



COMMISSIONERS

Cindy Gustafson
*Chair
(County)*

Joshua Alpine
*Vice Chair
(Special District)*

Whitney Eklund
(City)

Shanti Landon
(County)

Sean Lomen
(City)

Susan Rohan
(Public)

Vacant
(Special District)

Wednesday, March 12, 2025, 4:00 PM

This meeting will be open to in-person and virtual attendance.

Commission members may attend the meeting in person or remotely.

Alt. Commissioner Friedman, 3101 Lake Forest Road #20, Tahoe City, CA 96145

Placer County Administrative Building – Board of Supervisors’
Chambers
175 Fulweiler Avenue Auburn, CA 95603

To attend remotely via Zoom:

Online: <https://placer-ca-gov.zoom.us/j/95089252094>

ALTERNATE COMMISSIONERS

David Bass
(City)

Anthony DeMattei
(County)

Judy Friedman
(Special District)

Cherri Spriggs
(Public)

Stephanie
Youngblood
(City)

COUNSEL

Michael Walker
General Counsel

STAFF

Michelle McIntyre
Executive Officer

Amanda Ross
*Acting Assistant
Executive Officer*

Amy Engle
Commission Clerk

By telephone: +1 888 788 0099 (Toll Free) or 877 853 5247 (Toll Free)

Webinar ID: 950 8925 2094

AGENDA

1. CALL TO ORDER AND SALUTE TO THE FLAG
2. ROLL CALL
3. CHANGES AND APPROVAL OF THE AGENDA
4. PUBLIC COMMENTS

This is an opportunity for the public to address the Commission on any subject matter within its jurisdiction that is not included in today’s agenda. Please submit a speaker card before the first speaker is called and limit your comments to 3 minutes. Items from the public will be acknowledged without discussion by the Commission and may be referred to staff.

5. CONSENT ITEMS

- A. Minutes – February 19, 2025
- B. Financial Report – January 2025
- C. Project Status Report

6. BUSINESS ITEM

LAFCO Project No. 2024-05 South Placer Fire Protection District – Extension of Power to Provide Ambulance Services Within Part of Boundaries. The Commission will receive and confirm the conducting authority proceeding (protest hearing) results of February 21, 2025.

7. PUBLIC HEARING ITEM

LAFCO Project No. 2023-05 Sphere of Influence Update for the City of Roseville. The Commission will consider approving an update to the City of Roseville’s sphere of influence. CEQA Lead Agency: LAFCO, Common Sense Exemption, Cal. Pub. Resources Code § 21083; Cal. Code Regs., tit. 14, § 15061(b)(3).

This item is continued from the LAFCO meeting of January 8, 2025.

8. EXECUTIVE OFFICER’S REPORT

Executive Officer’s Report—The Executive Officer will update the Commission on the status of ongoing projects, including the Service Review and the Sphere of Influence Update for Western Placer County Fire, Emergency Medical Service, Dispatch; the South Placer Municipal Utility District; and the City of Rocklin.

9. CORRESPONDENCE

- A. Letter from Placer County to Placer Hills and Newcastle Fire Protection Districts, dated February 21, 2025.
- B. Letter from Placer Hills and Newcastle Fire Protection Districts to Placer County, dated February 27, 2025.

10. COMMISSIONER COMMENTS

This is an opportunity for Commissioners to address issues not listed on the agenda as long as the subject matter falls within the Commission's jurisdiction. No discussion or action may occur except to add the item to a future agenda if approved by the majority of the Commission.

11. ADJOURNMENT

The next Commission meeting is set for Wednesday, April 9, 2025, at 4:00 PM.

PUBLIC ACCESS AND PUBLIC COMMENTS INSTRUCTIONS

Materials related to an item on this agenda are available for public inspection at the LAFCO office, 110 Maple Street, Auburn, CA, during regular business hours and on LAFCO's website at <https://www.placer.ca.gov/lafco>.

LAFCO meetings are held in person and virtually. Meeting recordings are posted online within a week following the LAFCO meeting.

Members of the public may submit their comments in written form to the Commission via U.S. mail to Placer LAFCO's office or via email to lafco@placer.ca.gov. Please indicate the agenda item number, if any. If you want your comments read into the record, please indicate so in the subject line and limit the comments to no more than 500 words. For public hearings, the Chair will announce the opening and closing of the public hearing. The Chair will call for oral public comments. Please limit your comments to 3 minutes.

AMERICAN DISABILITY ACT COMPLIANCE

In compliance with the Americans with Disabilities Act, if you are a disabled person and need a disability-related modification or accommodation to participate in this meeting fully, please contact Amy Engle, Commission Clerk, at (530) 889-4602 or aengle@placer.ca.gov. Requests must be made as early as possible and at least two business days before the start of the meeting.

CAMPAIGN CONTRIBUTION DISCLOSURE

If you wish to participate in any proceeding involving a change of organization, reorganization, or other entitlement, you are prohibited from making a campaign contribution of more than \$250 to any Commissioner or Alternate Commissioner as described in Government Code section 84308. This prohibition begins on the date you begin to actively support or oppose an application pending before LAFCO and continues for 12 months after LAFCO renders a final decision. No Commissioner or Alternate Commissioner may solicit or accept a campaign contribution of more than \$250 from you or your agent during this period if the Commission or Alternate Commissioner knows or has reason to know that you will participate in the proceeding. If you or your agent have contributed more than \$250 to any Commissioner or Alternate Commissioner during the 12 months preceding the decision, that Commissioner or Alternate Commissioner must disqualify himself or herself from the proceeding. However, disqualification is not required if the Commissioner or Alternate Commissioner returns the campaign contribution within 30 days from when the Commissioner or Alternate Commissioner knows, or should have known, about the contribution and that you are a participant in the proceeding.



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Executive Officer*

Amy Engle
Commission Clerk

MINUTES OF THE
LOCAL AGENCY FORMATION COMMISSION
OF PLACER COUNTY

February 19, 2025

PLACER COUNTY ADMINISTRATIVE BUILDING
BOARD OF SUPERVISORS' CHAMBERS
AND VIA REMOTE CALL-IN

175 FULWEILER AVE
AUBURN, CA 95603

1. CALL TO ORDER AND SALUTE TO THE FLAG

Vice-Chair Alpine opened the meeting and led the salute to the flag at 4:00 PM.

2. ROLL CALL

Present Commissioners: Joshua Alpine (acting as chair), Whitney Eklund (remote), Cindy Gustafson (remote), Shanti Landon, Sean Lomen, and Susan Rohan

Present Alternate Commissioners: David Bass, Anthony DeMattei, Judy Friedman (remote, voting as special district member), Cherri Spriggs, and Stephanie Youngblood

Staff Present: Amy Engle, Commission Clerk, Michelle McIntyre, Executive Officer, Amanda Ross, Acting Assistant Executive Officer (remote), Michael Walker, Legal Counsel

3. APPROVAL OF THE AGENDA

There were no changes to the agenda.

Commissioner Rohan motioned to approve the February 19, 2025, agenda, second by Commissioner Landon.

The motion was approved (7-0-0-0).

Yes: Alpine, Eklund, Friedman, Gustafson, Landon, Lomen, and Rohan
No: None
Absent: None
Abstain: None

4. PUBLIC COMMENTS

There were no public comments.

5. CONSENT ITEMS

A. Minutes – January 8 and 15, 2025

B. Financial Reports – December 2024

C. LAFCO Project No. 2023-03 Special Use District B Northeast Quadrant Remnant Parcels Annexation to the City of Lincoln – Request for Extension. The City of Lincoln requests an extension to complete the project application.

D. LAFCO Project No. 2025-02: Biennial Audit for Fiscal Years 2022-23 and 2023-24 – Authorization to Execute Contract of \$66,000 for 6 Years of Audit Services (FY 2022-2023 through FY 2027-2028).

Vice-Chair Alpine invited public comments.

There were no public comments.

Commissioner Rohan motioned to approve the February 19, 2025, consent items, second by Commissioner Landon.

The motion was approved (7:0:0:0)

Yes: Alpine, Eklund, Friedman, Gustafson, Landon, Lomen, and Rohan
No: None
Absent: None
Abstain: None

6. PUBLIC HEARING ITEM

A. **LAFCO Project No. 2023-05 Service Review Study for the City of Roseville – Final Study.** The Commission will receive and consider the final Service Review study for the City of Roseville. CEQA Lead Agency: LAFCO, Class 6 Categorical Exemption, Cal. Pub. Resources Code § 21083; Cal. Code Regs., Tit. 14, § 15306.

This item was continued from the LAFCO meeting of January 8, 2025.

Vice-Chair Alpine reviewed the public hearing process.

Executive Officer McIntyre reported on the project update, noting requests from the Placer County Conservation Program and the Placer County Executive Office to remove Sphere of Influence (SOI) related sections referenced in the service review study.

Vice-Chair Alpine invited questions from the Commission.

The Commissioners listed below asked questions and received responses from Executive Officer Michelle McIntyre.

- Alternate Commissioner Spriggs.
- Chair Gustafson
- Alternate Commissioner Friedman

Vice-Chair Alpine invited public comments.

The speakers listed below provided public comments.

- Daniel Chatigny, Placer County CEO
 - Chair Gustafson asked Mr. Chatigny questions and provided comments.
- Gregg McKenzie, Placer Conservation Authority, Executive Director

Vice-Chair Alpine closed public comments and invited Commissioner comments.

The Commissioners listed below provided comments.

- Commissioner Eklund
- Commissioner Rohan
- Commissioner Landon
- Commissioner Spriggs
- Alternate Commissioner Friedman

Commissioner Rohan motioned to approve the staff recommendation for the Service Review Study with removing paragraphs on page 71 in the redline version and the last paragraph on page 63, second by Commissioner Eklund.

Alternate Commissioner Spriggs asked questions and received responses from Executive Officer Michelle McIntyre.

A roll call was requested.

The motion was approved via a roll-call vote. (7:0:0:0)

Yes: Alpine, Eklund, Friedman, Gustafson, Landon, Lomen, Rohan
No: None
Absent: None
Abstain: None

7. BUSINESS ITEMS

A. Mid-Year Status Update of the Annual Work Plan and Budget for Fiscal Year 2024-2025.

Executive Officer Michelle McIntyre updated the Commission on the Work Plan and Budget for FY 2024-25.

Vice-Chair Alpine invited Commissioner comments.

The Commissioners listed below provided comments.

- Chair Gustafson
- Alternate Commissioner Spriggs
- Alternate Commissioner Friedman
- Commissioner Rohan

Vice-Chair Alpine invited public comments.

There were no public comments.

The Commission briefly discussed the item.

Vice-Chair Alpine closed the item.

B. Budget Committee Appointments and Scope of Work.

Executive Officer Michelle McIntyre presented staff recommendations for expanding the budget committee and scope of work.

Vice-Chair Alpine invited public comments.

There were no public comments.

The Commission discussed the item.

Legal Counsel Michael Walker provided comments.

Commissioner Landon motioned to appoint Commissioners Friedman, Gustafson, Lomen, and Rohan to the budget committee and assign staff's recommended scope of work consistent with the Strategic Plan, second by Commissioner Rohan.

A roll call vote was requested.

The motion was approved via a roll-call vote. (7:0:0:0)

Yes: Alpine, Eklund, Friedman, Gustafson, Landon, Lomen, Rohan

No: None
Absent: None
Abstain: None

C. Personnel Committee Appointments and Scope of Work.

Executive Officer Michelle McIntyre provided the Commission with staff's recommendation of expanding the Personnel Committee and establishing a scope of work to implement the objectives of goal 4 of the Commission's Strategic Plan.

