 basketball courts, baseball diamond, off leash dog park, BBQ grills, jogging path, parking & restrooms.
2 Autumn Breeze Park	Autumn Ln. & Cordero Ln. (92584)	1.48	Playground facilities, picnic tables and BB Ω grills.
3 Desert Green Breeze Park	Painted Desert Dr. & Desert Terrace Dr. (92584)	0.45	υ/a
4 Discovery Park	Heritage Lake Dr. & Calm Horizon Dr. (92585)	7.34	In Process of Construction. Awaiting VWRPD acceptance.
5 El Dorado Park	Trailhead Rd. & Lindenberger Rd. (92584)	3.12	1 ball field, playground facilities, BBQ grills and jogging path.
	Rustic Glen St. & Long Leaf St. (major cross streets		
6 El Dorado Pocket Park	Simpson Rd and Lindenberger Rd)	0.37	Playground facilities, picnic tables and BBQ grills, grass, benches and cement path.
7 Eller Park	Hwy 74 & Antelope Rd. (92584)	2	i ball field, dit jogging track, lighted facility, playground facility, two ½ basketball courts, covered picnic tables, BBQ grills, fitness trails, parking and restrooms.
8 Grand Vista (Richmond Park)	Grande Vista Ave. & Promenade Rd. (92584)	0.3	Picnic tables and BBQ grills.
9 Heritage Park	Heritage Lake Dr. & McCall Blvd. (92585)	4.82	Basketball; two half courts, 2 play areas, jogging path, 2 covered picnic tables and parking lot.
	Highland Ct. cul de sac & Bell Mtn. (major cross streets		
10 Hidden Meadows Park	are Bell Mtn Rd. and Holland Rd.) (92584)	2.5	Playground facilities, jogging path, sand volleyball court and parking lot.
11 La Paloma Park	Menifee Rd. & Bayport Ln. (92584).	4.36	Playground facilities, picnic benches w/ BBQ grills, community concert next to the lake, restrooms and parking lots.
12 Marion V. Ashley Community Center: Park Site	25625 Briggs Rd. (92585)	10.77	Gym, 2 baseball fields, lighted facility, basketball court, volleyball court, play area, restrooms, picnic areas and fitness trails.
Marion V. Ashley Community Center	25625 Briggs Rd. (92585)	0.59	See above
13 McCall Canyon Park	Brantley Ct. & Crestwood St. (92584)	3.03	Basketball Court, two half courts, playground facilities and jogging path.
	31941 Feather Creek Dr. (Feather Creek Dr. & Eickhoff Dr.)	<u> </u>	
14 Menifee South Tot Lot Park	(92584)	1	Playground facilities, picnic tables and BBQ grills.
15 Mira Park	32613 Mira St. (Wickerd Rd. & Mira St.) (92584)	99.5	Basketball court, two half courts, ball field, play ground facilities, gazebo, picnic tables, BBQ grills and drinking fountain.
16 Pepita Square Park	Camino Pepita & Camino Cristal (92584)	0.54	Grass & Trees.
	Pacific Bluff St. cul de sac (major cross streets are		
17 Rolling Hills Park	Menifee Rd. and Garbani Rd.) (92584)	2.46	Play area, picnic structure, BBQ grills, cement path and street parking.
18 Sunrise Park	Simpson Rd. & Lindenberger Rd. (92585)	11.19	Playground facilities, shared picnic tables, basketball courts, two half courts, baseball diamond, gazebo, BBQ grills, drinking fountain and parking.
19 Wheatfield Park: Park Site	30627 Menifee Rd. (Menifee Rd. & La Piedra Ln.) (92584)	25	
Wheatfield Park: Menifee Community Center	30627 Menifee Rd. (Menifee Rd. & La Piedra Ln.) (92584)	0.11	12,000 sq. ft center w/indoor basketball courts, kitchen and meeting rooms.
Wheatfield Park: Menifee Gym	30627 Menifee Rd. (Menifee Rd. & La Piedra Ln.) (92584)	0.28	Gym, basketball court, restrooms.
20 Woodbine Park	29411 Woodbine Ln. (92584)	2	1 soccer field, 2 basketball courts, 2 play areas and no restrooms.
	Total Park Acreage	102.37	

Local governments in California provide a critical role in the effort to set aside parkland and open space for recreational purposes. The *Quimby Act* (California Government Code §66477) was passed in 1975. Cities and counties have been authorized to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities. The requirement formula is three acres of land per one thousand people calculated by multiplying the number of dwelling units times the average density per dwelling unit in each municipal boundary according to the latest U.S. Census. In-lieu fees are based on the fair market value of land within a subdivision. Development impact fees are one-time charges imposed on development projects to recover capital costs for public facilities needed to serve those new developments and the additional residents, employees, and visitors they bring to the community. California law, with a few minor exceptions, prohibits the use of impact fees for ongoing maintenance or operations costs.

New developments in Menifee involving a tentative map or parcel map would pay fees, dedicate land, or both, to the City of Menifee for park and recreation purposes in accord with the Quimby Act. The City plans to bring an ordinance regarding Quimby fees to the Council in October 2014.

A Parks, Recreation and Trails Commission was established by the City of Menifee effective May 17, 2014. This Commission makes recommendations on policies and procedures to the City Council for the operation, use and management of all recreation activities, facilities, parks, parkways, open space and trails. The Commission consists of five members. Each City Council member appoints one Parks, Recreation and Trails Commissioner and must be a current City resident.

D. Water and Wastewater

Water:

Eastern Municipal Water District (EMWD) provides retail potable water services to Menifee, which is 47 square miles of its total 542 square mile service area. EMWD is a member agency of the Metropolitan Water District of Southern California (MWD), the State Water Contractor and as such, purchases water from MWD to provide wholesale water to other water agencies, or as in the case of Menifee provide retail service to domestic customers. As of 2011, EMWD provided domestic water to an estimated 106,626 residential and agricultural customers. Existing water resources available to EMWD consist of California State Water Project, the Colorado River Aqueduct and local groundwater.

Wastewater Services:

Eastern Municipal Water District is the wastewater service provider within Menifee. EMWD provides wastewater collection, treatment and disposal. Within its service area, the EMWD has five regional water reclamation facilities which treat approximately 46 million gallons of wastewater every day. The wastewater treatment plants and treatment capacities are as follows:

EMWD Water Reclamation Facilities	Daily Diversions (mgd)	Capacity (mgd)	Ultimate Expansion Capacity (mgd)
Hemet/San Jacinto	6.0	7.5	27.0
Moreno Valley	11.2	16.0	41.0
Perris Valley	3.9	11.0	100.0
Sun City	2.4	3.0	15-21
Temecula	14.0	18.0	28.0

^{*}In millions of gallons/day (mgd)

All of the wastewater flows from Menifee; partial flows from Moreno Valley and Hemet are diverted to the Perris Valley Water Reclamation Facility. The plant serving Menifee have to the ability to provide tertiary treatment, which is the highest level of treatment that removes bacteria and viruses. Water at this level can be used for any purpose short on direct human consumption.

E. Road Maintenance

The City currently has contracted out for the development of the Pavement Management System Plan to assess the existing surface condition of each individual pavement segment throughout the City.

