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Local Agency Formation Commission

# Eastvale Municipal Service Review

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**City of Eastvale  
Municipal Service Review**

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# City of Eastvale Municipal Service Review

## 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 a) be 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 LAFCO Commission is required. For newly incorporated cities, a sphere of influence must be established within a year of incorporation.

Prior to or in conjunction with SOI reviews, a Municipal Service Review (MSR) must be prepared pursuant to Government Code Section 56430 (c). 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 Eastvale.*

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

- (1) Growth and population projections for the affected area.
- (2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
- (3) Financial ability of agencies to provide services.
- (4) Status of, and opportunities for, shared facilities.
- (5) Accountability for community service needs, including governmental structure or operational efficiencies.
- (6) 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) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.**

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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.

**(3) Financial ability of agencies to provide services.**

Identifies whether the City has any general bonded indebtedness, 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.

**(4) 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.

**(5) 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.

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

This will allow this 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 a draft prior to the Final Draft that will be presented before the LAFCO Commission, September 27, 2012. 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.

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**III. Agency Review**

The City of Eastvale incorporated October 1, 2010 as the 28<sup>th</sup> city in Riverside County. It's boundaries extend from Hellman Avenue to the west (the San Bernardino County line), Philadelphia Avenue to the north (also the San Bernardino County boundary line), the Santa Ana River and the City of Norco to the south and Interstate 15 to the east. Eastvale is bounded by the cities of Jurupa Valley to the east, and the City of Ontario and Chino to the west. The city encompasses approximately 13.1 square miles.

City Hall is located at 12363 Limonite Avenue, Suite 910, Eastvale, CA 91752 in the Eastvale Gateway Shopping Center.

**A. Governing Body**

The City of Eastvale is a General Law City governed by a five member city council. Council members serve four year terms and the Mayor is selected by the Council to serve one-year term. Council Members are elected at large, thus representing residents in the whole city. City Council Members do not keep offices at the City Hall.

The City Council meetings are held the second and fourth Wednesdays of each month at 6:30 p.m.

**B. Basic Financial Information**

The City of Eastvale adopts an annual budget and also adopted an audit report for its first year of operation, FY 2010-11. Provided are General Fund balances since its incorporation and Revenue & Expenditures for FY 2010-11 and FY 2012-13.

	<b>Audited Fund Balance 6/30/2011</b>	<b>Unaudited Available Balance 6/30/2012</b>	<b>Estimated Available Balance 6/30/2013</b>
<b>General Fund</b>	\$ 3,958,154.00	\$ 5,917,804.00	\$ 4,735,558.00

	<b>FY 2010-11 (Audited)</b>	<b>*FY 2011-12</b>	<b>FY 2012-13 (Budgeted)</b>
<b>Revenue</b>	\$ 10,395,961.00	\$9,349,930	\$ 8,118,940.00
<b>Expenditures</b>	\$ 6,532,483.00	\$8,017,298	\$ 9,301,186.00

*\*Unaudited figures. Audited Financial Statements should be available by the end of November and will be posted on the City's website.*

# City of Eastvale Municipal Service Review

## C. Population & Growth

The City of Eastvale utilizes various agency sources for population, housing and employment projections for planning purposes. The City uses the 2010 Census and Department of Finance (DOF) data for planning purposes and the City uses the Regional Housing Need Allocation (RHNA), which is provided to the City by the Western Riverside Council of Governments (WRCOG) for housing market analysis.

The US Census (2010) reported the following population and housing information for Eastvale:

Total Population: 53,668  
Total Housing Units: 14,494  
Occupied Housing Units: 94.1% (13,639)  
Vacant Housing Units: 5.9% (855)

There are no formal population and housing projects projections. However, in October of 2011 an agreement was executed between the County and the City of Eastvale that the City would assume 1,549 units of the County's RHNA allocation numbers between the planning period of October 2011 thru 2014. Building permits issued since October 2010 (month of incorporation) have been credited toward the City's RHNA.

When the City's General Plan was adopted in June 13, 2012 it was estimated that approximately 80-90% of the City's residential areas have already been built.

The table below represents three sets of different figures.

