



**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, February 19, 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.

Chair Gustafson, 3200 Beachcomber Dr. Morro Bay, CA 93442

Commissioner Eklund, 2481 Kaanapali Pkwy, Lahaina, HI 96761

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

**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*

To attend remotely via Zoom:

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

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 speak to the Commission on any subject matter within the Commission’s jurisdiction but does not appear on 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 considered without discussion by the Commission and may be referred to staff.

5. CONSENT ITEMS

A. Minutes – January 8 and 15, 2025

B. Financial Reports – December 2024

C. **LAFCO Project No. 2023-02 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 requirements.

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).

6. PUBLIC HEARING ITEM

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

7. BUSINESS ITEMS

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

B. Budget Committee Appointments and Scope of Work.

C. Personnel Committee Appointments and Scope of Work.

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

8. CORRESPONDENCE

Letter from the City of Roseville dated February 13, 2025, Regarding Roseville's Sphere of Influence and the Placer County Conservation Program.

## 9. COMMISSIONER COMMENTS

This is an opportunity for Commissioners to comment on issues not listed on the agenda, provided that the subject matter is within the jurisdiction of the Commission. No discussion or action may occur except to place the item on a future agenda if approved by the Commission majority.

## 10. ADJOURNMENT

The next Commission meeting is scheduled for Wednesday, March 12, 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](mailto: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](mailto: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*

*Amanda Ross  
Interim Assistant  
Executive Officer*

Amy Engle  
*Commission Clerk*

MINUTES OF THE  
LOCAL AGENCY FORMATION COMMISSION  
OF PLACER COUNTY

Wednesday, January 8, 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

Alternate Commissioner Spriggs led the salute to the flag at 4:00 PM.

2. ROLL CALL

Present Commissioners: Joshua Alpine, Whitney Eklund, Cindy Gustafson, Shanti Landon, and Susan Rohan

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

Not Present: Commissioner Trinity Burruss and Alternate Commissioner David Bass

Staff Present: Amy Engle, Commission Clerk, Michelle McIntyre, Executive Officer, and Michael Walker, Legal Counsel (remote)

3. CHANGES AND APPROVAL OF THE AGENDA

Ms. McIntyre stated the agenda was amended to include a staff recommendation to continue item 6B to the March 12, 2025, meeting after receiving a request from the City of Roseville to continue item 6B.

Commissioner Alpine motioned to approve the January 8, 2025, amended agenda, second by Commissioner Landon.

The motion was approved (7-0-1-0)

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

4. PUBLIC COMMENTS

- Laura Bullard, Placer County property owner, provided comments via Zoom.

5. CONSENT ITEMS

A. Minutes – Commission meetings of December 4 and 11, 2024

B. Financial Reports – November 2024

There were no public comments.

Commissioner Rohan motioned to approve the January 8, 2025, consent items, second by Commissioner Alpine.

The motion was approved (7-0-1-0).

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

6. PUBLIC HEARING ITEMS

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.

Executive Officer Michelle McIntyre provided the Commission with a review of LAFCO's Strategic Plan, highlighting service review studies and sphere of influence updates. She then introduced AP Triton, the consultant that conducted the Roseville Service Review, to present its findings.

Philip Gonshak, Melissa Vasquez Swank, Patrick Wiemiller, and Dave Honey from AP Triton orally updated the Commission on the study.

Commission discussion followed.

Chair Gustafson invited public comments.

Public comments were received from the following speakers:

- Greg McKenzie, Placer County Conservation Program
- Daniel Chatigny, Placer County CEO
- Dominick Casey, City Manager of Roseville
- Robert Weigandt, Retired Placer County Supervisor
- Kirk Uhler, Placer County Conservation Advisory Committee
- Shayne Wright, Placer County Under Sheriff

Chair Gustafson invited Commissioner comments.

Commission discussion followed, with questions asked and responses received from Executive Officer Michelle McIntyre and Legal Counsel Michael Walker.

Commissioner Rohan motioned to approve resolution No. 25-01 adopting the Roseville Service Review Study, second by Commissioner Eklund.

The Commission discussed the motion.

Commissioner Rohan amended the motion to approve resolution No. 25-01 with language changes to accept the service review as adequate and complete with the exception of the sections and maps that address the recommended sphere of influence, second by Commissioner Eklund.

Legal Counsel Michael Walker provided comments.

Commissioner Alpine provided comments.

Mr. Walker clarified the language changes would be in resolution No. 25-01 under number 1, stating, "The final service review for the City is found to be adequate and complete pursuant to the requirements of GC section 56430, excepting those sections and maps in the review that solely deal with the sphere of influence recommendations."

Roll call was requested.

The motion failed (3-4-1-0).

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

Commissioner Alpine motioned to continue the item to February and to clean-up the documents, removing language that refers to the sphere of influence recommendations and maps, second by Commissioner Landon.

