

# 2017 - 2018 Grand Jury Report

## Riverside County-County Service Area 126 Highgrove Communication Shortcomings

### Background

The need to provide services to unincorporated areas of California counties was recognized and addressed in the 1950s with the creation of the County Service Area (CSA) Law (CA. Government Code §25210.1 *et seq.*). This law established a means by which communities could obtain services above the basics of water, police and fire response and provide for themselves additional services. Additional options include, but are not limited to, parks and libraries, as well as enhanced police and fire protection. The additional services are dependent on the residents' willingness to pay their county for providing such services. CSA agreements may cover the entire unincorporated area of the county or smaller portions thereof.

The establishment of a CSA begins either with a petition of registered voters in a specific area or a county resolution. If more than 50% of registered voters or affected landowners object, a special election is required for approval. Upon that approval, the property owners pay taxes and fees directly to the CSA account for the services instead of their county.

In 1992, property owners of the Highgrove area of Riverside County (County), hereinafter referred to as CSA 126, voted to maintain a self-imposed \$120 per year assessment per parcel to obtain the services of a dedicated Deputy Sheriff, assigned exclusively to CSA 126. In a 1997 election, voters decided to maintain a dedicated Deputy Sheriff, add services for street lighting maintenance, park maintenance and landscaping of road medians. The dedicated deputy sheriff service was maintained until December 31, 2009 when for economic reasons the dedicated service was discontinued. Since the ending of the dedicated sheriff service, the CSA 126 assessment has continued without interruption. Some residents were perplexed about what was being done with their \$120 tax assessment every year. The County failed to adequately inform them of new agreements between CSA 126 management and the Jurupa Valley Sheriff Station for focused law enforcement. See Appendix 1, pages 5-6.

## Methodology

### Interviews:

- Riverside County Economic Development Agency (EDA) Assistant Director – CSA 126 Manager
- EDA Development Manager – CSA 126 Assistant Manager
- Jurupa Valley Sheriff Station, Executive Accountant
- Former Highgrove Municipal Advisory Council (MAC) Chairperson
- Various people utilizing Highgrove Park and the Community Center

### Documents and Articles Reviewed:

- California Government Code §§25210–25217.4, §§10000–10706
- *“Working Arrangement between Riverside County Sheriff’s Department and the EDA of Riverside County for Additional (Enhanced Service) Law Enforcement Services To Be Provided Exclusively To CSA (Highgrove)”*; June 17, 1991
- Departmental Memorandum, CSA Highgrove Supplemental Law Enforcement Funding for Fiscal Year (FY)15-16 and FY16-17, February 9, 2017
- Press – Enterprise, March 14, 1991, *“Deputy’s first day in Highgrove busy”*; *“Residents asking for additional police protection in Highgrove”*
- OFFICIAL BALLOT MEASURE “T”, IMPARTIAL ANALYSIS OF MEASURE “T”, and ARGUMENT IN FAVOR OF MEASURE “T”, held on July 29, 1997
- Official Ballot Measure conducted by mail for exclusive Deputy Sheriff (extended police protection), conducted February 21, 1992 by mail
- Riverside County Board of Supervisors Policy #A 51, *Formation/Operation of Municipal Advisory Councils and Community Councils*, dated 1996 and 1997
- State Controller Schedule 15, County Budget Act, January 2010 Edition, Financing Sources and Uses By Budget Unit by Object, FY2017–2018, County Service Area 126 (Highgrove, Quimby Highgrove Lighting)
- *Report on Sheriff Patrol Services*, Prepared by Senior Analyst, Riverside County Executive Office
- Riverside County Board of Supervisors, Resolution No 91–180, *Authorizing the Addition of Miscellaneous Extended Services To County Service Area 126*, March 20, 1991
- Timeline of CSA 126 developments – Appendix 1
- CSA 126 Boundary Map – Appendix 2, page 7

## Findings

### CSA 126 COMMUNICATION

1. While the CSA 126 management has a policy of openness and transparency, it has not effectively communicated changes and agreements. Previous efforts by Riverside County officials to inform CSA 126 residents through public meetings have proved to be inadequate. Citizens don't understand how CSA agreements were designed to work and how the funds are managed. For complete record access, a citizen would need to inquire at the Jurupa Valley Sheriff Station, the EDA, the landscaping contractor, a County Supervisor, Tax Collector, Assessor, and occasionally state records.

### CSA 126 SERVICES PROVIDED

2. An inspection of the other services that the CSA 126 funds are drawn upon to provide, revealed that the park, park maintenance, lighting and median landscaping are in excellent condition. Interviews of random citizens using the park and community center resulted in nothing but praise and some of them came from quite a distance to use the facilities.

## Recommendations

### **Riverside County Board of Supervisors Riverside County Economic Development Agency**

### CSA 126 COMMUNICATION

1. CSA 126 management provide a one-time public notice clarifying exactly how the CSA 126 funds are distributed. This notice should include the number of assessed parcels, the amount per parcel for different housing areas, and any current agreements and contracts in effect. At least once every two years, CSA management should make a summary report available online and at a public meeting open to all interested Highgrove residents. This effort is appropriate and necessary since there is no current forum to discuss such issues in the Highgrove Community. Part of the summary of contracts and agreements should explain the effective date and cost of the current chain of agreements between CSA 126 management and the Jurupa Valley Sheriff Station for focused law enforcement coverage.

