



CITY OF MENIFEE GENERAL PLAN

# DRAFT HOUSING ELEMENT 2008–2014







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**City of Menifee  
Community Development Department**

**DRAFT: July 18, 2012**



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# 1. INTRODUCTION

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## A. PLANNING CONTEXT

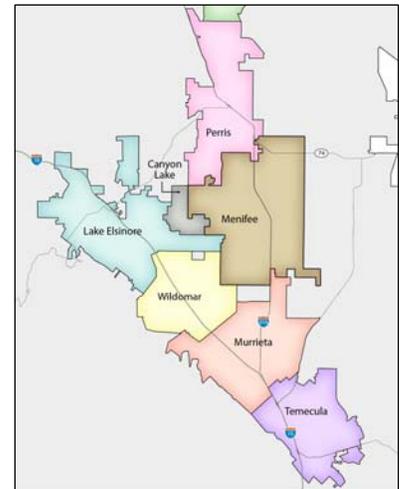
The City of Menifee is one of California’s newest incorporated communities, having incorporated in October 2008. Covering an area of 50 square miles, the City of Menifee is one of the largest communities in Riverside County. It is bordered to the north by Perris, to the south by Murrieta, to the west by Canyon Lake and Lake Elsinore, and to east by county area. Centrally located in southwestern Riverside County, the I-15 and I-215 provide direct access to the greater Inland Empire and San Diego region.

The City of Menifee offers a variety of distinctive living environments defined by topography, history, and rural-suburban settings. Sun City is a master-planned community for seniors built by Del Webb. Romoland was established in the late 1800s as a predominantly agricultural community. Quail Valley is a hilly and isolated residential community in west Menifee. Bell Mountain and other areas south of Garbani Road offer residents a more rural setting. And the Paloma Valley encompasses master-planned communities in Menifee.

Menifee incorporated because they desired a government structure made up of leaders who understood and represented Menifee’s unique values and priorities. The intent was to create and strengthen the City’s diverse array of communities and environments, which range from rural mountainous areas to urbanized activity centers; address the special needs of established residential communities such as Sun City, Quail Valley, and portions of Romoland; and celebrate the City’s unique attributes, such as its rural heritage, natural valley setting, and topography—all of which distinguish Menifee from other cities in the Inland Empire.

Although cityhood offers Menifee the opportunity for local governance and determining its destiny, it also brings challenges. Menifee is balancing meeting its housing needs, improving the transportation system, attracting businesses that offer jobs and tax revenues, protecting its environmental features, providing public facilities and community services, and preserving its rural lifestyle. Successfully navigating these challenges requires thoughtful planning, balancing of interests, and commitment to a shared vision.

The City of Menifee is committed to responding effectively to these challenges through its first General Plan and Housing Element. As expressed in the community’s vision and values, the City is dedicated to preserving the character of its diverse communities and neighborhoods while accommodating the demands and responsibilities of cityhood. These priorities underpin the City’s first housing element.



## B. REPORT CONTENT

The State of California recognizes that an adequate supply of affordable housing for all income levels is a fundamental need for all communities. To achieve that goal, it is critical that all local governments share in the responsibility of implementing solutions to address local and regional housing needs. To that end, all California local governments are required to prepare a Housing Element (or housing chapter of the General Plan) that specifies how the community will plan for its housing needs.

The detailed statutory requirements for preparing a housing element are codified in the California Government Code (sections 65580–65589). As stated therein, the Housing Element must contain an identification and analysis of its existing and projected housing needs; an analysis of the various governmental and nongovernmental constraints to meeting that need; and a series of goals, policies, and scheduled programs to further the development, improvement, and preservation of housing.

The Menifee Housing Element is organized into two separate volumes: the Housing Technical Report and the Housing Plan. The Technical Report is a reference document that contains a description of the City’s housing needs, and the constraints and resources to meeting those needs. The Housing Plan sets forth goals, policies, and programs to address those needs and is included as a chapter in the Menifee General Plan.

The Technical Report contains four sections:

- Introduction to the housing element, the statutory authority and requirements for the housing element, a description of the public outreach process, and relationship to other planning processes;
- Analysis of demographic, social, and housing characteristics; current and future housing needs due to population growth and change; and other factors affecting housing need;
- Analysis of governmental and nongovernmental constraints that affect the development, maintenance, and improvement of housing for all income groups and people with disabilities;
- Inventory of resources available to address the City’s housing needs, including available land for housing, as well as the financial resources and administrative capacity to manage housing programs.

The Housing Plan contains specific goals, policies, and implementation programs to address the development, improvement, and conservation of housing that will address current and future needs in Menifee.

## C. RELATED PLANS

The City of Menifee's 2008–2014 Housing Element is directly related to planning and policy documents mandated by the state of California and the federal government. The Housing Element is required to maintain consistency with each of them. The following list describes these documents and how the City will maintain consistency with each of them.

- **General Plan Consistency.** The 2008–2014 Housing Element is consistent with the other elements within the General Plan. The sites designated for housing in the Housing Element are capable of accommodating the City's entire regional housing needs allocation. The sites are consistent with the land use plan in the General Plan and the growth projections analyzed in the Environmental Impact Report. The City will maintain consistency between General Plan elements by ensuring that proposed changes in one element, including the Housing Element, are reflected in other elements when such amendments of the General Plan are needed. In this manner, the 2008–2014 Housing Element will maintain consistency.
- **Water and Sewer Services.** The Eastern Municipal Water District (EMWD) is responsible for providing water and sanitation services to Menifee residents and businesses. In accordance with state law, the City transmitted its 2008–2014 Housing Element to EMWD prior to submitting the draft to public review so that population projections can be incorporated into EMWD plans. This allows EMWD to plan for its water and sewer infrastructure and set priorities to serve affordable housing as required under Government Code 65589.7 should a shortfall in water or sewer service occur. EMWD does not anticipate a shortfall in water supply or sewer capacity that would preclude the City from meeting its affordable housing requirements.
- **Safety and Open Space and Conservation Elements.** As required by Section 65302 of the Government Code, cities must amend their safety and open space and conservation elements of the General Plan to include analysis and policies for flood hazard and management information. The City of Menifee is completing its first General Plan, including its Housing Element and will comply with these requirements. For example, the General Plan contains policies and programs to address future drainage and flood hazards for housing sites. Future updates of the Housing Element will incorporate any changes in flood hazard and management information.
- **Federal Consolidated Plan.** Prior to incorporation, Menifee was a member of the Riverside Urban County Consortium and participated in countywide efforts to receive housing and community development funds. In 2012, Menifee adopted its first Consolidated Plan to become an entitlement jurisdiction and be eligible to receive community development block grant funds directly from the federal government. The housing and community development needs identified during this effort and the program commitments are consistent with those identified in the Housing Element and so the two planning efforts are complementary.

## D. PUBLIC OUTREACH

California law requires that local governments include public participation as part of the housing element. Specifically, Government Code 65583(c)(7) states “that the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.” State law does not specify the means nor methods for participation; however, it is generally recognized that the participation must be inclusive.

As part of the General Plan, the City of Menifee conducted an extensive public engagement program to solicit views from the community. Described below, these forums offered input for the housing element:

- 3 Consolidated Plan Workshops
- 5 Community Workshops
- 1 Citywide Vision Workshop (March 11, 2010)
- 18 General Plan Advisory Committee Meetings (2010)
- 10 Planning Commission Meetings
- 3 City Council Meetings
- 1 Public Hearing for Release of the Draft Housing Element to HCD

### **Consolidated Plan Workshops**

The City of Menifee adopted a formal public participation plan, as required for communities seeking to become federal entitlement jurisdictions. The City held six meetings to define housing, community development, and service needs in Menifee. Notices were sent to all known service providers operating in the City and the local newspaper, and were posted at the City Hall, Paloma Valley Library, Sun City Library, Romoland Library, Senior Center, and Community Center. The City involved the Menifee Citizens Advisory Committee (a 13-member advisory board created by City Council) in the consolidated plan. Phone interviews were also conducted with various housing, fair housing, and public service agencies serving the City of Menifee.

As part of the consolidated plan needs assessment process, the City of Menifee issued a community survey to determine the most important housing services desired by residents. Of the 22 housing subcategories, property maintenance was deemed the issue that warranted the highest priority for addressing local housing needs. Public services and community facilities for youth (e.g., youth center, parks, and recreational services) garnered significant community support due to the many families living in Menifee. As an indication of the difficult economic times in the Inland Empire, job creation and crime awareness and prevention were also of high concern.

### **General Plan Neighborhood Workshops**

The City of Menifee held four general plan visioning workshops for neighborhoods in 2010. These neighborhood workshops were held in the evening in various venues and were attended by an average of 25 to 50 residents and stakeholders. The workshops were designed for residents to express issues of concern so that priorities could be determined while developing the General Plan and drafting the land use plan alternatives and the goals, policies, and programs to be implemented.

- February 22, 2010 (Romoland Visioning Workshop)
- February 24, 2010 (Sun City Visioning Workshop)
- February 24, 2010 (City Hall Visioning)
- February 25, 2010 (Quail Valley Visioning)
- March 10, 2010 (Stakeholder Group)

With any inaugural General Plan, the community will have different desires about the future, which will at times result in conflict. The impact of changes occurring around Menifee, state mandates, and the desire to preserve the quality of life—these are just some of the issues to resolve. With respect to housing, the primary concern was the impact of foreclosures on neighborhoods, followed closely by concerns about housing quality and code enforcement and the impact of increased density of housing in certain areas of the City. Infrastructure concerns were also raised in communities such as Quail Valley and Romoland.

### **General Plan Advisory Committee**

The Menifee City Council appointed a 17-member general plan advisory committee (GPAC) to help inform the development of the general plan. Over the course of 18 meetings in 2010, plus a mobile tour, attendees discussed issues such as land use, community character, demographic trends, and the need to accommodate existing and future housing growth needs in Menifee. In addition, the discussion focused around the need and role for mixed-use and multiple-family housing products at a density sufficient to facilitate the lower income housing allocation to address statutory requirements. These discussions underscored the need for policies in the General Plan to preserve the uniqueness of different neighborhoods in Menifee.

The GPAC meetings were duly noticed public meetings, therefore open to all stakeholders, the public, and members of the local press. Prior to each meeting, the City of Menifee widely advertised the meetings and invited residents, businesses, and other interested stakeholders to participate. Meetings were noticed four ways: 1) agenda posting on the City's website, 2) agenda posting at Kay Cenicerros Center, Sun City Library, and City Hall, 3) agenda emailed to persons requesting notices of public meetings, and 4) publication in the "Calendar" on the front page of the City's website. The meetings were also covered by the local *North County Times*.

### **Public Hearings**

Following the GPAC meetings, the Planning Commission held an additional 10 public meetings during 2011 to respond to the issues presented by the GPAC. Six of the meetings focused on the Regional Housing Needs Allocation (RHNA) and how to effectively plan for housing sites to accommodate the RHNA. The Planning Commission recommended approval of the draft land use map to the City Council at their January 10, 2012, meeting. The City Council also met three times on the draft land use map (January 17, 2011, February 7, 2012, and February 21, 2012).

Like the GPAC meetings, the public hearings were duly noticed public meetings, therefore open to all stakeholders, the public, and members of the local press. Prior to each meeting, the City of Menifee widely advertised the meetings and invited residents, businesses, and other interested stakeholders to participate. Public hearings were noticed the same four ways as the GPAC meetings: 1) agenda posting on the City's website, 2) agenda posting at Kay Cenicerros Center, Sun City Library, and City Hall, 3) agenda emailed to persons requesting notices of public meetings, and 4) publication in the "Calendar" on the front page of the City's website. The meetings were also covered by the local *North County Times*.

Participants raised issues regarding the future of Menifee. It became apparent that the City must prioritize economically sustainable strategies for commercial and industrial development along I-15 and I-215. State housing law required accommodating the RHNA, so specific sites were redesignated to achieve housing goals. Finally, considerable discussion occurred regarding how to maintain a rural lifestyle in specific areas of Menifee where animal keeping, ranching, and agriculture could continue. These required additional land use changes, reflected in the land use map, and tailored strategies to meet the needs of the diverse communities in Menifee.

Prior to submitting the draft Housing Element to the Department of Housing and Community Development (HCD), the City Council held one more public hearing to review the draft and consider public comments. The City followed the same noticing protocol for the public hearing as the prior public hearings. To address requirements in State law, additional outreach was made to encourage nonprofit service providers, affordable housing developers, and stakeholders to attend and participate at the City Council meeting. The meeting drew more than 100 people, with comments offered by residents, business, and Habitat for Humanity. After considerable discussion, the City Council approved release of the draft housing element to HCD.

# 2. HOUSING NEEDS

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To provide a context for housing planning, this chapter provides an overview of Menifee and discusses a variety of demographic, economic, housing, and special needs characteristics and trends to identify issues that affect the City’s existing and future housing needs.

## A. DEMOGRAPHIC TRENDS

### POPULATION GROWTH

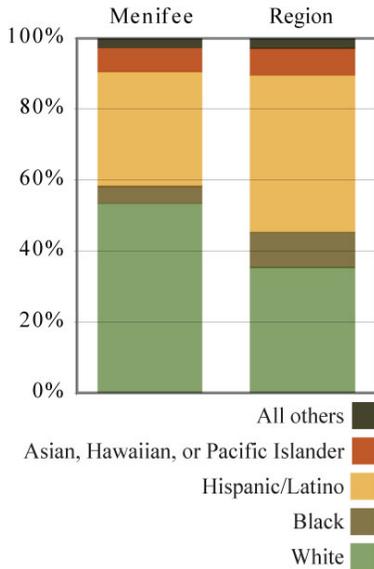
Today, the City of Menifee is the eighth most populous city in Riverside County, with a population of 77,519 as of the 2010 Census. As a new community spanning 50 square miles, Menifee is anticipated to experience moderate population growth into the future. According to the Menifee General Plan, the City’s population could increase to approximately 161,000 residents by buildout, which is less than originally planned under the Riverside Integrated Comprehensive Plan.



The vast majority of housing growth in the community is slated for master-planned communities approved over the last decade prior to the City’s incorporation. The primary task for this 2008–2014 Housing Element is not to determine or direct the full residential development of the community. Rather, this Housing Element focuses on how to address anticipated population growth within a more defined period, 2008–2014. Subsequent housing elements will focus on a longer periods of time.

**POPULATION CHARACTERISTICS**

Population characteristics have an important influence on housing need. Race and ethnicity play a role, but age characteristics clearly have the greatest influence on housing needs. These population characteristics and their corresponding impacts on housing need in Menifee are discussed below.

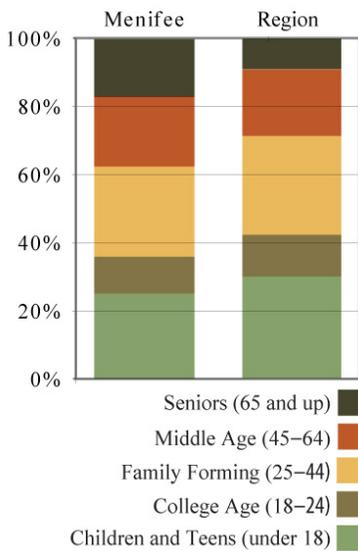


**Figure 1: Race/Ethnicity**

**Race and Ethnicity**

Menifee has a more homogeneous population makeup than surrounding communities: 54% of Menifee’s residents are White compared to 36% in nearby cities. Menifee and the region both have a significant Hispanic population (Figure 1). According to the 2010 Census, 33% of Menifee residents identify themselves of Hispanic/Latino origin versus 44% in surrounding cities. In addition, the African American population comprises 10% of the region (versus only 5% of Menifee) and Asians comprise 7% of the region (versus only 5% in Menifee).

Looking toward the future, race and ethnic changes in Menifee’s population is expected to generally mirror larger regional population trends, all other things being equal. These changes shape housing needs in Menifee to the extent that household and economic characteristics differ between race and ethnic groups. For example, Hispanics generally have a larger average household size than other groups. Thus, a large increase in Hispanic households over time would gradually result in different housing needs than the same increase in White households.



**Figure 2: Age Characteristics**

**Age Characteristics**

The age of residents is an important factor in determining the types of housing, health care, and public services needed in Menifee. The City’s population is generally older than that of the region, with a median of 38 versus 31 years (Census 2010). This is due to the sizeable senior population residing in Sun City, a master-planned senior community. As shown in Figure 2, Menifee has a proportionally smaller population of all other age ranges compared to the region. Families make up a slightly smaller portion of all households in the City than they do in the region.

Traditionally, younger adults prefer apartments, condominiums, and smaller single-family units that are affordable. Middle-aged adults and families prefer larger homes that offer the space to more easily accommodate children. Seniors often prefer smaller units that are more affordable and easily maintained. Therefore, it Menifee’s existing population (specifically baby boomers) continue to age and younger families continue to migrate to the community, this may increase the demand for smaller and more affordable housing products than built in recent years in Menifee.

## HOUSEHOLD CHARACTERISTICS

Household type also influences housing need. For instance, single-person households often occupy smaller apartments or condominiums, such as one-bedroom units. Couples often prefer larger single-family homes, particularly if they have children. These patterns underscore the need for a diversity of housing opportunities for people of all ages and income.

### Household Type

The City of Menifee has about 27,461 households according to the 2010 Census. With respect to household type, a smaller proportion of Menifee’s households are families (71%) than in the region (82%). This difference is due in part to the high proportion of single seniors in Sun City. Menifee has almost twice the proportion of single persons (24%) than surrounding communities (13%). Moreover, only 31% of Menifee’s households are married couples with children versus 36% of households in the surrounding region (Figure 3).

Looking forward to the future, the household composition of Menifee should continue to mirror patterns of population growth and change of southwestern Riverside County as a whole. The City of Menifee has several very large master-planned communities (e.g., Audie Murphy, The Lakes, and others) approved for the development of single-family homes in traditional residential neighborhoods. As specific plans are developed, the single-family neighborhoods will attract families with children, mirroring the demographic trends in southwestern Riverside County.

### Household Size

Although generally a community of single-family housing, the average size of households residing in Menifee is approximately 2.8 persons per household—significantly lower than the average household size of 3.5 persons in surrounding communities (2010 Census). This is because more than 56% of Menifee households are one or two-person households compared to 36% in the region. Moreover, Menifee also has a smaller proportion of large households with five or more persons—16% versus 26% in the later region. The result is a smaller household size in Menifee compared to the region.

Menifee’s small average household size is due in part to the significant senior population living in retirement communities. For example, Sun City has an average household size of only 1.3 persons. However, these characteristics are markedly different elsewhere. If the City’s senior population is excluded, Menifee’s average household size is significantly higher, at 3.6 persons. In contrast, the average household size is 3.1 in Murrieta and 3.8 in Perris. Since 2010, the majority of single-family homes being built in the community are larger 3-, 4-, and 5- bedroom units, which suggests that the average household size is anticipated to increase in the future.

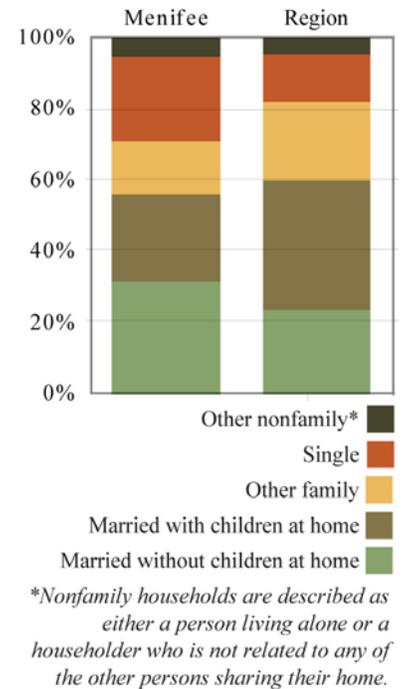


Figure 3: Household Types

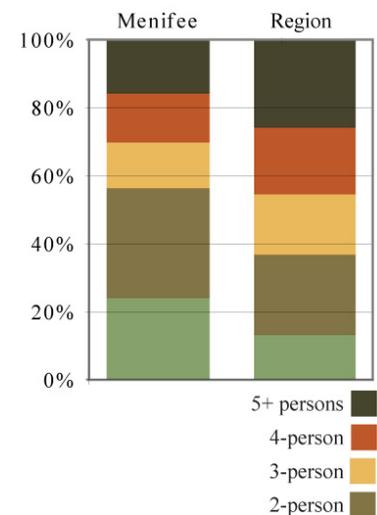


Figure 4: Household Size

### ECONOMIC CHARACTERISTICS

Economic characteristics, such as the employment rate, also affect housing needs of residents. In 2009, approximately 25,071 (49%) of Menifee residents older than 16 years were in the labor force (Claritas 2009). This compares to a labor force participation of 64% in the region and 62% statewide. A higher number of retirees in Menifee versus other communities explain the majority of the difference in labor force participation rates. No unemployment figures are available for Menifee, albeit unemployment in Romoland and Quail Valley are estimated at above 20% (EDD 2010).

As shown in Table 1, Menifee residents work in three key business sectors—goods producing, knowledge-based, and health and education. These three sectors account for 70% of jobs held by Menifee residents. In contrast, 83% of all jobs located in Menifee are in these three sectors. However, it is important to note that employers in Menifee’s job base offer only one-third of all jobs needed to support Menifee residents, meaning that many must commute to surrounding communities.

Jobs-housing balance is an important issue for the community. In 2006, the Menifee area had 0.9 workers (employed and those looking for work) per household and 0.5 jobs per household. Taken as a whole, cities in the region had 1.3 workers per household and 0.9 jobs per household. Even though the City has fewer residents in the labor force, it still provides even fewer jobs per resident worker than the other cities in the region, resulting in longer commutes for its residents.

As of 2007, jobs in Menifee provided, on average, an annual wage of \$32,026. This is on par with the average annual wage of \$32,678 for Riverside County.

**Table 1: Employment in Menifee**

Economic Sector	Jobs of Residents		Jobs in Menifee	
	Jobs	Percent	Jobs	Percent
Goods Production	4,587	20%	1,226	16%
Utilities & Distribution	2,001	9%	165	2%
Retail, Services, Entertain.	2,629	11%	538	7%
Knowledge-Based	5,101	22%	2,626	35%
Health and Education	6,568	28%	2,374	32%
All Other Sectors	2,389	10%	595	8%
Total	23,275	100%	7,524	100%

Source: LEHD, 2009 for Menifee.