The Commission discussed the item.

Roll call was requested.

The motion passed (4-3-1-0).

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

**B. LAFCO Project No. 2023-05 Sphere of Influence Update for the City of Roseville.** The Commission will consider amending and expanding 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).

Based on the City of Roseville's request, LAFCO staff recommends that the Commission continue this item to its meeting on March 12, 2025.

Chair Gustafson invited public comments.

- Daniel Chatigny, Placer County CEO, provided comments.

Chair Gustafson invited Commissioner comments.

Commissioner Landon motioned to continue item 6B to a date uncertain, second by Commissioner Alpine.

Chair Gustafson provided comments.

Commissioner Alpine withdrew his second.

Commissioner Youngblood motioned to continue item 6B to March 12, 2025, second by Commissioner Alpine.

Roll call was requested.

The motion passed (7-0-1-0).

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

C. **LAFCO Project No. 2022-03 Western Placer County Fire, Emergency Medical Service, and Dispatch Service Review Study and Sphere of Influence Update – Draft Study.** The Commission will receive a presentation of the draft study and open the public comment period.

Executive Officer Michelle McIntyre introduced AP Triton Project Manager Don Jarvis, who provided a presentation of the draft service review study to the Commission.

Commission discussion followed.

Chair Gustafson invited public comments.

Public comments were received from the following speakers:

- Reggie Williams, City of Rocklin Fire Chief
- John Michelini, Foresthill FPD Director
- Spencer Pearson, Newcastle FPD
- John Burns, Newcastle FPD Director
- Cheryl Hotaling, Penryn FPD Chairman
- Jonita Elder, Newcastle FPD Chairman
- Brian Estes, Placer County Fire Chief
- Clayton Thomas, Nevada County Professional Firefighters President
- Ian Gow, Newcastle, Penryn, Placer Hills Fire Chief
- Tim Monroe, Greater Auburn Fire Safe Council Volunteer
- John Anacker, Newcastle resident
- Kathy Baxter, Greater Auburn Fire Safe Council
- Diego Heimlich, Penryn FPD Director

Chair Gustafson closed public comments.

Chair Gustafson called for a break at 7:08 pm.

At 7:14 pm, Chair Gustafson resumed the meeting.

Chair Gustafson invited Commissioner comments.

Commission discussion followed, with questions asked and responses received from the following individuals:

- Michelle McIntyre, Executive Officer
- Reggie Williams, Rocklin Fire Chief
- Don Jarvis, AP Triton Project Manager
- Genna Martin, Placer County Principal Analyst

Commissioner Landon motioned to receive the draft service review and sphere of influence study and open a 45-day comment period, second by Commissioner Eklund.

Roll call was requested.

The motion passed (7-0-1-0).

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

D. **LAFCO Project No. 2023-04** City of Rocklin Service Review and Sphere of Influence Update.

This item was continued to a Special Meeting on January 15, 2025.

E. **LAFCO Project No. 2024-01** South Placer Municipal Utility District Service Review and Sphere of Influence Update.

This item was continued to a Special Meeting on January 15, 2025.

## 7. BUSINESS ITEM

A. Executive Officer's Report

Executive Officer Michelle McIntyre introduced Acting Assistant Executive Officer Amanda Ross, who presented the status of LAFCO's ongoing projects to the Commission.

## 8. CORRESPONDENCE

There was no correspondence.

9. COMMISSIONER COMMENTS

There were no Commissioner comments.

10. ADJOURNMENT

Commissioner Alpine motioned to adjourn the meeting at 7:50 pm, second by Alternate Commissioner Youngblood.

The motion passed. (7-0-1-0)

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

The next Commission meeting is scheduled for Wednesday, January 15, 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:

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Amy Engle, Commission Clerk



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

**COMMISSIONERS**

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MINUTES OF THE  
LOCAL AGENCY FORMATION COMMISSION  
OF PLACER COUNTY  
SPECIAL MEETING

January 15, 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

Alternate Commissioner Friedman led the salute to the flag at 4:00 PM.

2. ROLL CALL

Present Commissioners: Joshua Alpine, Whitney Eklund, Cindy Gustafson, Shanti Landon, and Susan Rohan

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

Not Present: Commissioner Trinity Burruss

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

3. APPROVAL OF THE AGENDA

There were no changes to the agenda.

Commissioner Rohan motioned to approve the January 15, 2025,

agenda, second by Alternate Commissioner Youngblood.

The motion was approved (7-0-1-0).

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

No: None

Absent: Burruss

Abstain: None

#### 4. PUBLIC COMMENTS

There were no public comments.

#### 5. CONSENT

None

#### 6. PUBLIC HEARING ITEMS

A. **LAFCO Project No. 2023-04 City of Rocklin Service Review and Sphere of Influence Update.** The Commission will receive a presentation of the draft study and open the public comment period

Executive Officer Michelle McIntyre introduced Acting Assistant Executive Officer Amanda Ross. Ms. Ross, representing South Fork Consulting, presented the Rocklin service review draft report to the Commission via a PowerPoint presentation.

