

5.10 LAND USE AND PLANNING

This section of the Draft Environmental Impact Report (DEIR) evaluates the potential impacts to land use in the City of Menifee from implementation of the Menifee General Plan. This section is based on the proposed Land Use Plan, described in detail in Chapter 4, *Project Description*, and shown in Figure 4-1, *Proposed Land Use Plan*. The proposed goals and policies have been evaluated to determine their consistency with other relevant sections of the Menifee General Plan. The Menifee General Plan is also evaluated for consistency with the Southern California Association of Governments' Regional Transportation Plan/Sustainable Communities Strategy and Regional Comprehensive Plan.

Land use impacts can be either direct or indirect. Direct impacts result in land use incompatibilities, division of neighborhoods or communities, or interference with other land use plans, including habitat or wildlife conservation plans. This section focuses on direct land use impacts. Indirect impacts are secondary effects resulting from land use policy implementation, such as an increase in demand for public utilities or services, or increased traffic on roadways. Indirect impacts are addressed in other sections of this DEIR.

5.10.1 Environmental Setting

The City of Menifee is in the western portion of Riverside County and encompasses approximately 29,818 acres (46 square miles). The City is generally bordered on the north, west, and south by the Cities of Perris, Canyon Lake, Lake Elsinore, and Murrieta and on the southwest by the City of Wildomar. To the east and northeast, the City is bordered by unincorporated county (see Figure 3-1, *Regional Location*).

Current General Plan and Land Use Designations

Until the City completes the processing of the Menifee General Plan, it continues to use the Riverside County Integrated Program (RCIP or County General Plan) to guide development within the planning area boundary. Figure 3-3, *Current RCIP Land Use Designations*, shows the existing land use designations of the City. As shown in Figure 3-3, land use designations within the City consist of residential, commercial, industrial, business park, public facilities, agriculture, conservation, and open space. By far, the largest land use designation is residential.

Existing Land Uses and Land Use Statistics

Existing land uses in the City are shown in Figure 3-4, *Existing Land Uses*. As shown in Figure 3-4, the City consists of a number of existing land uses, including residential, commercial, office, industrial, institutional, utilities and public facilities, parks and open space, agriculture, waterways, and vacant land. Residential land uses make up the largest part of the City.

Table 3-1, *Existing Land Use Statistics*, provides land use statistics of the current composition of land uses in the City. Approximately 33 percent of the land within the current City boundaries is developed with residential land uses, accounting for 9,977 acres. The majority (approximately 38 percent) of the remaining land is vacant. Agricultural land uses account for approximately 6 percent of the land uses; the remaining land (approximately 10 percent) is occupied by educational, commercial, industrial, manufacturing, utilities, golf courses, and local park and recreation land uses (TPC 2009). As shown in Table 3-1, the City currently consists of approximately 32,859 dwelling units and 11,982,509 square feet of nonresidential uses.



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Regulatory Setting

State and regional laws, regulations, plans, or guidelines that are potentially applicable to the Menifee General Plan are summarized below.

State

State Planning Law

State planning law (California Government Code Section 65300) requires every city in California to adopt a comprehensive, long-term general plan for the physical development of the city, and of any land outside its boundaries (sphere of influence) that in the planning agency's judgment bears relation to its planning. A general plan should consist of an integrated and internally consistent set of goals and policies that are grouped by topic into a set of elements and are guided by a citywide vision. State law requires that a general plan address seven elements or topics (land use, circulation, housing, conservation, open space, noise, and safety), but allows some discretion on the arrangement and content. Additionally, each of the specific and applicable requirements in the state planning law (as provided in California Government Code Section 65300) should be examined to determine if there are environmental issues within the community that the general plan should address, including but not limited to hazards and flooding.