Notes:

- Goods Producing—forestry, fishing, agriculture; mining; construction; manufacturing.
- Utilities & Distribution—includes utilities; wholesale; transportation and warehousing.
- Retail, Service, Entertainment—includes retail, food and accommodation; entertainment.
- Knowledge-Based—includes professional, scientific, technical; information, finance, etc.
- Health and Education—includes predominantly health care and educational services.

## HOUSEHOLD INCOME

Along with housing costs, household income is the most fundamental factor affecting housing opportunity. According to Claritas, the City's median household income in 2010 was approximately \$61,000, or 10% below the median income for the region. Shown in the sidebar, 47% of Menifee households earn below \$50,000 per year, compared to 36% in the region, while 19% of Menifee households earn above \$100,000 per year, compared to 26% of households in the region (Figure 5).

The State of California Department of Housing and Community Development surveys households in each county on an annual basis to determine the median income. The median income is also adjusted for households of different sizes. Households are then grouped into four income groups for purposes of determining the need for assistance. Based on 2010 categories, these income groups and thresholds are:

- **Extremely low:** households earning up to 30 percent of CMFI, or a maximum income of \$19,500 for a household of four.
- **Very low:** households earning 31 to 50 percent of CMFI, or a maximum income of \$32,500 for a household of four.
- **Other Low:** households earning 51 to 80 percent of CMFI, or a maximum of \$52,000 for a four-person household.
- **Moderate:** households earning 81 to 120 percent of CMFI, or a maximum income of \$78,000 for a household of four.
- **Above Moderate:** households earning above 120 percent of CMFI, which is more than \$78,000 for a household of four.

Table 2 details the income distribution of households in Menifee. Shown below, the percentage of Menifee residents who are homeowners is significantly less for lower income households and significantly higher for moderate income households. In contrast, the majority of renters earn either low or moderate incomes—a similar pattern in all communities.

**Table 2: Household Income Distribution**

Income Category	Total	
	Total Number of Households	Percent of Total Households
Extremely Low Income	2,865	11%
Very Low Income	3,675	15%
Other Low Income	4,417	18%
Moderate Income	4,599	18%
Above Moderate Income	9,451	38%
Total	25,676*	100%

Source: Southern California Association of Governments, 2011.

Notation:

The total households by income level are from a special run of the 2005-2009 ACS used for federal housing planning purposes. This total will differ from subsequent ACS updates and 2010 Census. When this ACS special run is revised, the revised totals will be included herein.



**Figure 5: Resident Incomes**

## B. HOUSING CHARACTERISTICS

This section describes and analyzes various housing characteristics and trends to provide a basis for assessing the match between the demand and supply of available housing for the community. These include housing growth trends, housing characteristics, age and condition of housing, housing prices and rents, and homeownership rates.

### HOUSING GROWTH AND COMPOSITION

As of 2010, single-family housing constitutes 88% of all housing in the city of Menifee (ACS, 2005–2009). Menifee’s proportion of single-family homes is significantly higher than that of neighboring cities. Mobile homes are also particularly more common in Menifee (8%). Multifamily housing (e.g., apartments and townhomes) represents only 5% of housing units—significantly lower than in the region.



**Table 3: Housing Composition in Menifee**

Income Category	Housing Composition	
	Number of Units	Percent of Units
<b>Single Family</b>		
+ Single-Family Detached	23,139	85%
+ Single-Family Attached	898	3%
<b>Multiple-Family</b>		
+ Multiple-Family (2 to 4 units)	452	3%
+ Multiple-Family (5 or more)	509	2%
Mobile Home Units	2,203	8%
Total Number of Units	27,201	100%

Source: California Department of Finance, 2010.

Three larger apartment projects have been built in Menifee in recent years. These projects are the Cantabria Apartments (230 units), the Antelope Ridge Apartments (248 units), and the Enclave Apartments (336 units). In addition, the Kensington Apartments will add another 221 senior apartment units. However, neither Cantabria nor Antelope Ridge is reflected in the 2010 Department of Finance (DOF) housing unit estimates (issued in May 2010). DOF 2011 estimates are now benchmarked against the 2010 Census. The Census no longer releases housing estimates by different types of units.

The City of Menifee also has four very large mobile home parks—the Sun Meadows Park (392 units), Sun City Mobilehome Estates (332 units), BelAir Mobile Estates (200 units), and Hillside Mobile Home Estates (270 units). Menifee also has a 523-unit Wilderness Lakes Mobile Home Park, which is a recreational vehicle park. A significant number of individual mobile homes and manufactured homes are in Quail Valley, Romoland, and other rural residential areas. However, the California Department of Finance currently has inaccurate information on the number of mobile home units.

## HOUSING TENURE

Tenure refers to whether a household owns or rents a home. Ample homeownership and rental opportunities allow people of all incomes and household sizes to choose the type of housing and location best suited to their needs and preferences. Vacancy rates, in combination with housing tenure, also affect the price and rents charged for housing.

### Homeownership

The American dream is intertwined with homeownership, which is often associated with independence, economic success, safety, and family. Ownership commits the owner to a long-term economic relationship with the home, typically resulting in increased investment into the property, which in turn increases property values within a neighborhood. Home investment and the physical presence of homeowners are thought to also improve the quality and stability of residential neighborhoods. The City of Menifee has made it a priority to encourage homeownership opportunities.

In the City of Menifee, 77% (21,104) of households own a home and 23% (6,357) rent a home (Census, 2010). In surrounding cities, the homeownership rate is lower—68% of the units are owner occupied and 32% are renter occupied. Menifee’s rate of homeownership is significantly higher than the average for the region. The City’s higher homeownership rate is primarily due to two reasons: 1) the higher proportion of single-family units compared to apartments; and 2) the relatively affordable price of homes compared to other cities that allows a higher proportion of residents to purchase a home. This ratio will change over time as other areas of the community are developed.

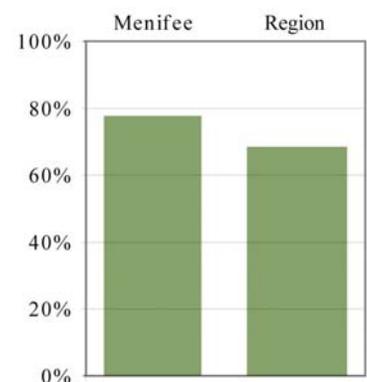


Figure 6: Homeownership Rate

### Vacancy Rates

Housing vacancies are a measure of how well the supply of housing matches the demand for specific types of housing. Typically, housing vacancy rates of 5% to 6% for apartments and 1% to 2% for homes are considered optimal. This amount of housing vacancies assures that consumers have sufficient choices for different types of housing products, that prices are generally moderated, and that developers have a financial incentive to continue building housing. Higher vacancy rates are considered to be excessive as they lead to price depreciation. Lower vacancy rates are also not desirable; they indicate a tight market and cause housing rents and prices to increase.

According to the 2010 Census, the City of Menifee’s housing vacancy rate is estimated at 9.3%, which is slightly higher than the 8% in surrounding cities. Menifee vacancy rate is 4.1% among owner-occupied units and 6.8% among renter-occupied units. Compared to the market equilibrium rates, the City’s higher vacancy rates are due to the economic downturn, the wave of foreclosures still available in the Inland Empire, and continued instability in the housing market. REALFACTS reports that apartment occupancy rates appear to have stabilized in 2011. And although the ownership market will take longer to fully recover, developers are still building new homes.

### HOUSING AGE AND CONDITION

Well-maintained housing is important to residents who take pride in the quality of life offered in Menifee. Well-maintained housing stabilizes property values, attracts residents to a community, and contributes to neighborhood quality. The City’s housing stock has a large number of new homes built during the building boom of the 2000s. Relatively few of the single-family residences in the city, except in Quail Valley and Romoland, were built prior to 1960. Nonetheless, housing age and condition remain a concern in Menifee.

#### Housing Age

The age of a housing structure is often an indicator of housing conditions. Homes generally begin to show age after 30 years and require some level of maintenance. This typically includes roof repair, painting, landscaping, and exterior finishes. Homes between 30 and 50 years typically require more significant maintenance and even renovation. Generally, homes built 50 or more years ago (unless well maintained) are more likely to require substantial repairs or need renovation to meet current building codes.

Another concern related to the age of housing is lead-based paint hazards. Homes built prior to 1978 typically contain lead-based paint. Lead-based paint can cause a number of hazardous health conditions for children (specifically developmental delays). Health hazards occur when the paint chips and is inhaled by residents, particularly children. Since 1978, the federal government has banned the use of lead-based paint. Still, older homes may still need to paint over lead-based paint or remove peeling paint.

Table 4 shows the year when housing was built in Menifee. Generally speaking, Menifee has a larger share of new housing than most communities in Riverside County due to the recent building activity. The City also has relatively few apartment buildings and, for those presently in Menifee, the majority was built in recent years. The older residential buildings are generally concentrated in rural residential areas, Quail Valley, or Romoland.

**Table 4: Year Housing Built**

Decade Built	Year Housing Built	
	Number of Units	Percent of Units
Built 2000 or later	9,437	35%
Built in 1990s	5,061	19%
Built in 1980s	5,912	22%
Built in 1970s	2,934	11%
Built in 1960s	3,033	11%
Built before 1960	824	2%
Total	27,201	100%

Source: American Community Survey, 2005–2009.

## Housing Conditions

Menifee's housing stock is relatively new and in good to excellent condition. The vast majority of housing (99%) has complete plumbing and kitchen facilities, and only 2% of the homes lack any heating at all. The quality of housing distinguishes Menifee from many older communities in the region. However, given the expansive size and diversity of the community, different neighborhoods of the city have some unique housing needs.

- **Master Planned Communities.** Single-family homes in Menifee, such as those in Heritage Lakes and Menifee Village, are relatively newer. The majority of homes were built during the last 20 years. Except for some of the single-family homes that are in foreclosure, homes are in excellent condition with minimal maintenance required. There are also no neighborhood preservation issues. In an effort to address foreclosures, the City passed Ordinance No. 2009-38, which requires that homes be appropriately maintained and not become a public nuisance.
- **Sun City.** Developed from 1960–1980, Sun City has a mix of single-family homes, apartments and mobile homes. As an age-restricted community, homeowner turnover is common and homes are inconsistently maintained. In addition, although well maintained, many of the apartment projects are older and may require repair or rehabilitation in the foreseeable future. Habitat for Humanity is working with the Sun City Civic Association to offer free repair services to address some of the unique needs of this community. This organization provides repairs to approximately 60 homes annually.
- **Quail Valley and Romoland.** Both neighborhoods are the oldest in Menifee and have housing and neighborhood challenges. Quail Valley lacks complete sewer and water infrastructure, has failing septic systems, and is under a building moratorium. In Romoland, the area lacks complete infrastructure and consistent upkeep. Of the 2,100 homes in these areas, about 180 single-family units and 20 mobile homes need rehabilitation, and 10 single-family units and 25 mobile homes are substandard.
- **Rural Areas.** The City of Menifee also has several rural residential areas, located predominantly in the area south of Garbani Road. The area has developed into a mix of single-family homes on larger lots. Animal keeping and agricultural uses are permitted. Housing quality is mixed and ranges from 17-acre manicured estates to small unpermitted structures. The majority of the area is on septic systems and water is provided with wells. No particular housing conditions have been reported.

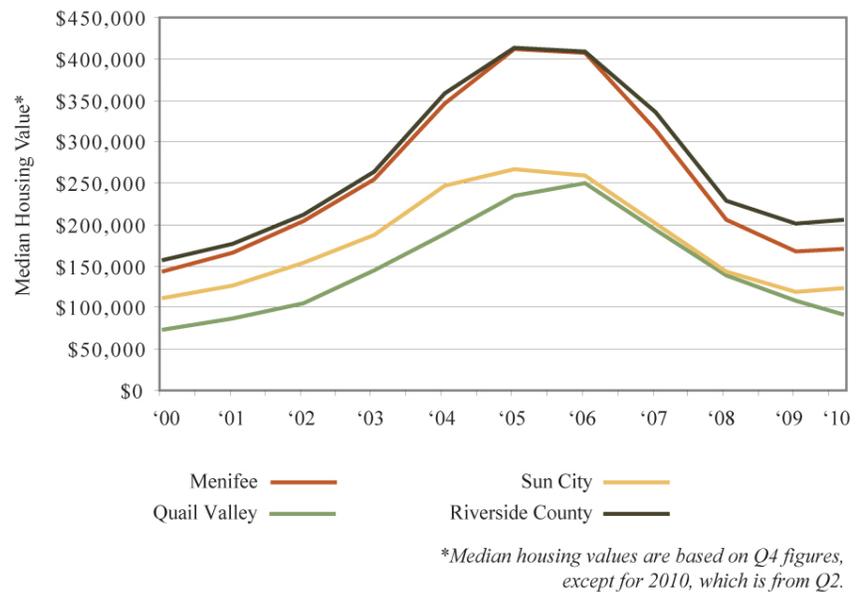
Taken together, the City of Menifee's housing stock is relatively new and in good to excellent condition. However, the Quail Valley and Romoland areas have a significant number of housing units requiring major rehabilitation. Sun City also has older housing, but the primary need is maintenance and repair. The Housing Plan proposes working with nonprofit organizations to address some of the need. However, because of the elimination of redevelopment funds and cutbacks in federal funding, new funding sources will be needed.

**HOUSING PRICES**

Southwest Riverside County has experienced unprecedented changes in the prices of new and existing homes. From 2000 to 2006, the median price for a single-family home increased by nearly 200%, from \$150,000 to an all-time high exceeding \$400,000. However, as the recession has impacted the region, housing prices plummeted 50% in just a few years (Figure 7). Housing prices appear to have stabilized since 2010.

**Single-Family Homes**

Housing prices and trends in Menifee mirror those in Riverside County, although homes in Sun City and Quail Valley have traditionally sold at prices significantly lower than the County of Riverside as a whole. As of 2010, the median sales prices in Menifee are \$123,000 for Sun City, \$200,000 for Romoland (e.g., Heritage Lakes), \$82,500 for Quail Valley, and approximately \$222,000 for other areas in Menifee.



**Figure 7: Housing Price Trends in Menifee and the Region**

The UCLA Anderson Forecast predicts that the housing market in the Inland Empire will continue to be slower than expected through 2014. Despite this subdued assessment, several residential developers remain active in the Menifee area and are currently taking orders for new homes. Compared to other communities in the region, the City of Menifee remains one of the more attractive places to build due to its relatively larger supply of affordable housing that matches the price points desired by buyers in the market.

## Apartments

In contrast to single-family homes, which soared and then plummeted with the economy, apartment rents increase at a more gradual rate with inflation. Table 5 indicates the rents charged for Class A and B apartment projects (100 units and more) built and planned in Menifee in the past decade. Apartment rents average \$900 for one-bedroom units, \$1,200 for two bedroom units, and \$1,500 for three bedroom units. Apartment rents have increased in the past few years, reflecting a growing demand for rental units. However, rents for senior projects (e.g., Kensington, Halter Hillside, and Villa La Paz) are priced significantly lower, reflective of the intended occupancy.

**Table 5: Apartment Rents in Menifee**

Projects	Units	Average Rent by Unit Size		
		1 bed	2 bed	3-bed
<b>Senior Apartments</b>				
Halter Hillside	116	\$625	N/A	N/A
Villa La Paz	96	\$750	\$850	\$950
Kensington	221	\$900	\$1,250	N/A
Vineyards	80	\$450-\$700	\$450-\$750	N/A
<b>Family Apartments</b>				
Valley View	108	none	\$850	N/A
The Enclave	336	\$800-\$1,100	\$1,000-\$1,300	\$1,400-1,600
Cantabria	230	\$1,000-\$1,300	\$1,300-\$1,600	N/A
Antelope Ridge	248	\$1,000-\$1,200	\$1,200-\$1,600	N/A

Source: Internet Search; RealFacts 2010. Rents are rounded up to the nearest \$25.

## Mobile Homes/Manufactured Housing

Mobile homes and manufactured housing provide an important source of affordable housing for seniors and families in Menifee. According to Zillow.com, mobile homes and manufactured housing prices range from as low as \$30,000 to \$100,000 depending on the location, type of unit, and size of parcel. Mobile homes and manufactured housing are located on multiacre residential or agricultural lots in many areas. Mobile homes located in Quail Valley and Romoland, like other products, are generally more affordable than housing in newer developing areas of Menifee, such as Heritage Lakes.

Recently, the City of Menifee has been facilitating the production of a new type of manufactured housing product referred to as precision built housing. RSI Development, based in Mira Loma and Irvine, is building 103 new housing units in a standard residential subdivision in central Menifee. These factory-built housing units are shipped to and assembled at site. They are built on larger lots than mobile homes (e.g., 7,500 square feet and larger), offer a greater level of amenities, and sell within the price range of \$140,000 to \$200,000 depending on amenities and lot size. These homes have become very popular and in high demand by families looking for a starter home.

## HOUSING AFFORDABILITY

Housing affordability refers to how much a household can afford to pay each month for an apartment, townhome, or single-family home. Typically, housing affordability is defined as the ratio of housing expenses to income, referred to as a “cost burden.” It is assumed that households should not spend more than a certain proportion of income toward housing expenses; otherwise, they are deemed to be overpaying for housing.

In calculating housing affordability, several factors are considered:

- **Cost Burden.** Cost burden refers to the percent of income paid for housing. Typically, the housing industry assumes that the “affordable” payment for a homeowner should range from 30% to 40%, with the latter figure being used in the California Association of Realtors’ first-time homebuyers’ index. For renters, the appropriate cost burden also varies from 30% to 40%, with the latter being used under the federal housing choice voucher program. The Health and Safety Code uses 35% as the appropriate cost burden. This housing element uses a midpoint cost burden of 35% for ownership (as many expenses are tax deductible) and 30% for renters as the threshold.
- **Household Income.** The federal government conducts income surveys to determine affordable housing costs for families of different sizes. The family income increases proportionally with number of family members. HUD uses the “2+1 standard”; a home can accommodate two people per bedroom plus one occupant. We assume a more conservative occupancy rate where two residents are assumed per bedroom. Any unit having three or more bedrooms is assumed to accommodate a five-person household. Senior units are assumed to accommodate no more than two persons.
- **Mortgage Expenses.** A mortgage payment typically includes several components—loan principal, interest, taxes, and insurance (PITI). Whereas in past years, variable rate loans were common, prospective buyers and lenders are more conservative and seek more predictable loan terms. When evaluating available loan options, buyers tend to seek conventional loans, with both a fixed 5% interest rate and a 30-year term. For purposes of calculating affordability, we assume a conventional 30-year, FHA-insured loan at 5% interest in the housing affordability calculation. This is a conservative measure, as many larger developers in Menifee offer lower interest rates or financial breaks to wrap closing costs into the loan.
- **Homeowner Association Fees.** Owners of condominiums or planned residential developments often pay homeowners association fees to cover the maintenance and repair of common grounds, pools, and recreational amenities. In some cases, these cover home repairs. Lenders have the option of including homeowners association fees in the mortgage qualification process or as an after-tax expense outside of the process. If included up front, every \$100 in HOA fees typically reduces the maximum affordable home purchase price by \$15,000. Of all the builders in Menifee, only two homeowners associations charged fees above \$80 per month.

The housing model includes the maximum affordable price that could be afforded without a homeowners association fee. When calculating the affordability of a specific housing project, the housing price equivalent of the project-specific is deducted from the maximum affordable home price. By way of example, if the maximum supportable home sales price is \$230,000 for a four-person household and the project has a \$100 per month HOA fee, the price is reduced \$15,000 to \$218,000.

- Tax Benefits.** Homeowners can deduct the amount paid for mortgage interest, taxes, and property mortgage insurance from income taxes. By adjusting personal exemptions on a W-2, these savings can be earned monthly and used to pay for HOA fees. The tax savings can be calculated by: 1) multiplying the federal and state tax rate by the sum of mortgage interest, taxes, and PMI; and 2) subtracting the standard deduction for a household. The net tax benefit for a low income household is an average of \$1,000 per year. Although many households also received state and federal tax credits, this was excluded in the affordability analysis.

Table 6 shows the amount that a household of different sizes and income levels can afford to pay for a single-family home and apartment unit.

**Table 6: Affordability of Housing in Menifee**

Income Category <sup>1</sup>	Household and Unit Size			
	2-Person (1 bd unit)	3-Person (2 bd unit)	4- Person (2 bd unit)	5-Person (3 bd unit)
<b>Home Price<sup>2</sup></b>				
Extremely Low	\$63,400	\$71,400	\$79,300	\$85,600
Very Low	\$116,700	\$133,100	\$149,500	\$157,500
Low	\$186,700	\$210,000	\$233,400	\$252,100
Moderate	\$280,000	\$315,000	\$350,100	\$378,000
<b>Monthly Rent<sup>3</sup></b>				
Ext. Low	\$390	\$439	\$488	\$527
Very Low	\$650	\$731	\$813	\$878
Low	\$1,040	\$1,170	\$1,300	\$1,404
Moderate	\$1,560	\$1,755	\$1,950	\$2,106

Source: The Planning Center|DC&E, 2010.

Notes:

- 2010 HCD Income Limits for a four-person family based on surveys by the U.S. Department of Housing and Urban Development for Riverside County.
- Assumes 30-year fixed mortgage, 10% down payment, 5% interest rate, standard expenses, and maximum payment of 35% of income toward housing.
- Monthly affordable apartment rent based on two-bedroom units with monthly payments of less than 30% of gross household income and \$100 monthly utility payment.



*This single-family home in Menifee Lakes, built in 2007, sold for*

### **Housing Affordability by Income Level**

In contrast to more built-out communities, the City of Menifee is noted for its relatively larger supply of affordable market rate housing. The following summarizes the general affordability of rental and ownership housing to different income groups based on the assumptions in Table 6. This analysis will be used later in this Housing Element to determine the affordability of new housing built in Menifee.