Commissioners Eklund and Landon provided comments.

Vice-Chair Alpine invited public comments.

There were no public comments.

Commissioner Rohan and Alternate Commissioner Youngblood provided comments.

Commissioner Landon moved to appoint Commissioners Alpine, Eklund, Landon, Rohan, and Spriggs to the Personnel Committee and assign staff's recommended scope of work from the Commission's Strategic Plan, seconded by Commissioner Lomen.

A roll call was requested.

The motion was approved via a roll-call vote. (7:0:0:0)

Yes: Alpine, Eklund, Friedman, Gustafson, Landon, Lomen, Rohan
No: None
Absent: None
Abstain: None

D. Executive Officer's Report – Special District Laws Reference Guide

The Commission received a copy of the "Special District Laws Reference Guide" from the California Special Districts Association.

Ms. McIntyre introduced Commission Clerk Amy Engle, who presented an update on the Special District election.

Commissioners Alpine and Rohan provided comments.

Executive Officer Michelle McIntyre explained how written comments received on service reviews are incorporated in the final service reviews.

8. CORRESPONDENCE

Executive Officer Michelle McIntyre reviewed the letter that LAFCO received from the City of Roseville dated February 13, 2025, with the Commission.

There were no Commissioner comments.

9. COMMISSIONER COMMENTS

Chair Gustafson provided comments.

10. ADJOURNMENT

Commissioner Rohan motioned to adjourn the February 19, 2025, meeting, second by Commissioner Lomen.

The motion was approved (7-0-0-0)

Yes: Alpine, Eklund, Friedman, Gustafson, Landon, Lomen, and Rohan,

No: None

Absent: None

Abstain: None

The meeting was adjourned at 5:19 PM.

The next Commission meeting is scheduled for Wednesday, March 12, 2025, at 4:00 PM.

A complete video recording of this meeting is posted to:

<https://www.placer.ca.gov/AgendaCenter/Local-Agency-Formation-Commission-14>

Submitted by:

Amy Engle, Commission Clerk

Company: CO100 County of Placer
 Budget Structure: Special District Budget - Detail Level
 Period: FY2025 - Jan
 Time Period: Current Period YTD
 Cost Center(s): CC72000 Local Agency Formation Commission
 Ignore Commitments: No
 Fund(s): FD30154 Local Agency Formation Commission
 Program: PG720000 Local Agency Formation Commission

Account Set	Budget	Commitments	Obligations	Actuals	Balance	Percentage of Budget
Total Revenue	(1,178,994.46)	0	0	(880,373.88)	(\$298,620.58)	74.67%
42010:Investment Income	(1,980.00)	0	0	(10,332.24)	\$8,352.24	521.83%
46360:Other Fees and Charges	(1,177,014.46)	0	0	(831,226.14)	(\$345,788.32)	70.62%
48030:Miscellaneous	0	0	0	(38,815.50)	\$38,815.50	0.00%
Total Expenses	1,390,217.51	0.00	325,741.48	154,316.22	\$910,159.81	34.53%
Total Capital Assets	0	0	0	0	0.00	0.00%
Total Expenses (Non Capital Assets)	1,390,217.51	0.00	325,741.48	154,316.22	\$910,159.81	34.53%
51010:Salaries and Wages	429,003.66	0	0	162,745.85	\$266,257.81	37.94%
51080:Accrued Compensated Leave	0	0	0	(45,445.00)	\$45,445.00	0.00%
51090:Cafeteria Plans (Non-PERS)	14,372.29	0	0	5,140.89	\$9,231.40	35.77%
51210:Retirement	143,619.92	0	0	52,834.02	\$90,785.90	36.79%
51220:Payroll Tax	31,087.65	0	0	10,217.31	\$20,870.34	32.87%
51240:Other Postemployment Benefits (OPEB)	20,892.30	0	0	4,746.00	\$16,146.30	22.72%
51270:PERS Pension Expense	0	0	0	(469,671.00)	\$469,671.00	0.00%
51280:OPEB Expense	0	0	0	30,608.00	(\$30,608.00)	0.00%
51290:401 (k) Employer Match	3,000.00	0	0	0	\$3,000.00	0.00%
51310:Employee Group Insurance	79,072.20	0	0	28,873.24	\$50,198.96	36.52%
51360:Workers Comp Insurance	1,136.55	0	0	469.66	\$666.89	41.32%
52040:Communication Services Expense	4,091.94	0	0	0	\$4,091.94	0.00%
52060:Janitorial Supplies	0	0.00	0.00	43.59	(\$43.59)	0.00%
52080:Insurance	4,532.24	0	0	4,235.98	\$296.26	93.46%
52240:Professional / Membership Dues	12,199.99	0	0	12,857.85	(\$657.86)	105.39%
52250:Services and Supplies	408.79	0	0	0	\$408.79	0.00%
52320:Printing	2,626.10	0	0	1,734.28	\$891.82	66.04%
52330:Other Supplies	7,499.11	0.00	0.00	6,069.11	\$1,430.00	80.93%
52340:Postage	2,995.14	0	0	2,244.57	\$750.57	74.94%

Account Set	Budget	Commitments	Obligations	Actuals		Balance	Percentage of Budget
52360:Professional and Special Services - General	392,230.07	0	325,479.98	226,443.80		(\$159,693.71)	140.71%
52370:Professional and Special Services - Legal	48,109.00	0	261.50	34,471.10		\$13,376.40	72.20%
52390:Professional and Special Services - County	7,557.94	0	0	0		\$7,557.94	0.00%
52400:Professional and Special Services - Information Technology	18,586.43	0	0	18,922.02		(\$335.59)	101.81%
52450:Short-Term Rents and Leases - Buildings & Improvements	28,531.00	0	0	28,242.48		\$288.52	98.99%
52460:Small Tools & Instruments	0	0.00	0.00	18.87		(\$18.87)	0.00%
52470:Employee Benefits Systems	2,447.68	0	0	1,783.18		\$664.50	72.85%
52480:PC Acquisition	8,980.00	0	0	0		\$8,980.00	0.00%
52510:Commissioner's Fees	33,469.64	0	0	11,850.00		\$21,619.64	35.41%
52570:Advertising	5,829.37	0	0	1,832.27		\$3,997.10	31.43%
52580:Special Department Expense	18,414.00	0	0	2,155.00		\$16,259.00	11.70%
52630:Project Costs	1,452.00	0	0	2,070.00		(\$618.00)	142.56%
52790:Transportation and Travel	11,082.50	0	0	8,478.15		\$2,604.35	76.50%
53170:Contingencies - Judgement and Damages	36,300.00	0	0	0		\$36,300.00	0.00%
53390:Cost Plan Allocation Exp (A-87)	20,690.00	0	0	10,345.00		\$10,345.00	50.00%
Facilities and Administration Cost Revenue and Expense	0	0	0	0		0.00	0.00%
42840:Facilities and Administration Cost Revenue	0	0	0	0		0.00	0.00%
52840:Facilities and Administrative Costs Expense	0	0	0	0		0.00	0.00%

Project Status Report				
Active Projects				
Project No.	Project Name	Subject Agency	Location	Status and Notes
2022-03	Service Review and Sphere of Influence (SOI) Study	Fire Protection Service Providers	Western Placer County	Commission received presentation of draft study on Jan 15, 2025. The final service review study is tentatively scheduled for April 9, 2025 covering Lincoln, Rocklin, and Roseville Fire Departments. Newcastle, Penryn, Placer Hills, and South Placer Fire Protection Districts. Other agencies TBD.
2023-02	SUD-B NEQ Remnant Parcels Annexation to Lincoln	Lincoln	Off Highway-65	Project remains incomplete. Waiting on a tax-sharing agreement from Placer County.
2023-04	Service Review and SOI Study	Rocklin	City of Rocklin	Presentation of the final service review study and sphere of influence update tentatively scheduled for April 9, 2025.
2023-05	Service Review and SOI Study	Roseville	City of Roseville	Commission approved the final service review study on February 19, 2025. The Commission is scheduled to consider the sphere of influence update on March 12, 2025.
2024-01	Service Review and SOI Study	SPMUD	Loomis, Rocklin, and unincorporated Placer County	The draft study was presented on January 15, 2025. The final service review and sphere of influence update is tentatively scheduled for April 9, 2025.
2024-03	Service Review and Sphere of Influence Study	Loomis	Town of Loomis	Service Review/SOI study underway.
2024-04	Service Review and SOI Study	Placer County Cemetery Districts	Placer County	Service Review/SOI study underway.
2024-05	South Placer Fire Protection District (SPFPD) extension of latent power (ambulance transport)	SPFPD	Loomis and surrounding unincorporated areas	Commission to confirm outcome of the Protest Hearing that was held on February 21, 2025 on March 9, 2025.
2024-06	Service Review and SOI Study	Eastern Placer County fire protection/ambulance service providers	Eastern Placer and portions of El Dorado and Nevada counties	Service Review/SOI study underway.
Pending Projects				
Project No.	Project Name	Subject Agency	Location	Status and Notes
2022-05	Newcastle and Placer Hills Fire Protection District Reorganization	Newcastle and Placer Hills FPD	Newcastle and Placer Hills boundaries	Incomplete app letter issued 10-24-2022
2025-01	Service Review and SOI Study	Colfax	Colfax	Kick-off meeting to be scheduled.
Pre-App	West Oaks Apartment	Rocklin	Off Highway-65 within Rocklin SOI	Pending receipt of an application from the City.
Pre-App	SPMUD Annexation	SPMUD	Unincorporated Placer County	Pending receipt of an application from the District.
Closed Projects				
2021-03	Service Review Study	Lincoln	City of Lincoln and SOI	3-8-23 LAFCO approved Service Review w/ COA - Long Range Fire Dept. Master Plan. LAFCO staff has requested the City provide an update to the Commission at its April 9, 2025 meeting.



Placer County Local Agency Formation Commission
110 Maple Street Auburn, CA 95603 | (530) 889-4097

COMMISSIONERS STAFF REPORT

Cindy Gustafson
Chair
(County)

DATE: March 12, 2025

Joshua Alpine
Vice Chair
(Special District)

TO: Chair Gustafson and members of the Commission

Whitney Eklund
(City)

FROM: Michelle McIntyre

Shanti Landon
(County)

SUBJECT: **LAFCO Project No. 2024-05 South Placer Fire Protection District – Extension of Power to Provide Ambulance Services Within Part of Boundaries.** The Commission will receive and confirm the conducting authority proceeding (protest hearing) results of February 21, 2025

Sean Lomen
(City)

Susan Rohan
(Public)

Vacant
(Special District)

ALTERNATE COMMISSIONERS

David Bass
(City)

Anthony DeMattei
(County)

Judy Friedman
(Special District)

Cherri Spriggs
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Stephanie Youngblood
(City)

COUNSEL

Michael Walker
General Counsel

STAFF

Michelle McIntyre
Executive Officer

Amanda Ross
Acting Assistant Executive Officer

Amy Engle
Commission Clerk

SUMMARY

On February 21, 2025, at 4:00 PM, the Executive Officer, who served as the Hearing Officer, conducted a protest hearing regarding the subject proposal at the Loomis Train Depot in the Town of Loomis. The Executive Officer reported that no protest ballots had been received from registered voters or landowners, and none were submitted before the close of the hearing.

The proposed action before the Commission is to adopt Resolution No. 25-02 (Attachment A), which confirms the results of the protest proceedings and orders the change of organization approved by the Commission, known as LAFCO Project No. 2024-05, titled “The South Placer Fire Protection District Extension of Latent Power – Ambulance Services.”