Regional

Southern California Association of Governments

The Southern California Association of Governments (SCAG) is a council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. SCAG is the federally recognized metropolitan planning organization (MPO) for this region, which encompasses over 38,000 square miles. SCAG is a regional planning agency and a forum for addressing regional issues concerning transportation, the economy, community development, and the environment. SCAG is also the regional clearinghouse for projects requiring environmental documentation under federal and state law. In this role, SCAG reviews proposed development and infrastructure projects to analyze their impacts on regional planning programs. As the southern California region's MPO, SCAG cooperates with the Southern California Air Quality Management District, the California Department of Transportation (Caltrans), and other agencies in preparing regional planning documents. SCAG has developed regional plans to achieve specific regional objectives. The plans most applicable to the proposed project are discussed below.

The Menifee General Plan is considered a project of regionwide significance pursuant to the criteria outlined in SCAG's Intergovernmental Review Procedures Handbook (November 1995) and Section 15206 of the California Environmental Quality Act (CEQA) Guidelines. Therefore, this section addresses the proposed project's consistency with the applicable SCAG regional planning guidelines and policies.

Regional Transportation Plan/Sustainable Communities Strategy

On April 4, 2012, SCAG adopted the 2012–2035 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS): Towards a Sustainable Future. SCAG has placed a greater emphasis than ever on sustainability and integrated planning in the 2012–2035 RTP/SCS. The 2012–2035 RTP/SCS vision encompasses three principles that collectively work as the key to the region's future: mobility, economy, and sustainability. The 2012–2035 RTP/SCS includes a strong commitment to reduce emissions from transportation sources to comply with Senate Bill 375, improve public health, and meet the National Ambient Air Quality Standards as set forth by the federal Clean Air Act. The 2012–2035 RTP/SCS provides a blueprint for improving quality of life for residents by providing more choices for where they will live, work, and play,

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and how they will move around (SCAG 2011). The proposed project's consistency with the applicable RTP/SCS goals is analyzed in detail in Table 5.9-1.

Compass Growth Vision

In 2004, SCAG adopted the Compass Growth Vision (CGV), which is a response, supported by a regional consensus, to the land use and transportation challenges facing southern California. SCAG developed the CGV in an effort to maintain the region's prosperity, continue to expand its economy, house its residents affordably, and protect its environmental setting as a whole. The CGV is a framework that helps local jurisdictions address growth management cooperatively and also helps coordinate regional land use and transportation planning. In conjunction with the CGV, SCAG also adopted the Compass Blueprint 2% Strategy, which is the part of the 2004 regional growth forecast policy that attempts to reduce emissions and increase mobility through strategic land use changes. The 2% Strategy is a guideline for how and where the CGV for southern California's future can be implemented toward improving measures of mobility, livability, prosperity, and sustainability for local neighborhoods and their residents. The program resulted in a plan that identifies strategic growth opportunity areas (2% Strategy Opportunity Areas). These opportunity areas are roughly 2 percent of the land area in the southern California region.

With the adoption of the 2012 RTP/SCS, the areas previously known as the 2% Strategy Opportunity Areas were updated by SCAG and replaced with what are now called High Quality Transit Areas (HQTAs). These HQTAs are integrated into the SCS portion (Chapter 4) of the 2012 RTP/SCS. An HQTA is generally a walkable transit village or corridor that is within one-half-mile of a well-served transit stop or a transit corridor with 15-minute or less service frequency during peak commute hours. The overall land use pattern of the 2012 RTP/SCS focuses jobs and housing in the region's designated HQTA (SCAG 2012). Two areas of the City are within a designated HQTA: one-half-mile radius from the Newport Road and the I-215 intersection and a portion of a circular area that encompasses a one-half-mile radius at the SR-74 and the I-215 intersection (SCAG 2013).

The SCS part of the 2012 RTP/SCS is essentially consistent with the older CGV, and therefore a separate consistency analysis with the previous and advisory CGV policies is not required. Additionally, separate goals, policies, or guidelines have not been adopted for areas designated as HQTAs. The proposed project's consistency with the applicable RTP/SCS goals in Table 5.9-1 covers the proposed project's consistency with being in a designated HQTA.