Based on the evaluation of the surface condition report that was conducted December 2011, a Pavement Condition Index (PCI) was calculated for each segment to reflect overall pavement condition. The PCI system is a rating mechanism used to describe the condition of the City's pavement and has been adopted as the nation's standard rating system by American Association of State Highway and Transportation Officials (AASHTO) and American Society for Testing and Materials (ASTM). Ranging between "0" and "100," a PCI of "0" would correspond to a badly deteriorated pavement with virtually no remaining life, while a PCI of "100" would correspond to pavement with proper engineering design and construction at the beginning of its life cycle.

The overall condition of the City of Menifee's road network, is "Very Good," with an average Pavement Condition Index of 83, with 100 being a brand new street and 0 being a badly deteriorated street with virtually no remaining life. "Very Good" has a PCI Range of 71-85 with little distress, with the exception of utility patches in good condition, or slight hairline cracks; may be slightly weathered.

The City has a five-year Capital Improvement Program (CIP) plan to deliver six key projects to improve traffic circulation. The total cost of these six projects is estimated to be \$69 million, a significant investment in Menifee's infrastructure. The funding will come from projected restricted revenue accounts outside the City's general fund.

The following projects are based on need, the ability to fund the project and readiness to begin the project. The need priority ranks projects based on impact to traffic circulation improvement.

			Proposed	Estimated
	Name of Project	Estimated Cost	start date*	end date
	<u> </u>	\$2.8 million		
	Newport Road Widening (Antelope	\$3 million (actual		
1.	Road and Menifee Road)	cost)	August 2013	Completed
	Newport Road/Interstate-215			
2.	Interchange Improvement	\$37 million	Mid 2014	2016
	Menifee Road "Missing Link"			
	(between Aldergate Drive and			March 2014
3.	Simpson Road).	\$4 million	August 2013	(Completed)
	Scott Road/Interstate-215			
4.	Interchange Improvement	\$35-40 million	Summer 2015	2016
	Bradley Road & Salt Creek			
	Improvements (between Rio Vista			
5.	Drive and Potomac Drive)	\$8.5 million	2015	2016
	Holland Road Overpass (at			
6.	Murrieta Road)	\$17-20 million	Spring 2016	Winter 2017
			September	
7.	Quail Valley Area #9 Resurfacing	\$200,000	2014	Fall 2014
	Reconstruction of Newport Road			
	(Haun Road to Bradley Road)	\$3.5-4.5 million		Summer
8.			Spring 2015	2015
	Encanto Road Reconstruction			Summer
9.	(Mccall Blvd. to El Pico)	\$3-4 million	Spring 2015	2015

^{*} Estimated project dates are based on available funding.

Two of six large traffic circulation improvement projects included in the City's five-year Capital Improvement Program have been completed. The \$4 million project on the Menifee Road "Missing Link" between Aldergate Drive and Simpson Road began construction in early August 2013 and was completed on March 19, 2014. The seven month project created a continuous north/south thoroughfare east of Interstate-215 by paving the "Missing Link," a half-mile gap along Menifee Road. The new stretch of Menifee Road has four lanes, two in each direction.

The project also includes lane striping and parkway landscaping. Eldorado Ventures and their local partners The Rancon Group, developers of the adjacent land parcel, which is building 269 homes on the east side of Menifee Road, will spend \$3.6 million on the project, and be reimbursed for \$1.2 million of that through developer fees. The City of Menifee also partnered to bring this project to completion. The City is contributing \$1.5 million, which will be fully refunded by the County of Riverside Transportation Uniformed Mitigation Fee (TUMF).

The second CIP project, the "Newport Road Widening" (between Antelope and Menifee Roads) began the week of August 5, 2013. The project is to improve traffic flow and prepare Newport Road for the upcoming Newport Road/Interstate-215 interchange project.

Specifically, this project will add one traffic lane to Newport Road in each direction from Antelope to Menifee Roads. It will add a double left-turn lane from westbound Newport Road to southbound Antelope Road and a new traffic signal at the intersection of Newport Road and Via Corazon. It also includes conduit installation between traffic signals to lay the groundwork for future signal coordination.

The City implemented a "Local Improvement District (LID) Program". The purpose of the program is to identify and create a methodology to pave and maintain dirt roads. Throughout the City of Menifee, numerous residential dirt roads, some city maintained and some privately owned and maintained, exist. Some of these roads have become impassable during weather related events and are in need of repair.

While the City maintains some dirt roads that it acquired through incorporation, many other dirt roads are privately owned and not maintained by the City. It is the intent of the City to design and develop a program to assist owners of privately owned dirt roads to design, improve and pave them to city standards. Once the roads have been improved and accepted by the City, the City would maintain them in perpetuity.

F. Landscaping and Lighting Maintenance District No. 89-1-C

With respect to LLMD 89-1C, the City has assumed the property tax administration components of the LLMD, which is contracted with a private consultant and the City anticipates fully taking all components of the LLMD in January 2015. The City's public works/engineering department is working with Riverside County TMLA on the transition within the next few months.

Landscape and Lighting Maintenance District (LLMD) 89-1-C includes assessments for lighting and landscaping improvements, maintenance and arterial street lighting The maintenance and administration for the LLMD 89-1C is currently provided by the County of Riverside. The administration of the LLMD is provided by the City. The City will take over maintenance of the LLMD by January 1, 2015.

The Landscaping and Lighting Act of 1972 permitted the formation of Landscaping and Lighting Maintenance District No. 89-1-C-Consolidated (LLMD No. 89-1-C), a countywide assessment district that was administered through Riverside County (see LLMD 89-1C exhibit at the end of this report). Annexation to said district finances the installation, maintenance and servicing of landscaping, trails, fencing, irrigation, streetlights, traffic signals, bridge lights, graffiti abatement, bio-swales, and fossil filters through annual assessments on real property within the district. The annual assessment for each zone in the LLMD No. 89-1-C is based on the estimated specific benefit to each parcel, Equivalent Dwelling Unit (EDU) or acre and not on property valuation. (source: City of Menifee website)

G. Street Lighting

The City provides street lighting and the City pays the electric bill to Southern California Edison. Riverside County Economic Development Agency (EDA) was previously administering the street lighting covered under the CSAs.

CSA	Services	Parcels	Assessment Range
	Street Lighting		
33 (Sun City)	Landscaping Park & Recreation	52	\$125.00
43 (Homeland)	Street Lighting	214	\$13.20 to \$45.00
84 (Sun City Core &			
Eastern Menifee			
Valley)	Street Lighting	14201	\$2.64 to \$155.00
	Street Lighting		
	Road Maintenance		
86 (Quail Valley)	Sheriff	3775	\$80.00 to \$93.70
138 (Sun City)	Street Lighting	188	\$35.58
	Street Lighting		
145 (Sun City)	Landscaping Park & Recreation	7407	\$26.78 to \$780.86

Although the following CSA's have been dissolved and detached, the City has accounts for each area that still use the names of the former CSA's. County Service Areas (CSA) 33, 43, 80, 84, 86, 138 and 145 include assessment collection for lighting. CSA 33 and 145 assessments also include assessments for parks and recreation (see CSA and CFD exhibit at the end of this report).