Commission discussion followed, with questions asked and responses received from Executive Officer Michelle McIntyre and Acting Assistant Executive Officer Amanda Ross.

Chair Gustafson invited public comments.

Aly Zimmerman, Rocklin City Manager provided public comments.

Executive Officer Michelle McIntyre provided comments.

The Commission opened the public comment period for 30 days with the direction to include information about duplication of services in County Service Area 28 (CSA 28) and other districts.

B. **LAFCO Project No. 2024-01 South Placer Municipal Utility District Service Review and Sphere of Influence Update.** The Commission will receive a presentation of the draft study and open the public comment period.

Executive Officer Michelle McIntyre introduced the consulting company RSG, who completed the service review and sphere of influence draft study.

Carol Ieromnimon and Jill Glickman of RSG presented the South Placer Municipal Utility District's (SPMUD) draft service review report to the Commission via a PowerPoint presentation.

Commission discussion followed with questions asked and responses received from the following people:

- Carol Ieromnimon, RSG
- Jill Glickman, RSG
- Michelle McIntyre, LAFCO Executive Officer
- Eric Nielson, SPMUD General Manager

Chair Gustafson invited public comments.

Public comments were received from the following speakers:

- Eric Nielson, SPMUD General Manager
- Kevin Bell, Placer County Public Works Assistant Director
- Nita Wracker, City of Lincoln Assistant City Manager

Chair Gustafson invited Commissioner comments.

The Commission discussed the item.

Executive Officer Michelle McIntyre provided comments.

The Commission opened a 30-day public comment period of the draft study with direction to include information on duplication of services within Sewer Maintenance District No. 2 (SMD2) and County Service Area No. 28 (CSA 28).

## 7. BUSINESS ITEM

### Executive Officer's Report

Executive Officer Michelle McIntyre provided the Commission with an overview of the tax sharing agreement portion of the annexation process via PowerPoint. Acting Assistant Executive Officer Amanda Ross provided updates for the current and upcoming service reviews and applications. Ms. McIntyre shared information about the special district election process to fill the vacant special district seat.

Commissioner Alpine provided comments.

8. COMMISSIONER COMMENTS

Commissioner Alpine provided comments.

Chair Gustafson provided comments.

9. ADJOURNMENT

Commissioner Alpine motioned to adjourn the January 15, 2025, meeting, second by Commissioner Rohan.

The motion was approved (7-0-1-0)

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

No: None

Absent: Burruss

Abstain: None

The meeting was adjourned at 5:31 PM.

The next Commission meeting is scheduled for Wednesday, February 19, 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:

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Amy Engle, Commission Clerk

Company: CO100 County of Placer  
 Budget Structure: Special District Budget - Detail Level  
 Period: FY2025 - Dec  
 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
<b>Total Revenue</b>	<b>(1,178,994.46)</b>	<b>0</b>	<b>0</b>	<b>(201,099.83)</b>	<b>(\$977,894.63)</b>	<b>17.06%</b>
42010:Investment Income	(1,980.00)	0	0	(9,201.42)	\$7,221.42	464.72%
46360:Other Fees and Charges	(1,177,014.46)	0	0	(153,082.91)	(\$1,023,931.55)	13.01%
48030:Miscellaneous	0	0	0	(38,815.50)	\$38,815.50	0.00%
<b>Total Expenses</b>	<b>1,390,217.51</b>	<b>0.00</b>	<b>329,609.65</b>	<b>80,475.83</b>	<b>\$980,132.03</b>	<b>29.50%</b>
Total Capital Assets	0	0	0	0	0.00	0.00%
Total Expenses ( Non Capital Assets )	1,390,217.51	0.00	329,609.65	80,475.83	\$980,132.03	29.50%
51010:Salaries and Wages	429,003.66	0	0	141,425.55	\$287,578.11	32.97%
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	4,404.39	\$9,967.90	30.65%
51210:Retirement	143,619.92	0	0	45,486.31	\$98,133.61	31.67%
51220:Payroll Tax	31,087.65	0	0	8,626.63	\$22,461.02	27.75%
51240:Other Postemployment Benefits (OPEB)	20,892.30	0	0	4,113.20	\$16,779.10	19.69%
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	24,486.58	\$54,585.62	30.97%
51360:Workers Comp Insurance	1,136.55	0	0	418.34	\$718.21	36.81%
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	55.29	5,390.30	\$2,053.52	72.62%
52340:Postage	2,995.14	0	0	1,620.07	\$1,375.07	54.09%