- **Extremely Low Income.** Extremely low income households can afford a home priced from \$63,400 to \$85,600, depending on the household's size. The only new homes affordable to this income group are older mobile homes and condominiums, which sell from \$30,000 to \$100,000. Apartments are not affordable to extremely low income households, except for publicly subsidized projects such as the Vineyards and Halter Hillside. According to Redfin, more than 500 homes, mostly in Quail Valley and Sun City, resold at a price affordable to extremely low income households.
- **Very Low Income.** Very low income households can afford a home priced in Menifee from \$100,000 to \$140,000, depending on the household's size. According to Redfin, more than 2,500 homes sold at prices up to \$150,000. This includes single-family homes, condominiums, and mobile homes. Most are located in Quail Valley, Sun City, and Romoland. Though not new construction, many of the affordable single-family homes were 1,200 to 1,750 square feet in size, on standard residential lots, and were built during the 1990s. In contrast, the only apartments affordable to very low income households are the publicly subsidized mentioned earlier.
- **Low Income.** Low income households can afford a single-family residence priced up to \$230,000. This income group can afford all existing mobile homes, condominiums, and many new single-family homes. According to Redfin, more than 5,180 homes sold for prices affordable to lower income households in the past three years. Although many of these homes are resales, Menifee also has affordable new homes. Precision-built products offered by RSI/New House sell for prices from \$140,000 to \$200,000. Generally, existing family and senior apartments are affordable to the majority of lower and moderate income residents. The primary exception is apartments built to condominium specifications.
- **Moderate Income.** Moderate income households have the greatest housing opportunities available to them in Menifee. Moderate income households can afford a home of up to \$360,000 or a rent of \$1,900. A moderate income household can afford any apartment project in Menifee, even the newest luxury projects built to condominium specifications. With respect to single-family residences, the majority of existing or new residences sell for prices affordable to moderate income households. Even new single-family homes with more than 3,000 square feet on 12,000-square-foot lots sell for prices affordable to moderate income households.

## HOUSEHOLD OVERPAYMENT AND OVERCROWDING

Housing overpayment and overcrowding are a concern for communities. Housing overpayment refers to a situation where the household pays 30% or more of gross income for housing costs. In California, this threshold is often exceeded as it is common for lenders to approve mortgages that exceed a 35% cost burden for a particular household. Household overcrowding refers to a situation where a household has more members than habitable rooms in a house (more than one person per room).

Housing overpayment and overcrowding most often occur when a household cannot afford suitably-sized and priced rental and ownership housing. In other cases, life changes (retirement, children moving back home, loss of job, etc.) can also cause overpayment and/or overcrowding. In these situations, a household can choose to either pay more for housing than optimal and overpay for housing or double up with others into too small a unit to afford housing, which can result in overcrowding.

Table 7 displays the prevalence of overpayment and overcrowding in Menifee according to the 2006–2010 American Community Survey. As shown below, approximately 52% of households overpay for housing but only 4% of households live in overcrowded housing conditions. The high proportion of overpayment is because of the many limited income seniors who rent housing in the community and the mortgage crisis in recent years. In contrast to most communities, overcrowding is not a large issue in Menifee.

**Table 7: Housing Overpayment and Overcrowding**

Income Category	Overpayment		Overcrowding	
	No. of Hhlds	Percent of Hhlds	No. of Hhlds	Percent of Hhlds
Renters	3,260	68%	300	2%
Owners-No Mortgage	791	14%	465	7%
Owners-w/Mortgage	9,450	61%		
Total	13,501	52%	765	4%

Source: American Community Survey, 2006–2010

Note: Data is not available by income level. The City was incorporated in 2008; therefore, Community Housing Affordability Strategy data for housing problems are not available for the City of Menifee.

Household overpayment and overcrowding in Menifee, like other communities, typically occur most often among special need households. This includes seniors, people with disabilities, large families, single parent households, and farmworkers. Both housing problems are usually much prevalent among renters rather than homeowners. Finally, housing problems are also more common among those working in lower paying service industries, younger adults entering the workforce, or older seniors.



*Halter Hillside, a USDA-funded project, offers affordable rents to seniors and disabled renters.*

**HOUSING AT-RISK OF CONVERSION**

Pursuant to Section 65583(a)(9) of the Government Code, the housing element must include an inventory of multiple-family projects built with public subsidies and deed restricted for affordable housing. The housing element must also contain an analysis of assisted multiple-family projects that are at risk of converting to non-low income uses due to the expiration of use restrictions, prepayment of mortgage, or other reasons. The housing element must analyze such projects and the estimate cost of replacing these units.

The City has three publicly assisted multiple-family projects that offer 226 deed restricted units affordable to lower income households. The Vineyards project offers 81 units affordable to lower income seniors. The Encanto project will provide 178 units, of which 36 units will be affordable to lower income family households. The 118-unit Halter Hillside I and II project provides 110 affordable units to seniors. Table 8 is a summary each of these multiple-family housing projects.

Currently, none of the publicly assisted multiple-family projects in Menifee are at risk of conversion nor will be at risk for the next 40 years. The Halter Hillside project underwent foreclosure in 1996. When the project was sold, USDA provided funding under its Section 515 multiple-family rental housing program. The project received a mortgage subsidy, which provided below market interest rates. In addition, project-based vouchers were offered to the project owner to ensure that rents are affordable. The project will remain affordable until at least 2046.

**Table 8: Publicly Assisted Multiple-Family Housing**

Specifications	Projects		
	Halter Hillside	Vineyards	Encanto
Number of Units	118	81	178
Affordable Units	110	80	36
Target Population	Senior/ Disabled	Senior	Family
Status	Built in 1988; Resold in 1996	Built in 2012	Pending
Funding	LIHTC 1988 USDA – MFH Section 515	RDA; MHSA; LIHTC	Tax Exempt Bonds
Expiration Date	2046	2050+	2050+

Source: City of Menifee Consolidated Plan, 2012.

Although the City of Menifee does not have a large inventory of publicly subsidized affordable housing units, the Housing Plan contains a program to monitor the status of the housing units and periodically contact the owners to track each project’s status to identify concerns that may arise.

## C. NEIGHBORHOODS

The City of Menifee was formed through the merger of Sun City, Quail Valley, Romoland, and portions of the Paloma Valley. Each neighborhood has developed a unique character due to its history, architecture, housing, topography, and neighborhood design. This section describes each neighborhood and the primary housing issues.

### SUN CITY

Located in the northern part of Menifee, the Sun City area is a master-planned community originally built for senior citizens. Originally developed by Del Webb as a golf community for active seniors in the 1960s, the area has become a recreation haven for seniors and others looking for peaceful neighborhoods and quality housing in a quiet setting. This four-square-mile community has two golf courses, two recreation centers and facilities, and a commercial center of small shops for resident consumers.

In 2006, the County of Riverside Economic Development Agency (EDA) established a redevelopment project area for the Sun City area. This sub-area consists of 1,250 acres and lies both east and west of Interstate 215 from Ethanac Road to just south of McCall Boulevard. The area is characterized by a large commercial area in the core of Sun City, commercial areas along Interstate 215, and both residential and industrial uses in the surrounding areas. Redevelopment tax increment funds have been dedicated to build a senior center, library, and other public facilities and improvements in the area.

The Sun City area is noted for the affordability of its housing stock compared to other parts of Menifee and the County of Riverside. As mentioned earlier, the average priced single-family home is \$125,000. Condominiums are not common for this area of the community. Newer homes built are smaller in size and priced at around the \$200,000 level. Therefore, the Sun City area continues to be an attractive place for seniors, particularly since a homeowner association covers many of the common areas.

The Sun City area has a number of unique housing needs. As mentioned earlier, the area has a large percentage of homes built during the 1960s and 1970s, and many of the homes were built more than 50 years ago. Frequent turnover is common, due in part to the age of residents (predominantly 55 years of age and older). Although much of the area is in good condition, certain areas have inconsistent upkeep of the units. Given the age of homes and maintenance, housing rehabilitation needs are a significant issue.

Habitat for Humanity, Inland Valley, has been working with the Sun City Civic Association for the past five years to improve housing in Sun City. In 2007, Habitat launched “A Brush with Kindness” program that offers low cost home repairs to low income families. Projects include house/trim painting, weed abatement, fence repair, and garage door painting. Funds are provided through its organization and donations. Habitat for Humanity works with Sun City Civic Association to repair approximately 20 homes per year.



*New Sun City homes are offered for sale at affordable prices at \$200,000.*

### QUAIL VALLEY

Quail Valley is an isolated and hilly residential community located in northwest Menifee. Historically, Quail Valley was a getaway destination for Los Angeles residents seeking a rural weekend experience. During the 1930s, the historic core of Quail Valley was subdivided into small residential lots oriented around a hunting lodge. Most of the housing stock consisted of Craftsman cottages built as weekend housing. This housing was later replaced by mobile homes and prefabricated homes. Although newer homes have been built outside its historic core, Quail Valley remains a quaint community, reflective of its rural and rustic tradition.



Due to its age and remote location, Quail Valley has unique infrastructure and housing needs. Many of the homes were built 30 to 50 years ago, and many are older mobile homes in need of rehabilitation. Although newer areas of Quail Valley are connected to sewer systems, the vast majority of the older neighborhoods are served by undersized septic systems. The area's topography and remoteness make it too costly to install a public sewer system. Furthermore, as described below, no funding is available due to the governor's take of redevelopment. Until this issue is resolved, Quail Valley has been placed under a development moratorium.

In 2002, the County of Riverside formed a redevelopment project area, called the I-215 Corridor. The project area encompasses 2,039 acres on Goetz Road between McCall Boulevard and Newport Road. The county had been dedicating tax increment proceeds to improve the Quail Valley area, but the governor has diverted revenues for the state budget. The Santa Ana Watershed Project Authority has also been pursuing funds to replace the area's aging sewer system, an effort which is also on hold until the governor manages the statewide budget. These two efforts offer the potential to address long-standing water quality issues in Quail Valley.

## RURAL COMMUNITIES

Until the last decade, Menifee was a predominantly rural community. Despite the development in recent years, two areas have remained relatively rural in character—Romoland and areas south of Garbani Road. Each of these areas have common housing and infrastructure concerns described below.

- **Romoland.** Established in the late 1800s, the original name of the town was Ethanac, the name of the train station that was originally located in present day Romoland. During the early 1900s, large numbers of traqueros or railroad workers from Mexico moved to the area and created a community with shops, schools, recreation and churches catering to an immigrant population. The Romoland Fruit Company played a large role, with the planting of vast citrus groves. Agriculture remains a prominent part of local life and crops are still shipped throughout the United States.

The primary needs are twofold: infrastructure and housing. Romoland is designated a Special Flood Hazard Area Zone (SFHA) and is therefore subject to federal floodplain management regulations. Pursuant to the Romoland/Homeland Area Drainage Plan, the area is slated for Line A, a \$30 million project that would alleviate flood risks. For developers wishing to build in this area, the Riverside County Flood Control District requires the payment of \$12,600 per acre toward the construction of these facilities. Portions of the drainage project have been funded. The area is also known for numerous code enforcement and substandard housing conditions.

The General Plan and Housing Element propose land use changes to this area to accommodate the next Housing Element update.

- **South of Garbani Road.** The area located south of Garbani Road is the other rural community in Menifee. On the east side of the I-215, the area is referred to as Bell Mountain, named after the unique mountainous topography framing the area. This region is distinguished by its ranching environment, which allows agricultural uses and the keeping of animals, including horses. Residential lots are generally irregular in shape, reflect historical agricultural uses, and range from a half acre to over 15 acres. Residents expressed a desire to maintain the rural character of this region.

The primary needs of the areas south of Garbani Road are twofold: infrastructure and housing. The area is served by private wells and septic tank systems. Roads may be unpaved, with limited appurtenances, including street lighting. Because of these infrastructure needs, it is advisable to periodically monitor the supply and quality of groundwater. Moreover, flooding is a concern due to the limited infrastructure in the area. Beyond these needs, there is a need to address housing conditions and land uses through the appropriate enforcement of city codes.

The General Plan and Housing Element do not propose land use changes to this area from the original Riverside Comprehensive Integrated Plan.

## D. SPECIAL HOUSING NEEDS

This section contains a discussion of the housing needs of special needs groups, as defined in state law, who reside in the City of Menifee. Special needs households include seniors, large families, single-parent households, people who are homeless, and people with disabilities. Also, included are major programs available to address their unique needs.

### SENIOR CITIZENS



The City of Menifee has an estimated 9,400 senior households, defined as a household with one member age 65 years or older (Census, 2010). Among this population, 1,643 senior households (17%) rent housing and 7,787 (83%) own homes. The City has 2,220 senior homeowners (31% of all senior homeowners) who overpay for housing and 792 renters (75% of all senior renters) who overpay (ACS, 2005–2009). Although not reported by the 2005–2009 ACS, low income seniors who rent have the highest prevalence and severity of overpayment.

In 2006, the Riverside County Advisory Council on Aging held a Senior Forum in the Menifee/Sun City area. The purpose was to identify critical needs facing seniors and other residents living in the Menifee/Sun City area, pinpoint gaps in services and programs, and develop recommendations for addressing the needs and gaps. Among many findings, participants identified the need for affordable and accessible housing for older adults and adults with disabilities. Lack of adequate parks and recreational facilities, inadequate public transportation options, and lack of medical services and facilities were also cited as concerns.

Another cited challenge was that many homes built today are not conducive to seniors aging in place. New homes often do not contain built-in modifications and universal design elements that would make the home barrier free and usable by residents of all ages and levels of ability. Many builders do not incorporate universal design features into new and existing homes because they claim that such improvements are too expensive. As a result, many adults will need to move from their homes when they experience age-related disabilities or mobility issues.

Menifee is known for its Sun City development, a 4,800-unit senior-only master planned community built by Del Webb in the 1960s. This four-square-mile community has two public golf courses, two recreation centers and facilities, and a commercial center of small shops for resident consumers. The City continues to support the production of new senior housing. Two senior affordable projects have been recently approved—the 80-unit Vineyard Apartments and the 221-unit Kensington Apartments. The Kay Cenicerros Community Center in Sun City also offers social, recreational, and educational activities for seniors in the community.

## FAMILY HOUSEHOLDS

Providing decent and affordable family housing is an important goal for Menifee given the demographic makeup of the community. State law identifies three types of families as having special needs—large families with five or more members, female-headed, and single parent households. The reasons for their special need status differ, but generally includes lower incomes, the presence of children and need for financial assistance for housing, and the lack of adequately sized rental and ownership housing.

### Large Families

Large families with five or more persons have special housing needs due to generally lower per capita income, the need for affordable childcare, or the need for affordable larger units. Menifee has an estimated 4,503 large family households (Census, 2010). Among this group, 3,181 of large families or 70% of this group own a home and 1,322 large households or 30% rent housing. The Census Bureau has not published data on the percentage of Menifee large households that overpay for housing or live in overcrowded conditions.

As is common to households in many communities, lower income large families, particularly renters, often experience the highest prevalence and severity of overpayment and overcrowding. However, as noted earlier, overcrowding is relatively minor in Menifee, as only 4% of all households (2% of renters and 7% of homeowners) are living in overcrowded situations. In contrast, more than 60% of renters and homeowners overpay for housing. Presumably, a large share of overpaying households are large families.

### Single-Parent Families

Single-parent households also have greater housing needs than other households due to their limited income and higher expenses. The City of Menifee currently has 1,914 single-parent families (Census, 2010). This total comprises 609 male-headed households and 1,305 female-headed households. The Census Bureau has not published data on the percent of Menifee single-parent families that are low income or have housing problems. However, as is common to a majority of communities, lower income single parents, particularly renters, experience the highest prevalence and severity of overpayment and overcrowding.

As discussed earlier under the housing characteristics section of this chapter, the City of Menifee has very few family apartment complexes. Since 2007, however, housing market changes have affected the need for affordable housing for families with children. Because of the severity of the housing market crash in southwestern Riverside County, even single-family homes sell for prices that are now affordable to lower income households. Moreover, the City's 3,859 mobile homes are also affordable to very low income families. In the past several years, several apartment complexes have been built, adding incrementally to the rental housing opportunities available to families.



### **HOMELESS PEOPLE**

Homeless persons and families are defined as those who lack a fixed and adequate residence. Homelessness is a pressing issue for many communities, and the varied dimensions involved have implications for housing programs. People who are homeless may be chronically homeless (perhaps due to substance abuse) or situationally homeless resulting from job loss, family strife, incarceration, or violence. Homeless people face critical housing needs due to their very low incomes and lack of appropriate housing. Thus, state law requires cities to plan to help meet the needs of their homeless population.

According to the 2011 Riverside County biennial homeless survey, an estimated 5,090 unsheltered homeless people and 1,113 sheltered homeless people, for a total 6,203 homeless people, live in Riverside County. The survey documented about 64 homeless people living in the communities that comprise Menifee. This includes 6 in Quail Valley, 26 in Romoland, 29 in Sun City, and 3 elsewhere. This count is generally consistent with discussions with City staff and school officials at the Menifee Unified School District. It does not necessarily take into account those who are marginally housed.

With respect to living quarters, the homeless typically have a primary nighttime residence that is not designed for human habitation or live in a supervised temporary living environment such as an emergency shelter, hotel, or transitional home for those with special needs (drug and alcohol rehabilitation, mental health treatment, childcare, etc.). The closest shelters for homeless persons are in Perris, Lake Elsinore, and Murrieta. These cities have also begun to develop a network of supportive services to serve homeless people living within their respective communities.

Upon incorporation in 2008, the City of Menifee adopted the Subdivision and Zoning Codes that are currently implemented by the County of Riverside. The City's Municipal Code does not directly address the permitting of facilities for homeless people and there are no provisions for emergency shelters, transitional housing, or permanent supportive housing. As part of the Housing Element, new zoning code amendments will be drafted to comply with new state laws in this matter. Moreover, as part of the Consolidated Plan process, the City will be joining the County's Continuum of Care program and participate in regional efforts to reduce the incidence of homelessness.

State law now requires that all jurisdictions allow at least one year-round emergency shelter in their community. Transitional housing and must be allowed by right in all residential zones and treated in the same manner as other residential uses in the same zone. Moreover, permanent housing must also be treated in the same manner as transitional housing. Finally, all jurisdictions must identify sufficient land that could accommodate housing commensurate with the identified needs of homeless people. The Housing Plan has policies and implementation programs to comply with state law and improve the housing opportunities for homeless people living in Menifee.

## DISABLED PEOPLE

Physical, mental, and/or developmental disabilities are impairments that substantially limit life activities and make it difficult to care for oneself. Because of that, persons have special housing needs for accessible housing. Many disabled persons live on fixed incomes, thus limiting their ability to afford housing. Persons with a disability may also have limited housing choices (e.g., single-story homes or developments with elevators). Someone with a visual impairment may require a home that allows service animals.

In 2010, the Census Bureau defined a disability as a long-lasting physical, mental, or emotional condition that can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to leave the home alone or to work at a job or business. In 2010, Menifee had 10,797 residents living with a disability—about 14% of residents (ACS 2008–2010). Disabilities refer more specifically to:

- Sensory disability: Blindness, deafness, or severe vision or hearing impairment
- Physical disability: Substantially limited movement
- Mental disability: Impaired learning, memory, or concentrating
- Self-care disability: Restricted ability to care for oneself
- Go-outside-home: Restricted ability to leave home alone for shopping, medical care, or other activities
- Employment disability: Restricted ability to work and provide for oneself

Senate Bill 812 (codified as Government Code 65583(e)) requires that all local governments include in the special needs analysis of the housing element an assessment of the housing needs of people with developmental disabilities. A developmental disability is a severe and chronic disability, to which is attributable a mental or physical impairment that begins before adulthood. These disabilities include, among others, mental retardation, cerebral palsy, epilepsy, autism, and disabling conditions closely related to mental retardation or requiring similar treatment.

The Census Bureau does not include a survey of people with developmental disabilities, so estimates are derived from other sources. The California Department of Developmental Services (DDS) estimates that 1.8% of people have a developmental disability. This equates to 1,341 people in Menifee. A smaller percentage of developmentally disabled people are served by the Inland Regional Center (IRC). According to state records, the IRC serves 359 people with a developmental disability in Menifee, of which 54% are adults and 45% are children. The vast majority (304 residents) live at home.



### **Housing Accommodations**

[Providing a sufficient quantity and quality of housing for people with disabilities is a significant challenge. Many people with a disability can live and work independently within a conventional residential environment. More severely disabled individuals require a group living environment where supervision and assistance with activities of daily living is provided. In some cases, the most severely disabled individuals may require an institutional environment where medical attention and physical therapy are provided.](#)

[The most obvious housing need for persons with disabilities is housing that is adapted to their needs. Most single-family homes are inaccessible to people with mobility and sensory limitations. Housing units may need to have wider doorways and hallways, access ramps, larger bathrooms with grab bars, lowered countertops, and other features common to “barrier-free” housing. Location is also important for disabled people because they often rely on public transit services to travel to services, like grocers or medical offices. Meeting this challenge requires a comprehensive housing strategy.](#)

For people with disabilities who need or desire more assistance with everyday activities of life, Menifee provides the following types of facilities and housing:

- **Adult Residential**—facilities that provide 24-hour nonmedical care for adults ages 18–59 who are unable to provide for their own daily needs. Adults may be physically handicapped, developmentally disabled, and/or mentally disabled. Menifee’s 10 facilities serve 47 residents.
- **Residential Care for the Elderly**—facilities that serve persons 60 years of age and over and persons under 60 with compatible needs. These facilities are also known as assisted living facilities, retirement homes, and board and care homes. Menifee’s 13 facilities serve 90 residents.
- **Adult Day Care**—facilities that serve persons 60 years of age and over and persons under 60 with compatible needs. These facilities are also known as assisted living facilities, retirement homes, and board and care homes. Menifee’s one adult care facility serves 40 residents.

