



**CITY OF WILDOMAR  
CITY COUNCIL REGULAR MEETING  
GENERAL BUSINESS  
Agenda Staff Report # 3.3  
Meeting Date: July 8, 2026**

**SUBJECT:** Roadway Maintenance and Right-of-Way Enhancement Program

**SUBMITTED BY:** Jason Farag, Public Works Director/City Engineer

**PREPARED BY:** Jason Farag, Public Works Director/City Engineer

**ACTION:**

1. Receive and file the Roadway Maintenance and Right-of-Way Enhancement Program Presentation.
2. Direct staff to update the existing Right-of-Way Enhancement Program application packet.
3. Direct staff to estimate current Right-of-Way Enhancement Program CFD annexation fees and bring back an update on the fees to the City Council.

**SUMMARY:**

This item provides a general overview of roadway creation, ownership, and maintenance, and also provides a summary of the City's Right-of-Way Enhancement Program.

**BACKGROUND:**

Roadways are generally divided into State Highways, County Highways, and Local Streets. Included in Local Streets are City maintained streets, Non-City maintained streets, and private streets. In the City of Wildomar, there are several different types of streets or roadways, but not all roadways are maintained by the City.

The I-15 Freeway, which bisects the City of Wildomar, is maintained by the State of California's Department of Transportation (Caltrans). Other boundary streets in the City, such as Corydon Rd., Grand Ave., and Mission Trail, are partially maintained by adjacent agencies such as the County of Riverside and the City of Lake Elsinore.

**DISCUSSION:**

Roadways Creation

Roadways are most commonly created by acquisition of right-of-way by a government agency, or by the dedication of land or an easement by a private property owner. When a subdivision of land is approved by the City, the subdivider (developer) must provide legal access to the newly created lots in the subdivision. The access is often provided through an existing public road, or through newly created roads on the subdivision map. If the roadway is intended to be open for public use, the subdivider must dedicate the roadway for public use. Public road dedications are typically easements, with the underlying fee ownership of the land retained by the subdivider and their successor. Public use of the road may also include uses by utility service providers.

## Roadway Acceptance

A roadway dedicated for public use does not automatically make the roadway a City maintained road. Section 1806 of the Streets and Highways Code states the following:

- a. No city shall be held liable for failure to maintain any road until it has been accepted into the city street system in accordance with subdivision (b) or (c).
- b. Except as provided by Section 989, or by Section 57329 or 57385 of the Government Code, no public or private street or road shall become a city street or road until the governing body, by resolution, has caused the street or road to be accepted into the city street system.
- c. In lieu of the procedure set forth in subdivision (b), the governing body of a city may, by ordinance, designate a city officer to accept, on behalf of the governing body, streets and roads or portions thereof, into the city street system and to record conveyances to the city of real property interests for street and road uses and purposes. The designee shall, prior to recording any conveyance under this section, affix a certificate to the instrument stating the acceptance into the city street system and designating the name or number, or both, of the city street or road.

A dedicated roadway must be accepted by the City into the City maintained road system for the City to be responsible for maintenance of the roadway. If a road dedicated for public use is not accepted by the City, the road still has a public use but is not maintained by the City.

The City Council can accept road dedications and accept roads into the City maintained road system, and the Wildomar Municipal Code also delegates this authority to the Public Works Director.

In general, a road does not become part of the City's maintained road system until it is formally accepted by the City. In general, the City does not accept new roads unless they are designed and constructed in accordance with the City's roadway standards. These standards typically include, but are not limited to, a roadway structural section with road base and asphalt paving, curb and gutter to manage drainage, and sidewalk or trails for pedestrian access.

## Roadway Maintenance on City Maintained Roads

Typical maintenance performed by the City on City maintained roads includes:

- Preventative Maintenance to preserve and extend the life of the roadway
  - e.g., Slurry seals, road rehabilitation (grind and overlay, etc...), etc...
- Routine Maintenance
  - e.g., Striping maintenance, signage maintenance, drainage maintenance, landscape maintenance, weed abatement, etc...
- Unplanned/As-Needed Maintenance
  - e.g., Pothole repairs, sidewalk repairs, repair of damage to City infrastructure, etc...

Maintenance of City roadways and right-of-way is primarily funded through Measure AA (Fund 120), Gas Tax (Fund 200), Measure A (Fund 201), RMRA (Fund 501), LLMDs/CSAs (Funds 601-604), and Community Facility Districts (CFDs) (Funds 605-613).

Construction or work performed on City accepted roads by others, such as utility companies, private developers, or property owners, requires an encroachment permit from the City.