Account Set	Budget	Commitments	Obligations	Actuals		Balance	Percentage of Budget
52360:Professional and Special Services - General	392,230.07	0	329,292.86	212,630.93		(\$149,693.72)	138.16%
52370:Professional and Special Services - Legal	48,109.00	0	261.50	20,011.10		\$27,836.40	42.14%
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	15,529.16		\$3,057.27	83.55%
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	9,750.00		\$23,719.64	29.13%
52570:Advertising	5,829.37	0	0	1,656.15		\$4,173.22	28.41%
52580:Special Department Expense	18,414.00	0	0	1,520.00		\$16,894.00	8.25%
52630:Project Costs	1,452.00	0	0	400.00		\$1,052.00	27.55%
52790:Transportation and Travel	11,082.50	0	0	8,253.89		\$2,828.61	74.48%
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%



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

**COMMISSIONERS STAFF REPORT**

Cindy Gustafson  
*Chair  
(County)*

DATE: February 19, 2024

Joshua Alpine  
*Vice Chair  
(Special District)*

TO: Chair Gustafson and members of the Commission

Whitney Eklund  
*(City)*

FROM: Amanda Ross

Shanti Landon  
*(County)*

SUBJECT: **LAFCO Project No. 2023-02 Special Use District B  
Northeast Quadrant Remnant Parcels Annexation  
to the City of Lincoln – Request for Extension**

Sean Lomen  
*(City)*

Susan Rohan  
*(Public)*

Vacant  
*(Special District)*

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*(City)*

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**COUNSEL**

Michael Walker  
*General Counsel*

**STAFF**

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*Executive Officer*

Amanda Ross  
*Acting Assistant  
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Amy Engle  
*Commission Clerk*

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**SUMMARY**

On January 21, 2025, the City of Lincoln (City) requested an extension for the proposed annexation of the Special Use District B Northeast Quadrant Specific Plan (SUD-B NEQ) Remnant Parcels Annexation (Attachment A) application. Staff recommends that the Commission grant the City's request and extend the new deadline to August 2, 2025.

**BACKGROUND**

On March 8, 2023, the Commission conditionally approved the SUD-B NEQ Annexation to the City of Lincoln (LAFCO Project No. 2020-03), with the condition that the City submit an annexation application to LAFCO for the section of Highway 65 and a former CalTrans right-of-way that was inadvertently omitted from the original application by June 7, 2023.

- On May 31, 2023, the City of Lincoln submitted a partial application to annex the SUD-B NEQ remnant areas according to condition 5a of LAFCO Resolution 23-02.

- On June 19, 2023, the Executive Officer issued an incomplete application letter for the project, awaiting receipt of several application requirements, including the map, geographic description, and the necessary property tax exchange agreements between the City and County.
- On April 30, 2024, LAFCO staff issued the City a 30-day Project Closure Notice. The City subsequently submitted a six-month extension request.<sup>1</sup>
- On June 12, 2024, the Commission extended the application submittal deadline by six months.
- On November 6, 2024, the Commission extended the application submittal deadline to March 2, 2025.
- On January 21, 2025, the City requested another extension (Attachment A) because a tax-sharing agreement from both parties – the City and Placer County remains outstanding.

The Executive Officer cannot issue a certificate of filing (COF) without a tax-sharing agreement between the City and Placer County. Without a COF, the Executive Officer cannot place a change of organization or reorganization project on the Commission's agenda. This request gives LAFCO staff extra time to secure an agreement from the County, as the City has already submitted one. All other application requirements for this proposal have been met. Therefore, on behalf of the City, the Executive Officer requests a six-month extension, moving the deadline to August 2, 2025.

### **STAFF RECOMMENDATION**

Staff recommends that the Commission approve a six-month extension to August 2, 2025, for the SUD-B NEQ Remnant Parcel Annexation to allow the City and County more time to reach a tax-sharing agreement for the subject proposal.

### **ATTACHMENT**

A – City of Lincoln Extension Request, dated January 21, 2025

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<sup>1</sup> According to Placer LAFCO's Application Closure Policy, if an application remains incomplete for 12 months without substantial progress toward completion, the Executive Officer will notify the applicant and affected agencies that the application is deemed inactive and will be closed.

**From:** [Rommel Pabalinas](#)  
**To:** [Amanda Ross](#); [Michelle McIntyre](#)  
**Cc:** [Amy Engle](#); [Christian Svensk](#)  
**Subject:** Request for Time Extension: SUD-B NEQ Remnant Parcel Annexation (LAFCO Project No 2023-02)  
**Date:** Tuesday, January 21, 2025 12:36:14 PM

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Hi Michelle and Amanda-

Following our call this morning, and on behalf of the City, I'm emailing to formally request a third time extension to the above cited annexation application currently in process. At its November 6, 2024 meeting (see weblink to the agenda and staff report below), LAFCo Commission considered and granted a second time extension (as a consent item) with a deadline of February 30, 2025. As City staff is in the process of addressing outstanding application items (mapping corrections and addressing tax share inquiries) with Placer County, additional time is needed; therefore, we are requesting an extension of a minimum of 4 months to complete these items. Please confirm receipt and acceptance of this request.