[Several organizations serve the needs of people with disabilities in Menifee. The IRC serves more than 25,000 individuals with developmental disabilities in San Bernardino and Riverside counties. The IRC provides services for early start/prevention \(0 to 3 years\), school age children \(3 to 15 years\), transition \(16 to 22 years\), adult \(23 to 59 years\), and senior \(60+ years\). In addition, the County of Riverside, housing and service providers, and nonprofit organizations provide supportive services and transportation for people with disabilities in Menifee and the surrounding communities.](#)

## 3. CONSTRAINT ANALYSIS

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As required under state law, this chapter contains an analysis of potential and actual market, governmental, and environmental constraints to the production, maintenance, and improvement of housing for persons of all income levels, including persons with disabilities.

### A. MARKET CONSTRAINTS

Market constraints to the development of residential buildings have become more prominent as the economy and residential construction industry have slowed down. Cost of materials, land costs, lending policies, and local government fees have all been credited as factors influencing the cost of construction and the ability of households to purchase new housing. This section analyzes the impact of these market factors.

#### DEVELOPMENT COSTS

Land and construction costs, in tandem with projected rents and sale prices of housing, affect the feasibility of building housing. Land costs include the costs of raw land and site improvements (e.g., grading, cut and fill, environmental cleanup). Factors affecting the cost of land include: overall availability, environmental site conditions, public service and infrastructure availability, aesthetic considerations, and parcel size. According to Redfin.com, raw land sells for approximately \$1.50 to \$2.00 per square foot (\$65,000 to \$87,000 per acre).

Housing construction costs constitute about half the cost of a single-family home. The square footage cost of new housing averages approximately \$110 per square foot for a single-family detached unit and an average of \$60 per square foot for a stacked flat single-family unit (with no garage). Apartments can achieve some economy of scale, provided that the building does not exceed three stories and does not require structured parking, and the amenities are standard for most apartment projects. Mobile homes are significantly less expensive, as are precision or factory-built housing products, both of which have been widely used in the City of Menifee.

Labor costs are two to three times the cost of materials, representing approximately 20% of the total cost of a new home. Labor costs are based on a number of factors, including housing demand, the number of contractors in the area, and union status of workers. State law requires the payment of prevailing wages for most private projects built under an agreement with a public agency providing assistance to the project, except for certain types of affordable housing. Although this law may raise the cost of affordable housing, it is not a constraint unique to Menifee.

### **ACCESS TO FINANCING**

The past several years have seen volatility in the home financing and construction market and the resulting change in lending requirements. Interest rates for loans have varied from 5% to 7%, down payments have ranged from 0 to 10%, and allowable income-debt ratios have varied. Common loan products issued in the early 2000s (adjustable rate mortgages) are credited with placing households in precarious situations, resulting in increased housing payments and foreclosures. Obtaining home loan financing has therefore become more uncertain.

Changes in construction lending practices for housing projects have a significant impact on the financial feasibility of new construction. In past decades, housing developers could receive construction loans for 100% or more of a project's estimated future value. Following the housing market crash of the early 1990s, financial institutions tightened regulations for approving construction loans. After the boom period of the early to mid 2000s, this cycle repeated itself during the late 2000s. Loan underwriting has grown more conservative, with maximum leveraging topping out at 75% and equity requirements increasing from 10% in past years to 30% in 2009.

Although there is no hard threshold for how much required upfront equity is too much before a residential project would be infeasible, the higher the proportion of equity required, the more unlikely that a developer would proceed with the project. Not only would it require more up-front cash, but higher equity contribution means a project must be able to achieve an even higher value at completion in order to generate the cash flow needed to meet acceptable cash-on-cash returns. These trends are anticipated to continue through at least 2014.

The housing market downturn that affects the southland has also impacted the financing for affordable housing. Historically, the Low Income Housing Tax Credit Program (LIHTC) has been used to raise capital for affordable housing. Fannie Mae and Freddie Mac provided 40% of LIHTC investments, and banks motivated by the Community Reinvestment Act provided 40%. Fannie Mae and Freddie Mac no longer make new investments, and financial institutions have also reduced LIHTC investment. It is unclear whether the LIHTC market will return to the levels seen in the pre-financial downturn days.

Finally, Governor Brown appropriated the last major funding source of affordable housing—redevelopment tax increment and housing set aside funds—to temporarily ameliorate the state budget shortfall. This act and its long-term deleterious impact on the economy and long-term revitalization of California cities cannot be overstated. The Governor effectively wiped clean billions of dollars, locally approved over decades, that was raised and earmarked to eliminate blight, stimulate economic development, finance the construction and improvement of affordable housing, and otherwise improve the lives of residents living in underserved areas.

## FEES AND ASSESSMENTS

The City of Menifee, like other communities in the region, charges a range of fees and assessments to cover the cost of processing development permits and ensuring that adequate public facilities, infrastructure, and services are available to support new residential developments. The lack of adequate fees has been shown to result in reduced quality of life if adequate infrastructure is not in place to serve new development. As a new city, Menifee has adopted the fee structure of Riverside with a few adjustments for local services.

Residential developers in Menifee typically pay three types of fees to different entities. City development fees are paid to City Hall for processing permits and applications, and otherwise requesting public hearings for projects. Regional development impact fees are paid to various local and regional governmental agencies for the construction of transportation improvements, new school infrastructure, and the extension of water and sanitation services. Fees are also due to pay for the preservation of habitat for sensitive species.

[Table 9 shows the typical fees charged to residential developers. On average, fees total \\$40,500 per single-family and \\$33,500 per multiple-family unit. This compares to development costs \(including land and building\) that average \\$240,000 for a single-family home and \\$120,000 for an apartment unit.](#)

**Table 9: Residential Development Fees**

Fee Category	Fees per Housing Unit	
	Single Family	Multiple Family
<b>City Development Fees</b>		
+ Residential Permits	\$3,714	\$3,216
+ Quimby Fee*	\$2,168	\$2,970
+ Development Impact Fees	\$5,185	\$4,293
<b>Regional Fees</b>		
+ Transportation Uniform Mitigation <sup>1*</sup>	\$8,873	\$6,231
+ School District Fees (\$3/square foot) <sup>2**</sup>	\$6,000	\$3,000
+ Multiple Species Habitat Conservation*	\$1,938	\$1,247
Eastern Municipal Water District*		
+ Meter Installation	\$2,396	\$2,396
+ Sewer Financial Participation	\$1,748	\$1,748
+ Sewer Treatment Plant Capacity	\$2,437	\$2,437
+ Water Financial Participation	\$3,090	\$3,090
+ Landscape Financial Participation	\$2,811	\$2,811
<b>Fees per Unit and as a Percent of Development Costs</b>		
+ Market Rate Project	<a href="#">\$40,360 (17%)</a>	<a href="#">\$33,439 (28%)</a>
+ Senior Housing	<a href="#">\$35,260 (15%)</a>	<a href="#">\$30,889 (26%)</a>
+ Affordable Housing	<a href="#">\$31,500 (13%)</a>	<a href="#">\$27,200 (23%)</a>

Source: City of Menifee, 2010.

Notes:

1. Fees are reduced for qualified affordable housing projects
2. Fee reductions are allowed for qualified senior housing projects.

\* Fees are due at occupancy

\*\* Fees are due at building permit

### Assessment of Fees

State law allows all communities to charge planning and development fees to recover the reasonable cost of planning, environmental, and development services. In addition, state law also allows the charging of impact fees to pay for the cost of roadways, parks, sewer, water lines, schools, and other infrastructure to ensure sufficient services are in place to support the housing. The question is whether local and regional fees are unduly high so that they limit the construction of housing and the available means to address fees.

Based on the City fee schedules, the total fees charged for new residential projects range from \$40,000 for a single-family home (17% of development cost) to \$33,000 for an apartment unit (or 28% of development costs). Regional entities outside the control of the City make up about 75% of the fee burden by charging fees for water, sewer, transportation, and schools. The City has very limited ability to effectively reduce the fees of these agencies. Moreover, City fees are needed for staff support to review projects and ensure that adequate infrastructure is in place to serve residential projects.

However, developers are granted reductions in fees for qualifying projects or have other means available to them to lessen the impact of fees.

- **Fee Reductions.** The Transportation Uniform Mitigation Fee and School Mitigation Fee (TUMF) make up 30% of all fees paid by residential developers. These fees have been reduced in recent years or contain provisions that exempt certain qualified residential projects. For instance, affordable housing receives a 100% waiver from TUMF fees. Moreover, the Menifee Union Elementary School District has significantly reduced fees and offers an 85% reduction to qualified senior projects.
- **Fee Deferrals.** More than 75% of all development fees (e.g., TUMF, DIF, Quimby, MSHCP, and Eastern MWD) are now all due at occupancy of the residential unit. Remaining City fees and the school district fees are due as a condition of issuance of the building permit. For smaller developers, this is a major financial incentive to develop housing, since the fees need not be covered by a construction loan. For larger builders, however, the fee deferral is not a critical financing incentive but relatively inconsequential because homes are built and sold within a shorter time frame.

Taken together, developer fees can be reduced significantly if the project is affordable, age restricted, or both. For single-family homes, fees can be reduced by 13% for senior housing and 22% for affordable housing projects. For multiple-family projects, fees can be reduced by 8% for market rate senior apartments and 19% for qualified affordable family apartments. Moreover, most impact fees are due at occupancy rather than up front.

In summary, unlike the greater Riverside County region, Menifee has many new residential housing projects underway; therefore, the current fees are not considered to be an actual constraint to development at this time.

## B. LAND USE CONTROLS

This section introduces the City’s Municipal Code regulations that affect the location, density, and types of permitted residential land uses in Menifee and the general impact on the types and prices of housing. This section also sets the foundation for the land inventory.

### GENERAL PLAN LAND USE

When Menifee incorporated, the City adopted the general plan land use designations and zoning classifications of Riverside County. As of 2012, the City has approved new land use designations for its general plan, but will maintain the county’s zoning classifications until a zoning code update is undertaken in the next two years. Table 10 presents the land use designations for the new General Plan and corresponding zoning districts.

**Table 10: Primary Residential Land Use Designations in Menifee**

General Plan (Density)	Zoning District	Primary <i>Residential</i> Use Allowed
2.1 - 5 du/ac Residential (2.1-5R)	R-1-10,000 (1/4-acre min.) R-1-20,000 (1/2- acre min.)	Single-family detached and attached residences with a density range of 2-5 units/acre. Mobile homes with a CUP.
5.1 - 8 du/ac Residential	R-1, R-1-7200 R-2; R-2A R-3; R-3-7200 R-T R-4	Single-family attached and detached residences with a density range of 5-8 units/acre. Mobile homes with a CUP. Multi-family units ( apartments /townhomes)
8.1 – 14 du/ac Residential (8.1-14R)	R-2-5100 R-2-4000 R-3-4000 R-3-640 R-6 R-T	Single-family attached and detached residences with a density range of 8-14 units/acre. Mobile homes with a CUP. Multi-family units (such as apartments and townhomes)
14.1- 20 du/ac Residential (14.1-20R)	R-2 R-3 R-4	Single-family attached units at a minimum of 6 units per acre or multiple family units (apartments and townhomes) at 17 du/ac.
20.1-24 du/ac (20.1-24R)	R-2A R-3 R-4 R-6	Multiple family dwellings, including apartments and townhomes.

Source: City of Menifee, 2010.

**Notation:**

Rural residential land use designations are described in greater detail in the General Plan Land Use Element. Although the nomenclature for some of the residential uses has been slightly modified (Rural Mountain and Rural Residential categories, for example) the density ranges and allowable uses in these categories are the same as those originally approved as part of the Riverside County General Plan and have been carried over into the Land Use Element. The City has also added a new mixed use category “Economic Development Corridor,” which will allow a limited amount of residential uses up to 24 dwelling units per acre.

### RESIDENTIAL USES BY ZONE

Housing element law requires cities to facilitate and encourage a range of housing types for all economic segments of the community. This also includes the production of housing to meet various special needs of seniors, people with disabilities, farmworkers, the homeless, and others. Upon incorporation, the City adopted the Riverside County Ordinance 348 governing the allowable uses within each zoning district.

Table 11 shows the type of housing permitted in the City of Menifee and the type of discretionary permit required, if any. The following pages analyze Ordinance 348 and its compliance with state law.

**Table 11: Permitted Conventional Residential Uses by Zone**

Type of Unit	Residential Zoning Districts							
	R-R	R-1	R-A	R-2	R-3	R-T	R-4	R-6
<b>Conventional Homes</b>								
+ One-family units	P	P	P	P	PP		P	PP
+ Two-family units				PP	PP		PP	PP
+ Apartments/Multi-family				PP	PP		PP	PP
+ Planned Residential	P	P	P	P	PP			PP
<b>Accessory Dwellings</b>								
+ Second Units	PP	PP	PP	PP	PP	PP	PP	
+ Guest Quarters	PP	PP	PP	PP	PP	PP	PP	PP
<b>Manufactured/Mobile</b>								
+ Manufactured Homes	P	P	P	P	PP		P	PP
+ Mobile Homes	P		P			P		
+ Mobile home Park	C	C	C	C	C	C	C	C
<b>Community Care</b>								
+ Homes <7 residents	P	P	P	P	P	P	P	P
+ Homes >6 residents	PUP	PUP	PUP	PUP	PUP	PUP	PUP	PUP
<b>Farmworker Housing</b>								
+ Employee Housing*	PP	-	P	-	-	-	-	-
+ Farmworker Camp	C	-	-	-	-	-	-	-
<b>Homeless Facilities</b>								
+ Emergency Shelter								
+ Transitional Housing								
+ Supportive Housing								

Source: City of Menifee, 2010.

Notes:

P = Permitted by right

PP = Permitted with plot plan

C = Conditionally permitted

PUP = Public Use Permit

\* One additional single-family unit (including mobile homes) is allowed for each ten gross acres being farmed. Up to four employee dwellings allowed on a property.

**Conventional Single- and Multiple- Family Housing**

The Menifee Municipal Code permits single-family homes and two-family units in most residential zones in the community as a by-right use. The Code also permits standard multiple-family and apartment houses in the same zones as a by-right use. Planned residential uses are also allowed as a by-right use in the community. In compliance with Government Code 65852.3, the installation of manufactured homes is allowed as a by-right use, subject to design standards, on lots zoned for single-family dwellings. If the units are located in the R-6 zone, there are affordability restrictions.

With respect to multiple-family housing, the City allows two-family units (apartments and townhomes) in five residential zones—the R-2, R-2A, R-3, R-4, and R-6 zones. Multiple-family uses are allowed in these zones as a by-right use subject to a Plot Plan approved by the Planning Commission. No special use or conditional permit is required to obtain approval to build multiple family units in the community. If multiple-family units are located in the R-6 zone, however, the units are required to have affordability restrictions so the housing is affordable at specific levels.

**Mobile Homes and Mobile Home Parks**

Mobile homes can provide a considerable source of affordable housing for families and seniors. The City of Menifee has more than 3,000 mobile home units. Mobile homes are currently permitted in three residential zones as a by-right use. In recent years, however, the City has received an application for precision-built factory housing. In compliance with Government Code 65852.3, the installation of manufactured homes is allowed as a by-right use, subject to design standards, on lots zoned for single-family dwellings.

Mobile home parks are permitted conditionally in eight residential zones within Menifee. An additional one-family unit or mobile home, excluding the principal dwelling, is allowed for each ten acres being farmed. The additional unit shall be located on a parcel being farmed and occupied by the owner, operator, or employee of the farming operation as a one-family residence, shall be at least 450 square feet, and shall be leased only to an employee of the farming operation. The number of dwellings for employees shall not exceed four units per established farming operation.

**Second Units and Guest Units**

The City of Menifee also permits second units in seven residential zones pursuant to an approved plot plan and second-unit application. Several development standards apply to second units. The lot must be zoned for a one-family dwelling as a permitted use; however, the lot must be 14,400 square feet or larger and may not be part of a planned residential development (PRD) or the R-6 zone. Off-street parking in the amount of one space per bedroom (may include carport) is also required. However, because of the generally affordable price of housing, second units are not common. The second unit application is approved in a ministerial fashion (“over-the-counter”) by the Planning Department staff with public hearings.

## Constraint Analysis

In 2009, the City Council adopted an ordinance allowing for guest dwellings. These dwellings are defined as a building which contains no cooking facilities and is used primarily for members of a single family and nonpaying guests. Guest houses are permitted as a by-right use in all residential zones pursuant to a plot plan. With respect to unit size, the guest house must not be larger than the main unit or larger than 2% of total usable lot size. Required setbacks and allowable height depend on the size of the parcel. One parking space is required per unit. Several guest houses have been built in recent years, incrementally adding to the City's stock of affordable housing.

### **Community Care Facilities**

The California Welfare and Institutions Code, Community Care Facilities Act, and Health and Safety Code declare that people with disabilities are entitled to live in normal residential settings. State law specifies that a wide variety of community care facilities are allowed in all residential neighborhoods. Moreover, state law requires that state-licensed community care facilities serving six or fewer persons be (1) treated the same as a residential use, (2) allowed by right in all residential zones, and (3) subjected to the same fees, taxes, and permits as other residential uses in the same zone.

When the City of Menifee incorporated, the City Council adopted the County of Riverside's Development Code and Ordinance 348 on an interim basis until a new development code could be developed for Menifee. The County of Riverside's Municipal Code does not clearly distinguish, define, or permit residential care facilities. Rather, it uses the term congregate care to refer to residential care facilities, although the two terms refer to different types of facilities. The City's Municipal Code will need to be updated to define residential care facilities, distinguish them by size (serving six or fewer or seven or more clients), and permit them in accordance with fair housing law.

### **Farmworker Housing**

The City of Menifee has some agricultural land in the southern part of the city. The California Employee Housing Act regulates farmworker housing and generally requires that facilities with no more than 36 beds or 12 units be treated as an agricultural land use that is not required to obtain any conditional use permit or other approval that is not required of other agricultural uses in the same zone. Farmworker housing (employee housing) serving six or fewer residents should essentially be treated like any other residential use (single-family or multiple-family) in the same zone. Such facilities must be allowed by right.

The R-R (Rural Residential) and R-A (Rural-Agricultural) zones allow for the grazing, keeping of animals, nurseries, greenhouses, and crops. According to the Census, 182 residents work in the agricultural, forestry, mining, and related industries in Menifee. The Municipal Code allows farmworker housing pursuant to a plot plan in the R-R zone and as a by-right use in the R-A zone. In these zones, the Municipal Code also allows one additional single-family unit or mobile home for each ten gross acres being farmed. These provisions address the need for farmworker housing in the Menifee Valley.

### Homeless Facilities

Senate Bill 2 requires cities to facilitate and encourage the production of housing suitable for homeless people, including emergency shelters, transitional and permanent supportive housing. This is accomplished by identifying a zone where at least one year-round emergency shelter could be approved as a by-right use without a conditional use or other discretionary permit. State law also requires the zone(s) to have sufficient capacity to accommodate the City's need (estimated at 64 people) and be suitable.

Six parcels (39 acres) zoned I-P, located north of Rouse Road and east of I-215, have been identified as suitable for emergency shelters. The I-P zone allows lighter industrial and manufacturer uses. The sites are vacant, not adjacent to other nonresidential uses, and do not contain environmental hazards that make it unsuitable for emergency shelters. In terms of parcel size, one site is 8.2 acres, while the other 5 sites range from 4.1 to 5.2 acres in size. The City will amend the Zoning Code to allow emergency shelters as a by-right use in the I-P zone and will adopt written management, operational, and development standards allowed by state law to facilitate the siting process.

An additional screening was undertaken to determine site suitability. The sites are located 2 miles north from the Menifee Valley Medical Center. One mile north, the Riverside Transit Agency runs route 27 in an east-westerly direction along Ethanac Road, from I-215 to the of Winchester. The Marion Ashley Community Center, located 1 mile northeast, has food distribution services. The Bargain Basket, at Sherman and SR-74, provides discount food services for the Romoland area, including these sites. The Romoland School District, located 1 mile northeast also offers a head start program for children.

The Government Code also requires that transitional housing and permanent supportive housing be allowed in all zones allowing residential uses and that it be treated in the same way as other residential uses in the same zone. To bring the City's codes into compliance with state law, the Housing Element contains a program to amend the Municipal Code and all zoning districts allowing residential use to permit transitional housing and permanent supportive housing as a residential use, subject only to those regulations that apply to other residential dwellings of the same type in the same zone.

### Single Room Occupancy

Single room occupancy (SRO) units can provide a valuable form of affordable private housing for lower- income individuals, seniors, and persons with disabilities. An SRO unit usually is small, between 200 to 350 square feet. When Menifee incorporated and assumed the Riverside County Development Code, single room occupancy was not specified as a permitted use in the code. As required under state, the City of Menifee will amend its zoning code to define the use and allow for any application to be treated and permitted in the same manner as a multiple-family dwelling. The Housing Plan contains a program to permit this use consistent with that required in state law.

## C. DEVELOPMENT REGULATIONS

The City of Menifee has adopted various development regulations. Prior to incorporation, Riverside County regulated the pattern of development. Thus, many of the City’s residential development standards, building codes, and subdivision requirements are the same as Riverside County. This section describes and analyzes the major development regulations.

### DEVELOPMENT STANDARDS

The Municipal Code provides more specific residential development standards that determine building height, density, setbacks, parking, etc. Residential development standards are designed to promote a more livable environment, with adequate yards for children, height restrictions and setbacks to ensure privacy from adjacent homes, and minimum unit sizes to ensure adequate living areas for families.

Table 12 lists residential development standards for housing in Menifee. The Zoning Code allows for semi-rural and suburban development at a density of up to 20 units per acre, except for higher densities within certain specific plans. As described in the Housing Plan, the City is adopting new general plan and zoning designations that allow for a minimum of 20 units per acre in certain residential and mixed use zones.

**Table 12: Residential Development Standards**

Category	Primary Residential Zoning Districts				
	R-1	R-2	R-3	R-4	R-6
Min. Lot Size	7,200 sqft.	7,200 sqft.	7,200 sqft.	3,500* sqft.	5,000 sqft.
Min. Unit Size	750 sqft.	750 sqft.	750 sqft.	750 sqft.	750 sqft.
Lot Dimension					
- Width	60'	60'	60'	40'	30'
- Depth	100'	100'	100'	80'	N/A
Maximum Height					
- Floors	3	3	N/A	N/A	N/A
- Height	40'	40'	50-75'	40-50'	35 - 50
Minimum Yards					
- Front	20'	20'	10-20'	10'	10'
- Rear	10'	10'	10'	10'	10'
- Side	5'	5'	5'	5'	vary
Lot Coverage	50%	60%	50%	N/A	N/A

Source: City of Menifee, 2010.