The population projection numbers from the Eastvale Incorporation Comprehensive Fiscal Analysis (CFA) that was completed in 2009, was based on information that was prepared by the Riverside County Center for Demographic Research. The 2010 Census figures represent the population as of April 1, 2010. The DOF population estimates are figures that are issued annually by the State Department of Finance. The information in the CFA projection as it turned out, was significantly lower than reported in the 2010 Census.

	2009	2010	2011	2012	2013	2014
<b>CFA</b>	41,225	42,336	43,740	44,851	46,457	47,653
<b>Census</b>		53,668				
<b>DOF</b>			54,090	55,602		

*\* CFA population figures from Riverside County Center for Demographic Research.*

## IV. Services

The City of Eastvale provides a wide range of services through a combination of city staffing, private contracting and public agency contracting. Jurupa Community Services

## **City of Eastvale Municipal Service Review**

District (JCSD) provides water and wastewater services within the city limits. The City has entered new franchise agreements for solid waste collection and disposal services with two private refuse collection companies, Burrtec and Waste Management Inc. Two different special districts provide park & recreation service within the City. Planning, code enforcement, engineering and building services are provided by a combination of city staff and private contractors, with some support via contract with Riverside County Transportation & Land Management Agency (TLMA).

### **A. Police Protection Services**

The City of Eastvale contracts with the Riverside County Sheriff's Department and it is common for cities to contract police services with the County. The contract provides 70 patrol hours per day. The headquarters is located at the Sheriff's Department station in Jurupa Valley, 7477 Mission Boulevard, Jurupa Valley, CA 92509.

Average response time for the latest reporting period (July 1, 2010 to June 30, 2011) is 13.03 minutes for non-emergency calls and 5.96 minutes for emergency calls.

The Comprehensive Fiscal Analysis (CFA) that was prepared for the Eastvale Incorporation Study stated that in 2008, the number of patrol hours per day was 94 patrol hours. The City is currently providing a lower level of service than what was being provided at the time the incorporation was being processed.

### **B. Fire Protection Services**

Similar to police services, it is not out of the ordinary for cities to contract for fire protection with the County Fire Department. Riverside County Fire Department (RCFD), which coordinates with the California Department of Forestry and Fire Protection, provides fire protection to the residents of Eastvale.

The City opened up its first permanent fire station in 2011. The station is located at 7067 Hamner Avenue, Eastvale. The 2001 ISO (Insurance Service Office) rating for the Eastvale area is "4/9." ISO is a for profit organization that provides statistical information on risk. The ISO rating is from 10 - 1. With "1" being the best.

A second fire station is being considered in the Chandler area of western Eastvale to eliminate coverage gaps and help RCFD's effort to meet its Total Response Time policy of 6 minutes 30 seconds. This would be financed by Structural Fire Funds. There are several alternative sites for the future station but the final site has not been determined. The City does not have an estimated date of construction for the proposed fire station as they are in the land acquisition stage.

### **C. Road Maintenance**

Eastvale contracts with the County of Riverside for roadway and traffic signal maintenance. Otherwise, only road safety-related repairs and improvements would be performed throughout the City and utilizing Measure A and Gas Tax funding services as indicated in the City's Capital Improvement Program.

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**D. Park and Recreation Services**

The City of Eastvale parks are operated by the Jurupa Community Services District (JCSD) and the Jurupa Area Recreation and Park District (JARPD), two independent special districts. JCSD provides park and recreation services to the City of Eastvale to the west of Hamner Avenue. JARPD provides park and recreation services to the east of Hamner Avenue and in the neighboring City of Jurupa Valley. This has caused some confusion to residents since there are two park and recreation service providers within the City. Both the JCSD and the JARPD have adopted their own parks master plans, which identify standards for public parks, desired locations for new facilities, and standards for the development of new parks. Until the City establishes its own parks operation in fulfillment of its General Plan policy, the City will work with JCSD and the JARPD to provide parks, recreation, and trails.

JCSD – In June 2012, the Planning Commission for the City of Eastvale approved a park plan on the southeast corner of Hamner Avenue and Citrus Avenue. Three small parks are also planned in the area west of Archibald Avenue, south of Schleisman Road, and north of Chandler Avenue. A regional trail system is also in the workplan along the Santa Ana River and another trail in the southern portion of the City.

JARPD – The District has several facility upgrades and expansions identified in their Development Impact Fee Justification Study document. Currently, the City of Eastvale has no plans for new public facilities or expansion.