CSA	<u>Action</u>	<u>Services</u>
		Street Lighting
		Landscaping
33 (Sun City)	Dissolved	Park & Recreation
43 (Homeland)	Detachment	Street Lighting
80 (Homeland)	Detachment	Street Lighting
84 (Sun City Core & Eastern Menifee		
Valley)	Detachment	Street Lighting
		Street Lighting
		Road Maintenance
86 (Quail Valley)	Dissolved	Sheriff
138 (Sun City)	Dissolved	Street Lighting
		Street Lighting
		Landscaping
145 (Sun City)	Dissolved	Park & Recreation
146		
(Lakeview/Nuevo/Romoland/Homeland)	Detachment	Dormant

H. Street Sweeping

The City and County reports that street sweeping services is still being administered and performed by the County through CSA 152 in the City of Menifee. CSA 152 is maintained and operated by the County of Riverside and the City continues to be part of this service. The City did not detach from CSA 152 at the time of incorporation. EDA

continues street sweeping what was annexed into CSA 152 prior to incorporation, however EDA, cannot annex anything new into CSA 152 for street sweeping in Menifee. Street sweeping services are provided on a bi-weekly basis (see CSA 152 Street Sweeping exhibit at the end of this report).

I. Library Service

The Riverside County Library System (RCLS) provides library services within the City of Menifee. Currently, there are three County library branches within Menifee. The Paloma Valley Branch Library, located at 31375 Bradley Rd., is staffed by 2.5 equivalent full-time personnel. The library is open an average of 30 hours per week and is closed Fridays and Sundays. The square footage of the facility is 5,265 ft. Approximately 15,000 volumes are held within the branch. There are various activities hosted at this site including preschool story time, crafts, a chess club, tutoring, a summer reading program and special family events. The Sun City Branch Library is located at 26982 Cherry Hills and Bradley Rd., a few miles north of Paloma Valley (see Libraries exhibit at the end of this report). The Sun City branch is open seven days per week for an average of 50 hours. The facility is approximately 11,000 square feet and employs 7.95 An estimated 50,000 volumes are held at this facility. full-time equivalent personnel. Lastly, the Romoland Library is located at 26000 Briggs Rd. at Heritage High School. RCLS provides library services at this facility through a joint use agreement. During school hours, the library is restricted to the school's use. After school hours and Saturdays, the library is open to the general public. The branch is open six days for an average of 20 hours per week. The Romoland Library facility is estimated at 3,000 square feet consisting of approximately 5,000 book volumes. The library is staffed by four time part-time personnel. Programs held at the library consist of family, child and teen programs. Recently, a Teen Advisory Board was created and a non-profit organization visits the site to provide tutoring to high school students. Several other activities such as crafts and programs like Books to Movie are available at the Romoland Library.

J. Animal Control

Menifee currently contracts with the Riverside County Department of Animal Services for animal sheltering and the Animal Friends of the Valley (AFV) for animal (field) control services.

Dog licensing is provided by AFV and costs are set by the City's cost of the service study, which was completed in April of 2012. There are one to three year licensing options; late fees are applicable for any license renewal lapses. In additional the City offers kennel licenses from one to two years.

Within the City limits a maximum of four dogs or four cats are allowed per household.

V. Sphere of Influence

LAFCO is required to establish a Sphere of Influence (SOI) for a new City within a year of incorporation and, therefore, the preparation of a Municipal Service Review (MSR) (LAFCO 2009-12-3&5 approved December 2009) was also required. The Commission's last MSR and SOI review (LAFCO 2009-13-3&5 approved January 2010) was completed in January 2010.

The Commission made a determination regarding a realignment boundary issue between the Cities of Canyon Lake and Menifee that was addressed in the terms and conditions as part of the City of Menifee Incorporation that reads:

"Upon incorporation the City shall cooperate with the City of Canyon Lake on an application to detach sections of Goetz Road and Railroad Canyon Road and associated landscaped right of way from the City of Canyon Lake and annex said territory to the new City."

Commission policy requires areas to be included in a City's General Plan before the Commission expands a city's SOI. However, since there was no land use issues involved because it was only road right-of-way clean up, staff recommended placing this realignment area in the City of Menifee's SOI. At the time, the Commission established a SOI slightly beyond the current city boundaries to include a realignment of Railroad Canyon Road and Goetz Road. This was to be consistent with the terms and conditions of the incorporation.

The Cities of Canyon Lake and Menifee submitted a proposal (LAFCO 2011-13-3). The proposal removed the entirety of Goetz and Railroad Canyon Roads from the City of Canyon Lake and the right of way was annexed to the City of Menifee. Both roads were in the process of widening and realignment in conjunction with the Audie Murphy Ranch Specific Plan, which was within the City of Menifee. Without this boundary adjustment, the new alignments would weave in and out of the two municipal jurisdictions, potentially causing confusion in terms of responsibility for emergency response and maintenance. The proposal was approved in December 2011. That realignment has been completed and the City of Menifee annexed the portion.

The City's current sphere of influence is contiguous within its city limits. The City had expressed interest in looking into territory east of the current city limits to evaluate as a potential future SOI expansion area. There are no immediate plans to do so. Many homes are being developed at the northern and eastern borders, however, city limits split and overlap a very large specific plan (Menifee North Specific Plan), thus making planning decisions difficult.

The City adopted their General Plan coterminous with the current City limits in December 2013. One of the factors the Commission uses in determining a SOI shall be a city's general plan. Prior to any expansion of a city's SOI, the affected city's general plan must contain provisions to adequately demonstrate that the city has planned for the increased needs associated with a larger geographic boundary. At this time the City is not requesting and LAFCO cannot consider the area until the area is added to the City's General Plan.

A. <u>Disadvantage Unincorporated Communities (DUCs)</u>

Effective January 1, 2012, SB 244 was chaptered into law. The provisions of the bills

addressed disadvantaged unincorporated communities (DUCs). Several provisions impact LAFCO proposals and studies. A disadvantaged unincorporated community is defined as territory that constitutes all or a portion of a "disadvantaged community" that includes 12 or more registered voters, or some other standard as determined the Commission. disadvantaged community is defined as territory with an annual median household



income (MHI) that is less than 80 percent of the statewide median household income. Using data from the latest 2008-2012 dataset by the Census, American Community Survey, the MHI is \$61,400. Eighty percent is \$49,120.

Following the passage of SB 244, the Commission developed a policy for identifying DUCs. Based on these policies of SB 244, two DUCs have been identified outside the City of Menifee's boundaries from data generated from the U.S. Census. The two DUCs are illustrated in the white outline. DUC 1 is contiguous to the northeast city boundary, generally located west of Briggs Road, south of Louis Road, east of Leon Road and north of Watson Road. The area consists of mobile homes, large and rural lots with a mix of residential land uses of Very Low Density Residential (VLDR) and Medium High Density Residential (MHDR). The DUC falls into two Block Groups (BG) with a MHI of \$29,362.00 in Census Tract 042720 BG1 and \$43,670.00 in Census Tract 042720 BG2. DUC 1 has an estimated population of 952. (see exhibit for both DUCs at the end of this report for detail).