BACKGROUND

The South Placer Fire Protection District (SPFPD) initiated this project by submitting a resolution of application to the Placer County Local Agency Formation Commission (LAFCO). The goal is to obtain approval

to extend SPFPD's power to provide ambulance services to an area within its existing boundaries referred to as Division 1, which mainly includes the incorporated Town of Loomis and the surrounding unincorporated areas.

The Commission approved the proposal on December 11, 2024, contingent upon completing a protest hearing. As part of its approval of LAFCO Resolution No. 24-11, the Commission delegated the responsibility of conducting all protest hearing requirements to the LAFCO Executive Officer under California Government Code section 57000 et seq.

DISCUSSION

Notice of the protest hearing was published in the Loomis News on January 31, 2025. On the same day, notices and protest forms were posted on the Commission's website, and additional notices were displayed at the Loomis Train Depot, where the Executive Officer held the hearing.

During the protest hearing conducted virtually and in person, the Executive Officer summarized the proposal and the Commission's actions. The public comment period was opened and later closed. The Executive Officer announced that no protest ballots had been received and invited members of the public to submit protest ballots. Although one public member made comments, no protest ballots were submitted.

ANALYSIS

Considering the outcome of the protest hearing and the absence of protest ballots, the Executive Officer recommends that the Commission adopt a resolution to order the change of organization. Therefore, LAFCO Resolution No. 25-02 is submitted for the Commission's consideration and adoption.

STAFF RECOMMENDATION

The Executive Officer recommends that the Commission adopt Resolution No. 25-02 to confirm the results of the protest proceedings and order the change of organization.

PROCEDURES

This item has been placed on Placer LAFCO's agenda for action as a business item. The following procedures are recommended for considering this item.

- 1) Receive an oral presentation from staff unless waived.
- 2) Invite comments from the public.
- 3) Discuss and consider the Executive Officer's recommendation.

ATTACHMENT

A. LAFCO Resolution No. 25-02 Confirming the Results of the Protest Proceedings and Ordering the Change of Organization

RESOLUTION NO. 25-02

**RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION
OF PLACER COUNTY**

**CONFIRMING THE RESULTS OF THE PROTEST PROCEEDINGS AND ORDERING
THE CHANGE OF ORGANIZATION**

LAFCO PROJECT NO. 2024-05

**THE SOUTH PLACER FIRE PROTECTION DISTRICT EXTENSION OF LATENT
POWER – AMBULANCE SERVICES**

WHEREAS, on December 11, 2024, the Local Agency Formation Commission of Placer County (LAFCO or Commission), pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing at section 56000 of the Government Code (GC), adopted Resolution No. 24-11 making determinations and conditionally approving the change of organization, the extension of the power of the South Placer Fire Protection District to provide ambulance services to include Division 1 within the District’s jurisdictional boundaries, subject to the outcome of a protest hearing; and

WHEREAS, the Commission delegated to its Executive Officer the performance of all conducting authority proceeding requirements under GC section 57000 for purposes of the subject change of organization; and

WHEREAS, the Executive Officer held the protest hearing on February 21, 2025, at 4 PM at the Loomis Train Depot in the incorporated Town of Loomis, and notice of said meeting was given in the manner required by law; and

WHEREAS, the Commission received no registered voter protest ballots or landowner protest ballots;

NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED, AND ORDERED
as follows:

1. The Commission determines that the value of the written protests against LAFCO Project No. 2024-05, The South Placer Fire Protection District Extension of Latent Power – Ambulance Services, which were filed and not withdrawn, did not meet the 25 percent or greater threshold to hold a special election as required by law.
2. The Commission orders the change of organization, which it has approved via LAFCO Resolution No. 24-11.

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of Placer County at a regular meeting held on the 12th day of March 2025

by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Cindy Gustafson, Chair
Local Agency Formation Commission
County of Placer, State of California

ATTEST:

Amy Engle, Commission Clerk



Placer County Local Agency Formation Commission
110 Maple Street Auburn, CA 95603 | (530) 889-4097

**PUBLIC HEARING
STAFF REPORT
MARCH 12, 2025**

COMMISSIONERS TO: Chair Gustafson and Members of the Commission
Cindy Gustafson
Chair
(County)
FROM: Michelle McIntyre
Joshua Alpine
Vice Chair
(Special District)
SUBJECT: **LAFCO Project No. 2023-05 Sphere of Influence
Update for the City of Roseville**
Trinity Burruss
(City)

This item is continued from the Commission's January 8, 2025, meeting.

SUMMARY

ALTERNATE COMMISSIONERS
The Placer County Local Agency Formation Commission (LAFCO) will consider approving an update to the sphere of influence (SOI) for the City of Roseville (City) as part of LAFCO's mandated statutory responsibilities.
David Bass
(City)

Judy Friedman
(Special District)
The Executive Officer recommends that the Commission approve an expansion of the SOI for the City, as shown in Figure 2 of Attachment B to this staff report, via the adoption of proposed LAFCO Resolution No. 25-03 (Attachment A to this staff report). Attachment B is titled "City of Roseville Sphere of Influence Update" dated March 2025 (SOI Update).
Vacant
(County)
Stephanie Youngblood
(City)

Cherri Spriggs
(Public)
Furthermore, consistent with the Commission's written policies, the Executive Officer recommends that the approval of the City's updated SOI include the following term and condition as set forth in proposed LAFCO Resolution No. 25-03:
COUNSEL
Michael Walker
General Counsel

STAFF
Michelle McIntyre
Executive Officer
Amanda Ross
Acting Assistant Executive Officer
Amy Engle
Commission Clerk
"The City of Roseville and Placer County shall attempt to reach a Development Processing Agreement that covers development standards and zoning requirements in new areas of the City's sphere of influence before the City submits an annexation application to LAFCO for proposed annexation of any new areas in its sphere of influence."

BACKGROUND

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code (GC) § 56000 et seq.; CKH), LAFCO establishes and updates SOIs for all cities and special districts within Placer County to designate the territory it independently believes represents the appropriate and probable future service areas and jurisdictional boundaries of those agencies. All jurisdictional boundary changes, such as annexations, must be consistent with the SOIs of the affected local agencies. CKH requires LAFCO to review all local agencies' SOIs every five years and update them as appropriate based on information generated during the agencies' service review studies.

On January 8, 2025, the Commission reviewed the City's final service review study and SOI update during two public hearings. The final service review study (Service Review) was continued to and approved, with revisions, at the Commission's February 19, 2025, meeting. Consideration of the City's SOI update was continued to today's meeting.

DISCUSSION

This agenda item is for the Commission to fulfill its statutory responsibility of reviewing and updating the SOI for the City. The recently approved Service Review and the SOI Update inform the Executive Officer's recommendations and proposed actions by the Commission regarding the City's SOI.

New Comments Received Related to the City's SOI

Since the January 8, 2025, meeting, the Commission has received two written comments on the SOI update, one from the City and one from the Placer Conservation Authority (PCA), which are included in Appendix A of the SOI Update. The City's comments concern a meeting among the City staff, the Placer County Executive Officer and the PCA, along with a proposed SOI exhibit for the City. The proposed SOI exhibit retracts the City staff's earlier request to include the Placer One development in the City's SOI. As proposed by the City, much of the area west of the Curry Creek Community and Regional University Plan, which is identified as being part of the Placer County Conservation Program (PCCP) Reserve Acquisition Area, would remain outside the City's SOI. LAFCO staff provided the City's written comment and the SOI exhibit to the Commission at its February 19, 2025, meeting as information only under the Correspondence item.

The PCA written comments request that the Commission consider adopting two SOI conditions of approval – PCA SOI Conditions 1 and 2. However, proposed PCA SOI Condition 1, as staff understands it, presumes that the Commission will adopt an amended SOI that leaves islands of unincorporated territory outside of the SOI (specifically, territory within the PCCP's Reserve Acquisition Area that is surrounded or

substantially surrounded by the SOI). Consistent with CKH's general prohibition against the creation of islands (see, e.g., GC § 56744), the Executive Officer's recommendation *includes* these islands of territory within the updated SOI, so PCA SOI Condition 1 is inapplicable. Moreover, PCA SOI Condition 1 would directly regulate land use and property development by imposing a condition that any future annexation of territory within the islands be subject to PCCP "environmental protections and requirements." CKH prohibits LAFCO from directly regulating land use and property development. (See GC §§ 56375(a)(6), 56886.) . Therefore, the Executive Officer did not include PCA SOI Condition 1 in her recommended actions.

PCA proposed SOI Condition 2 would provide that the "City shall negotiate in good faith with the Placer Conservation Authority to enter into one or more PCCP Participating Special Entity Agreements prior to or concurrent with the submittal of any applications to LAFCO for annexation." While PCA is a joint powers authority and, as such, considered a public agency (GC § 56070), it is not an affected local agency subject to CKH (see GC § 56014). The Executive Officer's proposed condition of approval for the subject agency (the City) and an affected local agency (Placer County) is subject to CKH. Moreover, to the extent PCA SOI Condition 2 is intended to require the City to enter into a PCCP Participating Special Entity Agreement to be eligible to annex territory within its SOI, it would directly regulate land use and property development and thus be prohibited by CKH. (See GC §§ 56375(a)(6), 56886.) Thus, the Executive Officer did not include PCA SOI Condition 2 in her recommended actions.

Finally, in its comment letter, PCA recommends that the Commission formulate specific findings under the California Environmental Quality Act (CEQA). Because both PCA and Placer County questioned staff's CEQA recommendation as discussed in the January 8, 2025, staff report for the SOI update, a more detailed CEQA discussion is set forth below in the Environmental Review subsection of the Analysis section.

ANALYSIS

The Commission must take into account relevant state law, including the factors under GC section 56425(e), court determinations, other applicable authorities, Placer LAFCO's written local policies, and environmental review.

State Law – Factors (GC § 56425(e))

LAFCOs have broad discretion in designating spheres that facilitate orderly and responsive growth and development, provided the factors under GC section 56425(e) are considered. (See GC section 56425 for a comprehensive description of the five factors.) The five factors (summarized below) are analyzed in the City's recently completed Service Review and included in the SOI Update, which provides the information and basis for the Executive Officer's recommendation.

- Present and planned land uses in the area, including agricultural and open-space lands.
- Present and probable need for public facilities and services in the area.
- Present capacity of public facilities and adequacy of public services the agency provides.
- Existence of any social or economic communities of interest in the area.
- Present and probable need for facilities or services related to sewer, water or structural fire protection for any disadvantaged unincorporated communities within the agency's existing sphere.

Written determinations for the five factors noted above are set forth in the SOI Update at pages 7 through 11.

State Law – Williamson Act Lands (GC § 56426.6) and Farmland Security Zones (GC § 56426)

These sections of CKH provide that a LAFCO cannot approve a change to a local agency's SOI if the territory in question is subject to a Williamson Act or farmland security zone contract, if that local agency provides, or would provide, facilities or services related to sewers, nonagricultural water, or streets and roads to the territory, with certain exceptions. For the proposed SOI update, the City does not provide, nor plan to provide, facilities or services related to sewer, nonagricultural water, or streets and roads to any territory subject to such a contract.

CKH further specifies that the Commission may approve a SOI change for territory subject to a Williamson Act contract if it determines that the change is not likely to adversely affect the continuation of the contract beyond its current expiration date. While such a determination from the Commission is unnecessary, as the City does not plan on providing the specified facilities or services to any territory subject to a Williamson Act contract within the proposed updated SOI, it's important to note that the Commission has this flexibility. Additionally, LAFCOs throughout the state (including this LAFCO, in the recently affirmed SOI for the City of Lincoln) have included areas under longstanding Williamson Act and farmland security zone contracts when expanding a city's SOI.