The following tables are parks that service the City of Eastvale.

<b>Park Name (JARPD)</b>	<b>Acres</b>	<b>Amenities</b>
Moon River Park	N/A	Playground, Grassy Area, Picnic Tables
Delaware Greenbelt	N/A	Grassy Area, Picnic Tables
Cambria Park	N/A	Playground, Grassy Area, Picnic Tables, Picnic Shelter
Harmony Park	N/A	Grassy Area, Picnic Tables, Outside Basketball, Sand Volleyball
	N/A	



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Park Name (JCSD)	Acres	Amenities
Dairyland Park	N/A	Restrooms, Picnic Tables, Water Play (The water play feature is closed from November 1 to March 31), Dog Park
Half Moon Park	N/A	Tot lot, Baseball/Softball field
Mountain View Park	8	Full Court lighted basketball court, lighted tennis courts, 2 Play areas and 2 covered picnic shelters
American Heroes Park	N/A	Soccer Fields, Basketball Courts, Tot Lot, 2 Child Play Area, Restrooms, Picnic Tables, 2 Picnic Shelters, BBQ's, 2 Dog Parks, Electricity (available
Deer Creek Park	10	90ft hardball field.
McCune Park	12	Soccer Fields, Basketball Courts, Softball Fields, Tot Lot, Child Play Area, Tennis Courts, Concession Building, Restrooms, Picnic Tables, Picnic Shelters, BBQ's, Electricity (Available with reservation)
Huber Park	N/A	
Riverwalk Park	13	Tot Lot, Child Play Area, Cinder Running Track, Jogging/Running/Biking, Picnic Tables, Picnic Shelters, BBQ's, Frisbee Golf, Horse Corrals, Restrooms
Providence Ranch Park	13	Soccer Fields, Softball/Baseball Fields, Basketball Courts, Tot Lot, Child Play Area, Concession Buidling, Restrooms, Picnic Tables, Picnic Shelters, BBQ's, Electricity (available with reservation)
Cedar Creek Park	N/A	Tot Lot, Child Play Area, Temporary Fire Station, Restrooms, Picnic Tables, Picnic Shelters, BBQ's, Water Play, Electricity (available with a reservation)
Orchard Park	10	Soccer Fields, Softball/Baseball Fields, Basketball Courts, Tot Lot, Child Play Area, Volleyball Courts, Concession Building, Restrooms, Picnic Tables, Picnic Shelters, BBQ's, Skateboard Park
Harada Park	N/A	Soccer Fields, Basketball Courts, Baseball/Softball Fields, Tot Lot, Child Play Area, Dog Park, Skate Board Park, Roller Hockey, Concession Building, Restrooms, Picnic Tables, Picnic Shelters, BBQ's, Electricity ("Limited" availability with reservation)
Eastvale Trail	N/A	Cinder Running Track, Jogging/Running/Biking Trail, Horse Trail

**E. Water & Wastewater**

Prior to incorporation, Jurupa Community Services District (JCSD) was the water and wastewater service provider and is still providing these services to the residents of Eastvale.

The source of water is the Chino groundwater basin, which is an adjudicated basin administered by Chino Basin Watermaster. JCSD has indicated to the City that there is sufficient capacity to meet the remaining 2006-2014 regional housing need, in addition to vacant land in the City.

**F. Solid waste collection and disposal services**

The primary waste hauler is Waste Management Inc. A portion of the city, a light industrial area in the north, is provided by disposal service, Burrtec.

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## V. Sphere of Influence

As a new city, a sphere of influence has not been established for the City of Eastvale, and one cannot be designated prior to the completion of a MSR. Through this MSR process we will establish a sphere of influence for the City of Eastvale. With the exception of accommodating a future technical boundary correction, it is anticipated the Eastvale will have a SOI coterminous with its corporate boundaries.

## VI. MSR Determinations:

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

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Police:

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### Road Maintenance:

Eastvale contracts with the County of Riverside for roadway and traffic signal maintenance. Otherwise, only road safety-related repairs and improvements would be performed throughout the City and utilizing Measure A and Gas Tax funding services as indicated in the City's Capital Improvement Program.