DUC 2 is located a half mile from DUC 1 to the southeast. The DUC is straddled along HWY 74, generally located west of Sultanas Road, and east of Steinhoff Avenue. The area consists of the Highland Palms Senior Estates (534 residents), mobile homes, large and rural lots with a mix of residential land uses of Medium Density Residential (MDR), Medium High Density Residential (MHDR) and Commercial Retail (CR) and Light Industrial (LI) along HWY 74. The DUC falls into two Block Groups (BG) with a MHI of \$37,820.00 in Census Tract 042723 BG1 and \$33,898.00 in Census Tract 042723 BG2. DUC 2 has an estimated population of 4,049.

Fire Station #54 located at 25730 Sultana's Road in Homeland, 92548 is located between the two DUCs within a quarter mile of each DUC.

Eastern MWD has reported that there are no water and sewer deficiencies within the two DUC areas.

Municipal Service Reviews §56430

This section now requires the Commission to prepare specific written determinations on infrastructure needs or deficiencies related to sewer, water, and fire protection services in any DUCs within or contiguous to the sphere of influence of a city or special district that provides those services.

Spheres of Influence §56425

This section requires the commission after July 1, 2012, to adopt additional determinations for an update of a sphere of influence of a city or special district that provides public facilities, or services related to sewer, water, or fire protection. The Commission must make determinations regarding the present and probable need for those public facilities and services in any DUCs within the existing sphere of influence. There is no SOI action before the Commission at this time.

Annexations §56375(a)(8)

This section established restrictions, with some exceptions, against the Commission approving an annexation to a city if the proposed annexation is adjacent to a DUC, unless a proposal to annex the DUC has also been filed.

VI. MSR Determinations:

(1) Growth and population projections for the affected area.

As of January 1, 2014 the population in the City of Menifee is 83,716 as estimated by the Department of Finance (DOF).

The table below represents DOF population estimates

2009	2010	2011	2012	2013	2014
67,819	77,519	79,139	80,831	82,314	83,716

The City's 5-year growth was 15,897 and the percentage increase was by 23.44%.

Populations within each division/ward (as of 2010):

District No.	Population
1	19,642
2	19,205
3	19,599
4	19,073
Total	
Population	77,519

The City has projected population growth based on figures from the Department of Finance. The City's population has been conservatively projected based on the City's growth rate since incorporation. Riverside County's 2013 progress report for 2020 and 2035 appears to be low based on the current population.

Period	City Projections Population	Riverside County's 2013 Progress Report Population Projections
2010	77,519	
2013	82,314	
2018	95,424	
2020		85,793
2023	105,356	
2033	128,428	
2035		112,233

(2) Disadvantaged Unincorporated Communities (DUCs) Characteristics

DUC 1 is contiguous to the northeast city boundary, generally located west of Briggs Road, south of Louis Road, east of Leon Road and north of Watson Road. The area consists of mobile homes, large and rural lots with a mix of residential land uses of Very Low Density Residential (VLDR) and Medium High Density Residential (MHDR). The DUC falls into two Block Groups (BG) with a MHI of \$29,362.00 in Census Tract 042720 BG1 and \$43,670.00 in Census Tract 042720 BG2. DUC 1 has an estimated population of 952.

DUC 2 is located a half mile from DUC 1 to the southeast. The DUC is straddled along HWY 74, generally located west of Sultanas Road, and east of Steinhoff Avenue. The area consists of the Highland Palms Senior Estates (534 residents), mobile homes, large and rural lots with a mix of residential land uses of Medium Density Residential (MDR), Medium High Density Residential (MHDR) and Commercial Retail (CR) and Light Industrial (LI) along HWY 74. The DUC falls into two Block Groups (BG) with a MHI of \$37,820.00 in Census Tract 042723 BG1 and \$33,898.00 in Census Tract 042723 BG2. DUC 2 has an estimated population of 4,049.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any DUC within or contiguous to the sphere of influence.

The City adopted their General Plan coterminous with the current City limits in December 2013. The City indicated that there are several specific plans related to housing projects that would negatively affect the City by producing more cut through traffic on Newport Road, Scott Road and Highway 74. The City has not requested any SOI change east of the City. The City is estimating growth with an additional 16,000 homes that will be constructed east of the city's boundary from Briggs Road to Leon Road. This could impact future service demand.

The City has undertaken several major road projects. These improvements will correct deficiencies and accommodate future growth. The City has a five-year Capital Improvement Program (CIP) plan to deliver six key road projects to improve traffic circulation. The total cost of these six projects is estimated to be \$69 million, a significant investment in Menifee's infrastructure. The funding will come from projected restricted revenue accounts outside the City's general fund.

Since the last MSR in 2009, the City of Menifee has had new and additional services. There were five parks that were in the former CSA. There have been two additional parks that have been added to the City of Menifee; Audie Murphy Ranch Sports Park, and Rancho Ramona Park and one community center; (Lazy Creek) and one Senior Center (Kay Ceniceros). There are now a total of seven parks, one recreation center and one senior center owned by the City of Menifee with a total of 38 acres on the west side of the Interstate-215 freeway. There are three parks that are in the planning stages; Hidden Hills Park, Central Park, and PA-31 (Audie Murphy Ranch park #2). These parks have not been constructed yet.

The City has adequate police patrol and has begun to restore positions that were cut in 2012. The City's FY 14-15 Budget calls for a \$1.4 million increase in the Police budget and will provide for an additional motor officer and the equivalent of two additional deputies for patrol. The two patrol deputies will be a restoration of positions eliminated in 2012.

The City anticipates construction of two fire stations to replace the existing Sun City and Quail Valley Stations. Funds have been appropriated in the 2014-15 Budget to begin construction on the Sun City replacement facility, which will be located slightly south of the current station. In conjunction with the Riverside County Fire Department, the City is also planning to build a new station in the northwestern quadrant of the City near Goetz and Ethanac Roads. Additionally, the City hopes to staff a paramedic squad unit at

Station 7 within the next three years to address the high volume of medical aid calls in that area.

Fire Station #54 located at 25730 Sultana's Rd. in Homeland, 92548 is located between the two DUCs within a quarter mile of each DUC.

Eastern MWD has reported that there are no water and sewer deficiencies within the two DUC areas.

(4) Financial ability of agencies to provide services.

The City of Menifee, as have most cities in the Inland Empire, has experienced substantial revenue losses over the last several years. In Menifee shortly after incorporation revenues declined with the crash of the economy causing a decline in property value affecting property and sales tax, followed by the Vehicle License Fees (VLF) revenue loss of an average of \$4 million annually. The combination of the two have contributed to a four year General Fund structural deficit through the end of FY 14-15. Also, in the near future, the County augmentation will end and repayment of transition year services will begin.

On a positive note, the City is growing at a more accelerated pace as a result of new development in comparison to the remainder of the county. Continued growth, particularly expected commercial development, is a plus for the City. However, without a continued steady increase of City revenues, the likelihood of it having the financial ability to provide services at its current level is doubtful. As a result, the City of Menifee is very dependent on the \$4.5 million vehicle license fee (VLF) eliminated by the State during FY 11-12. As of the writing of this report, SB 69, which would restore property tax in lieu of VLF, awaits the Governor's signature. Without this revenue, the City's current fund balance could continue to decline, or service levels may have to be reduced.

(5) Status of, and opportunities for, shared facilities.