Western Riverside Council of Governments

The Western Riverside Council of Governments (WRCOG) is a joint-powers agency that conducts interagency regional coordination and planning for local governments in western Riverside County and serves as the council of governments and local transportation planning agency for the western Riverside subregion of SCAG. Its member agencies are 17 cities, including the City of Menifee; Riverside County, and the Eastern and Western Municipal Water Districts. WRCOG administers the Riverside County Measure A, a half-cent transportation sales tax that supports freeway construction projects and designates smaller revenue allocations for arterial roadway improvements in western Riverside County. WRCOG also administers western Riverside County's Transportation Uniform Mitigation Fee (TUMF) Program to mitigate the cumulative regional impacts of new development on the subregion's arterial highway system identified on the Regional System of Highways and Arterials. Other areas overseen by WRCOG include housing, planning for regional growth, and planning for solid waste and hazardous waste management.



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5.10.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- LU-1 Physically divide an established community.
- LU-2 Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- LU-3 Conflict with any applicable habitat conservation plan or natural community conservation plan.

5.10.3 Environmental Impacts

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

IMPACT 5.10-1: IMPLEMENTATION OF THE MENIFEE GENERAL PLAN WOULD NOT DIVIDE AN ESTABLISHED COMMUNITY. [THRESHOLD LU-1]

Impact Analysis: Most of the existing residential land uses in Menifee occur in four areas: Menifee Lakes in the eastern part of the City, Quail Valley on the west side, Romoland in the north, and Sun City in the central part of the City (see Figure 3-4, *Existing Land Use Inventory*). Although there are many residences in the City outside of these four areas, they are generally spread out at low/rural residential densities.

Implementation of the Menifee General Plan would guide future growth within the City. The changes in existing land use designations (see Figure 3-3, *Current RCIP Land Use Designations*) that would occur with implementation of the General Plan Land Use Plan (see Figure 4-1, *Proposed Land Use Plan*) would not result in the physical division of an established community. As shown in Figures 3-3 and 4-1, proposed land use designations would generally remain similar to those existing. For example, existing residential land uses in the areas of Menifee Lakes, Quail Valley, Romoland, and Sun City would remain, and the land use designations of these areas would also be consistent, but with different classification names (e.g., very low density vs. rural residential).

The biggest change to residential land use designations would occur along the central and northwestern portions of the City. As shown in Figures 3-3 and 4-1, some areas currently designated residential would be changed to Specific Plan (SP). The City of Menifee has 15 approved specific plans covering a total of 6,721 acres, or approximately 22.5 percent of the area of the City. The locations and the names of the specific plans are shown in Figure 4-1. Combined, the 15 specific plans permit development of up to 19,867 residential units, approximately 4.72 million square feet of retail space, and approximately 5.80 million square feet of nonretail commercial and industrial space. Therefore, development in the areas designated SP, which includes residential, would be guided based on the approved land use plans and development standards associated with each specific plan document.

Another change to residential land use designations would occur in the southern and northern portions of the City, where the land use designation of some residentially designated areas would be changed to Economic Development Corridor (EDC). The EDC land use designation is for areas where a mixture of residential, commercial, office, industrial, entertainment, educational, recreational uses, and/or other uses

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are planned. Both horizontal and vertical mixed uses would be permitted. In general, areas designated EDC are envisioned to develop primarily as nonresidential uses with residential uses playing a supporting role. The EDC designation is primarily intended for uses along corridors such as I-215 and Ethanac Road, McCall Boulevard, Newport Road, and Scott Road (see Figure 4-1), since land uses in these areas have a higher likelihood to transition over time in comparison to other areas of the City. The transition from primarily residentially designated areas to the establishment of a different mix of uses under the EDC land use designation would not divide established communities along these corridor areas, but would help create a sense of community and attractive communities for local citizens and visitors. Development of the EDC-designated areas would be guided by policies outlined in the General Plan and specific development standards outlined in the City's Zoning Code.

The Menifee General Plan also contains policies that encourage the preservation or enhancement of the existing, primarily residential communities through infill development, open space opportunities, and development of compatible uses that would enhance the existing character of Menifee. Neighborhood identity and preservation is a key component of the land use and housing elements (see applicable land use element and housing element policies in Appendix C). Additionally, the land use element outlines specific policies for compatibility that would reduce the amount of conflict between contrasting land uses. Implementation of the pertinent policies of the Menifee General Plan would help ensure the development of cohesive communities while maintaining the features that make each neighborhood unique.