### Park & Recreation:

The City of Eastvale parks are operated by the Jurupa Community Services district (JCSD) and the Jurupa Area Recreation and Park District (JARPD), two independent special districts. JCSD provides park and recreation services to the City of Eastvale to the west of Hamner Avenue. JARPD provides park and recreation services to the east of Hamner Avenue and in the neighboring City of Jurupa Valley. This has caused some confusion to residents since there are two park and recreation service providers within the City. Both the JCSD and the JARPD have adopted their own parks master plans, which identify standards for public parks, desired locations for new facilities, and standards for the development of new parks. Until the City establishes its own parks operation in fulfillment of Policy OS-4, the City will work with JCSD and the JARPD to provide parks, recreation, and trails.

JCSD – In June 2012, the Planning Commission for the City of Eastvale approved a park plan on the southeast corner of Hamner Avenue and Citrus Avenue. Three private small parks are also planned in the area west of Archibald Avenue, south of Schleisman Road, and north of Chandler Avenue. A regional trail system is also in the workplan along the Santa Ana River and another trail in the southern portion of the City.

JARPD – The District has several facility upgrades and expansions identified in their Development Impact Fee Justification Study document. Currently, the City of Eastvale has no plans for new public facilities or expansion.

Although the city may provide park and recreation services anywhere within its boundaries on its own authority, it cannot accomplish a transfer of that function from the two districts unilaterally. In the case of the JARPD territory on the eastern edge of the City, two options are available. This area could be detached from JARPD, with the City assuming all responsibility for park and recreation services. Detachment could be initiated by any affected agency or by a petition of voters or landowners. Alternatively, JARPD could apply for the divestiture of the recreation and/or park services within the affected territory. By statute, divestiture of the power to provide functions or particular services may only be initiated by the subject district. In either case, the City and JARPD would need to address issues such as the acquisition of parks and disposition of CFDs that exist within the affected area.

A transfer of services from JCSD could only be accomplished through the divestiture process mentioned above. Since the District provides other key services, namely water and wastewater, that cannot be partitioned from the rest of the District, detachment is not an option. Again, discussions between the City and the District regarding CFDs, assessment districts and park acquisition would be required in advance of any application to LAFCO for divestiture.

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### Water & Wastewater:

Prior to incorporation, Jurupa Community Services District (JCSD) was the water and wastewater service provider and is still providing these services to the residents of Eastvale.

The source of water is the Chino groundwater basin, which is an adjudicated basin administered by Chino Basin Watermaster. JCSD has indicated to the City that there is sufficient capacity to meet the remaining 2006-2014 regional housing need, in addition to vacant land in the City.

### Solid waste collection and disposal services:

The primary waste hauler is Waste Management Inc. A portion of the city, a light industrial area in the north, is provided by disposal service, Burrtec.

### **(3) Financial ability of agencies to provide services.**

Not unlike most local public agencies across the State and within this County, revenues to the City of Eastvale, especially after the impact of SB 89 (Vehicle License Fees) which took away nearly \$3 million of Vehicle License Fee (VLF) revenue from the City to cover the State's deficit, have been reduced substantially.

The City of Eastvale currently has seven full-time and three part-time employees. The remaining staff members are employed by contract.

The first audit for FY 2010-11 (October 1, 2010 thru June 30, 2011) was completed and presented to the City Council on June 13, 2012. The audit concluded that the City has an accurate reflection of City finances. The audit for FY July 1, 2011 to June 30, 2012 has not been completed yet. Audited Financial Statements should be available by the end of November and will be posted on the City's website.

The City Council also adopted its FY 2012-13 Annual Operations Budget and Capital Improvement Budget on June 22, 2012. The audited General Fund Balance on June 30, 2011 was at \$3,958,155 and the unaudited balance on June 30, 2012 was at \$5,917,804. The estimated balance for June 30, 2013 is at \$4,735,558. The FY 2012-13 budget indicates that the City is operating at a deficit. However, the City has indicated that the budgets for 2011-12 and 2012-13 represented worst case scenarios. Furthermore, the City states that revenues received after preparation of the 2012-13 budget are in excess of budgeted revenue; therefore the adopted budget is not a fair indicator of the City's fiscal health. Of particular note is that sales tax revenues are well above those anticipated in the CFA, partially offsetting the VLF loss. Again, no VLF fees were received in the 2011-2012 Fiscal Budget and none were projected in the 2012-2013 Fiscal Budget.

It is suggested that the City wait until revenue levels return and stabilize before taking on new significant service obligations.