The City of Menifee contracts with Riverside County for services provided by the Riverside County Sheriff's Department and has done so since its incorporation in 2008. Within Riverside County, 17 of our 28 cities contract for services through the Sheriff's Department. In these cities, the Sheriff's Department acts as the Cities' Police Department. Police protection services for Menifee are provided out of the Sheriff's Perris Station located at 137 N. Perris Blvd in Perris. This station also serves the contract cities of Perris and Canyon Lake, as well as several unincorporated communities, including Lake Mathews, Woodcrest, Gavilan Hills, Mead Valley, Lakeview, Nuevo, Romoland, Homeland and Winchester.

The City contracts with the County of Riverside for fire protection services. In turn, the County contracts with the California Department of Forestry and Fire Protection (CalFire). The full-service contract also provides for dispatch, emergency medical response, fire prevention and fire safety education programs. Although contract costs are generally based on stations, apparatus and personnel located within each contracting city, service is provided as part of the County Fire Department's coordinated regional network.

The City of Menifee recently entered into a contract with Valley-Wide Recreation & Park District for maintenance and recreation and facility management for the city-owned parks located on the west side of the Interstate-215 freeway. The District owns and operates the parks on the east side of the Interstate-215 freeway. This will provide for more coordinated and uniform programs throughout the City.

The City of Menifee requires a minimum of five acres of public open space to be provided for every 1,000 City residents for the City as a whole. The previous standard had been three acres. Actual acres of parkland are currently estimated at 1.68 acres per 1,000 residents. This ratio includes facilities on both sides of the Interstate-215 freeway (140.39 acres combined).

Valley-Wide Recreation District owns and operates 20 facilities located with the City of Menifee's boundaries totaling 102 acres. Valley-Wide Recreation and Park District is currently operating 3.64 acres of parkland per 1,000 population/residents for the District as a whole (this is not including City of Menifee's nine parks that are part of a contract). This figure represents population of full cities but only a portion of the City of Menifee is in the District.

(6) Accountability for community service needs, including governmental structure and operational efficiencies.

Based on the current provision of service, it is reasonable to conclude that pubic services can continue to be provided by the City under the existing government structure.

The City is committed to promoting active public participation and to creating a system of government truly representative of all its residents. The City encourages public participation by maintaining a website that provides the city with up-to-date information. The City posts all Council meetings with agendas posted in compliance with the Brown Act in addition to approved minutes. The City Council meets regularly on the first and third Wednesdays of each month and the Planning Commission meetings are held on the second and fourth Wednesday of each month. The public is welcome to all Council meetings and encouraged to provide input on City needs. All Council meetings are held pursuant to the Brown Act. In addition, on the City's website there is a Media Center to watch videos of City Council and Planning Commission meetings.

The City has several methods to ensure that public processes are open and accessible to the public. The City's website is consistently used to reach out to the public and provides information on regular Council meetings, public meetings, public notices, special events and press releases. The City also relies heavily on social media networking sites such as Facebook and Twitter to distribute information to the public. Links to the City's Facebook and Twitter Pages can be found on the City's website. There is a "Notify Me" option on the website where a resident can provide their email address and subscribe to certain notices. In addition, the City provides an electronic community-wide newsletter (Menifee Matters) on its website. Notices of public meetings are frequently posted throughout the City's key community centers and libraries.

The City website includes:

- History & City statistics of the City.
- List of Current Council Members along with past Board meeting agendas, minutes and meeting videos.
- Committees and Commissions.
- City ordinances and resolutions.
- Voting district in the City.
- Public records requests.
- Links to District press releases, public notices, announcements and video clips.
- Upcoming events calendar.
- Link to City's General Plan.
- City maps.
- City services & request for street light repair.
- Report a code enforcement problem.
- Business license & license list.

The City of Menifee adopts an annual budget, the latest covering FY 14-15. The Budget is posted on the City's website http://www.cityofmenifee.us/index.aspx?nid=110. For the most part, the budget is well organized and is written in a manner understandable to the general public.

The City contracts for the performance of an independent audit each fiscal year to ensure the information in the financial statement is reliable. Annual audits have been performed on the financial statements of Menifee from FY 08-09 to FY 12-13. The audits reported a "clean" opinion and that the City's financial statements have been presented fairly. As of the last audit performed, Fiscal Year End (FYE) 2013, the City's net asset position continues to increase.

The City has various committees including a Planning Commission, Senior Advisory Committee, and Menifee Citizens Advisory Committee which provides direct opportunities for public participation and input. In addition, the City has a Parks, Recreation and Trails Commission that was established by the City of Menifee effective May 17, 2014. This Commission makes recommendations on policies and procedures to the City Council for the operation, use and management of all recreation activities, facilities, parks, parkways, open space and trails. The Commission consists of five members. Each City Council member appoints one Parks, Recreation and Trails Commissioner and must be a current City resident.

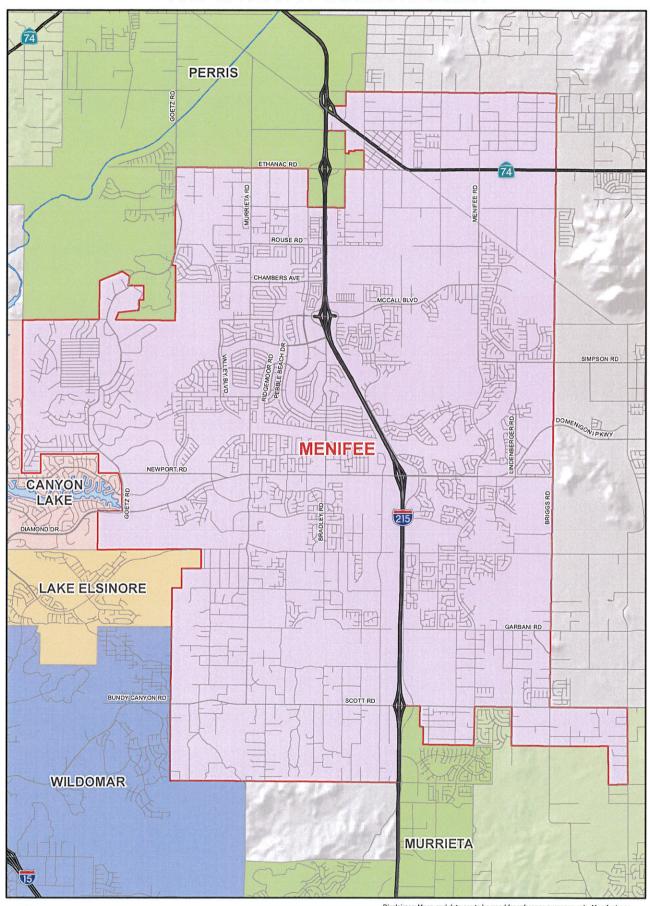
Menifee participates in an inter-agency organization such as WRCOG, League of California Cities, CSMFO and similar organizations. Further, the City works directly with surrounding agencies such as the County of Riverside and Valley-Wide Recreation and Park District in providing various services (parks and recreation) to the residents of Menifee.

(7) Any other matter related to effective or efficient service delivery, as required by Commission policy.

There are no other issues.