Impacts would be similar for the Expanded EDC Scenario.

IMPACT 5.10-2: IMPLEMENTATION OF THE MENIFEE GENERAL PLAN WOULD NOT CONFLICT WITH APPLICABLE PLANS ADOPTED FOR THE PURPOSE OF AVOIDING OR MITIGATING AN ENVIRONMENTAL EFFECT. [THRESHOLD LU-2]



Impact Analysis:

State Planning Law Consistency Analysis

As previously noted, state planning law (California Government Code Section 65300) requires every city in California to adopt a comprehensive, long-term general plan for the physical development of the city and of any land outside its boundaries (sphere of influence). Specifically, California Government Code Section 65302 requires that a general plan consist of a statement of development policies and include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. Section 63052 also requires that a general plan address seven elements or topics. Additionally, on September 30, 2008, Assembly Bill 1358 (AB 1358), the California Complete Streets Act, was signed into law and became effective January 1, 2011. AB 1358 places the planning, designing, and building of complete streets into the larger planning framework of the general plan by requiring jurisdictions to amend their circulation elements to plan for multimodal transportation networks.

The Menifee General Plan has been prepared in accordance with state planning law; it is meant to be a framework for guiding planning and development in Menifee for the next 20 or more years and can be thought of as the blueprint for the City's growth and development. The Menifee General Plan is comprehensive both in its geography and subject matter. It addresses the entire territory within the City's boundaries and the full spectrum of issues associated with the management of the City.

Figure 4-1, *Proposed Land Use Plan*, shows the proposed land use designations of the Menifee General Plan. As shown in the figure, the proposed Land Use Plan would consist of a number of land use designations, including residential (rural to high density), commercial retail, commercial office, heavy

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industrial, business park, economic development corridor, specific plan, agriculture, conservation, recreation, water, public/quasi-public facilities, and public utilities corridor. The proposed Land Use Plan and the goals and policies in the Menifee General Plan strive to preserve and ensure land use compatibility throughout the City.

The Menifee General Plan is consistent with Section 65302 because it addresses the seven required elements or topics (land use, circulation, housing, conservation, open space, noise, and safety) in addition to three optional elements: air quality, community design, and economic development. The Menifee General Plan also includes forecasts of long-term conditions and outlines development goals and policies, exhibits and diagrams, and text setting forth objectives, principles, standards, and plan proposals throughout the various elements of the General Plan.

Additionally, the Menifee General Plan is consistent with AB 1358 because Complete Streets is one of the key components in the Circulation Element of the General Plan. Refer to Section 5.13, *Transportation and Traffic*, for a detailed discussion of the Menifee General Plan's consistency with AB 1358.

Furthermore, each of the specific and applicable requirements in the state planning law (California Government Code Section 65300) have been examined and considered to determine if there are environmental issues within the community that the Menifee General Plan should address, including but not limited to hazards and flooding. The various environmental issues associated with the proposed project (air quality, hazards, flooding, traffic, etc.) are addressed in their respective topical sections in Chapter 5.

SCAG 2012–2035 RTP/SCS Consistency Analysis

Table 5.10-1 provides an assessment of the Menifee General Plan's relationship to pertinent 2012–2035 SCAG RTP/SCS goals. Relevant policies from the Menifee General Plan elements are included. The analysis in the table concludes that the Menifee General Plan would be consistent with the applicable RTP/SCS goals. Therefore, implementation of the Menifee General Plan would not result in significant land use impacts related to relevant RTP/SCS goals.