\* Allowed for projects of 9 acres or larger

Variations may exist in different Specific Plans

## PARKING STANDARDS

Parking is an important development regulation in communities. Adequate parking for residential projects contributes to the value of a project, the safety of residents, its appearance, and livability. However, excessive parking standards that do not reflect actual parking demand can unduly increase development costs and reduce the potential land availability for project amenities or additional units.

The City of Menifee assigns parking standards with the intent to promote efficient land use as well as reduce street congestion and traffic hazards and promote vehicular and pedestrian safety. To ensure these livability goals are achieved, the City requires a parking plot plan for dwelling units containing more than two families. Table 13 provides a summary of parking requirements for residential developments and projects.

**Table 13: Parking Standards for Residential Uses**

Types of Residential Development	Parking Requirements	
	Required Parking	Multiple Family
Single-Family Detached and Attached Units*	2 spaces/unit	Covered garages for both parking spaces is required
Multiple-Family* - single bedroom or studio - two bedroom unit - three bedroom unit	1.25 spaces/unit 2.25 spaces/unit 2.75 spaces/unit	At least 1 of the required parking spaces must be in a garage or carport
Planned Res. Development* - single bedroom or studio - two bedroom unit - senior citizen unit	1.5 spaces/unit 2.5 spaces/unit same as residential	At least 1 of the required parking spaces must be in a garage or carport
Congregate Care, Group Homes, Rooming and Boarding Houses, etc.	One space for every two or three beds	Not applicable
Mobile Home Parks*	2 spaces/unit	Spaces may be tandem. Must also provide 1 guest parking space per 8 units
Second Units*	One space per bedroom	May have a carport depending on compatibility with surrounding uses

Source: City of Menifee, 2010.

[Parking requirements are all inclusive of guest and visitor parking](#)

The City of Menifee’s standards for parking requirement are intended to approximate vehicle ownership patterns as indicated by the Census Bureau. However, in certain cases, the Planning Director is authorized to reduce or allow a shared parking arrangement otherwise prescribed for any use or combination of uses as part of the review of a development plan for land uses that have a demonstrated lower demand for parking spaces.

## **BUILDING CODES AND ENFORCEMENT**

Building and property maintenance codes in Menifee are required to ensure that structures, including housing, are built in a safe manner, that individual properties and neighborhoods are well maintained, that owners see a financial benefit in improving properties, and that Menifee attracts and retains development that benefits its economy. As a new city, the City Council has recently enacted new building and property maintenance codes.

With respect to building and structures, the Menifee City Council adopted all the building codes contained in the Building, Mechanical, Plumbing, Electrical, and Uniform Housing Code. The Health and Safety Code Section 18938 establishes standards for all types of buildings and occupancies and requires these standards be adopted by all jurisdictions. The City must adopt the 2010 edition of the California Building Code. In compliance with this law, the City has adopted the required codes and adopts periodic updates.

The California Building Code allows jurisdictions to adopt modifications or additions to their local building codes that address specific climatic, topographic, or geological conditions within a community. Because of strong Santa Ana winds, hot and seasonally dry climate, traffic congestion, open space with chaparral, and unique valley topography, the City has made several code modifications. These include requirements for the separation walls between garages and residences and for installing enhanced onsite fire protection features. These features add a most cost to new construction.

The City enacted Ordinance No. 2009-38, which requires that all foreclosed properties in the City be maintained free of debris and graffiti that contribute to the appearance that the property is abandoned. Pools and spas shall be secured with approved fences and devices as required by California Building Code and shall be drained and kept dry or kept in working order so that the water remains clear and free of pollutants and debris. All properties within the City shall be maintained so as not to constitute a public nuisance.

[The City of Menifee's Code Enforcement Division is responsible for enforcing municipal codes and responds to code violations on a complaint basis. The City works with residents to abate substandard property conditions. In certain cases, stronger enforcement is required. In 2010, the City of Menifee was required to shut down a mobile home park and revoke its conditional use permit due to hundreds of property code violations, including septic problems, rubbish, electrical wiring, and other problems.](#)

[Building codes add an incremental cost to the construction of housing, but the cost is not an actual constraint to the production of housing. First, the City's building and property maintenance codes are similar and/or identical to those adopted in surrounding communities. Moreover, Menifee also has the highest housing production in the immediate area. These two facts demonstrate that the City's building codes appear to have no material effect on the development, maintenance, and improvement of housing.](#)

## **SUBDIVISION REQUIREMENTS**

The City of Menifee has adopted Ordinance No. 460.151 of the County of Riverside which regulates the division of land, the design and improvement of subdivisions, and the installation of improvements needed for new development. As the City has not enacted its own Subdivision Code, it relies on standards authorized in the County Code unless other standards have been approved in Specific Plans. Developers are typically required to construct or install the following:

- Grading and filling to approved grade, and construction of all necessary grade crossings, culverts, bridges and other related works;
- Drains, facilities, channel improvements, and other works required to provide adequate drainage and protection from storm or floodwaters;
- Concrete curbs/gutters on both sides of every street and the proximate side of each existing or dedicated street bordering the subdivision;
- Sewer mains, including dry sewers when required by the Public Works Department, and all laterals required to serve each lot;
- Utilities, utility lines, and appurtenances, including water mains, fire hydrants, gas mains, telephone and electric lines, and all laterals and appurtenant equipment required to serve each lot;
- Utility lines, including but not limited to electrical, telephone, cable television, and street light, providing service to all new properties;
- Asphalt concrete pavement, base material, and seal coat in all existing or dedicated streets and alleys or portions thereof;
- Concrete sidewalks adjacent to the curb line, concrete driveway approaches, and concrete pavement for pedestrian ways;
- Planting of trees of the variety, size, and condition in accordance with the approved plans and specifications;
- Street lights of approved design and illumination intensity, street signs, warning signs, and regulatory signs where required.

These types of improvements are common for all unincorporated areas and for many recently incorporated communities in Riverside County. Therefore, these subdivision and street standards would not make it less financially feasible to build housing in one jurisdiction versus another. However, the specifications of these standards may vary as allowed through the Specific Plan approval process, either in the County or City.

## **ENERGY CONSERVATION**

Rising energy costs, dependence on fossil fuels, and increasing evidence of the adverse impacts of global warming have provoked the need in California and nationwide to improve energy management strategies. Buildings use 76% percent of all electricity generated in the US for their operation and generate 40% of carbon dioxide, a major greenhouse gas (GHG). How we design, build, and operate buildings thus has profound implications for energy use and resulting global warming.

Although state law has long supported energy conservation, recently passed state laws target GHG emissions and energy independence. In 2006, the State Legislature adopted the Global Warming Solutions Act of 2006, which created the first comprehensive, state regulatory program to reduce GHG emissions to 80% below 1990 levels by 2050. SB 1368 bars California energy providers from entering into long-term contracts with high-polluting power generators in order to encourage development of the state's renewable energy portfolio.

Promoting energy conservation has become a consistent theme in regulations, green building practices, and general business operations. For Menifee, opportunities abound to promote energy-efficient practices in the siting, design, construction, and renovation of housing stock. These practices not only respond to regulatory requirements, but also can generate significant community, environmental, and economic benefits.

### **Neighborhood Design**

The Subdivision Map Act references the need for passive or natural heating or cooling opportunities, but no prescriptive guidance is provided. Strategies to reduce energy demand begin with efficient site planning. Sizing and configuring lots to maximize a building's solar orientation (east-west alignment for southern exposure) facilitates optimal use of passive heating and cooling techniques. Placing housing near jobs, services, and other amenities reduces energy consumption for transportation. Other design strategies with beneficial energy implications include installing broad-canopied trees for shade and clustering development to reduce auto use.

In many jurisdictions, energy-efficient site planning is usually the result of developers who recognize the economic benefits or ethics of such design. Many of the present developments in Menifee were approved years before its incorporation, so these residential development patterns are set. Yet, there are still opportunities for improving energy efficiency through neighborhood design. The Community Design Element of the General Plan provides more guidance on incorporating energy efficiency priorities into the planning process. As an implementation program for the General Plan, the City of Menifee's Climate Action Plan will also address these concerns.

**Building Design**

Title 24, Part 6, California Energy Efficiency Standards, requires all residential construction to meet minimum energy conservation standards through either a prescriptive or performance-based approach. The former approach requires each individual component of a building to meet an identified minimum energy requirement. The performance approach, on the other hand, allows developers to choose a range of measures which, in totality, meet specified energy conservation targets. With either of these options, mandatory components must still be installed, such as minimum insulation, HVAC, and efficient water heating equipment.

In addition to Title 24, all residential projects are required to meet state building codes, which also include energy conservation standards. The California Building Standards Commission adopted the California Building Codes in 2007 based on model codes produced by various professional organizations. The City of Menifee has adopted these standards, which apply to all new residential buildings constructed after January 1, 2008. The City of Menifee enforces Title 24 as the primary means to ensure that new housing incorporates the latest energy efficient technologies. The City's Climate Action Plan may offer additional building techniques to conserve energy.

**Green Standards Design**

The building industry has developed different green building programs designed to improve the energy efficient and sustainability of housing. The BIA sponsors a voluntary program called Green Builder. The program focuses on energy efficiency, water conservation, wood conservation, advanced ventilation, and waste diversion. Certified homes incorporate water-efficient landscaping and fixtures, use high-efficiency insulation and ventilation systems, contain environmentally sound building materials, initiate waste reduction methods during construction, and exceed Title 24 Building Code energy standards by 15 percent.

Other green building programs have also been sponsored by government and nongovernmental agencies. The U.S. Green Building Council (USGBC) sponsors another building certification program called Leadership in Energy and Environmental Design (LEED). The USGBC is a 501(c)(3) nonprofit that seeks to improve human health, support economies and protect the environment through green buildings. The LEED program is a national rating system for green buildings that focuses on commercial and multiple-family residential projects. The USGBC reviews projects for conformance based on various efficiency, sustainability, materials quality, and design factors, and then issues certifications based on points achieved.

## D. PERMITTING PROCESSES

Development review is the primary way that to ensure that the construction of projects contributes in a positive manner to the community and quality of life. Residential development projects typically undergo several types of approvals—ministerial, discretionary actions (either with or without a public hearing), and legislative actions. This section outlines the timeline for the development review process for housing and describes the conditional use permit and design review process.

The Planning Department transmits the application to City departments, county agencies, utilities, and the local school districts. Each agency has three weeks to provide comments to the Planning Department. Within 30 days of application submittal, the Planning Department indicates whether their application is complete or incomplete. All department comments are also provided at that time. All project aspects are reviewed, including the plot plan, design review, and other applicable requirements. This review continues until all comments have been satisfactorily addressed. There are several key aspects of this process, described below.

### PLOT PLAN

Typically, single-family residential units are created either with parcel or tract maps. With parcel maps, there is no plot plan required for the placement, architecture, or floor plans of any dwelling on the property—the property owner would only need a building permit. With tract maps, the City requires a plot plan for the final site of development plan that lays out all of the houses within the tract, fencing, walls, driveways, setbacks, architecture, etc. Once the plot plan for the entire site is approved, the developers only need to obtain a building permit for a house.

An apartment or condominium project will require a plot plan and site development plan prior to development. These include the following: 1) property boundary and dimensions; 2) topography; 3) location of adjacent streets, drainage structures, utilities, buildings, signs, and other features that may affect the property use; and 4) various specifics of the proposed project. The site plan requires spot elevations, constrained area analysis, site grading/subsurface disposal requirements, drainage plans, water quality plans, and floor plans and elevations.

Plot plan (and site development plan) review depends on the nature of the project. Minor plot plans that are exempt from CEQA requirements (e.g., for projects such as guest quarters) may be approved by the Community Development Director without a public hearing. Major plot plans and site development plans (that are not CEQA exempt) must be submitted to, reviewed, and approved by the Planning Commission.

## DESIGN REVIEW

When Menifee incorporated, the City adopted the residential design guidelines currently in use by the County of Riverside. The County of Riverside's guidelines are applied throughout the county, except for specific plans that were approved for some projects in Menifee. The design guidelines set general parameters for quality design while allowing variation to reflect the diverse cultural, heritage, rural, and suburban lifestyles. Design guidelines apply to all structures except for single-family homes.

Guidelines address such topics as site planning, scale and mass, building appearance, landscaping and open space, fencing and walls, parking, and other related design topics. For ease of understanding, the Guidelines provide sketches and illustrative photographs of preferred methods of building design. The Design Guidelines are simple and complete; a developer would not need to reference other design guidelines, unless the project was part of a Specific Plan with adopted design guidelines.

Menifee planning staff conducts design review as part of the overall review of the applications for residential projects. Applications for proposed residential projects are not submitted for review to a separate Design Review Committee, City Council, or other hearing body. Rather, City staff carefully review each application and make recommendations and findings as to the consistency of a project with either the County Design Guidelines or those in the relevant Specific Plan.

The Planning Department provides the applicant with comments and corrections on proposed projects. The applicant is responsible for providing additional information, corrections, and/or clarifications. This process can take a month or longer. Upon resubmittal of exhibits or reports, the application is rerouted through various departments, who review the application for their comments. This process of transmitting exhibits to the other departments continues until the departments have issued approval and/or conditions of approval for the project.

Once all City and county department comments have been addressed and conditions of approval prepared, the Planning Department prepares the staff report and environmental documents. All staff report documents and environmental assessments are reviewed by the Community Development Director and the City Attorney. This process takes two to three weeks. When complete, the project is scheduled for a public hearing, which requires a 10-day (if CEQA exempt) or a 20-day public notice.

Taken together, the time required to obtain entitlements is six months to a year for an apartment project, six months to a year for a tract of single-family homes, and six months if the project is exempt from CEQA.

## **HOUSING FOR PEOPLE WITH DISABILITIES**

Pursuant to Section 65008 of the Government Code, this section analyzes potential and actual constraints to the development, improvement, and maintenance of housing serving people with disabilities in Menifee. Where actual constraints are found, this section describes specific programs that will be implemented as part of the 2008–2014 Housing Element to remove government constraints to housing people with disabilities.

### **Zoning Code Definitions**

General Plan and Municipal Code definitions can create fair housing concerns if the definition could be used to limit housing opportunities or fair housing choice by individuals or families. Fair housing law prohibits a city from defining a family (and by extension living quarters) in terms of the relationship of members (e.g., marital status), number of occupants (e.g., family size), or other characteristics beyond a housekeeping unit.

As part of this housing element, the City’s Zoning Codes were reviewed to determine if any definitions presented fair housing concerns. Because Menifee is a new city, many of the codes were inherited from the county and have not yet been reviewed or revised. The following were noted:

- The Menifee Zoning Code defines a family as an individual or two or more persons related by blood or marriage, or a group of not more than five persons, excluding servants, who are not related by blood or marriage, living together as a single housekeeping unit in a dwelling. This definition is in conflict with recent court decisions on who can occupy a unit.
- The Menifee Zoning Code defines an apartment as a room or suite of two or more rooms in a multiple dwelling, occupied or suitable for occupancy as a residence for one family. Similarly, a dwelling unit is defined as a building or portion thereof used by one family. This definition is not consistent with current fair housing law because it could restrict housing opportunities.
- The Menifee Zoning Code defines a dwelling for one family as a building or structure, including a mobile home or manufactured home, containing one kitchen and used to house not more than one family, including domestic employees. This definition is not consistent with current fair housing law because it could restrict housing opportunities.

Although the City of Menifee (and its code enforcement staff) does not use these codes to limit housing opportunities, these codes can create a fair housing issue if literally interpreted. To bring the City’s codes into compliance with fair housing law, the Housing Plan sets forth a program to review and revise the definition of a family, dwelling unit, and similar codes. The Zoning Code will be amended to remove any reference to number of individuals, relationship of members, or any other reference that could limit an otherwise lawful use or occupancy of a residence.

**Permitted Land Use**

The Zoning Code should also be updated to permit additional types of housing units. Currently, the Zoning Code does not define the type of housing for homeless people (e.g., emergency shelters, transitional housing, permanent supportive housing, etc.). In addition, these types of uses are generally not permitted or prohibited in the community. Although Menifee does not have many homeless people compared with more urbanized areas, the Zoning Code needs to be updated to allow housing for homeless people.

Moreover, the Municipal Code does not clearly distinguish, define, or permit residential care facilities. Rather, based on the County of Riverside codes, the City uses the term congregate care to refer to residential care facilities, although the two uses are very different. This clause conflicts with the Health and Safety Code, Lanterman-Petris Act, and Welfare and Institutions Code. The City's Municipal Code will be updated to define residential care facilities, distinguish them by size (serving six or fewer or seven or more clients), and permit them in accordance with fair housing law.

**Building Codes**

The City of Menifee has adopted the latest techniques and accessibility standards for new construction. In compliance with state law, the City requires at least 5% of publicly funded new units to be accessible to persons with mobility impairments, and an additional 2% of the units be accessible to persons with hearing or visual impairments. Multiple-family units must include: 1) public and common use portions of units readily accessible by disabled persons; 2) doors allow passage into and within such units that accommodate wheelchairs; and 3) all units contain adaptive design features.

Should the application of a building code materially affect the ability of a disabled resident to use a home, the City of Menifee has established an Accessibility Appeals Board to conduct reviews on a case-by-case basis. The Appeals Board may conduct hearings on written appeals of decisions of the building official regarding accessibility issues, and approve or disapprove interpretations and enforcement actions taken by the building official relating to access. Since incorporation, however, it has not been necessary to activate the Appeals Board to decide upon such matters.

**Development Standards and Permitting Processes**

The City of Menifee thoroughly examined its residential development standards and permitting process to identify potential constraints on the construction or improvement of housing occupied by people with a disability. Parking standards for group homes are equal to any single-family or multiple-family residence. No additional construction standards or development standards are required for housing for people with a disability. Housing is treated in a similar manner regardless of the occupancy. The City does not have distance requirements for residential care facilities. In fact, the City has been proactive in approving senior projects that serve people with disabilities, such as the Kensington and Vineyards senior projects.

### **Fair Housing Concerns**

The City of Menifee is committed to furthering fair housing opportunity for all residents regardless of status, race, color, national origin, ancestry, religion, sex, disability, familial status, source of income, sexual orientation, or any other arbitrary factor. As a contract city under the County of Riverside's CDBG Program, the Fair Housing Council of Riverside County provides fair housing services, including anti-discrimination, landlord-tenant mediation, training and technical assistance, enforcement of laws, and administrative hearings.

Over the past five years (FY 05/06–10/11), the County responded to 785 landlord-tenant calls. Of that total, nearly one-third of the calls were for landlord repairs. This pattern may be due to the increasingly difficult economy, with landlords deferring maintenance and repairs. Of that total, the County processed 36 discrimination cases, of which 80% were for disability/age status. The Consolidated Plan indicated that the greatest number is most likely due to changes in state laws allowing for reasonable accommodation for a disability-related issue.

### **Reasonable Accommodation**

As noted by the Fair Housing Council of Riverside Council, a high volume of potential housing discrimination cases are disability related. The Department of Housing and Community Development now requires cities to adopt reasonable accommodation procedures. A reasonable accommodation refers to actions that a city takes to modify land use and zoning regulations affecting housing for people with disabilities. A reasonable modification is a structural change made to existing premises so that a disabled person can fully utilize the premises.

Although the County of Riverside has a more formal process, the City has used a more informal process for making reasonable accommodations. As required by state law, the Housing Element contains a program to develop a reasonable accommodation ordinance that would formalize the process and procedures for how people with disabilities may seek appropriate relief from the strict application of land use, building, and zoning standards.

# 4. HOUSING RESOURCES

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This chapter describes the land, financial, and administrative resources available to Menifee to address its existing and future housing needs, including its share of the regional housing needs allocation (RHNA).

## A. REGIONAL HOUSING NEEDS

California law requires all local governments to plan to facilitate and encourage the production of housing to accommodate population and employment growth. To assist in that effort, SCAG prepares housing construction need goals for each city in southern California as part of the RHNA authorized by the California Government Code. Jurisdictions are required to develop proactive policies and programs to facilitate the construction of new housing commensurate with assigned housing goals.

### **MENIFEE'S RHNA**

The SCAG determines total housing need for each community in southern California based on three general factors: 1) the number of housing units needed to accommodate future population and employment growth; 2) the number of additional units needed to allow for housing vacancies; and 3) the number of very low, low, moderate, and above moderate income households needed in the community. Additional factors used to determine the RHNA include tenure, the average rate of units needed to replace housing units demolished, and other factors.

In 2006, SCAG prepared a RHNA for the entire County of Riverside, which included the unincorporated area now comprising the City of Menifee. Upon Menifee's incorporation, new state law requires a transfer of a portion of the County of Riverside's RHNA allocation to the City of Menifee. Pursuant to Government Code, Section 65584.07(a), adopted by the State Legislature in 2010, the City of Menifee is required to use its portion of the RHNA for its housing element.

Given the time frames for completion of the City of Menifee's and County's Housing Elements and General Plan, the City and County of Riverside arrived at five principles to derive the RHNA:

- The RHNA is generally consistent with SCAG's RHNA model;
- The RHNA transferred must be agreed upon by both City and County;
- The transfer must not reduce the subregional RHNA production goals;
- The transfer must not change the fair share adjustment; and
- The transfer cannot change the housing need allocated to other cities.

The City of Menifee and County of Riverside executed a signed agreement for the RHNA that contained five principles, and the Southern California Association of Governments also agreed to them. These principles are:

1. The methodology used to calculate the RHNA transfer is based on projected household growth, vacancy rates, and replacement factors used by SCAG in calculating the original 2006–2014 RHNA for the County of Riverside;
2. The RHNA transfer occurs from the County of Riverside unincorporated area to the City of Menifee so that the transfer does not reduce the total number of units in the subregion nor affect any other community;
3. The City of Menifee agreed to use the same affordability distribution of units as the County unincorporated area so that the transfer does not affect the portion of lower fair share of the region nor any other community in the SCAG region;
4. The City of Menifee incorporated in October 2008, which is 34 months (or one-third) into the 8½-year planning period beginning January 2006 and ending June 2014; thus the RHNA for the City is two-thirds the 2006–2014 planning period;
5. The County of Riverside will transfer a RHNA of 2,734 housing units, which equates to 648 very low income, 448 low income, 506 moderate income, and 1,132 above moderate income units, to the City of Menifee.