CITY OF MENIFEE

AND SPHERE OF INFLUENCE AREA

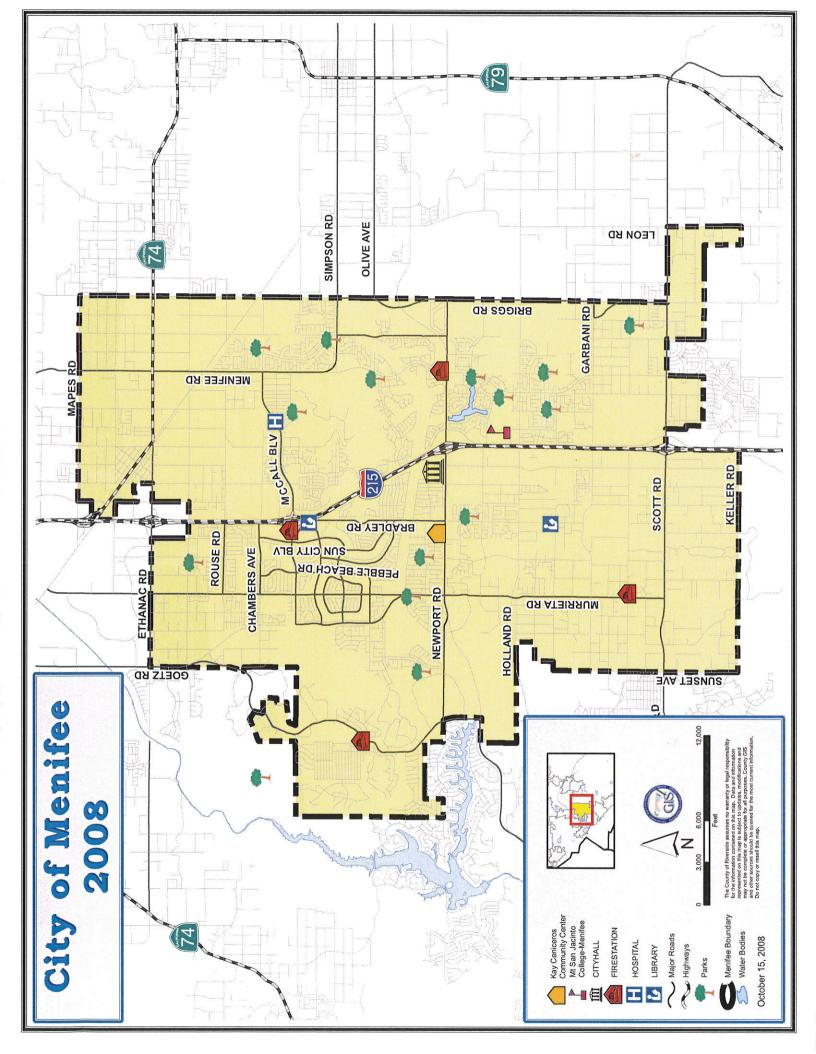




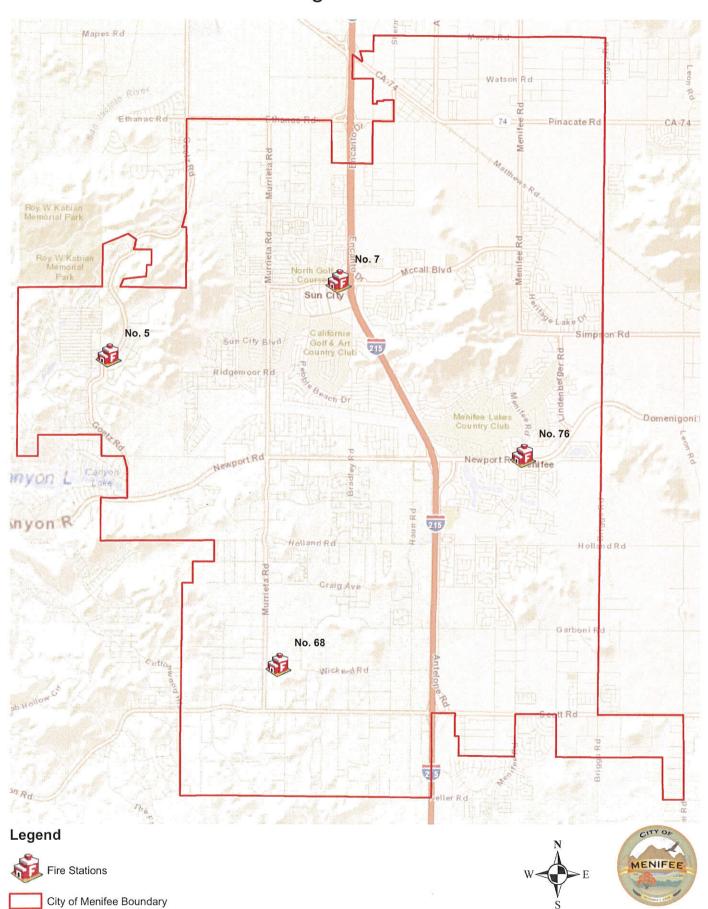


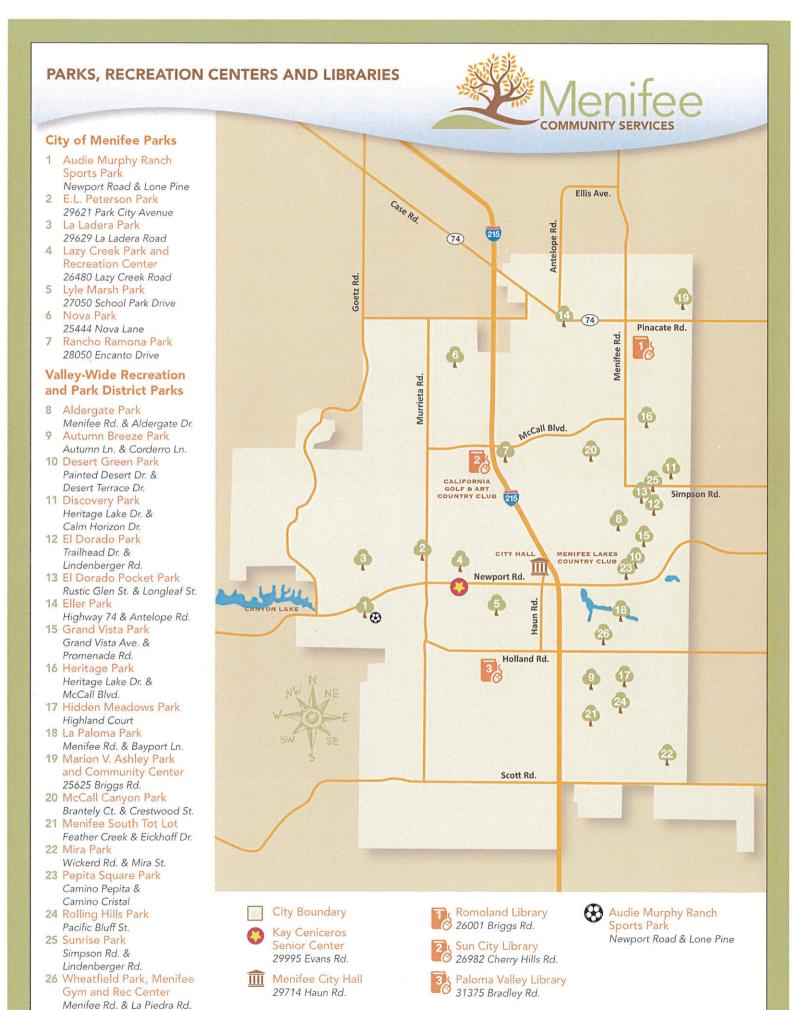