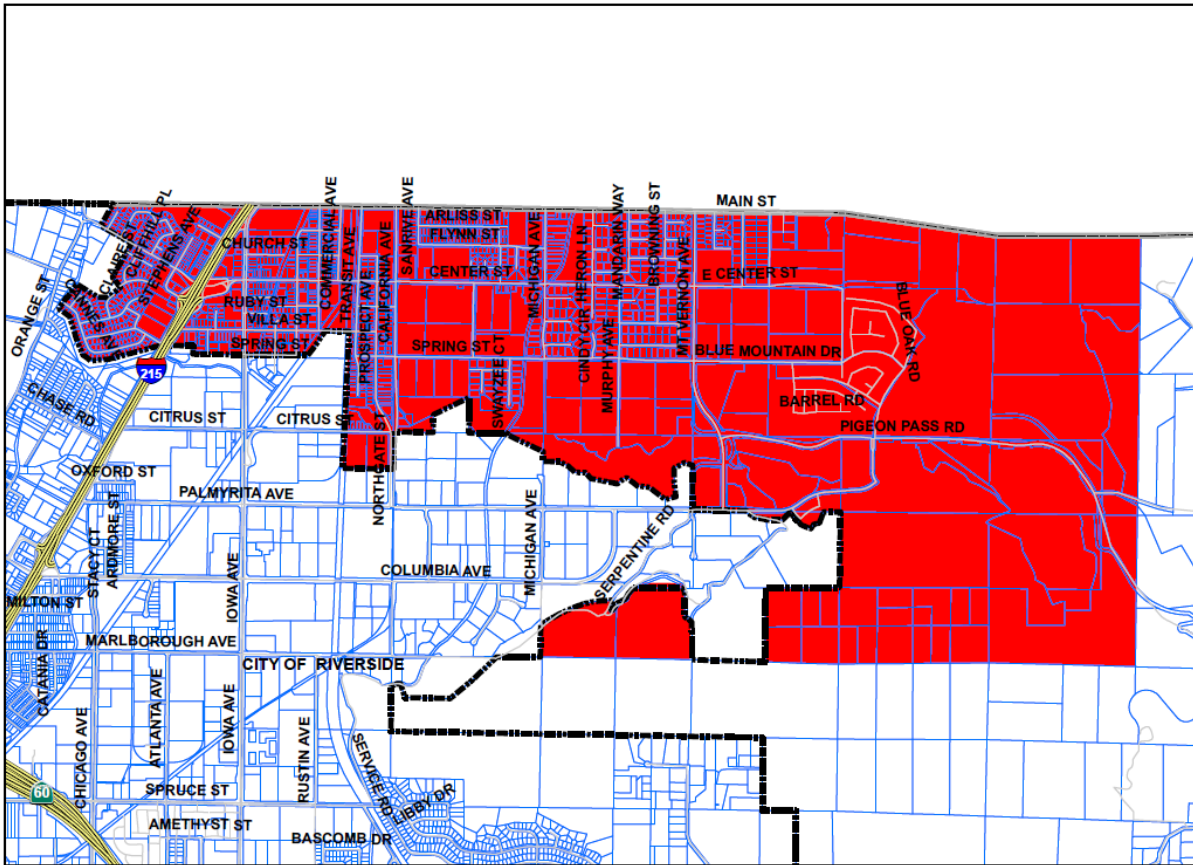
CSA 126 SERVICES PROVIDED

2. CSA 126 management should continue to seek and employ the best qualified contractors to maintain CSA 126 services at the highest possible level and lowest cost.

APPENDIX 1

DATE	TIMELINE EVENTS
1913	California Safety and Health Code §§10000 – 10706, Municipal Improvement Act of 1913
1979	CSA 126 formed for certain public services and improvements (street lighting)
3-14-1991	Press-Enterprise: <i>Residents asking for additional police protection in Highgrove</i>
3-26-1991	Riverside County Board of Supervisors, <i>Resolution No. 91-180, Authorizing the addition of extended miscellaneous services to CSA 126</i>
6-18-1991	<i>Working arrangement between Riverside County Sheriff's Department and CSA 126 for additional limited police protection to County Service Area 126 (Highgrove), effective 7-1-1991 for 12 months, renewable every 12 months</i>
8-27-1991	New park site authorized by Riverside County Board of Supervisors
1991	Press-Enterprise: <i>Deputy's first day in Highgrove busy</i>
2-21-1992	Vote of parcel owners in CSA 126 for exclusive Deputy Sheriff (extended police protection) @ \$122,000 per annum + pro-rated support costs
August 1997	Measure T vote of parcel owners in CSA 126 added Parks and Recreation, Lighting, landscape maintenance of orange groves at Hwy 215 and Center St., medians at Iowa and Center St., graffiti removal and reporting street light outages. Continue Extended Sheriff
7-1-2002	CSA Administration moved to EDA
11-9-2009	CSA 126 Operations Manager advised Highgrove MAC meeting of elimination of the designated Sheriff
12-30-2009	Last day of Exclusive Highgrove Sheriff (CSA 126 negative balance of \$7652)
2-18-2010	CSA 126 Director stated at MAC meeting that Highgrove was not keeping up with Exclusive Sheriff Deputy expense (parcel owners not notified)
9-7-2011	CSA 126 Transferred from 5 <sup>th</sup> District to 2 <sup>nd</sup> District per 2010 Census
5-21-2013	CSA 126 park operations shifted from EDA to Regional Park Open Space District
FY 15-16	Designated Sheriff rate at \$265,408 per annum
FY 16-17	Designated Sheriff rate at \$285,251 per annum, CSA 126 includes 1337 parcels
4-27-2016	Meeting requested, EDA, MAC, landscaping contractor
2-9-2017	CSA 126 Highgrove Supplemental Law Enforcement Funding for FY15-16, FY16-17
3-14-2017	Highgrove MAC disbanded by Board of Supervisors, Resolution No. 2017-015

# CSA 126



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1 inch equals 0.44 miles



## APPENDIX 2

Report Issued: 06/13/2018  
 Report Public: 06/15/2018  
 Response Due: 09/15/2018