Table 14 summarizes the City of Menifee’s 2006–2014 RHNA. The City is required to ensure that sufficient sites which are general planned and zoned for housing are available to accommodate its need and to implement proactive programs to facilitate and encourage the production of housing commensurate with its housing needs.

**Table 14: 2006-2014 Regional Housing Needs Allocation**

Income Category	Definition	RHNA	
		Number of Units	Percentage
Very Low*	50% of less of MFI	648	24%
Low	51–80% of MFI	448	16%
Moderate	81–120% of MFI	506	19%
Above Moderate	above 120% of MFI	1,132	41%
Total		2,734	100%

Source: Agreement between the County of Riverside and City of Menifee, August 2010.

\* Extremely low income units are estimated as one-half the very low income unit need.

The City of Menifee was been allocated a RHNA of 2,734 housing units for the 2008–2014 Housing Element planning period. The City recognizes that an effective strategy to address its housing needs must reflect the diverse housing needs of the community. Because the housing needs of seniors, families, young, and working-age individuals are all different, meeting these needs requires a diversified strategy of providing housing.

In addressing the 2008–2014 RHNA, state law allows local governments to satisfy their share of the regional housing need in three primary ways:

- **Housing Production.** Housing units built and/or occupied since the City's incorporation can be credited toward the 2008–2014 RHNA per the City and county's agreement and state housing element regulations. Units built prior to Menifee's incorporation are credited toward the county's RHNA.
- **Vacant Land.** Vacant land that has or will have adequate infrastructure, appropriate zoning, and density levels in place can count toward the RHNA. However, any policy changes required to make these sites feasible for housing must occur in time to be built by the end of the planning period.
- **Housing Preservation.** In certain cases, the rehabilitation or preservation of housing and affordable housing units at risk of conversion to market rents can be credited to the RHNA, but the strict state regulations surrounding these provisions make this option infeasible for Menifee.

The following sections credit housing production toward the RHNA, identify sites that accommodate the unmet need for housing, and discuss financial and administrative resources to implement programs.



## B. HOUSING PRODUCTION

Since the City’s incorporation in 2008, Menifee has seen the production of thousands of housing units. This section describes projects built and credits the projects to the 2008–2014 RHNA.



The Heritage Lakes development surrounds a 25-acre lakefront amenity, offering a pedestrian-oriented waterfront experience.



The Waterford model in Heritage Lake offers 4 bedroom homes in the low \$300,000s.

### Heritage Lakes

The Heritage Lakes residential development is located in the Menifee Valley Ranch Specific Plan in northern Menifee. This 910-acre project will contain 19 residential neighborhoods, 2,600 homes at buildout, two new schools, and four grand parks—all oriented around a central 25-acre lake and waterfront. Approximately 17 acres of greenbelts and trails surround Heritage Lake, creating a pedestrian waterfront experience and high quality of life. The picture in the left column illustrates a vista of Heritage Lake.

Since 2008, five phases priced from \$175,000 to the mid \$300,000s (HOA fees of \$80 per month) have been under construction. The affordability thresholds of homes were calculated earlier in Table 6 (page 17). Home prices range from affordable Traditions and Parkside models to moderately priced Brighton and Reflections models to the higher-priced Waterford models. Table 15 shows the specifics about each residential model and its affordability level.

**Table 15: Heritage Lakes Project**

Models	Housing Units by Affordability			
	Detail	Advertised Prices	Affordability of Units Built	Remaining Capacity
Traditions	1,331–2,373 sf 3 bedrm	\$172,000 and up	<a href="#">69 Low</a> <a href="#">48 Mod</a> <a href="#">0 Above</a>	<a href="#">33 units</a>
Parkside	1,700–2,600 sf 3–4 bedrm	\$210,000 and up	<a href="#">30 Low</a> <a href="#">82 Mod</a> <a href="#">0 Above</a>	<a href="#">68 units</a>
Reflections	2,500–2,700 sf 4 bedrm	\$245,000– \$272,000	<a href="#">3 Low</a> <a href="#">79 Mod</a> <a href="#">2 Above</a>	<a href="#">45 units</a>
Brighton	2,600–3,100 sf 4–5 bedrm	\$270,000 and up	<a href="#">0 Low</a> <a href="#">81 Mod</a> <a href="#">0 Above</a>	<a href="#">39 units</a>
Waterford	2,900–3,800 sf 4–5 bedrm	\$310,000 and up	<a href="#">0 Low</a> <a href="#">61 Mod</a> <a href="#">31 Above</a>	<a href="#">92 units</a>
<b>Summary</b>			<a href="#">102 Low</a> <a href="#">351 Mod</a> <a href="#">33 Above</a>	<a href="#">277 units</a>

Source: City of Menifee; Redfin; Zillow; The Planning Center|DC&E

Notes:

- + Housing affordability is based on actual prices of units sold according to Refin.com and the standard calculations shown in Table 6 on page 17 of this housing element. All of the home prices represent the original price and exclude foreclosures and short sales.
- + For vacant parcels in a project that are expected to be built, the affordability of units is based on the affordability distribution cited by the developer in a phone interview.

**The Lakes**

The Menifee East Specific Plan is a 400-acre project in Menifee, approved as Tract 30422. This Specific Plan features several residential neighborhoods, one new elementary school, a community park, three mini parks, day-care site, and a central 52-acre lake. Approximately 20 acres of greenbelts, easements, and trails weave through the residential development. The project is general planned for low density residential development (2.1-5R) and allows a density of 2-5 housing units per acre.

The Menifee East Specific Plan has a development capacity to accommodate 1,150 new housing units, of which half the area has been built and sold. Centex Homes/Pulte is approving plans to develop the remaining 688 single-family units. The project has four models ranging from 1,900 to 2,900 square feet on 5,000- to 6,000-square-foot lots. Single-family homes are priced in the \$200,000s and recently dropped \$20,000 for every model. HOA fees are \$200, which translates into an increase of approximately \$30,000 in sales price.

The housing market today is dynamic and difficult to predict. However, based on units built in the last year, the developer indicated that each model will comprise 25% of the total units in the project. Table 16 shows the specifics about each residential model and its affordability level.



*The Lakes offers quality single-family homes at affordable prices. This Centex 4-bedroom, 2,200 square foot home sold for \$226,000 in 2011.*

**Table 16: The Lakes Project**

Models	Housing Units by Affordability			
	Detail	Advertised Prices	Affordability of Units Built	Remaining Capacity
Plan 1901	1,901 sf 3 bed; 2.5bath	\$199,000 and up	<a href="#">14 Low</a> <a href="#">23 Mod</a> <a href="#">0 Above</a>	<a href="#">549 residential units at of varying model sizes and sales prices.</a>
Plan 2204	2,204 sf 4 bed; 2.5bath	\$209,000 and up	<a href="#">0 Low</a> <a href="#">60 Mod</a> <a href="#">0 above</a>	
Plan 2579	2,579 sf 3 bed; 2.5bath	\$225,900 and up	<a href="#">0 Low</a> <a href="#">36 Mod</a> <a href="#">6 Above</a>	<a href="#">Models selected and affordability depend on the demand for different models.</a>
Plan 2916	2,916 sf 4 bed; 2.5 bath	\$249,000 and up	<a href="#">14 Low</a> <a href="#">119 Mod</a> <a href="#">6 Above</a>	
<b>Summary</b>				

Source: City of Menifee; Redfin; Zillow; The Planning Center|DC&E.

Notes:

- + Housing affordability is based on actual prices of units sold according to Refin.com and the standard calculations shown in Table 6 on page 17 of this housing element. All of the home prices represent the original price and exclude foreclosures and short sales.
- + For vacant parcels in a project that are expected to be built, the affordability of units is based on the affordability distribution cited by the developer in a phone interview.

### **Additional Single-Family Homes**

In addition to master planned communities being developed pursuant to Specific Plans, developers in Menifee are building smaller residential neighborhoods. These include Richmond American, Capital Pacific, Beazer, and RSI Development described below:



*RSI New House Project*

#### *RSI Development*

Menifee is at the forefront of facilitating new types of housing, such as precision built housing. The City of Menifee approved the 103-unit RSI-New House project on a site at a density of 3.5 units per acre (R2.1-5). This project offers homes ranging in size from 1,450 to 2,000 square feet on lots of 7,200 to 11,000 square feet. The project is oriented around a central park, and the internal streets are lined with pedestrian walkways. Each residence has three bedrooms, two baths, and attached garages. All of the 103 homes sold for \$139,000 to \$206,000, which is affordable to lower income households. HOA fees are only \$65 to \$80 per home.

#### *Richmond American*

Richmond American is building the Oaks@Marsden on Tract 31724, at the corner of Haun Road and Garbani Road. The Oaks provides three- and four-bedroom homes from 2,100 to 2,750 square feet on residential lots of 7,200 square feet. Currently, the project has 128 finished lots with infrastructure in place and the developer is pulling permits. According to Redfin, 37 units were sold for prices from \$245,000 to \$289,000. One unit was sold below that range (low income) and one unit was sold well above the range (above moderate) Based on standard affordability criteria, these residences and all future homes are anticipated to be affordable to moderate income households.

#### *Beazer Homes*

Beazer Homes is building the 64-unit Terra Bella residential project located near Menifee Road and Newport Road. The project includes three- to five-bedroom homes ranging in size from 1,766 square feet to nearly 3,000 square feet. Prices are from \$229,000 to \$300,000 and there are no required HOA fees. Residential lots are typically 7,200 square feet in size and larger. As of March 2012, a total of 26 single-family have been sold. Based on standard affordability criteria, these homes are affordable to predominantly moderate income households (21 units) with a few (5 units) lower income units.

#### *Capital Pacific Homes*

Capital Pacific Homes is building the Calder Ranch project located just north of Bundy Canyon near Interstate I-15. This residential development of 70 homes offers four bedroom units ranging from 2,583 to 3,867 square feet on lots of up to one acre. Asking prices range from a low of \$380,000 to \$417,000. All streets and infrastructure are in place and the developer is pulling permits. According to Redfin, 18 homes sold in recent years at prices below \$400,000. Based on standard affordability criteria, however, these single-family homes are affordable only to above moderate income households.

### Multiple-Family Residences

Since its incorporation in 2008, several new family apartment projects have been built and several are in the planning and entitlement stage. In addition, the City of Menifee also has seen the construction of senior housing projects, and additional projects are in the pipeline. Collectively, these projects will offer rental units affordable to lower and moderate income households.

These projects are described below:

#### *Cantabria Apartments*

Completed in 2010, Cantabria Apartments is a luxury apartment project located at 30951 Hanover Lane in Menifee. The parcel is general planned for very high density residential and zoned for multiple-family housing (R-3). This zoning allows for apartments to be built at a density of 14 to 20 units per acre. The project features 230 one- and two-bedroom units, encompasses a site of approximately 10.8 acres, and is built at a density of 20 units per acre. This project is built to condominium standards with significant onsite amenities. Rents are \$1,000 to \$1,300 for a one-bedroom unit and \$1,300 to \$1,600 for a two-bedroom unit, which are affordable to moderate income households.

#### *Antelope Ridge Apartments*

Completed in 2010, Antelope Ridge Apartments is a luxury apartment project located at 27757 Aspel Road in Menifee. The parcel is general planned for very high density residential and zoned for multiple-family housing (R-3). This zoning allows for apartments to be built at a density of 14 to 20 units per acre. The project features 248 one- and two-bedroom units, encompasses a site of approximately 17.1 acres, and is built at a density of 14 units per acre. This project is built to condominium standards with significant onsite amenities. Rents are \$1,000 to \$1,300 for a one-bedroom unit and \$1,300 to \$1,600 for a two-bedroom unit, which are affordable to moderate income households.

#### *Encanto Apartments*

Under view, the Encanto Apartments is a family apartment project proposed at 28155 Encanto Drive in Menifee. The parcels are general planned for very high density residential and zoned for multiple-family housing (R-3). This zoning allows for apartments to be built at a density of 14 to 20 units per acre. The project features 178 one- and two-bedroom units, encompasses a site of approximately 10 acres, and is built at a density of about 18 units per acre. This project is designed to quality standards with many onsite amenities.

In 2011, the City Council held a TEFRA hearing to apply for \$20 million in bond financing under the California Statewide Communities Development Authority. On December 6, 2011, the City Council approved the project application, which is slated for breaking ground sometime in 2012. The project is required to provide 36 units affordable to lower income residents and the remainder of the units will be provided at market rents, which are anticipated to be affordable to moderate income households.



*Cantabria Apartments*

### *Vineyard Apartments*

The Vineyards Apartment is an 80-unit senior project that is approved for construction at 29930 Winter Hawk Road in Menifee. The parcel has a general plan designation of high density residential with an R-3 zoning district. This zoning allows for apartments to be built at a density of 14 to 20 units per acre. The project will consist of 65 one-bedroom and 16 two-bedroom units, of which 65 units are very low income and 15 are low income units. Covering 4.4 acres, the project is built at a density of approximately 16 units per acre.

The Vineyards Apartment project cost an estimated \$20.7 million. Funding was obtained from many sources, including \$12.3 million in state tax credits, a \$2 million land grant from the Riverside County Economic Development Agency, a \$3.6 million loan from the County of Riverside Redevelopment Agency, and \$1.5 million from the Mental Health Services Act. This apartment project is under construction and will be finished in 2012. With its various funding sources, the project has 55-year affordability covenants.

### *Kensington Apartments*

The Kensington Apartments is a proposed 221-unit senior apartment project located at 28635 Bavaria Drive in Menifee. The parcel has a general plan designation of high density residential with an R-2 zoning district. This zoning allows for apartments to be built at a density of 14 to 20 units per acre. The project consists of 154 one-bedroom and 67 two-bedroom units. Covering 20 acres, the project will be developed at a density of 11 units an acre. The project is a market-rate senior project and will not receive public assistance. Upon completion, rents are projected at \$895 to \$975 for one-bedroom units (affordable to low income) and \$1,195 to \$1,295 for two-bedroom units (affordable to moderate incomes). Project construction is anticipated in 2012.

### *Victoria Woods Apartment*

The Victoria Woods Apartment is a proposed 106-unit senior apartment project located at the corner of Antelope Road and Aldergate in Menifee. The parcel has a general plan designation of high density residential with an R-3 zoning district. The project consists of a mix of 73 one-bedroom and 32 two-bedroom units. The project is a market-rate senior project and is not publicly assisted. The affordability of the project is unknown, but is assumed to be the same as the Kensington Apartments as that project is also a market rate senior project. Victoria Woods project is currently proposed and awaiting financing, with the goal of commencing construction in 2012/2013.

Taken together, these three projects will significantly add to the City's stock of housing affordable for lower and moderate income seniors who desire to rent (rather than own) senior housing in Menifee.

## SUMMARY OF PROJECTS

Table 17 is a summary of residential projects built and occupied and/or approved in Menifee since its incorporation. Shown below, the City has already approved more than 2,000 homes affordable to low, moderate and above moderate income households, which address its RHNA requirements. [It should be noted that single-family homes approved in larger subdivisions are not counted toward the RHNA until the home is built and occupied. Still remaining is a deficit of 512 lower income housing units.](#)

**Table 17: Affordability of Approved and Built Projects**

Residential Projects	Built/Approved Units			Status of Add'l Units to Be Built
	Low	Mod	Above Mod	
<b>Multiple-family Residences</b>				
Cantabria Apartments	0	238	0	<a href="#">Built out</a>
Antelope Apartments	0	248	0	<a href="#">Built out</a>
Vineyard Apartments	80 <sup>1</sup>	1	0	<a href="#">Built out</a>
Encanto Apartments	36	142	0	<a href="#">Approved</a>
Kensington Apartments	154	67	0	<a href="#">Approved</a>
Victoria Woods	73	32	0	<a href="#">Approved</a>
<b>Subtotal</b>	<b>343</b>	<b>728</b>	<b>0</b>	
<b>Single-family Residences</b>				
Lakeside	0	9	2	<a href="#">Built out</a>
Lexington	0	46	6	<a href="#">Built out</a>
Mystic Point	6	29	0	<a href="#">Built out</a>
New House	103	0	0	<a href="#">Built out</a>
Parklane	3	35	2	<a href="#">Built out</a>
Silverpointe	1	16	4	<a href="#">Built out</a>
Rolling Hills	0	22	15	<a href="#">Built out</a>
Oak Tree Industries	2	6	0	<a href="#">Built out</a>
Providence	1	9	0	<a href="#">Built out</a>
All Others	0	4	1	<a href="#">Built out</a>
Terra Bella	5	20	0	<a href="#">Remaining Capacity: 39 units</a>
The Lakes	14	119	6	<a href="#">Remaining Capacity: 549 units</a>
Topaz@Eldorado	3	39	0	<a href="#">Remaining Capacity: 76 units</a>
Oaks@Marsden	1	37	1	<a href="#">Remaining Capacity: 33 units</a>
Heritage Lake	102	351	33	<a href="#">Remaining Capacity: 277 units</a>
Calder Ranch	0	0	18	<a href="#">Remaining Capacity: 52 units</a>
Cottonwood	0	16	3	<a href="#">Remaining Capacity: 173 units</a>
Hidden Hills	0	5	0	<a href="#">Remaining Capacity: unknown</a>
<b>Subtotal</b>	<b>241</b>	<b>763</b>	<b>91</b>	
<b>All Projects</b>	<b><a href="#">584</a></b>	<b><a href="#">1,491</a></b>	<b><a href="#">91</a></b>	
<b>2008-2014 RHNA</b>	<b><a href="#">1,096</a></b>	<b><a href="#">506</a></b>	<b><a href="#">1,132</a></b>	
<b>Remainder</b>	<b><a href="#">512</a></b>	<b><a href="#">-985<sup>2</sup></a></b>	<b><a href="#">1,041</a></b>	

Source: City of Menifee; Redfin; Developer websites and interviews.

Note:

1. Vineyard Apartments has 65 very low income, 15 low, and 1 moderate income unit.
2. Moderate income housing surplus can count toward the above moderate income RHNA.

## C. LAND INVENTORY

The City of Menifee recognizes that planning for its residents and workforce must take into account many considerations. In addition to housing affordability, these include unit size, parking needs, proximity to educational centers and transit facilities, and access to social services and health facilities. The City recognizes that housing needs differ for families, young and working-age individuals, and seniors. Finally, new housing must also complement existing neighborhoods and communities.

The 2008-2014 Housing Element identifies available sites in the community that can accommodate the RHNA for Menifee. As discussed earlier, the City has already fulfilled its requirement for moderate and above moderate income housing. This is because moderately priced housing has been built in such large quantities that it exceeds the RHNA for both moderate and above moderate income housing alone. The City also has significant vacant land reserves in specific plan areas. Therefore, the land inventory discussed in this chapter focuses on the low income requirement.

State law requires that an adequate site inventory contain four components. If the sites are underutilized (as opposed to vacant sites), additional analysis is required.

1. **Identify parcels:** a listing of properties proposed to accommodate the regional housing needs by parcel number, size, general plan designation, and zoning of each property;
2. **Analyze site constraints:** the sites should not have significant environmental or infrastructure constraints that might affect the timing or feasibility of development by the end of the planning period.
3. **Calculate development capacity:** the development capacity of sites in the housing element should be calculated based on minimum density range or realistic capacity based on development trends
4. **Demonstrate that zoning is adequate:** demonstration that identified zones and associated densities will be in place to facilitate the development of housing for lower income households.

Shown later, Menifee has numerous residential projects built that already meet all of the above moderate and moderate income RHNA requirements. In fact, many single-family homes and apartments have been built for prices affordable to lower income residents. Therefore, the remainder of this section will discuss how the City will meet its lower income requirement. This will be achieved predominantly through the redesignation of vacant sites to allow for the construction of multiple-family dwellings.

**IDENTIFICATION OF SITES AND CONSTRAINTS**

Menifee has satisfied a significant part of its RHNA with the production of low, moderate, and above moderate income housing, but there is still a shortfall of 512 lower income units. State law does not require the City to build these units, but rather plan for facilitating the development of affordable housing. A local government facilitates the production of housing through a combination of making land available through zoning, creating appropriate development standards, and implementing housing programs.

The first step in creating an adequate land inventory is to identify and analyze appropriate sites for housing that can address the unmet share of the RHNA. State law explicitly assumes that sites that could reasonably accommodate affordable housing for lower income households are those that can accommodate multiple-family housing (apartments, condominiums, and townhomes) at a certain density. As discussed later, this density level is a minimum of 20 units per acre, and currently no parcels meet that criteria.

The City surveyed sites throughout the community and identified five parcels that met the requisite criteria in state law and could be rezoned to accommodate multiple-family housing at an appropriate density. The criteria used to screen the sites for appropriateness were:

- Vacant Site Characteristics: Generally flat, large enough to accommodate a project, vacant, and reasonably ready for development.
- Infrastructure Feasibility: Could be served with water and sewer by simply extending water, sewer, and transportation infrastructure.
- Minimal Environmental Issues: Do not have sensitive species, habitat, nor other characteristics that would preclude development.
- Wide Distribution: The five parcels are distributed throughout Menifee and consistent with the vision and goals of the proposed General Plan.