AB 1098 was recently passed by the Legislature. However, on Wednesday, September 19<sup>th</sup>, the Governor vetoed AB 1098 a bill that would have restored Vehicle License Fees (VLF) revenue to recently incorporated cities retroactive to July 1, 2012. It should also be noted that the City is obligated to begin its annual revenue neutrality payments to the County (approximately 1.4 million) in 2014. The City has the ability to pay a portion of this obligation

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from the Structural Fire Fund rather than from its General Fund. These payments coupled with the veto of AB 1098 will hamper the ability of the City to increase service levels in the near term.

#### **(4) Status of, and opportunities for, shared facilities.**

The City has indicated that there is no duplication of services or overlap of service responsibilities with another agency.

The City holds its Council, Planning Commission and Public Safety Commission meetings at Rosa Parks Elementary School located at 13830 Whispering Hills Drive, Eastvale, CA 92880. The Eleanor Roosevelt High School Library is also being used as a public library, which is located at 7447 Cleveland Avenue, Eastvale, CA 92880. Public access to the library is limited to after-school hours. There are no other facilities, other than the new fire station, that the City could share that are within the corporate limits.

#### **(5) Accountability for community service needs, including governmental structure and operational efficiencies.**

The City of Eastvale is committed to promoting active public participation and to creating a system of government truly representative of all its residents. The City has several methods to ensure that public processes are open and accessible to the public. The City's website was created to provide the community with up-to-date information on events, services, issues and all Council and Commission meetings. The City also relies heavily on social media such as Facebook and Twitter to distribute information to the public.

The Public Information Officer for Eastvale issues a press release/announcement and publishes it on the website. The press releases are then shared on the City's Facebook page and Twitter feed. Notifications are also released via e-mail, in which interested parties can subscribe to receive email notifications of different posts and announcements from the City's websites so users can stay engaged.

The City also participates in various community events to facilitate direct interaction with the public. At these events, the City typically sets up a booth, distributes flyers about City programs and services for the community, and answers questions from members of the public. The City also has a regular guest speaker at the quarterly Eastvale Town Hall Meetings, which are organized by residents. These meetings are informal in nature but have high turnout and provide opportunity for the City to communicate with the public, which serves as an additional outreach method.

When appropriate, the City publishes public meeting information in the Press Enterprise and posts meeting information at Rosa Parks Elementary School, the public library at Eleanor Roosevelt High School, and City Hall which is located at 12363 Limonite Avenue, Suite 910, Eastvale, CA 91752.

The City contracts for the performance of an independent audit each fiscal year to ensure the information in the financial statement is reliable. The audit for fiscal year 2010-11 was completed and presented to the City Council on June 13, 2012. The CPA firm of Teaman, Ramirez & Smith Inc. completed the audit of the City of Eastvale's financial statements for the year ending on June 30, 2011, and concluded that the City followed all accounting rules

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appropriately and that the financial reports are accurate representations of the City's financial conditions. The FY 2012-13 budget and FY 2010-11 audit report is available in the Finance section on the City's website.

The City has started to review the two park districts, Jurupa Community Services District (JCSD) and Jurupa Area Recreation and Park District (JARPD) to determine if the park & recreation functions can be transferred to the City. The possible transition is a goal of the City as stated in its General Plan.

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

The City has identified the following as an additional service issue:

*The City of Eastvale is providing fire services, to a portion of the City of Jurupa Valley, east of the Interstate 15, with no offsetting compensation.*

This statement is somewhat misleading. The City contracts with the County Fire Department, which operates a integrated, cooperative, regional fire protection system within the unincorporated County and the cities it contracts with. It is true that the current Eastvale Station would respond to calls within Jurupa Valley and that Eastvale receives no compensation for those calls. However, units from other stations, such as those in Norco and Jurupa Valley, also respond to calls in Eastvale, with no "compensation" for those calls received by the City of Norco or the County. Cities contract for the services provided by the integrated system, not an individual station.

In 2003, the Commission approved the Silver Lakes (LAFCO 2002-35-2) annexation to the City of Norco. There appeared to be a small error in the map & legal description which resulted to splitting of parcels between Eastvale and Norco along Hamner Avenue. Staff has held meetings between both Cities and they will be submitting a proposal to work on this technical boundary clean-up.