[https://www.placer.ca.gov/AgendaCenter/ViewFile/Agenda/\\_11062024-5664](https://www.placer.ca.gov/AgendaCenter/ViewFile/Agenda/_11062024-5664)

Thank you.

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**Rommel (Mel) Pabalinas**  
Planning Manager  
Community Development  
Department  
Planning Division

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[www.lincolnca.gov](http://www.lincolnca.gov)



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

**COMMISSIONERS STAFF REPORT**

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)*

DATE: February 19, 2025  
TO: Chair Gustafson and members of the Commission  
FROM: Michelle McIntyre  
SUBJECT: **LAFCO Project No. 2025-02: Biennial Audit for Fiscal Years 2022-23 and 2023-24** – Authorization to Execute a Contract of \$66,000 for 6 years of Audit Services (FY 2022-2023 through FY 2027-2028).

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**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*

**SUMMARY**

On June 12, 2024, the Placer County Local Agency Formation Commission (LAFCO) approved its annual work plan and fiscal year (FY) 2024-2025 budget. The work plan included a biennial financial audit as a high-priority item (Item 23) covering FY 2022-2023 and 2023-2024.

In anticipation of this item, LAFCO staff solicited bids from a list of auditing firms. Upon consideration of the bids received, staff recommends that the Commission authorize its Executive Officer to execute a contract with James Marta & Company LLP (James Marta) for financial audit services covering FY 2022-2023 and 2023-2024, 2024-2025 and 2025-2026, and 2026-2027 and 2027-2028 (6 years).

**BACKGROUND**

The Commission's last financial audit covered FY 2021-2022, which was Placer LAFCO's first audit. The contract was \$16,200 at that time, covering one fiscal year. The Commission has since discussed conducting them biennially: one audit every two years, but each fiscal year is audited.

## DISCUSSION

LAFCO staff obtained quotes from a list of recommended auditing firms in preparation for this item. Although all firms that provided quotes were qualified, James Marta stands out because it has experience working with other LAFCOs throughout California and has received positive reviews from those agencies. The quote for audit services covers three audits spanning six fiscal years, beginning with 2022-2023 and 2023-2024. The first audit costs \$20,000, increasing by \$2,000 for each subsequent audit. The total for the three biennial audits is \$66,000 or \$11,000 each fiscal year, \$5,200 less than the Commission's first audit.<sup>1</sup> Entering into a contract for the successive three audits saves the Commission money and allows the Commission to budget accordingly.

## ANALYSIS

### Commission Focus – SP24-28+

Through LAFCO's Strategic Plan 2024-2028+ (SP 24-28+), the Commission has identified a number of goals and objectives. Goal Six (6) of the SP 24-28+ is to Uphold Financial Stability and Transparency. The Commission has adopted several objectives to achieve this goal, including conducting biennial financial audits to ensure transparency and accountability. Therefore, carrying out these audits aligns with the Commission's priorities as outlined in the strategic plan and with the direction established in the annual work plan.

## STAFF RECOMMENDATION

Staff recommends that the Commission authorize the Executive Officer to enter into a contract with James Marta & Company LLP via the attached engagement letter for the Commission's successive three biennial financial audits covering FY 2022-2023 and 2023-2024, 2024-2025 and 2025-2026, and 2026-2027 and 2027-2028 in an amount not exceeding \$66,000.

## PROCEDURES

This item has been placed on the Placer LAFCO's agenda as part of the consent items. A successful motion to approve the consent items will include taking affirmative action on the staff recommendation unless otherwise specified by the Commission.

## ATTACHMENT

A- Engagement Letter for Independent Financial Audit Services from James Marta & Company LLP, dated February 10, 2025.

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<sup>1</sup> \$66,000 ÷ 6 fiscal years = \$11,000 cost per audit. Cost of FY 2021-22 audit \$16,200 – \$11,000 cost of each future audit = \$5,200 savings per audit.



James Marta & Company LLP  
Certified Public Accountants

Accounting ▪ Audit ▪ Consulting ▪ Tax

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February 10, 2025

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

To the Board of Directors of Placer Local Agency Formation Commission

RE: Engagement Letter for Independent Financial Audit Services

We are pleased to confirm our understanding of the services we are to provide for Placer Local Agency Formation Commission related to the:

- 2-year audit period June 30, 2023, and 2024 fiscal years.
- 2-year audit period June 30, 2025, and 2026 fiscal years.
- 2-year audit period June 30, 2027, and 2028 fiscal years.