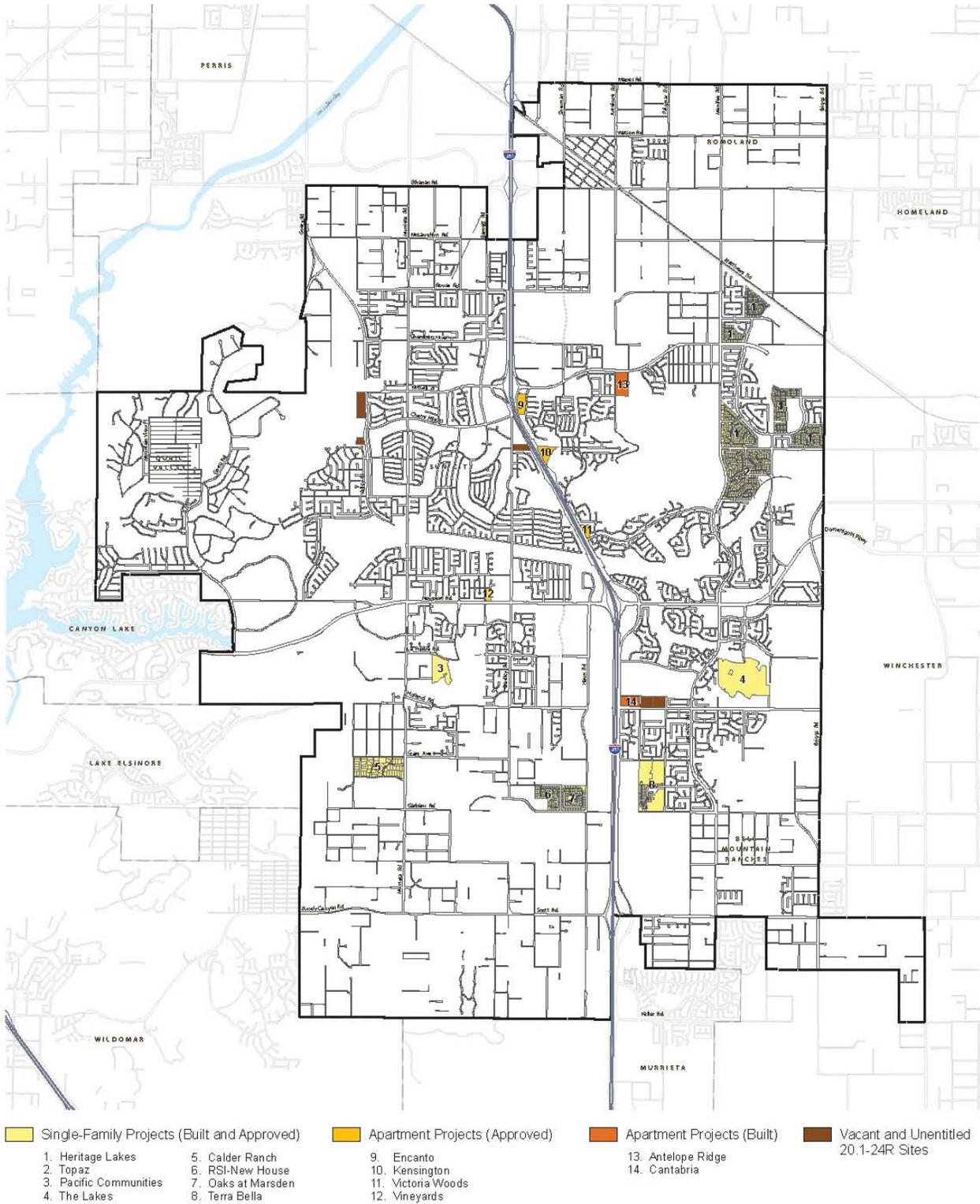
**Table 18: Vacant Sites to Accommodate Remaining RHNA**

APN	Location	Land Use Designations and Acres			
		Current General Plan and Zoning*	Site Acres	Existing Uses	Actual Constraints
364070034	Near Cantabria Apts.	<a href="#">VHDR (14 to 20 du/ac</a>	<a href="#">8.1</a>	<a href="#">Vacant</a>	<a href="#">None</a>
364070047	Near Cantabria Apts.	<a href="#">VHDR (14 to 20 du/ac</a>	<a href="#">8.3</a>	<a href="#">Vacant</a>	<a href="#">None</a>
336060019	Adjacent to I-215	<a href="#">Commercial Retail</a>	<a href="#">5.7</a>	<a href="#">Vacant</a>	<a href="#">None</a>
339030022	Valley, So. of Cherry Hills	<a href="#">VHDR (14 to 20 du/ac</a>	<a href="#">3.2</a>	<a href="#">Vacant</a>	<a href="#">None</a>
339030020	Valley, No. of Cherry Hills	<a href="#">VHDR (14 to 20 du/ac</a>	<a href="#">12.9</a>	<a href="#">Vacant</a>	<a href="#">None</a>

Source: The Planning Center|DC&E, 2012.

\*These designations refer to the County of Riverside land use designations prior to City incorporation

# Housing Resources



**Figure 8: Housing Opportunity Sites**

### ADEQUACY OF ZONING AND DENSITY

The second test in demonstrating that a site is suitable for facilitating and encouraging affordable housing for low income households is density levels. This is because state law assumes that density levels are associated with different affordability levels. Lower density units, such as single-family homes, are typically less affordable than higher density units, such as apartments. State law allows two options to satisfy the criteria: 1) rezone sites at a minimum density of 30 units per acre (a threshold referred to in state law as default density); or 2) zone sites at a lower density but demonstrate it is feasible for the production of housing for lower income households.

Whenever a city is required to rezone sites to meet the lower income RHNA, state housing element law contains other requirements: 1) that the sites accommodate at least 16 dwelling units per site, 2) that multifamily residential and single-family residential uses only be permitted as a by-right use on the sites needed to address the unmet lower income RHNA; 3) that mixed uses not be allowed on sites required to address the lower income RHNA; and 4) that the density range facilitate affordable housing.

The City of Menifee assumes that the 20.1-24R general plan land designation and density of 20 to 24 units per acre can accommodate affordable housing for lower income households based on projects approved and/or built. Cantabria and Antelope Ridge apartments—projects built at higher end condo specs—facilitate moderate income rents at an average of 17 units per acre. Vineyard senior apartments, Encanto family apartments, and Kensington apartments, built at 11 to 18 units per acre, offer low income units (Table 19).

**Table 19: Recent Multiple-Family Projects in Menifee**

Project	Property Characteristics			
	Public Subsidy	Density	Other	Affordability
Cantabria	None	20	Condo Specs	Moderate
Antelope Ridge	None	14	Condo Specs	Moderate
Kensington	None	11	None	Lower/Moderate
Vineyard	Full	16	Service Enriched	Very Low/Low
Encanto	Partial	18	Family Apts.	Lower/Moderate

Source: The Planning Center|DC&E, 2012.

Using the above example, the City of Menifee has seen the construction of affordable housing for lower income households at densities ranging from 11 to 18 units per acre. The City is creating a zone with a higher density range of 20 to 24 units per acre. If affordable housing can presently be developed at densities of 11 to 18 units per acre, it stands to reason that a 60% to 100% higher density increase to 20 to 24 units per acre would lower the per unit cost of land (and therefore development costs), making it even more feasible to facilitate the construction of lower income affordable housing.

**Summary of RHNA Credits from Recently Built Projects**

Table 20 summarizes the City’s progress toward its 2008–2014 RHNA. As of March 2012, the City has fulfilled all of its housing production and sites requirement for the moderate and above moderate income housing. A large percentage of lower income units have also been addressed through the construction and approval of housing projects. However, a deficit of lower income units/site capacity remains.

As discussed earlier, the City is proposing to redesignate five parcels to high density residential at a density range of 20.1 to 24 units per acre. The realistic density, however, is assumed to be 22 units for consistency with the General Plan EIR. With these additional sites and estimated 840-unit development capacity collectively on these sites, the City of Menifee can adequately address its 2008–2014 RHNA.

**Table 20: RHNA and Land Inventory Summary**

Projects Built/Approved	Housing Units by Affordability		
	Low	Moderate	Above
Multiple-family	343	728	0
Single-family Homes Built	241	763	91
<u>Single-family Homes Approved but Not Built</u>	<u>Not credited until construction occurs</u>		
Summary of Credits	584	1,491	91
<b>Status with RHNA</b>			
+ 2006–2014 RHNA Goals	1,096	506	1,132
+ Credits toward the RHNA	584	1,491	91
Remaining RHNA Goal	512	-985	1,041
<b>Vacant Sites (based on allowable density alone)</b>			
+ APN 364070034	178		
+ APN 364070047	183		
+ APN 336060019	125		
+ APN 339030022	70		
+ APN 339030020	284		
Total Vacant Site Capacity	840		
<b>Difference: RHNA and Credits</b>	<b>+328</b>		

Note: HCD allows jurisdictions to combine the very low and low income RHNA together.

## D. IMPLEMENTATION RESOURCES

This section provides an inventory of current and potential resources to augment the financial resources and administrative capacity of the City to undertake its housing programs and activities.

### FINANCIAL RESOURCES

Several local, state, and federal financial resources are often used to fund the construction, improvement, and maintenance of housing in cities. The following lists the major sources of financial resources used for housing, the ability of Menifee to access these funds, and plans for the future.

#### Neighborhood Stabilization Funds

The U.S. Department of Housing and Urban Development has allocated the County of Riverside a total of \$48.5 million in funding as part of the Neighborhood Stabilization Program through the Community Development Block Grant program. Targeted funds can be used to acquire foreclosed homes, demolish or rehabilitate abandoned properties, and/or offer down payment and closing cost assistance to qualified homebuyers. According to the County's Consolidated Annual Performance Evaluation Report, \$1.8 million was spent in Menifee during FY2009–2010, which was used for the rehabilitation and sale of single-family residences.

#### Community Development Block Grants

The Community Development Block Grant (CDBG) program is a federal program awarded to cities or the county to fund housing activities and expand economic opportunities. Projects must benefit low and moderate income persons, aid in the prevention or elimination of slums or blight, or meet other urgent needs. Eligible activities include property acquisition, rehabilitation, preservation, economic development, code enforcement, and public facilities/services. Menifee has applied for status as an entitlement jurisdiction at the conclusion of the three-year funding period. This will provide revenues directly to the City of Menifee for eligible activities.

#### HOME Investment Partnership (HOME)

Title II of the National Affordable Housing Act established the Home Investment Partnerships (HOME) Program. HOME is the largest federal block grant to state and local governments designed exclusively to expand the supply of safe, decent, and affordable housing for low-income households. Participating jurisdictions work in partnership with nonprofit groups called Community Housing Development Organizations to fund activities that build, buy, and/or rehabilitate affordable housing or provide direct rental assistance. Menifee is seeking to become an entitlement city and will be entitled to direct funding, rather than being dependent on the County allocation of funding.

## **ADMINISTRATIVE RESOURCES**

The City of Menifee has several administrative resources available to assist in implementing housing programs. As a new community, the City will also need to tap other resources outside of city hall to also assist in implementing housing programs.

### **Menifee Planning Department**

The Planning Department is responsible for the long-range planning and physical development of the City of Menifee to promote livability and appearance. The Planning Department ensures the City's viability through enforcement of land use, construction, health and safety, and environmental regulations. This involves land use and development standards, building codes, economic vitality, and adherence to the General Plan. The Planning Department is also responsible for the implementation of the General Plan, Zoning Code, and Specific Plans.

### **Habitat for Humanity, Inland Valley**

Habitat for Humanity Inland Valley was founded in 1991 to provide low income housing for families in the Inland Valley. The chapter works alongside families to build or rehabilitate homes and sell them to the families at cost with a zero interest mortgage. Habitat has completed the construction and/or rehabilitation of 10 homes in southwest Riverside County, including three homes in the City of Menifee. The chapter is working with the County of Riverside Economic Development Agency to receive Neighborhood Stabilization Grants to complete the work.

### **Fair Housing Council of Riverside County**

The Fair Housing Council of Riverside County provides fair housing services to its member cities in Riverside County. This agency is responsible for enforcing fair housing laws for its member communities, assisting in foreclosure prevention trainings, conducting homebuyer education programs, and facilitating landlord-tenant mediation. The Fair Housing Council also has the ability to serve as an intake center to answer questions regarding fair housing in Menifee. The City's 2012–2017 Analysis of Impediments to Fair Housing recommended working with a qualified fair housing service provider.

### **Affordable Housing Developers**

As the City of Menifee develops further and plans for the next housing element cycle, it is beneficial to establish working relationships with qualified affordable housing developers. The Department of Housing and Community Development maintains a list of qualified developers who may be able to assist the City in meeting its production goals for affordable housing.

# 5. HOUSING PLAN

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This chapter describes the goals, policies, and implementation programs the City will implement to address its housing needs, including its share of the regional housing needs allocation (RHNA).

## A. BACKGROUND

### OVERVIEW

The State of California recognizes that an adequate supply of quality affordable housing is fundamental to economic and social well-being. Therefore, the California Legislature has adopted requirements for all local governments to further this goal by contributing to and advancing solutions to meeting their local and regional housing needs. All communities across California are required to prepare a Housing Element to address their local housing needs and a share of their region's need for new housing. This present housing element covers the planning period of 2008–2014.

### PURPOSE

An adequate supply of quality affordable housing is fundamental to the economic and social well-being of Menifee, its residents, and economy. State law requires all communities to prepare a housing element every five years. The Housing Element is required to address the production, preservation, and improvement of housing in the community. Among its most important functions, the Housing Element analyzes existing and future housing needs; addresses various constraints to meeting local housing needs; identifies land, financial, and administrative resources for housing; sets forth goals and policies to meet community housing needs; and establishes housing programs and an implementation plan.

### CONTENT

The Housing Element is required to address the production, preservation, and improvement of housing. Among its most important functions, the Housing Element analyzes existing and future housing needs; addresses constraints to meeting local housing needs; identifies land, financial, and administrative resources for housing; and sets forth goals, policies, and implementation programs to meet a community's varied housing needs. The result is a housing plan that balances the City's varied needs within the overall goal of creating and sustaining a strong community.

The City of Menifee's first 2008–2014 housing element is designed to comply with requirements in California housing element law.

## B. HOUSING GOALS

### HOUSING DIVERSITY

An adequate supply of quality housing provides opportunities for residents to live in our City, supports future economic growth and our workforce, and raises municipal revenues needed to sustain our City. We carefully plan our communities to offer the appropriate types of housing, including startup and move-up opportunities and supportive community amenities, for residents of all ages. By careful attention to detail and thoughtful planning, the City of Menifee will create a lifestyle community that distinguishes itself in southwestern Riverside County.

*GOAL HE-1: A diverse housing stock that offers a full range of housing opportunities for Menifee residents and supports the local economy.*

#### Policies

- HE 1.1: Specific Plans. Support residential growth and infill in specific plan areas and along corridors where comprehensive neighborhood planning is completed and adequate infrastructure is planned.
- HE 1.2: Housing Design. Require excellence in housing design with materials and colors, building treatments, landscaping, open space, parking, and environmentally sensitive design practices.
- HE 1.3: Housing Diversity. Provide development standards and incentives to facilitate a range of housing, such as single family, apartments, senior housing, and other housing types in rural, suburban, and urban settings.
- HE 1.4: Entitlement Process. Provide flexible entitlement processes that facilitate innovative housing solutions, yet balance the need for developer certainty in the approval process.
- HE 1.5: Permit Process. Permit higher density housing in the 20.1–24 R General Plan designation per City policy; incorporate new policies upon completing the Zoning Code update.
- HE 1.6: Housing Incentives. Facilitate a mix of market rate and affordable housing through adoption of regulatory concessions and financial incentives, where feasible and appropriate.
- HE 1.7: Community Character. Protect the character of the community by preserving the unique rivers, landscape, natural features, and community features that distinguish Menifee from other cities in the region.

**NEIGHBORHOOD QUALITY**

Menifee’s character and economic sustainability require that our community and neighborhoods are quality places to live, work, and raise our children. Residential neighborhoods must provide parks, recreation services, infrastructure, and public services and facilities needed to support quality living. Moreover, we recognize unique features of our communities—Sun City, Quail Valley, Romoland, master-planned communities, and rural residential areas. Each neighborhood maintains a unique rural and suburban character reflective of its history, architecture, housing, and neighborhood amenities.

*GOAL HE-2: Sustainable neighborhoods well served by ample parks, infrastructure, community amenities, and public services and facilities.*

**Policies**

- HE-2.1 Housing Conditions. Support the improvement, rehabilitation, and maintenance of our housing resources to strengthen residential neighborhoods, offer quality housing, and maintain community property values.
- HE-2.2 Property Maintenance. Support the maintenance and improvement of the quality of housing and neighborhoods through the adoption, amendment, and compliance with land use, zoning, building, and property maintenance codes.
- HE-2.3 Neighborhood Revitalization. Support the comprehensive investments needed to improve physical infrastructure, housing conditions, and public services for our many neighborhoods, focusing on those neighborhoods of greatest need.
- HE-2.4 Parks and Recreation. Enhance neighborhood livability and sustainability by providing parks and open spaces, planting trees, greening parkways, and maintaining a continuous pattern of paths that encourage an active, healthy lifestyle.
- HE-2.5 Public Facilities and Infrastructure. Provide quality community facilities, infrastructure, traffic management, public safety, and other services to promote and improve the livability, safety, and vitality of residential neighborhoods.
- HE-2.6 Neighborhood Involvement. Encourage resident participation in their neighborhood organizations to help identify local needs and implement programs to beautify, improve, and preserve neighborhoods.

## HOUSING ASSISTANCE

Menifee is home to people with a variety housing needs, including special needs, families and individuals seeking first time rental or homeownership opportunities, people without housing, and other groups. At some point, each of us will consider the type of neighborhood, location, size of home, and affordability level that best meets our needs. The answers to these and other housing questions have significant implications for Menifee—the type of community it aspires to become, and the implications for the well-being of its residents and workforce.

*GOAL HE-3: Improved opportunities for moderate and low income residents and those with special needs to rent, purchase, or maintain adequate housing.*

### Policies

- HE-3.1 Homeownership Assistance. Increase homeownership assistance and security for lower and moderate income households through the provision of financial assistance, education, and collaborative partnerships.
- HE-3.2 Homeownership Preservation. Work with governmental entities, nonprofits, and other stakeholders to educate residents and provide assistance, where feasible, to reduce the number of foreclosures in the community.
- HE-3.3 Special Needs. Support the production of housing and provision of community support services for people with special needs, such as people with disabilities, seniors, lower income families, and people without shelter.
- HE-3.4 Preservation of Affordable Housing. Preserve affordable rental housing by working with interested parties and providing technical assistance, as feasible and appropriate.
- HE-3.5 Collaborative Partnerships. Collaborate with nonprofit groups, developers, the business community, special interest groups, and state and federal agencies to provide housing assistance.
- HE-3.6 Fair Housing. Support and implement housing law in all aspects of the building, financing, sale, rental, or occupancy of housing based on protected status in accordance with state and federal law.

## C. HOUSING PROGRAMS

As part of its first General Plan program, the City of Menifee will implement the following housing programs to achieve the goals, policies and objectives set forth in the 2008-2014 Housing Element.

### 1. Minor Home Repair Grant Program

The City traditionally participated in Riverside County's Home Repair Program, which provides grants to qualified low-income homeowners to address interior and exterior health and safety issues, Housing Quality Standards, or improve the accessibility of homes. To qualify, the homeowner must be low income, own and live in their home in a qualified area, and maintain the home and property in acceptable condition for 10 years. Low income senior homeowners are eligible to apply for repairs that address health and safety issues only. The program does not apply to mobile homes in Menifee. The City will assume this program (if approved as an entitlement jurisdiction).

#### *Implementation*

- Objective: Issue grants for up to 10 households annually. Request county to expand program to include permitted mobile home units.
- Time frame: Ongoing
- Responsibility: Menifee CDD
- Funding Source: CDBG

### 2. Substantial Rehabilitation Grant Program

The City participates in the Riverside County Substantial Rehabilitation program, which offers funding of up to \$20,000 for home repair services. This program covers more costly repairs—such as air conditioning repair, kitchen or bathroom repair, roof replacement, plumbing re-piping, electrical upgrade, or exterior painting. Because of the investment from this program, the homeowner also must sign an agreement to maintain the property in good condition for ten years. Currently, the program does not apply to mobile homes in Menifee. The county has been working with Habitat for Humanity to complete substantial rehabilitation work in the City of Menifee. The Neighborhood Stabilization Program (NSP) efforts are anticipated to close out in 2012 unless new federal funding becomes available.

#### *Implementation*

- Objective: Issue grants for up to 10 households annually. Request county to expand program to include permitted mobile home units.
- Time frame: Ongoing
- Responsibility: Riverside County EDA
- Funding Source: NSP

### 3. Code Enforcement Program

The City of Menifee implements a code enforcement program. The program is responsible for enforcing various municipal codes that are intended to maintain the value and safety of property and structures in the community. The program addresses hazardous vegetation, substandard buildings, accumulation of debris and vehicles, graffiti, storm water drainage, green pools, construction without a permit, land use violations, and various other health and safety codes. The City's code enforcement officers work with residents and the business community to remedy code violations in a timely manner. Code enforcement officers are also involved in coordinated cleanup days. This program is viewed as essential to maintaining and improving the safety, livability, and value of properties in the City of Menifee. As the City is awarded a federal entitlement jurisdiction, CDBG funds may also be used for code enforcement purpose in income-eligible census tracts.

*Implementation:*

- Objective: Continue to implement code enforcement activities to ensure compliance with City ordinances.
- Time frame: Ongoing
- Responsibility: Menifee CDD
- Funding Source: General Funds; CDBG

### 4. Habitat for Humanity

Habitat for Humanity Inland Valley runs several home rehabilitation and repair programs out of its Inland Valley office. Using federal Neighborhood Stabilization funds, Habitat has rehabilitated 6 homes in Menifee. In addition, Habitat has launched "A Brush with Kindness" program that offers low cost home repairs to low income families. Sample projects include house/trim painting, weed abatement, address numbers, fence repair, and garage door painting. Funds are provided through its organization and donations. Habitat currently works with Sun City Civic Association to repair about 20 homes per year. Through its partnership with Grid Alternative, low income homeowners may also be eligible to receive free solar panels as part of the program. Grid Alternative also trains volunteers in an apprentice program, serving to meet economic development goals of communities as well.