### Unaccepted Roads

Road dedications that are not accepted by the City are considered Unaccepted Roads. The ownership of these roads generally depends on applicable deeds, subdivision maps, easements, and other recorded documents. Often, ownership is assumed to belong to each adjacent property owner, in front of their property, up to the center of the road, but this does not always apply. Maintenance responsibility can vary depending on the applicable property rights and recorded agreements. In some cases, maintenance may be the responsibility of the adjacent property owners. Unaccepted roads are not maintained by the City.

Unaccepted roads may sometimes be informally referred to as "private" roads but they differ from a Private road in that the Unaccepted Road has been dedicated for public use and is open for public use, even though it is not accepted by the City. Construction within unaccepted roads does not require an encroachment permit from the City but could require a grading permit or other type of permit/approval from the City. Routine maintenance to maintain the road in its existing condition does not typically require a City permit, but all construction and maintenance must comply with applicable Federal, State, and Local requirements. Property owners are encouraged to reach out to the City to confirm whether any City permits may be required before beginning work.

### Private Roads

Private roads are roads that are owned by one or more specific property owners and are not dedicated for public use. Examples of private roads include roads within condominium or apartment complexes, roads within gated communities, or roads that are specifically created and designated as a private road.

### Unpaved Roadways

Most unpaved roadways in Wildomar are unaccepted non-City maintained roads and/or private roads. As a result, the City does not maintain most of these roads. However, prior to the City's incorporation, the County of Riverside performed some maintenance on Lost Rd. and Cottonwood Canyon Rd., both of which are unpaved. Upon incorporation, the City continued the County's maintenance practice on these roads. Historically, maintenance of these roadways has been limited to grading of the roadway a few times per year to maintain public access.

In February 2026, the City completed a Dirt Road Inventory and Assessment Report to further evaluate unpaved roadways within the City. The inventory identified approximately 60 miles of dirt roads in the City, with the following conditions at the time the assessment was performed:

- 30% - "Good" condition
- 41% - "Fair" condition
- 29% - "Poor" condition

The Report also estimated costs to improve all dirt roads to a specific standard with varying surface treatments. Below is a summary of the estimated improvement costs, by improvement type.

- Asphalt - \$75,300,000
- Gravel - \$37,500,5000
- Chip Seal/ARAM - \$45,600,000
- Dirt - \$31,000,000

### Right-of-Way Enhancement Program

On December 9, 2020, the City Council adopted the Right-of-Way Enhancement Program (Program), which established a policy and program for paving dirt roads and adding them into the City's maintained road system. Through this Program, residents can request that the City accept and maintain specific roads, but the Program requires that the property owners on the road submit a petition to annex into a Community Facilities District (CFD). The CFD establishes an annual levy on the properties in the District to cover the City's maintenance costs for the roadway. The petition must be submitted with an annexation fee and a two-thirds (2/3) majority of property owners must vote in favor of the annexation. Applications are prioritized based on numerous factors including the status of the existing right-of-way and whether additional right-of-way is needed, grading requirements of the roadway and whether grading can occur entirely within the right-of-way, environmental constraints and permitting requirements, drainage requirements, soils conditions, and funding. At a minimum, property owners must agree to join a "Maintenance CFD" to cover the City's future costs of roadway maintenance once it has been improved and accepted. However, property owners can also choose to join an "Improvement and Maintenance District" to cover the up-front costs of the improvements as well as the on-going maintenance costs. Up-front improvement costs are levied over a seven-year period. Applications that agree to join an "Improvement and Maintenance District" may be prioritized over applications that only agree to join a "Maintenance District". A copy of the Right-of-Way Enhancement Program is included as Attachment A.

In addition to CFD funding, other funds that the City could potentially use to improve dirt roads includes Measure A, Measure AA, and AQMD funds.

When the Program was adopted, the City Council adopted a reduced CFD Annexation Fee of \$2,500. However, since that time, staff and consultant costs have increased. The annexation fee does not cover the City's costs to review applications, complete annexations, and move projects forward. For reference, the City's consultant charges \$10,000 per annexation for up to 10 units, and \$14,000 for all other annexations.

The remainder of the costs not covered by the \$2,500 fee would need to be covered by the operating budget or by a budget amendment. Since the Program was adopted almost six years ago, staff recommends that the City Council direct staff to update the existing Right-of-Way Enhancement Program application packet to include the City's latest CFD Application, with modifications to reflect the adopted \$2,500 annexation fee. Staff also recommends that the City Council direct staff to estimate the current costs to review and process a CFD Annexation and present the findings to the City Council at a future City Council Meeting.

**FISCAL IMPACT:**

Costs to update the Right-of-Way Enhancement Program application packet and to estimate current fees would be covered by the existing operating budget.

Applications submitted as part of the Right-of-Way Enhancement Program are partially covered by the annexation fee. The remainder of the City's costs and expenses related to processing an application would need to be covered by the existing operating budget or a budget amendment.

**ATTACHMENTS:**

[Presentation](#)

[A - Right-of-Way Enhancement Program](#)