This letter confirms the services you have asked our firm to perform and the terms under which we have agreed to do that work. Please read this letter carefully because it is important to both our firm and you that you understand what you can and cannot expect from our work. In other words, we want you to know the limitations of the services you have asked us to perform. If you are confused at all by this letter or believe we have misunderstood what you need, please call to discuss this letter before you sign it.

## 1. OBJECTIVE AND SCOPE OF THE AUDIT

You have requested that we audit the Financial Statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of Placer Local Agency Formation Commission as of June 30, 2023 and 2024 and for the years then ended, of June 30, 2025 and 2026 and for the years then ended, and of June 30, 2027 and 2028 and for the years then ended, and the related notes to the financial statements, which collectively comprise Placer Local Agency Formation Commission's basic financial statements and provide assistance with the preparation of the financial statements.

The objectives of our audit are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatements whether due to fraud or error, and to issue an auditor's report



that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with auditing standards generally accepted in the United States of America (GAAS) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users made on the basis of these financial statements.

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis, Schedule of the Commission's Proportionate Share of the Net Pension Liability, and the Schedule of Pension Contributions be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by Governmental Accounting Standards Board (GASB) who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. As part of our engagement, we will apply certain limited procedures to the required supplementary information (RSI) in accordance with auditing standards generally accepted in the United States of America. These limited procedures will consist primarily of inquiries of management regarding their methods of measurement and presentation, and comparing the information for consistency with management's responses to our inquiries. We will not express an opinion or provide any form of assurance on the RSI.

The following RSI is required by accounting principles generally accepted in the United States of America. This RSI will be subjected to certain limited procedures but will not be audited:

- Management's Discussion and Analysis
- Schedule of Revenues, Expenditures, and Changes in Fund Balance – Budget (Non-GAAP) and Actual
- Schedule of Proportionate Share of Net Pension Liability
- Schedule of Pension Contributions
- Notes to the Required Supplementary Information

We are not aware of any other supplementary information other than RSI that will accompany Placer Local Agency Formation Commission's basic financial statements.

## **2. THE RESPONSIBILITIES OF THE AUDITOR**

We will conduct our audit in accordance with applicable auditing standards generally accepted in the United States of America (U.S. GAAS). Applicable standards include:

- The AICPA Audit Guide, Audits of State and Local Government Units, generally accepted auditing standards;
- The California State Controller's Minimum Audit Requirements and Reporting Guidelines for California Special Districts; and



- The United States General Accounting Office (GAO) Government Auditing Standards, Office of Management and Budget (OMB), Audits of States, Local Governments and Nonprofit Organizations.

As part of an audit in accordance with GAAS, we exercise professional judgement and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risk of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. However, we will communicate to you in writing concerning any significant deficiencies or material weaknesses in internal control relevant to the audit of the financial statements that we have identified during the audit.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.
- Conclude, based on the audit evidence obtained, whether there are conditions or events, considered in the aggregate, that raise substantial doubt about Placer Local Agency Formation Commission's ability to continue as a going concern for a reasonable period of time.

Because of the inherent limitations of an audit, together with the inherent limitations of internal control, an unavoidable risk exists that some material misstatements (whether caused by errors, fraudulent financial reporting, misappropriation of assets, or violations of laws or governmental regulations) may not be detected by our firm, even though our audit is properly planned and performed in accordance with GAAS, Government Auditing Standards, promulgated by the United States Comptroller General; and the Uniform Guidance (2 CFR Section 200), Audits of States, Local Government, and Nonprofit Organization, as applicable.

### **3. CHARACTER AND LIMITATIONS OF AN AUDIT**

The purpose of an audit is to express an opinion as to whether your financial statements are fairly presented, in all material respects in conformity with United States generally accepted accounting principles, and is limited to the period covered by our audit. We cannot provide assurance that an unmodified opinion will be expressed. Circumstances may arise in which it is necessary to modify our opinion, add an emphasis-of-matter or other-matter paragraph(s), or withdraw from the engagement. In



the event we must withdraw from the engagement, our fees will be limited to the fees incurred up to the point of withdrawal.

We will also issue a written report on internal control, a report to those charged with governance and a management comment letter (if applicable).

At the conclusion of our audit engagement, we will communicate to those charged with governance the following significant findings from the audit:

- Our view about the qualitative aspects of the entity's significant accounting practices;
- Significant difficulties, if any, encountered during the audit;
- Uncorrected misstatements, other than those we believe are trivial, if any;
- Disagreements with management, if any;
- Other findings or issues, if any, arising from the audit that are, in our professional judgment, significant and relevant to those charged with governance regarding their oversight of the financial reporting process;
- Material, corrected misstatements that were brought to the attention of management as a result of our audit procedures;
- Representations we requested from management;
- Management's consultations with other accountants, if any; and
- Significant issues, if any, arising from the audit that were discussed, or the subject of correspondence, with management.