*Implementation:*

- Objective: Continue to partner with nonprofit organizations to assist in meeting city housing needs.
- Time frame: Ongoing
- Responsibility: Habitat, Menifee CDD, Sun City Civic Association
- Funding Source: Grant funds

### **5. Neighborhood Stabilization Homeownership Program**

The City of Menifee participates in the Neighborhood Stabilization Homeownership Program administered by the County of Riverside. This program targets the problem of abandoned and foreclosed homes. This program provides a silent second loan in the amount of 20% of the purchase price of the home secured by a deed of trust. The first loan must be a fully amortized, fixed rate, 30-year mortgage. To qualify, the homebuyer must not have owned a home in the last three years, have an annual income that is not greater than 120% of the area median income, and is purchasing a foreclosed home in the County of Riverside. The Program can also provide substantial home repair assistance including energy-efficient improvements. Total combined amount of purchase price assistance and home repair assistance cannot exceed \$75,000. The program is anticipated to end in summer of 2012 unless the federal government reauthorizes the program.

#### *Implementation:*

- Objective: Support the County's NSP program by advertising the program on the City's website.
- Time frame: Ongoing
- Responsibility: Riverside County EDA
- Funding Source: NSP

### **6. Rental Housing Assistance**

The County of Riverside's Housing Choice Voucher (Section 8) program provides rental assistance to very low income families to help them afford decent and safe rental housing in Menifee. This program is currently administered by the Riverside County Housing Authority. The Housing Authority accepts application for rental assistance, selects the applicant for admission, and issues the applicant a rental voucher. The family must then find and lease a unit suitable to the family's needs and desires in the private rental market. The Housing Authority pays the owner a portion of the rent that generally covers the difference between what the tenant can afford (30% of income) and the locally determined fair market rent and payment standard. Because of the limited number of vouchers, there is a waiting list for vouchers. Although not a direct service provider, the City can assist the county by placing advertisements in certain locations throughout the community.

#### *Implementation:*

- Objective: Support Riverside County Housing Authority by placing advertisements for the program for them at City Hall.
- Timeframe: Ongoing
- Responsibility: Riverside County Housing Authority
- Funding Source: Section 8 funds

### **7. Housing Funding**

As a newly incorporated city, Menifee has limited financial resources available for housing. The Governor's elimination of redevelopment agencies, take of local funds, and take of vehicle license fees has made it necessary to seek other funding sources. The City is not an entitlement jurisdiction and does not qualify for CDBG, HOME, or ESG funds. To address the need for funding, the City is applying to become an entitlement jurisdiction to receive community development block grants. However, the City is not large enough to qualify for HOME, ESG, or other federal funding sources. General funds are also limited due to the need to fund City operations. Therefore, the City needs a self-sustaining funding source that cannot be appropriated by the state to address infrastructure, housing maintenance, foreclosures, and services

*Implementation:*

- Objective: Become a federal entitlement jurisdiction to allow the securing of community development block grants.
- Timeframe: Submit application to become an entitlement city. Periodically seek grants and additional housing funding sources.
- Responsible Party: Menifee CDD
- Funding: General Funds

### **8. Fair Housing Zoning Code Definitions**

As a new City, Menifee has adopted the County of Riverside's Zoning Code until it adopts its own codes. The Riverside Zoning Code defines a family as an individual or two or more persons related by blood or marriage, or a group of not more than five persons who are not related by blood or marriage, living together as a single housekeeping unit in a dwelling unit. Housing definitions also refer to the number of families and occupants that are suitable for certain housing types. Fair housing law prohibit a local government from defining a family in terms of the relationship of members (e.g., marital status), number of occupants (e.g., family size), or other characteristics beyond a simple housekeeping unit. This definition could be used or be perceived to discriminate against large families finding a suitable home or rental unit in the community.

*Implementation:*

- Objective: Revise the term family, single-family residence, apartment, and other Zoning Code definitions consistent with fair housing law
- Timeframe: Within one year of adoption of the Housing Element
- Responsibility: Menifee CDD
- Funding Source: General Funds

### **9. Housing for People with Disabilities**

Licensed community care facilities provide housing for people with disabilities who are cannot live independently and need assistance. State law requires that licensed community care facilities be treated like any other residential use in the same residential zone. Facilities serving six or less must be permitted by right in all residential zones similar to other residential uses in the same zone. The County of Riverside Zoning Code, which the City uses until a substitute is adopted, does not clearly define or permit residential care facilities. Rather, the Zoning Code uses the term congregate care to refer to residential care facilities, although the two uses are very different in definition and requirements of state law. The Zoning Code does not appear to be consistent with state law.

*Implementation:*

- Objective: Create a definition for residential care facility serving six or fewer clients that is consistent with state law and amend the Zoning Code to allow such uses as a by-right use in all residential zones.
- Timeframe: Within one year of adoption of the Housing Element
- Responsibility: Menifee CDD
- Funding Source: General Fund

### **10. Reasonable Accommodation**

Fair housing law requires local governments to develop and implement a reasonable accommodation procedure to provide flexibility in the application of land use policies, zoning regulations, and City procedures to accommodate the housing needs of persons with disabilities. Currently, the City makes reasonable accommodations through a variance on a case-by-case basis. A variance requires a public hearing and finding of a unique property condition. However, since the variance is not based on disability, an improvement could be denied based on property characteristics, but still have the effect of impeding accessibility and fair housing opportunity for the disabled person. To comply with fair housing law and allow a disabled person to fully access a house, the City will create and use a reasonable accommodation procedure (in contrast to a variance) to accommodate the needs of a disabled person.

*Implementation:*

- Objective: Create a reasonable accommodation procedure that specifies eligibility for relief, type of relief, criteria for evaluating requests, procedure for application, review, and approval.
- Timeframe: Within one year of adoption of the Housing Element
- Responsible Party: Menifee CDD
- Funding: General Funds

### **11. Housing for Homeless People**

State law (Senate Bill 2) was amended to require local governments to address the needs of the homeless and transitional homeless population. This is accomplished in three steps: 1) define emergency shelters as a by-right use pursuant to state law; 2) identify an appropriate zone that permits a year-round emergency shelter as a by-right use; and 3) make code amendments to allow transitional and permanent supportive housing.

In complying with this requirement, the City must amend the Municipal Code to define emergency shelters as required under state law. The City of Menifee can create standards permitted in state law with respect to maximum occupancy, off-street parking regulations, onsite waiting and client intake areas, onsite management, proximity of other emergency shelters, length of stay, lighting, and security. Considerable flexibility is granted, but shelters must be subject to development standards required of other uses in the zone.

The City of Menifee must also choose an appropriate zone(s) to allow for the provision of emergency shelters, including at least one year-round shelter that is capable of accommodating the unmet need for housing. The City has selected an area of approximately 39 acres located north of Rouse Road. The sites are vacant, near transportation routes, and within two miles of the Menifee Medical Center. These sites could reasonably accommodate the construction of an emergency shelter should the demand exist for one. Development standards could be created to facilitate such a use.

The Housing Element also identified a need to revise the Zoning Code to facilitate provision of transitional housing and supportive housing in the City. Pursuant to the California Government Code, these uses must be treated like any other residential use. To bring the City's Municipal Code into compliance with state law, the Municipal Code will be amended for all zoning districts allowing residential use to permit transitional housing and supportive housing as a residential use, subject only to those regulations that apply to other residential dwellings of the same type in the same zone

#### *Implementation:*

- Objective: Amend the Municipal Code to allow emergency shelters as a by-right use in the I-P zone (north of Rouse) and create development and operational standards allowed for under state law.
- Amend all zones allowing residential use to permit transitional housing and supportive housing as a residential use, subject only to the same standards and processes required for the same type of housing in the same zone.
- Timeframe: Within one year of adoption of the Housing Element
- Responsible Party: Menifee CDD
- Funding: General Funds

## 12. Community Services

The City of Menifee supports a number of organizations who provide services to the community. [Pursuant to the submittal of the City's new Consolidated Plan, Menifee has become a federal entitlement jurisdiction and is eligible to receive a certain entitlement of community development block grants. By becoming an entitlement jurisdiction, the City receives funding previously granted to the County of Riverside for community development activities in Menifee.](#) As outlined in the Consolidated Plan Action Plan, this includes more than \$50,000 annually for activities serving income qualified members of the city. Services include supporting a domestic violence shelter, providing food services, addressing the needs of seniors, providing clothing for school children, and funding other similar activities. The City will continue to work with these organizations as outlined in the Annual Action Plan to continue to meet the housing and community development needs of its residents.

*Implementation:*

- Objective: [As a new entitlement jurisdiction, assume responsibility for funding organizations that serve public service needs in the community.](#)
- Timeframe: Annually
- Responsible Party: Menifee CDD
- Funding: CDBG

## 13. Specific Plans

The City of Menifee has 15 approved specific plans that comprise 7,200 acres of land. Of that total, 10 specific plans have significant residential development capacity that will accommodate significant new housing units. This includes single-family units, townhomes, apartments, and senior housing built at various densities. These vacant housing sites are free from infrastructure, environmental, or other topographical constraints that would preclude their development. Although these sites are not needed until the next housing element cycle, the City of Menifee will continue to monitor these sites and market conditions and work with developers to facilitate and encourage their development so that they can provide housing commensurate with the regional housing needs allocation. [These specific plan vacant sites will be used for the 2014–2021 Housing Element update.](#)

*Implementation:*

- Objective: Continue to review and approve residential projects within specific plan areas needed to accommodate the Round #5 RHNA.
- Timeframe: Ongoing
- Responsible Party: Menifee CDD
- Funding: General Funds

#### **14. Redesignation of Housing Sites**

The City of Menifee has an unmet need of adequately zoned sites that could accommodate its lower income RHNA need. To address this need, the City will redesignate five parcels totaling 38.2 acres to a General Plan designation of 20.1–24 R. The sites proposed for redesignation are vacant, readily served by infrastructure, and immediately developable. This density has been shown to accommodate affordable housing in Menifee. The sites to be redesignated shall allow owner-occupied and rental multiple-family residential uses “by-right” without a conditional use permit, planned unit development permit, or other discretionary review or approval, and mixed uses will not be allowed. Each of the sites will allow 20 to 24 units per acre and at least 16 units per site. At an average density of 22 units per acre, these sites can accommodate 840 units, which exceed the remaining lower income RHNA need.

*Implementation:*

- Objective: Redesignate 6 parcels totaling 38 acres for 20.1–24R. Until zoning is revised to make consistent with the general plan, allow for such uses provided consistency with the general plan and housing element.
- Timeframe: Within one year of general plan adoption
- Responsible Party: Menifee CDD
- Funding: General Funds

#### **15. Zoning Code Update**

The General Plan establishes a new general plan designation (20.1-24R) for high density residential uses, allowing 20.1 to 24 units per acre. The high density designation is intended to encourage a broader variety of housing located near or supporting commercial centers and transit. Upon adoption of the General Plan, the City will update the Zoning Code Map to implement this land use designation. The Zoning Code will indicate permitted land uses, development regulations, and administrative procedures to review and approve projects consistent with and supportive of the General Plan. The City will adopt an internal policy that will allow for review and approval of projects that meet the City’s lower income allocation of the RHNA in a manner consistent with the General Plan land use plan, thereby ensuring that the sites are deemed “adequate” under housing element law.

*Implementation:*

- Objective: Update the Zoning Code/Map to allow development of multiple-family residential uses on sites designated 20.1–24 R consistent with City policy established for that purpose. Adopt an internal policy that will allow for review and approval of projects that meet the City’s lower income RHNA in a manner consistent with the General Plan.
- Timeframe: 2013
- Responsible Party: Menifee CDD
- Funding: General Funds

## 16. Financial Incentives Program

As a newly formed community, Menifee has limited financial resources available to facilitate and encourage the production of housing. About 75% of total fees for residential development are derived from: 1) Transportation Uniform Mitigation Fee; 2) school district fees, and 3) water and sewer fees required from the Eastern Municipal Water District. Under the TUMF program, affordable housing projects are exempt from this fee. School districts do not offer fee waivers for affordable housing, but do allow for significant reductions for senior housing. Water and sewer providers do not offer reductions for either affordable or senior housing. With the elimination of redevelopment and reduction in community development block grants, most cities can no longer subsidize affordable housing. As the economy improves, however, the City will periodically evaluate the appropriateness of its fee strategy for opportunities to support the production of affordable housing.

*Implementation:*

- Objective: Annually evaluate the appropriateness of the City's fee structure for encouraging the production of affordable housing.
- Timeframe: Ongoing and annual review
- Responsible Party: Menifee CDD
- Funding: General Funds

## 17. At-Risk Housing Preservation

The City of Menifee does not have a large stock of publicly subsidized housing at risk of conversion to market rates. Current senior and family apartments provide market rate housing affordable to low and moderate income households. However, with the construction of the Vineyards Senior project and Encanto Apartments, Menifee will have three publicly subsidized projects. The other subsidized multiple-family project is the Halter Hillside senior development in Sun City. As the City gradually begins to develop an inventory of publicly subsidized housing units, the City will monitor the status of its projects. Should the need arise to preserve or rehabilitate such units, the City will work with property owners or qualified organizations to facilitate the preservation and long-term affordability of these projects.

*Implementation:*

- Objective: Monitor affordable projects and work with qualified entities to preserve the long-term affordability of such projects.
- Timeframe: Ongoing
- Responsible Party: Menifee CDD
- Funding: General Funds

### **18. Energy Conservation**

The City of Menifee recognizes the importance of addressing statewide goals for energy conservation and climate change reduction by taking reasonable actions to encourage the conservation of energy, reduction of greenhouse gas emissions, and other feasible practices in residential construction. To that end, the City requires residential developers to meet the 2010 Green Building Code with 20% reductions in indoor water use, 50% reduction in diversion of construction waste generated at the site, achievement of California Energy Standards, and other standards per City specifications. All of these standards are enforced through the permitting process for new housing. As the General Plan EIR is approved, mitigation measures will be evaluated for suitability for implementation to achieve greenhouse gas emission reductions.

#### *Implementation:*

- Objective: Continue to require adherence to the 2010 Green Building Code and other practices deemed feasible to reduce greenhouse gas emissions and conserve resources in a manner that does not unduly constrain the development, improvement, and affordability of housing.
- Timeframe: Ongoing
- Responsible Party: Menifee CDD
- Funding: General Funds

### **19. Density Bonus Program**

State law requires all cities and counties to adopt a bonus density ordinance that specifies how compliance with the state bonus density law will be implemented. The City of Menifee will adopt a bonus density ordinance to allow greater density bonuses and incentives and concessions for affordable and senior citizen housing, in accordance with changes made in the state-mandated density bonus law effective in 2005. Among other things, the ordinance will provide for greater density and incentive options based on the level of affordability and percentage of affordable units, as well as incentives for senior housing. The ordinance may also allow basic incentives and concessions to be granted through an administrative procedure, regardless of whether or not the project otherwise requires a discretionary review.

#### *Implementation:*

- Objective: Prepare a local density bonus ordinance consistent with state law.
- Timeframe: Within one year of adoption of the housing element.
- Responsible Party: Menifee CDD
- Funding: General Funds

## **20. Lower Income Housing**

Menifee recognizes that the production of lower income housing, in particularly extremely low income housing, is needed. But this affordability level cannot be achieved without financial assistance. Given the loss of redevelopment dollars, reduction in federal funds, and difficulty of obtaining tax credits, Menifee will face challenges in encouraging the production of housing for extremely low income persons. To that end, the City will seek, where feasible, to encourage the production of housing affordable to extremely low income households through activities such as developer outreach on an annual basis, rezoning land identified in this housing element, identifying and supporting grants or other funding opportunities, adopting a density bonus program, amending the zoning code to define single room occupancy units, and exploring other feasible means to further this goal.

### *Implementation:*

- Objective: Outreach to developers, apply for or support applications for funding, and adopt a density bonus ordinance to facilitate housing for extremely low, very low, and low income households. Amend the Zoning Code to define single room occupancy units.
- Timeframe: Ongoing
- Responsible Party: Menifee CDD
- Funding: General Funds

## **21. Fair Housing Program**

Menifee is committed to furthering fair housing opportunity for all residents regardless of protected status. Menifee is a contract city under Riverside County's CDBG Program, and the Fair Housing Council of Riverside County provides fair housing services, including antidiscrimination and landlord-tenant mediation, training and technical assistance, enforcement of laws, and administrative hearings. The City committed to making changes to its code to further fair housing in Programs 8 to 11, which address reasonable accommodations, zoning code updates, housing for people with disabilities, and housing for homeless people. The City will continue to prepare its Analysis of Impediments every five years as required and take the necessary steps to remove identified impediments to fair housing opportunity.

### *Implementation:*

- Objective: Implement housing programs contained herein, periodically prepare the Analysis of Impediments to Fair Housing, and take necessary steps to remove identified impediments to fair housing.
- Timeframe: Ongoing basis
- Responsible Party: Menifee CDD
- Funding: General Funds or CDBG funds

**Table 21: Housing Element Implementation Programs**

Programs	Implementation Actions			
	Action	Funding Source	Responsible Party	Timing
Program #1: Minor Home Repair	Issue grants for up to 10 households annually. Request County to expand program to cover mobile home units.	CDBG	Menifee CDD	Ongoing
Program #2: Substantial Home Repair	Issue grants for up to 10 households annually. Request County to expand program to cover mobile homes.	NSP Funds	RivCoEDA	Ongoing
Program #3: Code Enforcement	Continue to implement code enforcement activities to ensure compliance with City ordinances.	General Fund	Menifee CDD	Ongoing
Program #4: Habitat for Humanity	Establish partnership arrangement with nonprofit organizations to assist in meeting city housing needs.	Grant Funds	Habitat; Sun City Civic Association	Ongoing
Program #5: Neighborhood Stabilization	Support the County's NSP program by advertising the program on the City's website.	NSP Funds	RivCoEDA	Ongoing
Program #6: Rental Housing Assistance	Support Riverside County Housing Authority by placing advertisements for the program for them at City Hall.	Section 8 Vouchers	HARC	Ongoing
Program #7: Housing Funding	Submit application to become an entitlement city. Periodically seek grants and additional housing funding sources.	General Funds	Menifee CDD	May 2012
Program #8: Fair Housing Zoning Code Definition	Revise the term family, single-family residence, apartment, and other Zoning Code definitions consistent with fair housing law	General Funds	Menifee CDD	Within a year of adoption or 2013
Program #9: Housing for People with Disabilities	Create a definition for residential care facility serving six or fewer clients that is consistent with state law and amend the Zoning Code to allow such uses as a by-right use in all residential zones.	General Funds	Menifee CDD	Within a year of adoption or 2013
Program #10: Reasonable Accommodation	Create reasonable accommodation procedure that specifies eligibility for relief, type of relief, criteria for evaluating requests, procedure for application, review, and approval.	General Funds	Menifee CDD	Within a year of adoption or 2013
Program #11: Emergency Shelter, Transitional Housing, Supportive Housing	<a href="#">Amend Municipal Code to allow emergency shelters as a by-right use in the I-P zone (north of Rouse) and create development and operational standards allowed for by state law.</a> <a href="#">Amend all zones allowing residential use to permit transitional housing and supportive housing as a residential use, subject only to the same standards and processes required for the same type of housing in the same zone.</a>	General Funds	CDD	Within a year of adoption or 2013
Program #12: Community Services	<a href="#">As a new entitlement jurisdiction, assume responsibility for funding organizations that serve public service needs in the community.</a>	CDBG	CDD	Annually
Program #13: Specific Plans	Continue to review and approve residential projects within specific plan areas needed to accommodate the Round #5 RHNA.	General Funds	Menifee CDD	Ongoing

**Table 21: Housing Element Implementation Programs**

Programs	Housing Units by Affordability			
	Action	Funding	Responsible Party	Timing
#14: Redesignation of Housing	Redesignate 6 parcels totaling 38 acres for 20.1–24R. Until zoning is revised to make consistent with the general plan, allow for such uses provided consistency with the general plan and housing element.	General Funds	Menifee CDD	Within one year of adoption of the Housing Element
Program #15: General Plan/Zoning Code Update	Update the Zoning Code/Map to allow for the development of multiple-family residential uses on sites designated 20.1–24 R consistent with City policy established for that purpose. Adopt an internal policy that will allow for review and approval of projects that meet the City’s lower income RHNA in a manner consistent with the General Plan.	General Funds	Menifee CDD	2013
Program #16: Financial Incentives	<a href="#">Annually evaluate the appropriateness of the City’s fee structure for encouraging the production of affordable housing.</a>	General Funds	Menifee CDD	Ongoing and Annual Review
Program #17: At-Risk Housing Preservation	Monitor affordable projects and work with qualified entities to preserve the long-term affordability of such projects.	General Funds	Menifee CDD	Ongoing and Annual Review
<a href="#">Program #18: Energy Conservation</a>	<a href="#">Continue to require adherence to the 2010 Green Building Code and other feasible practices to reduce greenhouse gas emissions and conserve resources in a manner that does not unduly constrain the development, improvement, and affordability of housing.</a>	<a href="#">General Funds</a>	<a href="#">Menifee CDD</a>	<a href="#">Ongoing and Annual Review</a>
<a href="#">Program #19: Density Bonus</a>	<a href="#">Prepare a local density bonus ordinance consistent with state law.</a>	<a href="#">General Funds</a>	<a href="#">Menifee CDD</a>	<a href="#">Within one year of adoption of the Housing Element</a>
<a href="#">Program #20: Lower income Housing</a>	<a href="#">Outreach to developers, apply for or support funding applications, and adopt a density bonus ordinance to facilitate extremely low, very low, and low income housing. Amend the Zoning Code to define single-room occupancy units.</a>	<a href="#">General Funds</a>	<a href="#">Menifee CDD</a>	<a href="#">Ongoing and Annual Review</a>
<a href="#">Program #21: Fair Housing</a>	<a href="#">Implement housing programs contained herein, periodically prepare the Analysis of Impediments to Fair Housing, and take necessary steps to remove identified impediments to fair housing.</a>	<a href="#">General Funds: CDBG</a>	<a href="#">Menifee CDD</a>	<a href="#">Ongoing and Annual Review</a>

**Quantified Objectives by Affordability Level (2008–2014)**

Objectives	Ext. Low <sup>1</sup>	Very Low <sup>1</sup>	Low	Moderate	Above Moderate
+ New Construction	324	324	448	506	1,136
+ Rehabilitation	0	280	0	0	0
+ Preservation/Conservation	0	0	0	0	0
<b>Total</b>	<b>324</b>	<b>604</b>	<b>448</b>	<b>506</b>	<b>1,136</b>

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