Court Determinations

Various court determinations provide valuable insight and information on spheres of influence. In *City of Agoura Hills v Local Agency Formation Commission of Los Angeles County* (1988) 198 Cal.App.3rd 480, the court made the following statements relevant to the action before the Commission:

“A sphere of influence is a flexible planning and study tool to be reviewed and amended periodically as appropriate.”

“There is nothing final about a spheres of influence plan. Only the “probable” boundaries of local governmental agencies must be established; the LAFCO must “periodically” review and update the spheres of influence....”

“Not all of LAFCO’s decisions, particularly sphere of influence determinations, require an EIR or negative declaration.”

“The fact that spheres of influence are recognized as important factors in annexations does not compel the conclusion that they are per se ‘projects’ subject to CEQA.”

California Attorney General Opinion

In an opinion issued in 2001, the California Attorney General noted that it is “LAFCO’s determination as to whether the city’s sphere of influence boundaries should be changed, regardless of any agreement between the city and the county.” (84 Ops.Cal.Atty.Gen. 66 (2001).) Thus, the Commission designates the sphere territory it *independently* believes represents an agency’s appropriate and probable future service areas and jurisdictional boundaries.

The Commission’s determination concerning a city’s SOI is not a guarantee of¹ or entitlement to² further or future action by the Commission. An updated SOI does not automatically require or lead LAFCO to take action to amend a city’s jurisdictional boundaries through an annexation, for example. The Commission considers service reviews, SOI updates, and boundary changes as distinct actions. Therefore, an SOI update does not necessarily lead to an annexation, and it is subject to separate analysis under CKH and CEQA.

Commission Focus – Placer LAFCO Strategic Plan 2024-2028+

The Commission adopted objectives to meet its goals as part of its Strategic Plan (SP 24-28+). Relevant goals and objectives are highlighted below.

SP 24-28+ Goal 1: Ensure Efficient Government Services

One of the Commission’s objectives to meet Goal 1 is to conduct service review studies and update SOIs to establish a baseline and prioritize a regular compliance schedule. Another objective is to adopt SOIs for all cities and special districts to accommodate future growth. Additionally, the Commission committed to, “As requested, assist the cities and county to reach Development Processing Agreements during their SOI discussions.”

¹ GC section 56076 defines a sphere of influence as “a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.”

² *City of Agoura Hills v Local Agency Formation Commission of Los Angeles County*, *supra*, 198 Cal.App.3d 480.

To connect the Commission's local written policy with the previously mentioned Attorney General's opinion, the Executive Officer recommends that the Commission consider adopting the following as a condition of approval.

"The City of Roseville and Placer County shall attempt to reach a Development Processing Agreement that covers development standards and zoning requirements in new areas of the City's sphere of influence before the City submits an annexation application to LAFCO for proposed annexation of any new areas in its sphere of influence."

Conditioning the approval of the City's SOI in this manner could help further facilitate the Commission's goals while alleviating the concerns of interested agencies such as PCA. Since the proposed condition of approval is not specific to PCA or the PCCP, it may also further the Commission's Goal of preserving open space and prime agricultural lands (SP24-28+ Goal 3).

SP 24-28+ Goal 2: Guide Orderly and Reasonable Formation and Development of Government Agencies

One objective of meeting SP 24-28+ Goal 2 is to support the development of local agencies through careful short- and long-term planning. The Commission committed to "encourage cities and agencies to prepare and implement long-range plans." Amending the City's sphere aligns with this objective because a SOI serves as a flexible planning tool.

SP 24-28+ Goal 3: Monitor Urban Growth to Preserve Open Space and Prime Agricultural Lands

Notably, the Commission's stated objective in promoting local and efficient urban growth patterns is to "encourage growth within cities." Including existing and planned development areas adjacent to the City's existing boundary within the City's proposed SOI promotes the Commission's written goals and objectives.

Environmental Review

The Commission is the lead agency under CEQA because it is responsible for updating the City's SOI. To be subject to CEQA, the proposed action must constitute a "project" under CEQA. Under CEQA, "project" means an activity directly undertaken by a public agency "which may cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. . . ." (Pub. Resources Code § 21065.) A statutorily required SOI update as part of the service review process – which typically, as here, is not connected to any proposed or contemplated change of organization or development – will cause neither "a direct physical change in the environment, [n]or a reasonably foreseeable indirect physical

change in the environment.” Instead, it sets forth “a plan for the probable physical boundaries and service area of a local agency, as determined by the [C]ommission,” subject to reconsideration at least every five years. (GC §§ 56076, 56425(g).) No direct or indirect physical change to the environment is in view. (See *Simi Valley Recreation and Park District v. Local Agency Formation Commission* (1975) 51 Cal.App.3d 648, 663 [“CEQA was not intended to and cannot reasonably be construed to make a project of every activity of a public agency, regardless of the nature and objective of such activity”].) As such, the SOI update under consideration here is not a project under CEQA and no further environmental review is required.

However, even if a statutorily required SOI update as part of the service review process were deemed to be a project under CEQA, section 15061(b)(3) of the State CEQA Guidelines (referred to as the “common sense” exemption) exempts a project from further environmental review where the project does not “have the potential for causing a *significant* effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.” (Emphasis added.) As described above, an SOI update not connected to any proposed or contemplated change of organization or development will cause no direct or indirect physical change to the environment; it sets forth “a plan for the probable physical boundaries and service area” of a city or special district, as determined by the Commission,” subject to reconsideration at least every five years. For the same reasons, it may be concluded with certainty that there is no possibility that such an SOI update “may have a significant effect on the environment.” Any future actions concerning territory within the SOI (such as an annexation) will be subject to separate environmental review.

Accordingly, staff recommends that the Commission find the SOI update, if deemed to be a project subject to CEQA, to be exempt from further environmental review pursuant to the exemption set forth in State CEQA Guidelines section 15061(b)(3).

STAFF RECOMMENDATION

The Executive Officer recommends that the Commission update the City of Roseville’s sphere of influence as discussed above and in the attached City of Roseville Sphere of Influence Update dated March 2025 with the required written determinations, via the adoption of LAFCO Resolution No. 25-03 and the accompanying Sphere of Influence map (Exhibit A to LAFCO Resolution No. 25-03).

Alternatives to Staff Recommendation Available for the Commission’s Consideration

1. Affirm the City’s existing SOI. The City’s SOI would remain as approved in 2017 with no change, as shown in Figure 1 of Attachment B to this staff report.
2. Continue the item and request additional information from staff as needed.

PROCEDURES FOR CONSIDERATION

This item has been placed on LAFCO's agenda as a public hearing item and noticed accordingly. The following procedures are recommended:

- 1) Receive oral presentation from staff unless waived.
- 2) Open the public hearing and invite testimony from the public, beginning with the City of Roseville and other affected and interested agencies.
- 3) Upon the close of public comments, discuss the item and consider the Executive Officer's recommendation and alternatives.

ATTACHMENTS

A – LAFCO Resolution No. 25-03 Updating the Sphere of Influence for the City of Roseville, and LAFCO Resolution No. 25-03 Exhibit A, the City of Roseville Sphere of Influence Map adopting the Sphere of Influence Update for the City of Roseville

B – City of Roseville Sphere of Influence Update dated March 2025

PLACER LAFCO RESOLUTION NO. 25-03

RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF PLACER COUNTY UPDATING THE SPHERE OF INFLUENCE FOR THE CITY OF ROSEVILLE

(LAFCO Project No. 2023-05)

WHEREAS, the Placer County Local Agency Formation Commission (LAFCO or Commission) is a public agency of the State of California with regulatory and planning responsibilities to facilitate orderly growth and development pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), commencing at section 56000 of the California Government Code (GC); and

WHEREAS, the Commission is responsible, under GC section 56425, for establishing and regularly updating the sphere of influence (SOI) of each local government agency whose principal jurisdiction is within Placer County; and

WHEREAS, CKH directs that all jurisdictional boundary changes must be consistent with the affected agencies' SOIs; and

WHEREAS, prior to updating an agency's SOI, the Commission must conduct a service review under GC section 56430; and

WHEREAS, the Commission adopted the final Service Review for the City of Roseville (City) on February 19, 2025, via Resolution No. 25-01, which Service Review serves as the informing document for the Commission to proceed with a SOI update for the City; and

WHEREAS, the City does not provide or intend to provide facilities or services related to sewer, nonagricultural water, or streets and roads to any territory in the proposed updated SOI that is subject to a Williamson Act (GC section 56426.6) or farmland security zone (GC section 56426) contract; and

WHEREAS, acting as the lead agency under the California Environmental Quality Act (CEQA), the Commission finds and determines that the SOI update for the City is not a project subject to CEQA because it will not cause either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment and alternately finds and determines that if the SOI update is a project subject to CEQA, it is exempt from further environmental review under section 15061(b)(3) of the State CEQA Guidelines because it can be seen with certainty that there is no possibility that the SOI update may have a significant effect on the environment; and

WHEREAS, at a public hearing at a regularly scheduled meeting on January 8, 2025, and continuing to March 12, 2025, the Commission received and considered the City of Roseville Sphere of Influence Update dated March 2025, all written and oral testimony and comments related to the SOI update for the City, proposed findings, determinations, and conditions of approval, the Executive Officer's report and recommendations, and the environmental determination; and

WHEREAS, as part of the SOI update process, the Commission is required, pursuant to GC section 56425(e), to make a written statement of determinations regarding certain factors, which determinations are set forth in the City of Roseville Sphere of Influence Update dated

March 2025 and incorporated herein;

NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED, AND ORDERED AS FOLLOWS:

1. The Commission has considered the Executive Officer's written report on the SOI update for the City of Roseville and the recommendations therein.
2. The Commission makes the written statement of determinations set forth in the City of Roseville Sphere of Influence Update dated March 2025 and incorporated herein.
3. The Commission amends the sphere of influence for the City of Roseville with the following term and condition:

The City of Roseville and Placer County shall attempt to reach a Development Processing Agreement that covers development standards and zoning requirements in new areas of the City's sphere of influence before the City submits an annexation application to LAFCO for proposed annexation of any new areas in its sphere of influence.

4. The sphere of influence for the City of Roseville is hereby amended and updated as set forth in Exhibit A hereto, which is incorporated herein.