Our audit will be conducted in accordance with generally accepted auditing standards. Those standards require that we initially assess the risk that errors, fraud, irregularities, and illegal acts may cause the financial statements to contain a material misstatement. This is necessary because we do not audit all the transactions and balances in the financial statements, only a selected portion of them, in some cases a very small portion. The costs for us to examine a large portion of them, or all of them of a certain category, or all of them in all categories, would be prohibitive. Consequently, there are risks.

In making this initial assessment, we are required to obtain an understanding of the entity and its environment, including its internal control, sufficient to assess the risks of material misstatement of financial statements and to design appropriate audit procedures. Those considerations mandate your complete cooperation and honesty about your knowledge and understanding of the possibility of the existence of errors, fraud, irregularities and illegal acts. By signing this letter, you agree that you will provide this cooperation and that you will be totally honest with us.

Based on that assessment, the standards require us to design the audit to obtain reasonable, rather than absolute, assurance about whether the financial statements are free of material misstatement, whether caused by errors, fraud, irregularities and illegal acts. Accordingly, a material misstatement may remain undetected. While we are required to exercise due care and professional skepticism, since our opinion is based on the concept of reasonable assurance, we are not an insurer and our report does not constitute a guarantee. We will inform you of all matters of fraud that come to our attention. We will also inform you



of illegal acts that come to our attention, unless they are clearly inconsequential. We will inform you of any need to extend our procedures because of them and our estimate of their additional cost.

The discovery, subsequent to the date of the auditor's report, that one or more errors, frauds, irregularities, or illegal acts causing the financial statements to contain one or more material misstatements, have occurred does not necessarily mean that our audit was not conducted in accordance with generally accepted auditing standards.

An audit includes obtaining an understanding of internal control sufficient to plan the audit, but is not designed to provide assurance on internal control or to identify significant deficiencies conditions. However, during the audit, if we become aware of such reportable conditions or ways that we believe management practices can be improved, we will communicate them to you in a separate letter.

An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. Our procedures will include tests of documentary evidence supporting the transactions recorded in the accounts, and may include direct confirmation of certain assets, revenues and expenses by correspondence with selected individuals, legal counsel, creditors, and financial institutions.

In the event that the financial information provided is incomplete or inaccurate, then we will either complete the work at our standard rate, or delay the audit until this information is complete and accurate.

At the conclusion of our audit, we will require you to furnish us a management representation letter confirming, among others, your responsibility for your financial statements and for the design and implementation of program and controls to prevent and detect fraud. This letter is a required audit procedure prior to issuing our report. By signing this engagement letter and furnishing a management representation letter, you agree to indemnify us and hold us harmless for any liability and costs arising from knowing misrepresentations by management.

In accordance with auditing standards generally accepted in the United States of America, we will also issue a written report describing the scope of our testing over internal control over financial reporting, including the results of that testing. However, providing an opinion on internal control and compliance will not be an objective of the audit and, therefore, no such opinion will be expressed.

#### **4. COMPLIANCE WITH LAWS AND REGULATIONS**

As part of obtaining reasonable assurance about whether the financial statements are free of material misstatement, we will perform tests of Placer Local Agency Formation Commission's compliance with the provisions of applicable laws, regulations, contracts, and agreements. However, the objective of our audit will not be to provide an opinion on overall compliance and we will not express such an opinion.

## 5. MANAGEMENT RESPONSIBILITIES

At the outset, it is imperative that we state the scope of your responsibilities in connection with this engagement:

- a. The financial statements are the responsibility of Placer Local Agency Formation Commission's management. As such, management is responsible for adjusting the financial statements to correct material misstatements and for confirming to us in the representation letter that the effects of any uncorrected misstatements aggregated by us during the current engagement and pertaining to the latest period presented are immaterial, both individually and in the aggregate, to the financial statements taken as a whole.
- b. Encompassed in that responsibility is the establishment and maintenance of effective internal control over financial reporting, the establishment and maintenance of proper accounting records, and the selection of appropriate accounting principles.
- c. Management is responsible for the design and implementation of programs and controls to prevent or detect fraud, and for informing us about all known or suspected fraud affecting the organization involving (a) management, (b) individuals who have significant roles in internal control, and (c) others where the fraud could have a material effect on the financial statements.
- d. Management is also responsible for informing us of its knowledge of any allegations of fraud or suspected fraud affecting the organization received in communications from members, regulators, or others. In addition, management is responsible for identifying and ensuring that the entity complies with applicable laws and regulations.
- e. In accordance with the terms and conditions of this agreement, Placer Local Agency Formation Commission Management is responsible for:
  - i. Identification of the applicable reporting framework;
  - ii. Preparation and fair presentation of financial statements in accordance with accounting principles generally accepted in the United States of America; and
  - iii. Design, implementation, and maintenance of internal controls relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.
  - iv. Having appropriate programs and controls in place to prevent and detect fraud, and for informing us about all known or suspected fraud affecting the company that involves management, employees who have significant roles in internal control, and others where fraud could have a material impact on the financial statements. You are also responsible for informing us of your knowledge of any allegations of fraud or suspected fraud affecting the company received in communications from employees, former employees, regulators, or others. In addition, you are responsible for identifying and ensuring that the company complies with the applicable laws and regulations.
  - v. Accuracy and completeness of all data, information and representations provided to us for the purposes of this engagement. Because of the importance of oral and written management representations to the effective performance of our services, Placer Local



Agency Formation Commission releases and indemnifies our firm and its personnel from any and all claims, liabilities, costs and expenses attributable to any misrepresentation by management and its representatives.