**Table 5.10-1
Consistency with SCAG's 2012–2035 Regional Transportation Plan/Sustainable Communities Strategy Goals**

SCAG Policy	Compliance with Policy
GOAL 1: Align the plan investments and policies with improving regional economic development and competitiveness.	Not Applicable: This is not a project-specific policy and is therefore not applicable.
GOAL 2: Maximize mobility and accessibility for all people and goods in the region.	<p>Consistent: The transportation networks in Menifee would be developed and maintained to meet the needs of local and regional transportation and to ensure efficient mobility. A number of regional and local plans and programs would be used to guide development and maintenance of transportation networks, including but not limited to:</p> <ul style="list-style-type: none"> • Riverside County Congestion Management Program • Caltrans Traffic Impact Studies Guidelines • Caltrans Highway Capacity Manual • SCAG RTP/SCS <p>Additionally, the City of Menifee is required by the California Government Code to coordinate its Circulation Element with regional transportation plans. The Circulation Element is a comprehensive transportation management strategy that addresses infrastructure capacity.</p> <p>Furthermore, the Menifee General Plan is consistent with AB 1358 (the Complete Streets Act) because Complete Streets is one of the key components in the Circulation Element of the General Plan.</p> <p>The circulation element of the Menifee General Plan also contains policies that provide specific guidance on how to improve mobility in the City. Applicable policies are in Appendix C.</p> <p>Refer to Section 5.16, <i>Transportation and Traffic</i>, which addresses local and regional transportation, traffic, circulation, and mobility in more detail.</p>
GOAL 3: Ensure travel safety and reliability for all people and goods in the region.	<p>Consistent: All modes of transit would be required to follow safety standards set by corresponding regulatory documents. Pedestrian walkways and bicycle routes must follow safety precautions and standards established by local (e.g., City of Menifee, County of Riverside) and regional (e.g., SCAG, Caltrans) agencies. Roadways for motorists must follow safety standards established for the local and regional plans mentioned in the analysis for RTP/SCS Goal 2.</p> <p>The circulation element of the Menifee General Plan provides guidance and policies that promote the safe movement of people and goods with importance placed on pedestrian safety as well as vehicular safety. Applicable policies are listed in Appendix C.</p>
GOAL 4: Preserve and ensure a sustainable regional transportation system.	<p>Consistent: All new roadway developments and improvements to the existing transportation networks must be assessed with some level of traffic analysis (e.g., traffic assessments, traffic impact studies) to determine how the developments would impact existing traffic capacities and to determine the needs for improving future traffic capacities. Additionally, the regional plans mentioned in the analysis for RTP/SCS Goal 2 would be applicable to the design and development of the regional roadway network.</p>



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**Table 5.10-1
Consistency with SCAG's 2012–2035 Regional Transportation Plan/Sustainable
Communities Strategy Goals**

SCAG Policy	Compliance with Policy
<p>GOAL 5: Maximize the productivity of our transportation system.</p>	<p>The circulation element of the Menifee General Plan encourages regional coordination of transportation issues and provides guidance and policies that help preserve and ensure a sustainable regional transportation system. Applicable policies are in Appendix C.</p> <p>Consistent: The local and regional transportation system would be improved and maintained to encourage efficiency and productivity. The City's Public Works and Engineering Department oversees the improvement and maintenance of all aspects of the public right-of-way on an as-needed basis.</p> <p>The City also strives to maximize productivity of the region's public transportation system (i.e., bus, bicycle) for residents, visitors, and workers coming into and out of Menifee. As shown in Figure 5.16-8, <i>City of Menifee Bikeway and Community Pedestrian Network</i>, many areas of the City are served by trails and bicycle routes. As shown in Figure 5.16-9, <i>City of Menifee Transit Network</i>, the City is served by a number of public transit routes and facilities.</p> <p>Additionally, redevelopment in existing areas in need of revitalization focuses on improving transportation routes to create more vibrant and productive areas.</p> <p>The circulation element of the Menifee General Plan contains guidance and policies to improve the City's transportation system. Applicable policies are in Appendix C.</p>
<p>GOAL 6: Protect the environment and health of our residents by improving air quality and encouraging active transportation (non-motorized transportation, such as bicycling and walking).</p>	<p>Consistent: The reduction of energy use, improvement of air quality, and promotion of more environmentally sustainable development would be encouraged through the development of alternative transportation methods, green design techniques for buildings, and other energy-reducing techniques. For example, development projects are required to comply with the provisions of the 2008 Building and Energy Efficiency Standards and the new 2010 Green Building Standards Code (CALGreen), which became effective on January 1, 2011.</p> <p>The City also strives to maximize the protection of the environment and improvement of air quality by encouraging and improving the use of the region's public transportation system (i.e., bus, bicycle) for residents, visitors, and workers coming into and out of Menifee. As shown in Figure 5.16-8, <i>City of Menifee Bikeway and Community Pedestrian Network</i>, many areas of the City are served by trails and bicycle routes. As shown in Figure 5.16-9, <i>City of Menifee Transit Network</i>, the City is served by a number of public transit routes and facilities.</p> <p>Further, the EDC-designated areas of the General Plan Land Use Plan would focus on a mixture of residential, commercial, office, industrial, entertainment, educational, recreational uses, and/or other uses are planned along corridors such as I-215 and Ethanac, Newport, and Scott Roads (see Figure 4-5). Allowing residential uses in these areas would help reduce vehicle trips and thereby reduce air quality and traffic impacts and greenhouse gas emissions.</p>