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of Placer County at a regular meeting thereof, held on March 12, 2025, by the following vote:

AYES:

NOES:

ABSENT:

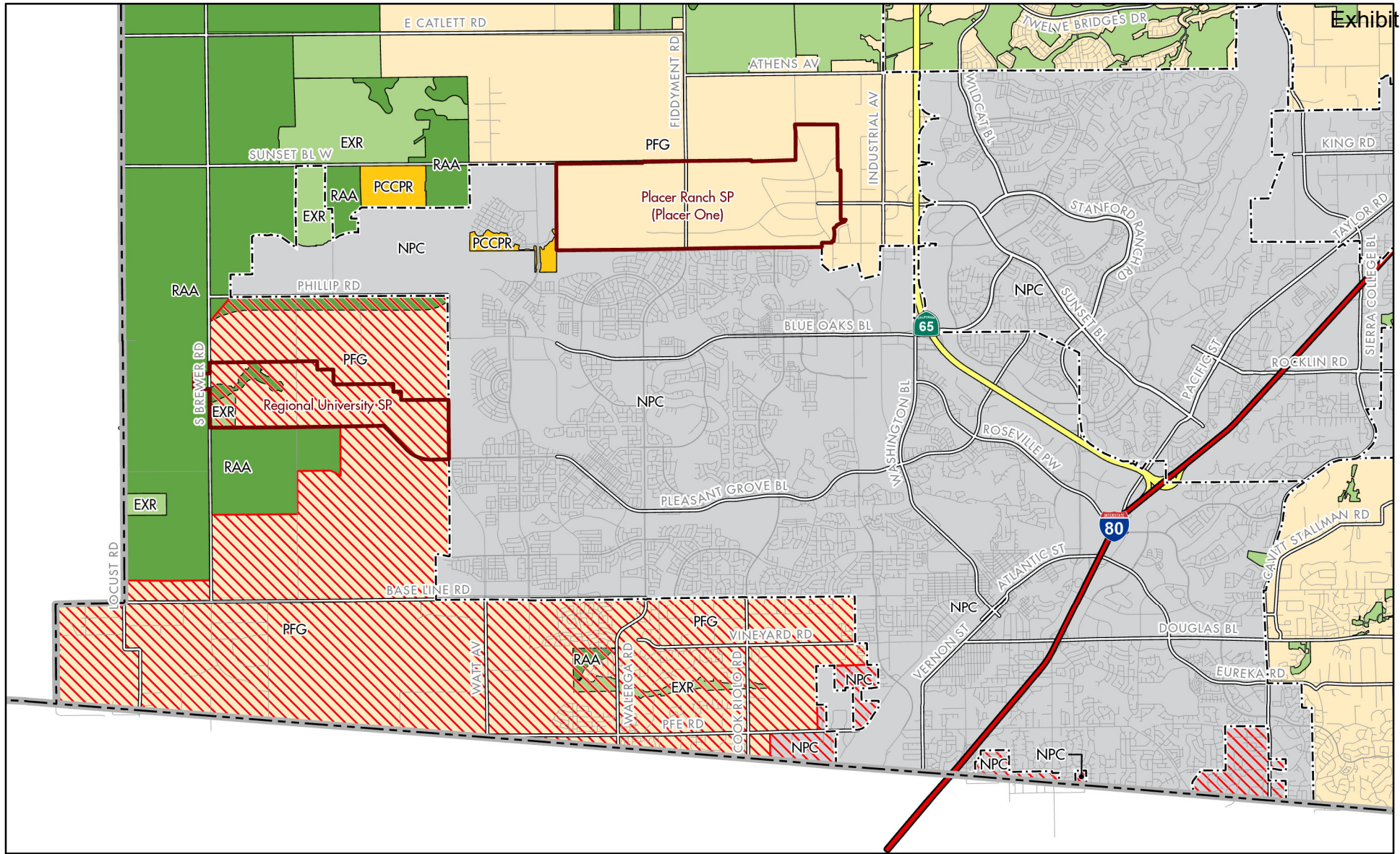
ABSTAIN:

Cindy Gustafson, Presiding Officer
Local Agency Formation Commission
County of Placer, State of California

Attest:

Amy Engle, Clerk to the Commission

PCCP Reserve System and the Proposed Roseville S.O.I. Expansion Area



PCCP Reserve System (Acres in S.O.I. Expansion Area)

Existing Reserve - EXR (0 Ac.)

Non-Participating City - NPC (0 Ac.)

PCCP Reserve - PCCPR (0 Ac.)

Potential Future Growth - PFG (13,625 Ac.)

Reserve Acquisition Area - RAA (0 Ac.)

County Boundary

City Limits

Specific Plan

Roseville S.O.I.

DATA DISCLAIMER: The features on this map were prepared for geographic purposes only and are not intended to illustrate legal boundaries or supersede local ordinances. Official information concerning the features depicted on this map should be obtained from recorded documents and local governing agencies.





City of Roseville

Sphere of Influence Update

March 2025



CONTENTS

SPHERE OF INFLUENCE UPDATE..... 1

Executive Summary 2

 Sphere of Influence Recommendations..... 2

Sphere of Influence Recommendations 3

 Determination..... 5

 Sphere of Influence Update 5

 Proposed SOI Determinations..... 7

Table of Figures..... 12

Appendix A: Public Comments..... 13

 PCCP Comments Document 13

 City of Roseville Comments Document 15

SPHERE OF INFLUENCE UPDATE

EXECUTIVE SUMMARY

Sphere of Influence Recommendations

Based on the municipal service review (MSR) approved by Placer County Local Agency Formation Commission on February 19, 2025, the City of Roseville's sphere of influence should be expanded to include the unincorporated areas to the west and southwest of the City's existing boundaries – To the west to allow the City to plan the service needs of the region through annexation; to the southwest to enable the City and service providers to address the sustainability of service delivery through the potential for functional consolidation and contracts for service.

SPHERE OF INFLUENCE RECOMMENDATIONS

A sphere of influence is defined by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) as a plan for the probable physical boundaries and service area of an agency as defined by the local agency formation commission (LAFCO). It is the tool the Commission uses to fulfill its statutory obligations for “planning and shaping the logical and orderly development and coordination of local governmental agencies to advantageously provide for the present and future needs of the county and its communities.” The sphere of influence determination is the sole responsibility of LAFCO. It is the Commission that must determine that the information being evaluated complies with CKH and local policy. LAFCO is statutorily required to consider and prepare written statements regarding the five factors outlined in CKH section 56425(e).

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the Commission determines they are relevant to the agency.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

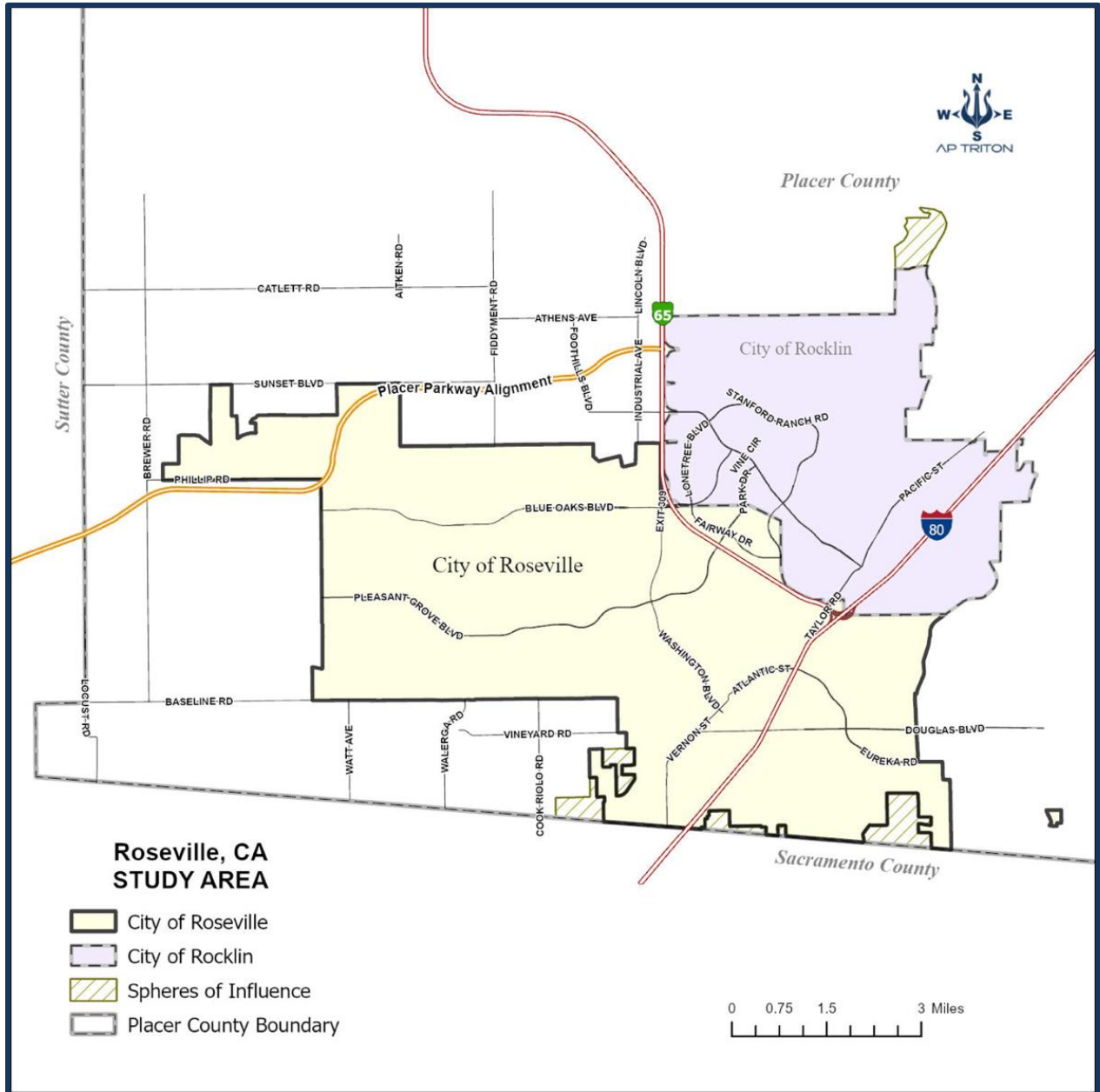
Each LAFCO has policies and procedures related to spheres of influence that reflect local circumstances and conditions. Placer LAFCO has established policies and procedures that relate to defining the sphere of influence and reflecting local conditions. Those that are specifically relevant to this sphere of influence update are:

- The Commission has established priorities for the urbanization of lands within and adjacent to cities.
- Growth should be evaluated in relation to remaining land within the City for development purposes.

- Expansions of city spheres of influence shall be discouraged if sufficient land exists within the existing city sphere of influence.

The sphere of influence for the City of Roseville was last updated in 2017 following a municipal service review. The following figure identifies that sphere of influence.

Figure 1: City of Roseville—2017 MSR Study Area



Determination

- The sphere of influence for the City of Roseville should be expanded to include the area identified as the Curry Creek Community Plan, which includes the Regional University Specific Plan. This will allow the City to prepare its infrastructure extension plans in accordance with service needs based on the development plans associated with the City. The City staff has identified that there is sufficient expertise and capacity to address service needs for the future.
- The City of Roseville's sphere of influence should be expanded to include the Dry Creek West Placer community plan area, which also includes the Placer Vineyards and Riolo Vineyards Specific Plans. This will allow the agencies to review service efficiencies and sustainability options between the City and County service providers.