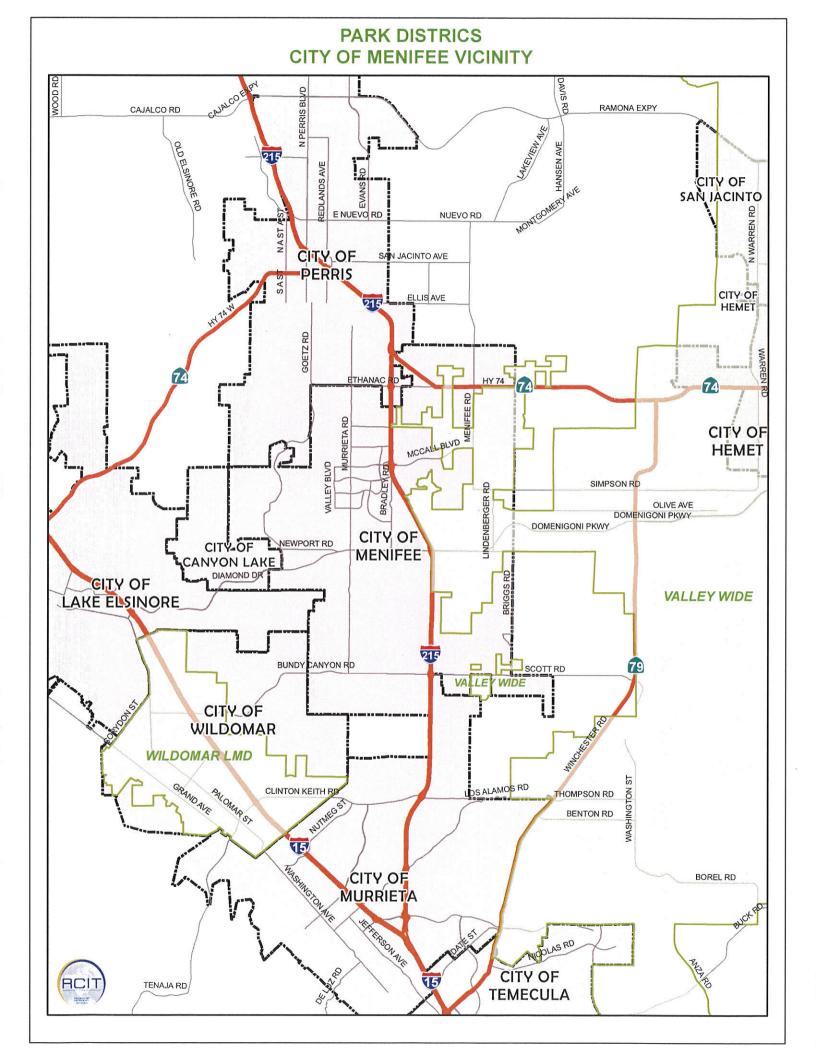
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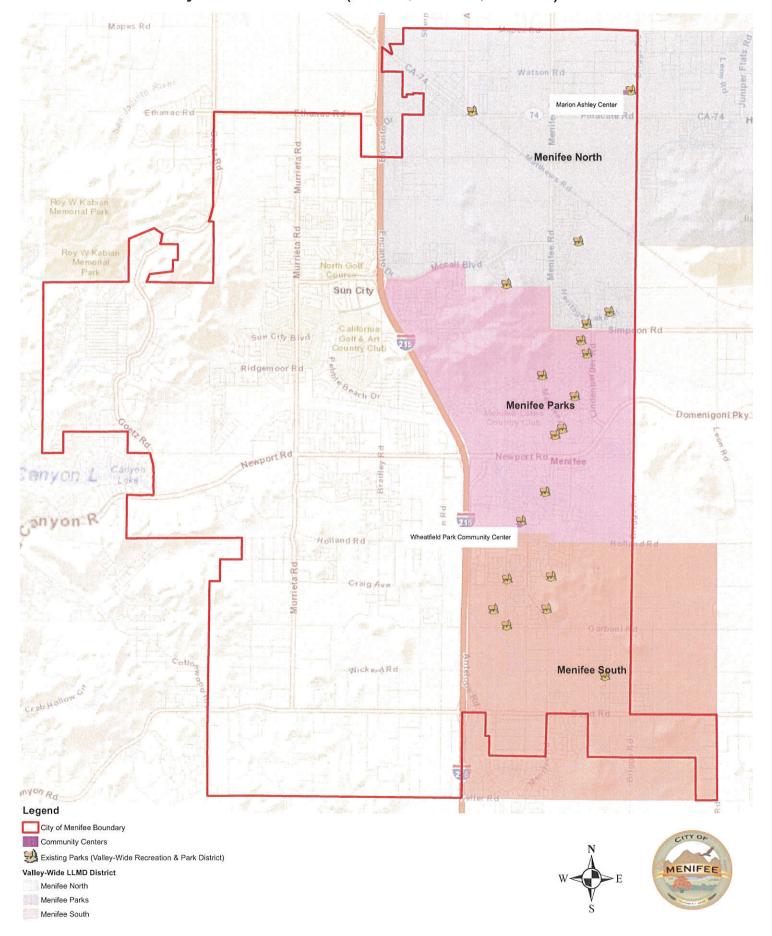
City of Menifee Existing Fire Stations