**Table 5.10-1
Consistency with SCAG's 2012–2035 Regional Transportation Plan/Sustainable Communities Strategy Goals**

SCAG Policy	Compliance with Policy
	The land use, circulation, and conservation elements of the Menifee General Plan contain guidance and policies to improve and protect the region's air quality and environment and promote energy efficiency. Applicable policies are in Appendix C.
GOAL 7: Actively encourage and create incentives for energy efficiency, where possible.	Not Applicable: This is not a project-specific policy and is therefore not applicable.
GOAL 8: Encourage land use and growth patterns that facilitate transit and non-motorized transportation.	Consistent: See response to RTP/SCS Goal 6.
GOAL 9: Maximize the security of our transportation system through improved system monitoring, rapid recovery planning, and coordination with other security agencies.	<p>Consistent: Menifee would conduct monitoring of existing and newly constructed roadways and transit routes to determine the adequacy and safety of these systems. Other local and regional agencies (i.e., Riverside County Transportation Department, Caltrans, SCAG) would work with the City to manage these systems. Security situations involving roadways and evacuations would be addressed in the County of Riverside's emergency management plans (e.g., Riverside County Operational Area Emergency Operations Plan) developed in accordance with the state and federal mandated emergency management regulations.</p> <p>The circulation and safety elements of the Menifee General Plan contain guidance and policies for a safe and efficient transportation system. Applicable policies are in Appendix C.</p>



Impacts would be the same under the Expanded EDC Scenario.

IMPACT 5.10-3: IMPLEMENTATION OF THE MENIFEE GENERAL PLAN WOULD NOT CONFLICT WITH THE ADOPTED WESTERN RIVERSIDE MULTIPLE SPECIES HABITAT CONSERVATION PLAN OR STEPHENS' KANGAROO RAT HABITAT CONSERVATION PLAN. [THRESHOLD LU-3]

Impact Analysis: Section 5.4, *Biological Resources*, describes the compatibility and consistency of the proposed Land Use Plan with the Western Riverside Multiple Species Habitat Conservation Plan (MSHCP) and Stephens' Kangaroo Rat Habitat Conservation Plan (SKR HCP). As concluded in Chapter 4, *Biological Resources*, future development that would be accommodated under the Menifee General Plan would not conflict or interfere with the Western Riverside MSHCP or SKR HCP. Impacts would be similar under the Expanded EDC Scenario.

5.10.4 Existing Regulations and Standard Conditions

- State planning law (California Government Code Section 65300)
- City of Menifee Zoning Code (adopted Riverside County Code)
- Western Riverside County Multiple Species Habitat Conservation Plan
- Stephens' Kangaroo Rat Habitat Conservation Plan

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Relevant General Plan Policies

Relevant Menifee General Plan policies are in the Land Use Element and are listed in Appendix C of this EIR.

5.10.5 Level of Significance Before Mitigation

Upon implementation of regulatory requirements, the following impacts would be less than significant: 5.10-1, 5.10-2, and 5.10-3. These significance conclusions would also apply to the Expanded EDC Scenario.

5.10.6 Mitigation Measures

No mitigation measures are required.

5.10.7 Level of Significance After Mitigation

Impacts would be less than significant for the proposed General Plan and the Expanded EDC Scenario.