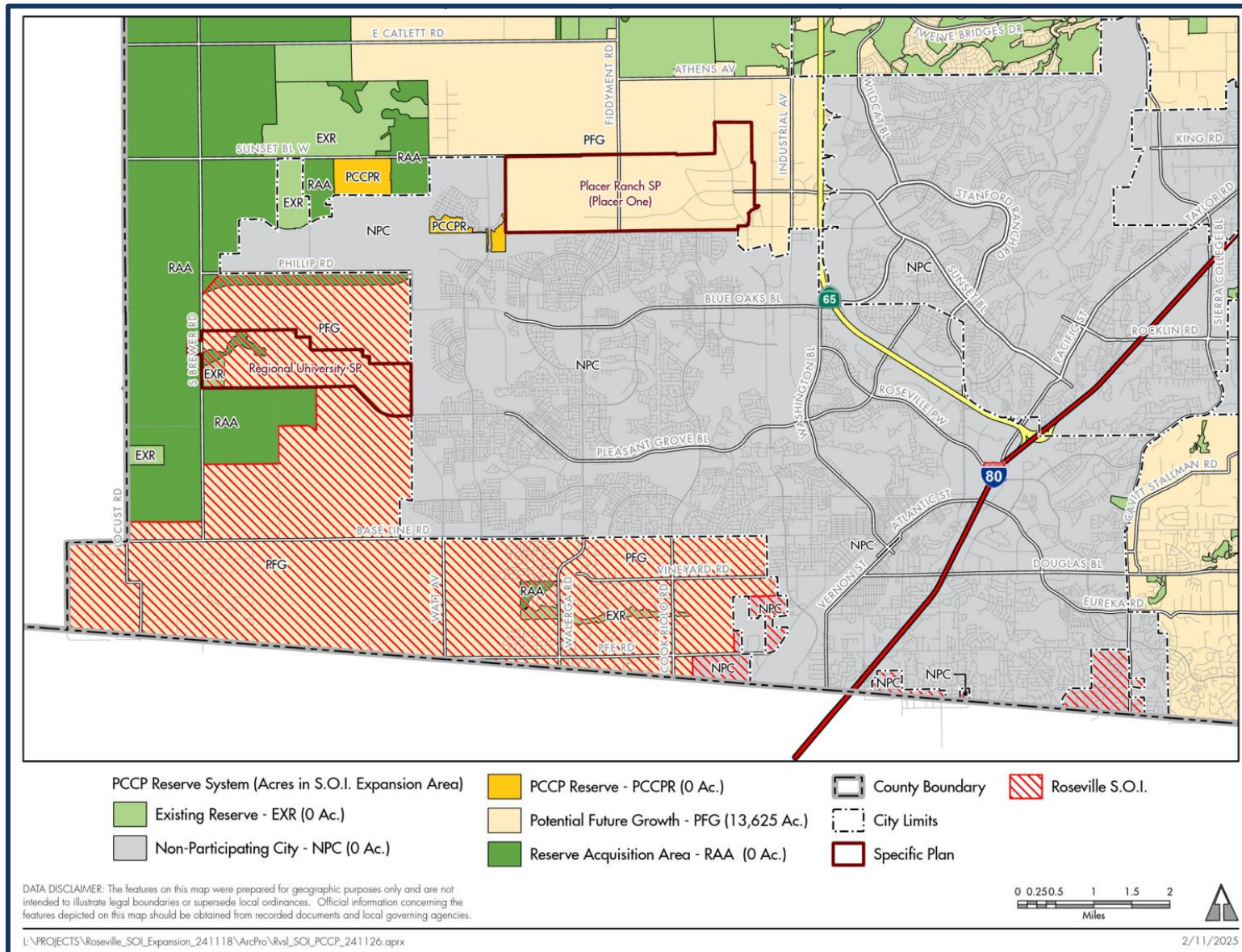
Sphere of Influence Update

The City of Roseville's sphere of influence was updated during the 2017 municipal service review process to include the Amorusa Specific Plan area, and the balance of the sphere of influence was confirmed. However, the annexation of the Amorusa Specific Plan in 2018 constrained the Roseville sphere of influence to the island areas along its southern border.

Recommended SOI

The 2025 MSR shows that the City of Roseville is exceptionally well-run, providing transparency with its residents and addressing service impacts sustainably. Having reviewed the policies of Placer LAFCO and the urbanization of the areas surrounding the City through County planning, it is recommended that the City's sphere of influence be expanded to include the Curry Creek and Dry Creek West Placer community plan areas while omitting portions of the Placer County Conservation Program (PCCP) Reserve Acquisition Area as shown in Figure 2 on the next page.

Figure 2: Recommended SOI Expansions—Curry Creek & Dry Creek West Placer



Proposed SOI Determinations

As required by statute, the following address the sphere of influence expansion determinations:

Determination #1: The present and planned land uses in the area, including agricultural and open-space lands.

To the west of the City of Roseville boundary is unincorporated, primarily vacant land. However, this area is currently being developed as a solar farm as an interim land use until the Regional University Specific Plan is developed. The area to the southwest within Placer County is unincorporated with rural/suburban development, which is transitioning through the development of the Placer Vineyards and Riolo Vineyards Specific Plans. A review of the land use plans associated with the Regional University Specific Plan within the Curry Creek community plan area and the Placer Vineyard and Riolo Vineyard specific plans within the Dry Creek West Placer community identifies that urbanization will occur within the planning zones. The PCCP specifies the areas to be retained for preservation in open space and agriculture and those proposed for potential growth. The land use plans by the County of Placer have identified the full range of urban, suburban, and rural land uses within the unincorporated area surrounding the City of Roseville to the west and southwest. The following figures illustrate the anticipated and occurring development levels.

Figure 3: Placer County Projects—Anticipated & Occurring Development Levels

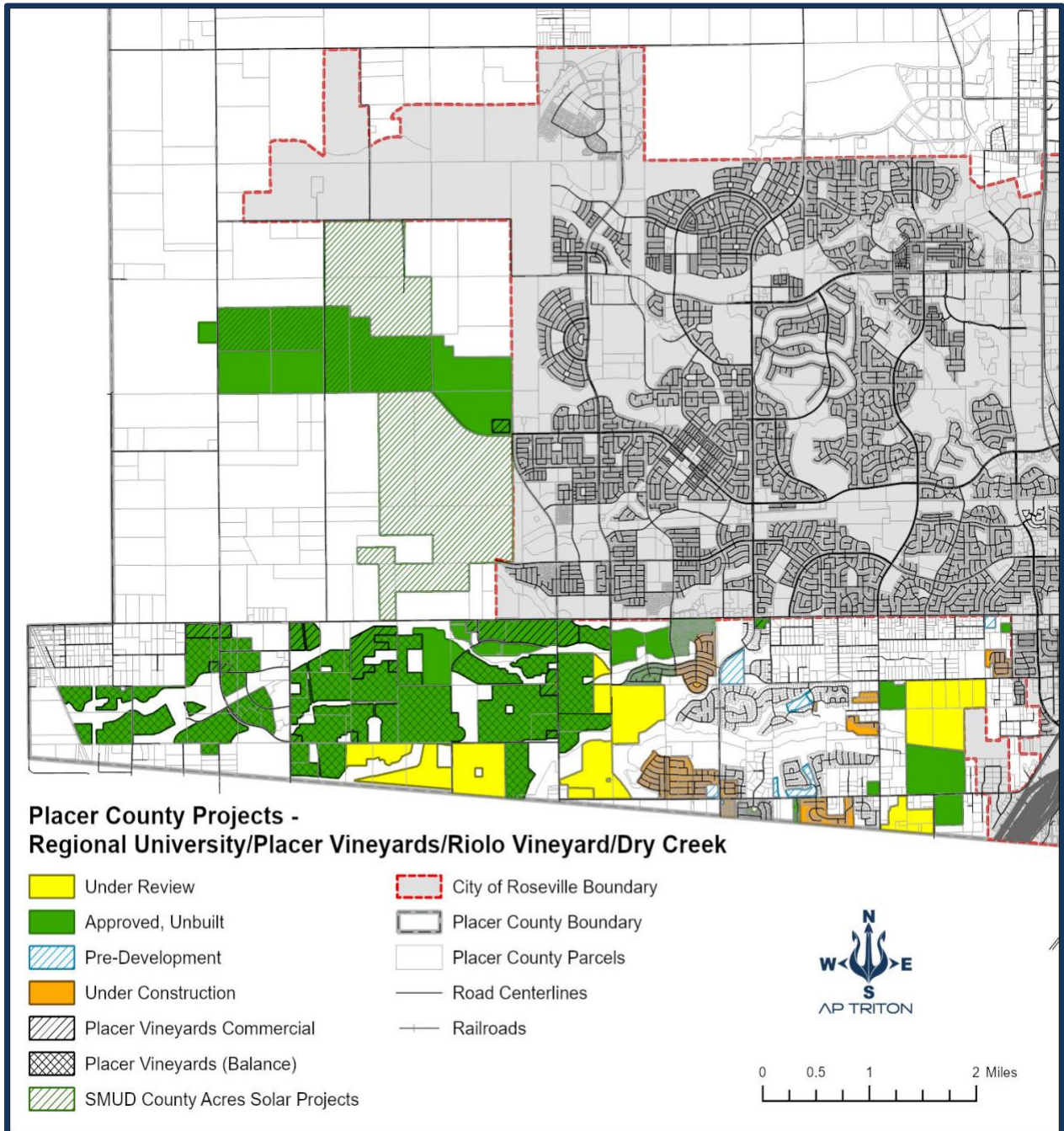


Figure 4: Specific Plan Land Use Determinations

Name of Specific Plan	Adoption Date	Number of Residential Units	Estimated Population at Buildout
Placer Vineyards	July 16, 2007	14,340	38,431
Regional University	2008/amended 2019	4,387	11,757
Riolo Vineyards	2009/updated 2015	933	2,500
Placer Ranch	2019	5,636	15,104
Projects in Dry Creek Community Plan not in a Specific Plan	Various	2,422	6,491
TOTAL		27,718	74,283

These land use determinations will not change because of the sphere of influence amendment; the County shall retain land use control until an annexation of the area is approved.

Determination #2: The present and probable need for public facilities and services in the area.

Based on the range of land uses associated with the sphere of influence expansion, the present and probable need for a full range of municipal-level services will remain acute. The service evaluations presented in the recently approved 2025 MSR have clearly identified the City's service capabilities.

Determination #3: The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

The City of Roseville is a full-service city providing the full range of municipal-level services. The City of Roseville has demonstrated a commitment to maximizing the efficiency and reach of its services through a culture of shared facilities and cooperative service delivery. This culture is a testament to the City's leadership and strategic vision, ensuring residents receive high-quality services while optimizing resources. The following is a detailed overview of the shared services within the City of Roseville:

- **Public Transit:** The City of Roseville excels in providing extensive public transit services not only within its own boundaries but also to regional and commuter services throughout Placer County and into Sacramento. This integrated transit network enhances mobility for residents, reducing traffic congestion and promoting sustainable transportation options.

- **Parks and Recreation:** Roseville's Parks and Recreation Department offers diverse facilities and programs. These include park facilities, sports programs, and cultural enrichment activities accessible to both residents and non-residents, albeit with some variations in cost structures. The City has also established Joint Use Agreements with School Districts and the Roseville Historical Society, further broadening the scope and impact of its recreational services.
- **Library Services:** The City's library services are bolstered through partnerships with Placer County and the NorthNet Library System Consortium membership. This consortium combines lending resources from 41 library systems across Northern California, vastly increasing the available materials and resources for Roseville's residents.
- **Water Supply:** The City has adequate water supply and treatment capacity to meet its current and future needs. The City currently provides a modest water supply to customers outside the City limits pursuant to the City's PCWA Middle Fork Water Supply Contract. The City can supply additional water to outside customers, but that should be done only after (1) reviewing the Roseville City Charter's provisions on water; (2) carefully reviewing existing water supply contracts to ensure terms are not violated and for adequacy to meet the additional demand; and, (3) after coordination with currently planned water purveyors, either Placer County Water Agency, or California American Water Company, as appropriate to negotiate changes to their water supply and infrastructure plans.
- **Solid Waste Collection:** The City's solid waste collection operations are streamlined through a Joint Powers Agreement with the Western Placer County Waste Management Authority. This partnership enhances the efficiency of waste management services and promotes sustainable waste disposal practices.
- **Electric Utility:** Joint Powers Agreements for emergency mutual aid support Roseville's electric utility services. These agreements ensure rapid response and resource sharing during emergencies, maintaining service reliability and resilience.
- **Animal Control:** The City of Roseville contracts with the SPCA for sheltering services and provides 24-hour veterinary and clinic services. This partnership ensures comprehensive animal control and welfare services, addressing routine and emergency needs.