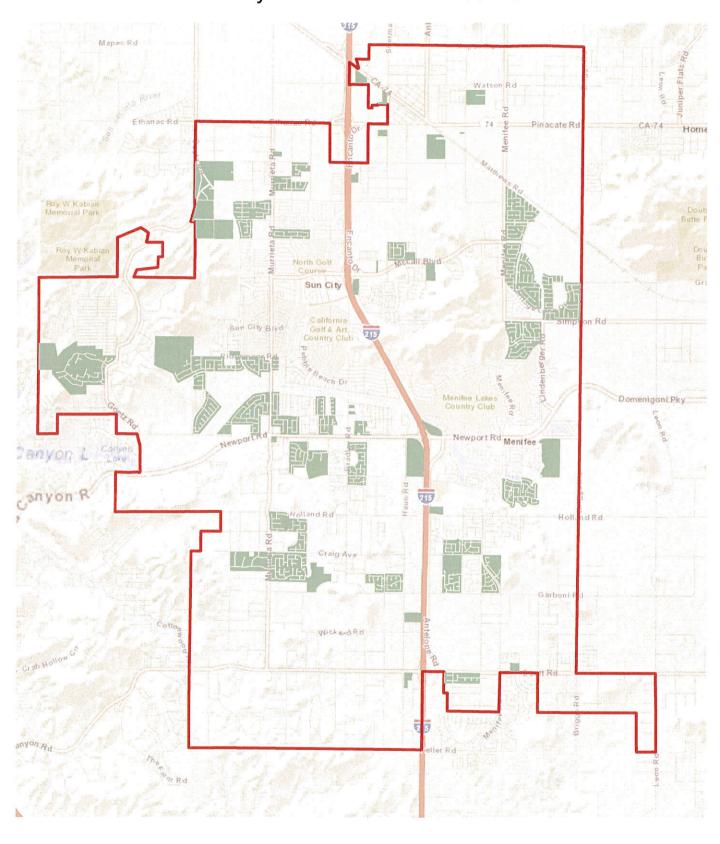




City of Menifee Valley-Wide LLMDs (North, Parks, South) Districts



City of Menifee: LLMD 89-1C



Legend

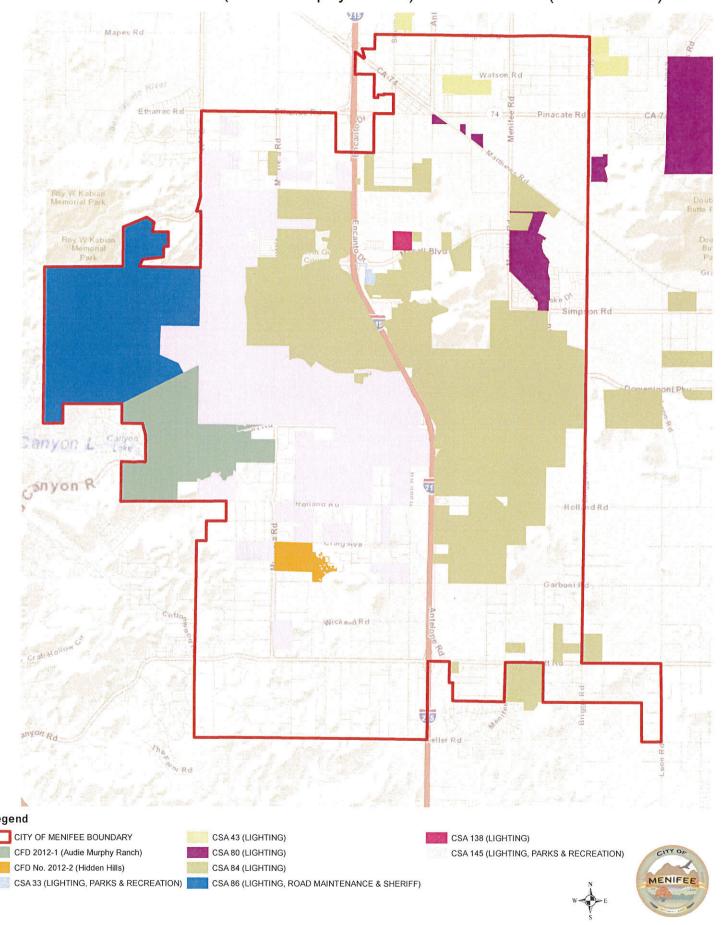




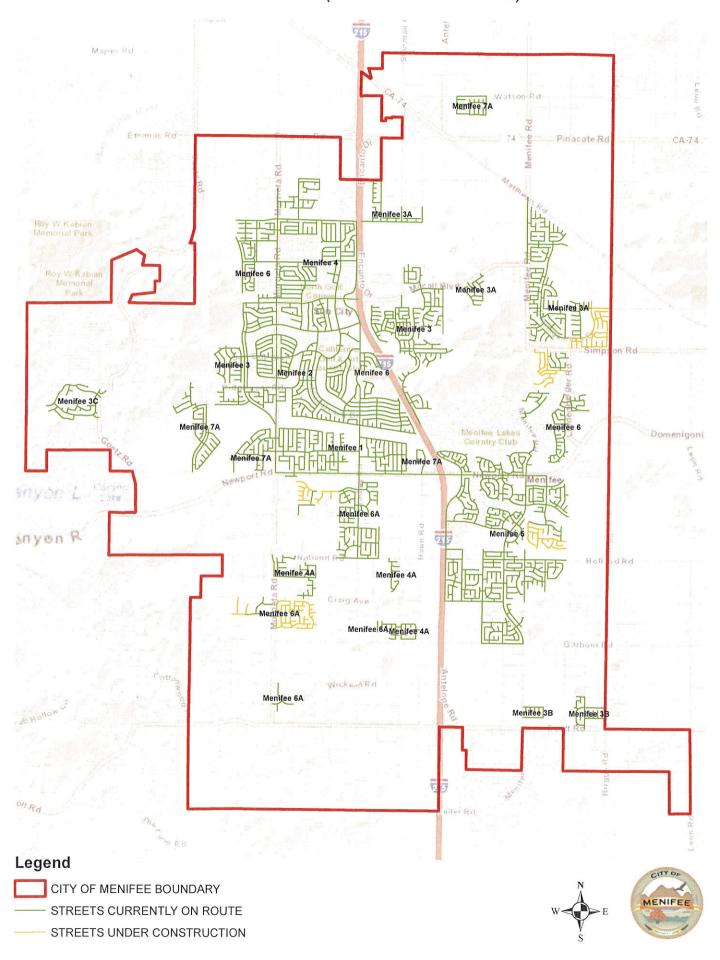




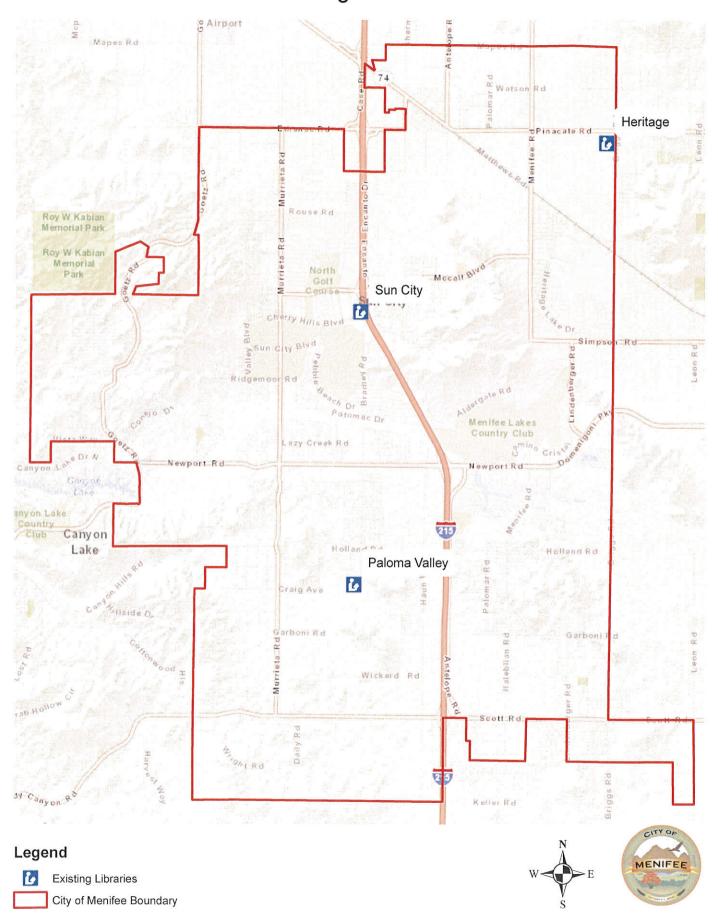
City of Menifee CSAs (33,43, 80, 84, 86, 138, 145) and CFD 2012-1 (Audie Murphy Ranch) & CFD 2012-2 (Hidden Hills)



CSA 152 (STREET SWEEPING)



City of Menifee Existing Libraries



DISADVANTAGED UNINCORPORATED COMMUNITIES City of Menifee