- **Police Department:** The Roseville Police Department exemplifies the City's dedication to public safety and community engagement. The department's structure and operations are committed to proactive and responsive law enforcement through various initiatives and specialized units. The department's sworn officers, reserve officers, professional staff, and volunteers are dedicated to protecting life and property, preventing crime, and maintaining public order.
- **Fire Protection:** The 2025 MSR did not specifically include an evaluation of fire protection and emergency medical response in its data analysis. This analysis is being completed concurrently in a separate countywide Fire MSR and SOI Update. However, the City currently provides automatic and mutual aid into the sphere of influence territory and the unincorporated areas to the west and southwest due to the proximity of its stations.

It is important to note that not all City services can be extended to the proposed sphere of influence. For example, the Electric Utility does maintain agreements for mutual aid in the event of an emergency. Outside of those emergencies, however, the Public Utilities Commission defines adjacent electrical power service boundaries and attempts to realign service delivery areas are not likely to be successful. The same applies to the private retail water purveyor California American Water Company in the unincorporated southwestern area.

Determination #4: The existence of any social or economic communities of interest in the area.

There are no distinct communities of interest within the proposed sphere of influence expansion. However, all areas are included within Roseville zip codes and attend schools associated with the City of Roseville.

Determination #5: The present and probable need of any disadvantaged unincorporated communities for the city's public facilities and services.

No DUCs are identified within or contiguous to the City of Roseville and its sphere of influence.

TABLE OF FIGURES

Figure 1: City of Roseville—2017 MSR Study Area 4

Figure 2: Recommended SOI Expansions—Curry Creek & Dry Creek West Placer..... 6

Figure 3: Placer County Projects—Anticipated & Occurring Development Levels 8

Figure 4: Specific Plan Land Use Determinations 9

APPENDIX A: PUBLIC COMMENTS

PCCP Comments Document

From: Gregg McKenzie (CDR) <GAMckenz@placer.ca.gov>
Sent: Wednesday, February 26, 2025 8:51 PM
To: Michelle McIntyre <mmcintyre@placer.ca.gov>; DCasey@roseville.ca.us <dcasey@roseville.ca.us>
Subject: Roseville SOI Recommendations

Michelle & Dom –

As a result of the City’s January 16, 2025 email and its more recent February 13, 2025 letter retracting its request to include the Placer One project, the PCCP’s designated Reserve Acquisition Area (RAA), and existing PCCP Reserve System properties (EXR) from the proposed City SOI expansion and its **stated** willingness to adopt the PCCP’s avoidance, minimization, and mitigation measures for any areas annexed into the City, the PCA recommends the following be included in the LAFCO recommendation prepared by staff:

SOI Conditions

1. The proposed SOI Expansion Area removes the Placer One project, the PCCP’s designated “Reserve Acquisition Area” (RAA), and the PCCP’s “Existing Reserve Areas” (EXR) from the proposed SOI boundary. If any portion of the PCCP’s designated RAA or EXR areas would become an unincorporated “island” surrounded by incorporated City boundaries (e.g., the Dry Creek corridor), that specific area may be included within boundaries of future annexation requests, subject to all applicable PCCP environmental protections and requirements, so as to avoid resultant County “islands”.
2. To avoid significant adverse impacts to the PCCP’s conservation program, the City shall negotiate in good faith with the Placer Conservation Authority to enter into one or more PCCP Participating Special Entity Agreements prior to or concurrent with the submittal of any applications to LAFCO for annexation.

CEQA Findings

- Given concerns expressed in the record relating to the proposed use of a Categorical Exemption for such a significant SOI expansion, if condition 2. above is not added, the PCA would consider LAFCO's CEQA determination to be legally flawed. However, if Condition 2. is acceptable, we recommend the following CEQA finding be added to the benefit of LAFCO's CEQA determination and any future City annexations:

1. LAFCO's determination that a CEQA categorical exemption is appropriate for its approval of the City of Roseville's Sphere of Influence expansion to include areas within the Western Placer County Habitat Conservation Plan and Natural Community Conservation Plan's (HCP/NCCP) designated Planned Future Growth Area is based on the City's commitment to adopt the HCP/NCCP's avoidance, minimization, and mitigation requirements for projects proposed in its future annexation areas. The potential environmental impacts of projects constructed in the Planned Future Growth Area were programmatically analyzed in the May 2020 Joint Placer County Conservation Program's Final Environmental Impact Statement / Environmental Impact Report (SCH #2005032050) including direct, indirect, and cumulative impacts of growth and infrastructure anticipated for activities covered by the HCP/NCCP, Western Placer County Aquatic Resources Program (CARP), and the Western Placer County In-Lieu Fee Program (ILF). With the implementation of the HCP/NCCP's avoidance, minimization and mitigation measures, the EIR/EIS concluded that such impacts would be less than significant.

Thanks again and please let me know if you have any questions.

Gregg McKenzie
PCCP Administrator / PCA Executive Director
Community Development Resource Agency
(530) 745-3074 / Cell (530) 320-1695 / gamckenz@placer.ca.gov
www.placerconservation.com



City of Roseville Comments Document



City Manager
311 Vernon Street
Roseville, California 95678

February 13, 2025

Michelle McIntyre
Executive Officer
Placer County Local Agency Formation Commission
110 Maple St
Auburn, CA 95603

Subject: Comments on the City of Roseville Municipal Services Review/Sphere of Influence Analysis as it relates to the Placer County Conservation Program (PCCP)

Dear Ms. McIntyre,

This letter is in response to comments made by the Placer Conservation Authority (PCA) regarding its interest in preserving the integrity of the Placer County Conservation Program (PCCP) in the context of the proposed changes to Roseville's Sphere of Influence (SOI).

Over a decade ago, the City was asked to participate in the PCCP, but for various reasons, elected not to. However, some variables have changed recently. There has been increased development in the County on the City boundaries, the City has significantly less land available for future development, and the PCCP has been operating successfully for more than five years. Consequently, the City's position has changed. If the SOI is adjusted as proposed and the City receives a request to annex, Roseville is interested and supportive of working with developers, the County, and PCA to mitigate impacts on development projects through the PCCP moving forward.

We understand that impacts to species, wetlands, streams, and habitat, including growth inducing impacts, were factored into the PCCP for the Planned Future Growth area. Additionally, the impacts were included in the "Take Limits" of the PCCP's state and federal permits, and all the necessary land and mitigation/fees from that growth were factored into the PCCP's Cost and Funding program. Understanding this, the City is certainly willing to direct developers to the successful and comprehensive program and encourage them to participate. We are also interested in playing an active role in ensuring the long-term viability of the PCCP.

City staff met with PCCP Administrator Gregg McKenzie and Placer County Executive Daniel Chatigny to discuss these concerns. As shared already, the City agreed to exclude PCCP Reserve Acquisition Area (RAA) from the proposed changes to Roseville's SOI. We also retracted our request to include Placer One in the SOI. The initial request was to facilitate shared services, but it seems like the opportunity is limited and the project has advanced too far for consideration.

In summary, the City intends to support the fact that the avoidance, minimization, and mitigation measures required by the permits currently in the County would likewise be required by the City, and the RAA and Existing Reserve Area boundaries are retained.

Sincerely,

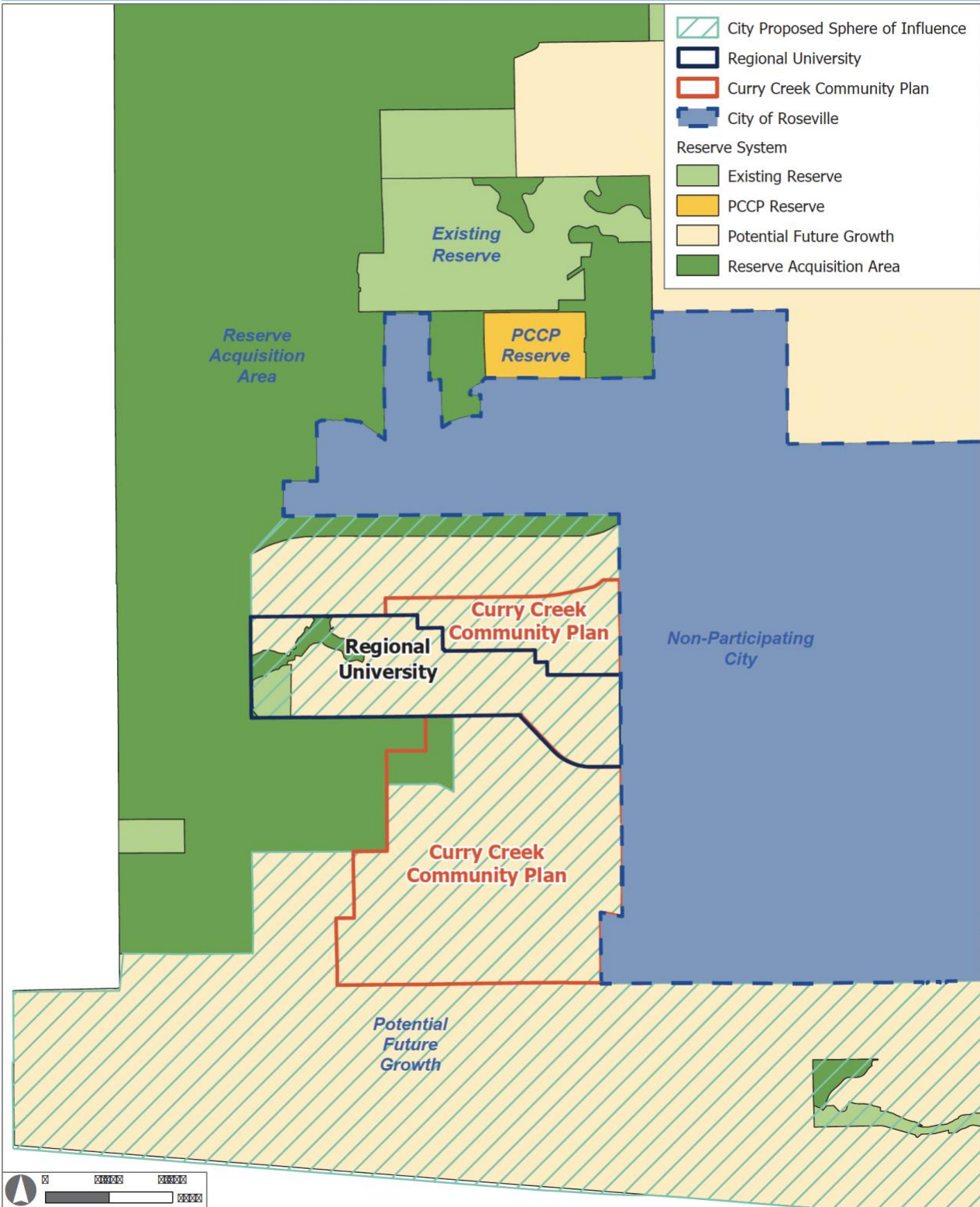
A handwritten signature in blue ink, appearing to read "Dominick Casey".

Dominick Casey
City Manager



PCCP w/ Curry Creek Community Plan and Regional University

Development Services



B:\Development Services\Business Services\GIS\Projects\PCCP_CurryCreek_Regional\UPCCP_CurryCreek_RegionalU.aprx Date Saved: 12/24/2024 9:20 AM



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175 FULWEILER AVENUE / AUBURN, CALIFORNIA 95603
TELEPHONE: 530/889-4030
FAX: 530/889-4023
www.placer.ca.gov

February 21, 2025

Via Email (igow@placerhillsfire.org) and First-Class Mail

Chief Ian Gow
Placer Hills Fire Protection District
PO Box 350
Meadow Vista, CA 95722

Chief Ian Gow
Newcastle Fire Protection District
PO Box 262, 9350 Old State Highway
Newcastle, CA 95658

Re: Reorganization of the Placer Hills and Newcastle Fire Protection Districts (LAFCo #2022-05)

Dear Chief Gow:

On February 6, 2025¹, the County of Placer Office of the Auditor-Controller transmitted to you the notification of the estimated property taxes and allocation factors within the proposed area (Newcastle Fire Protection District boundaries) of dissolution and annexation into the Placer Hills Fire Protection District (“Proposed Reorganization”). Pursuant to Revenue and Taxation Code section 99, the 60-day negotiation period commenced on the same date. The purpose of this letter is to convey to you the County’s position on the limited scope of said negotiations and next steps.

As stated in the Auditor’s February 6, 2025, letter and accompanying Tax Rate Area (TRA) tables, there are a number of local agencies that currently “receive an apportionment of property tax revenue from the area but would **not** have any service area or service responsibility changes as a result of the jurisdictional change...” (emphasis in Auditor Letter, p. 1). This includes the “County General Fund, County Library, CSA Zones and Newcastle Light” (Auditor Letter, p. 1).

The County Executive office concurs with the Auditor’s statement and has concluded that the scope of this Proposed Reorganization falls within the limited scope described in the second paragraph of Revenue and Taxation Code section 99(b)(4):

¹ On February 20, 2025, the Auditor-Controller transmitted an updated letter with a corrected Revenue and Taxation Code citation. As this letter only corrected a typographical error in the statutory citation, the County takes the position that the 60-day negotiation period began on February 6, 2025. The County verified this with the LAFCo Executive Officer, who concurred via email on February 11, 2025.

*...an exchange of property tax revenues from the annual tax increment generated in the area subject to the jurisdictional change and **attributable to the local agencies whose service area or service responsibilities will be altered** by the proposed jurisdictional change. (Emphasis added in bold.)*

“20200 Newcastle Fire” falls within this statutory definition and, if the Proposed Reorganization is successful, those revenues would be shifted to the Placer Hills Fire Protection District.

As to other “local agencies” identified on the TRAs, the County cannot speak for or negotiate on behalf of any entity other than for the County. Placer Hills Fire Protection District is free to contact any or all of the identified agencies to ascertain whether any of them will voluntarily reduce their portion of the annual tax increment. As for the County, the County will not voluntarily reduce its portion of either “01500 County General” or “01600 County Library” because the Proposed Reorganization does not alter the services attributable to these.

With respect to other necessary information the County needs for this Proposed Reorganization to move forward, and as requested via email January 31, 2025, the County is awaiting comprehensive fiscal analysis and study results for the proposed reorganized district from LAFCo and the districts potentially impacted by the Proposed Reorganization. Upon receipt of this information, the County will need time to conduct a peer review of the analysis/study, and it may have additional comments and/or questions as a result of its review. This information, as well as information already provided, such as the Plan for Providing Services, maps, and district resolutions, will be included as attachments to a forthcoming item that will be heard before the Board of Supervisors to consider the tax exchange related to the Proposed Reorganization.

The 60-day negotiation period ends on April 7, 2025, and the County looks forward to your response.

Sincerely,



Daniel Chatigny
Placer County Executive Office

Cc: Michelle McIntyre, LAFCo Executive Officer
Karin Schwab, Placer County Counsel
Shawna Purvines, Placer County
Genna Martin, Placer County



PLACER HILLS - NEWCASTLE FIRE PROTECTION DISTRICTS



February 27, 2025

Daniel Chatigny, Placer County CEO
Placer County Executive Office
175 Fulweiler Ave.
Auburn, CA 95603

Re: Reorganization of the Placer Hills and Newcastle Fire Protection Districts (LAFCO #2022-05)

Dear Mr. Chatigny:

We are in receipt of your letter dated February 21, 2025. We agree with your determination that the 60-day negotiation period commenced on February 6, 2025 when we received the estimated property taxes and allocation factors for the reorganization of Placer Hills Fire Protection District and Newcastle Fire Protection District.

Due to the financial analysis currently being conducted by Placer LAFCO, as well as the delays associated with LAFCO Project No. 2022-03 Service Review Study and Sphere of Influence Update – Western Placer County Fire/Emergency Medical Services/Dispatch Service Agency Providers which is required to be adopted as part of our reorganization application through LAFCO, there may be the need to extend the negotiating period to 90 days. This will be determined as negotiating discussions proceed. This report provides additional information that the County may wish to include as an attachment to a forthcoming item that will be heard before the Board of Supervisors to consider the tax exchange related to the proposed reorganization.

In regard to your letter, you state

As to other “local agencies” identified on the TRAs, the County cannot speak for or negotiate on behalf of any entity other than for the County. Placer Hills Fire Protection District is free to contact any or all of the identified agencies to ascertain whether any of them will voluntarily reduce their portion of the annual tax increment. As for the County, the County will not voluntarily reduce its portion of either “01500 County General” or “01600 County Library” because the Proposed Reorganization does not alter the services attributable to these.

We entered into this process with the understanding that this was a negotiation based on Revenue and Taxation Code section 99(b)(5) which states:

*...the board of supervisors of the county or counties in which the districts are located shall, **on behalf of the district or districts, negotiate any exchange of property tax revenues.** Prior to entering into negotiation on behalf of a district for the exchange of property tax revenue, the board shall consult with the affected district. The consultation shall include, at minimum, notification of each member and executive officer of the*

district board of the pending consultation and provision of adequate opportunity to comment on the negotiation.

We are of the opinion that the full text of Revenue and Taxation Code section 99(b)(4) suggests negotiations need not be limited to the local agencies whose service area or service responsibilities will be altered by the proposed jurisdictional change. Therefore, we respectfully wish to comment on the property tax revenue negotiations with the County as follows:

The Placer Hills Fire Protection District and the Newcastle Fire Protection District respectfully request the property tax revenues, base revenue ratios and increment factor, be adjusted for all Newcastle Fire Protection District Tax Rate Areas (TRA's) to be equalized to the overall property tax revenue, base revenue ratio and increment factor, of the Placer Hills Fire Protection District. The TRAs in question are as follows:

056-062, 056-144, 076-025, 076-026, 076-027, 078-046, 078-152, 078-169, 078-170, 078-180, 078-181, 081-002, 081-004, 081-006, 081-011, 081-021, 081-027

This equalization will allow for additional recurring revenue within the Newcastle service area to equalize services across both areas of the newly reorganized districts. While an increase in equalization may seem substantial, the overall financial apportionment would have very minimal impact on the Placer County General Fund budget.

Placer Hills Fire Protection District and Newcastle Fire Protection District, like all fire districts throughout the state, have been operating under the financial constraints of Proposition 13 which froze tax rates for fire districts based on current budgets when both Placer Hills and Newcastle were operating as volunteer fire departments with the goal of providing as much service as possible with minimal costs. As a result of this history, both agencies are providing modern fire services under a limited recurring revenue source. Currently Newcastle Fire Protection District only receives a small amount of the one percent of property tax revenue. This lack of funding has affected facilities and service capabilities for Newcastle Fire Protection District as outlined in the most recently available LAFCO Project No. 2022-03 Service Review Study and Sphere of Influence Update – Western Placer County Fire/Emergency Medical Services/Dispatch Service Agency Providers. This report states:

Most of the districts have been able to augment funding sources through voter approved special tax measures: however, even with two (sometimes three) rounds of assessments, these agencies are still unable to provide the desired level of services

Both Placer Hills Fire Protection District and Newcastle Fire Protection District have voter approved multiple special tax measures. The report also states:

Significant differences exist in the allocation of property tax share to the districts and vast differences in levels of assessments. To avoid the eventual financial collapse of these districts, the County of Placer will eventually need to step in with ongoing funding to maintain and enhance service to these communities.

While this report has not been finalized, we take no issue with these statements and would like to enumerate some of the impacts to Placer Hills and Newcastle Fire Protection Districts as follows:

- Our combined Districts are currently unable to replace fire stations that have been identified in the report as “Fair” or “Poor;”
- The Newcastle Fire station is the first “real” fire station for the Newcastle Fire Protection District since its existence, however, there is now a long-term financial burden for this capital asset;
- Staffing for the Districts is a minimum of 2/0 staffing, meaning two firefighting personnel on an apparatus for emergency response. National Fire Protection Association (NFPA) standard is four (4) personnel on apparatus, while the accepted industry standard is three (3) personnel on apparatus. This reduction of one firefighter on an apparatus limits the ability for personnel to respond to emergencies and could require waiting for mutual aid response to arrive, further extending the time to address the emergency;
- Inequities in tax base revenue for all fire districts in Placer County result in various levels of service, thus districts cannot financially achieve a standard level of service throughout Placer County; and
- Mutual-aid and Auto-aid is common practice among Placer County fire agencies in both received and given, however, the amount of aid provided by Placer Hills Fire Protection District and Newcastle Fire Protection District to other agencies in the County far exceeds the times aid is received. This results in District resources augmenting other agencies at a cost to each district.

We believe it is in the County’s best interest to consider an increase in the property tax revenues for the Newcastle Fire Protection District TRAs to equalize with Placer Hills Fire Protection District not only to allow for an increase in services for those County residents which reside in the Newcastle service area, but also to ensure the stabilization of regional response and support the newly reorganized district to provide to fire and emergency medical service throughout the County. As summarized in the report: *Primary options for fire and emergency medical services consist of reorganization to combine operations of two or more agencies.* This has also been the “theme” in prior fire service reports conducted in Placer County. The Placer Hills Fire Protection District and Newcastle Fire Protection District, have a long-standing operational agreement for administrative services, take reorganization of our agencies seriously, and are pursuing this course of action to reduce redundancies and strengthen fire protection services in our service areas.

To summarize, the Placer Hills Fire Protection District and the Newcastle Fire Protection District respectfully request the property tax revenues, base revenue ratios and increment factor, be adjusted for all Newcastle Fire Protection District Tax Rate Areas (TRA’s) to be equalized to the overall property tax revenue, base revenue ratio and increment factor, of the Placer Hills Fire Protection District.

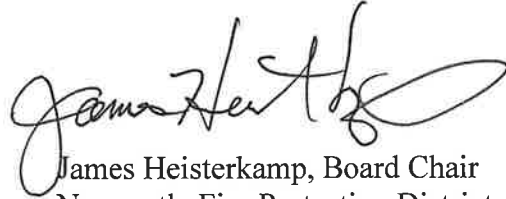
We believe through this process we have the opportunity to work with Placer County to secure added funding sources to provide adequate and efficient fire protection services for the citizens of Placer County. It is our desire to create an environment in Placer County where people want to live, work, and play, knowing they are protected and served in times of emergencies with adequate staffed, well trained, and capable resources.

We respectfully ask for a date and time to initiate negotiation discussions with your staff and ours, to fulfill the obligations of this LAFCO process for reorganization of the Placer Hills Fire Protection District and Newcastle Fire Protection District.

Respectfully,



Alex Harvey, President
Placer Hills Fire Protection District



James Heisterkamp, Board Chair
Newcastle Fire Protection District