- f. Management is responsible to provide us with:
  - i. Access to all information of which management is aware that is relevant to the preparation and fair presentation of the financial statements, such as records, documentation, and other matters;
  - ii. Additional information that we may request from management for the purpose of the audit; and
  - iii. Unrestricted access to persons within the entity from whom we determine it necessary to obtain audit evidence.

As part of our audit process, we will request from management and, when appropriate, those charged with governance, written confirmation concerning representations made to us in connection with the audit.

We will assist in the preparation of your financial statements, but the responsibility for the financial statements remains with you. You are responsible for adjusting the financial statements to correct material misstatements and for confirming to us in the management representation letter that the effects of any uncorrected misstatements aggregated by us during the current engagement and pertaining to the latest period presented are immaterial, both individually and in the aggregate, to the financial statements taken as a whole.

As part of our engagement, we may propose standard, adjusting, or correcting journal entries to your financial statements. You are responsible for reviewing the entries and understanding the nature of any proposed entries and the impact they have on your financial statements. Further, you are responsible for designating a qualified management-level individual to be responsible and accountable for overseeing these activities.

## **6. INDEPENDENT CONTRACTOR STATUS**

James Marta & Company LLP shall perform the required services as an independent contractor and not as an “officer, employee, or agent” of Placer Local Agency Formation Commission. Although Placer Local Agency Formation Commission reserves the right to evaluate the quality of the service provided by James Marta & Company LLP, Placer Local Agency Formation Commission will not control the means or manner of James Marta & Company LLP’s performance.

## **7. REPORTING**

We will issue written reports upon completion of our audit of Placer Local Agency Formation Commission’s basic financial statements. Our reports will be addressed to the Board of Directors of Placer Local Agency Formation Commission. Circumstances may arise in which our report may differ from its expected form and content based on the results of our audit. Depending on the nature of these



circumstances is may be necessary for us to modify our opinion, add an emphasis-of-matter paragraph or other-matter paragraph to our auditor's report, or if necessary, withdraw from the engagement.

## **8. OTHER STIPULATIONS**

We understand that your employees will prepare all confirmations we request and will locate any documents or invoices selected by us for testing or review.

If you intend to publish or otherwise reproduce the financial statements and make reference to our firm, you agree to provide us with printers' proofs or masters for our review and approval before printing. You also agree to provide us with a copy of the final reproduced material for our approval before it is distributed.

## **9. PROVISIONS OF ENGAGEMENT ADMINISTRATION, TIMING AND FEES**

During the course of the engagement, we may communicate with you or your personnel via fax or e-mail, and you should be aware that communication in those mediums contains a risk of misdirected or intercepted communications.

We expect to begin our audit of the June 30, 2023 and 2024 fiscal years in March 2025 and issue our report no later than July 2025. We expect to begin our audit of the June 30, 2025 and 2026 fiscal years in March 2027 and issue our report no later than July 2027. We expect to begin our audit of the June 30, 2027 and 2028 fiscal years in March 2029 and issue our report no later than July 2029.

James Marta, CPA, CGMA, ARM is the Engagement Partner for the audit services specified in this letter. His responsibilities include supervising James Marta & Company LLP LLP's services performed as part of this engagement and signing or authorizing another qualified firm representative to sign the audit report.

## **10. RECORD RETENTION**

It is our policy to keep records related to this engagement for seven (7) years. However, James Marta & Company LLP LLP does not keep any original client records, so we will return those to you at the completion of the services rendered under this engagement. When records are returned to you, it is your responsibility to retain and protect your records for possible future use, including potential examination by any government or regulatory agencies.

By your signature below, you acknowledge and agree that upon the expiration of the 7-year period, James Marta & Company LLP LLP shall be free to destroy our records related to this engagement.

## **11. INSURANCE**

During the term of this Contract, James Marta & Company LLP shall maintain in force insurance coverage as follows:



- a. Commercial General Liability insurance applicable to the services provided to Placer Local Agency Formation Commission, with a combined single limit, or the equivalent, of not less than \$2,000,000 per claim (\$4,000,000 aggregate) for Bodily Injury, Personal Injury, and Property Damage, including contractual liability coverage applicable to the indemnity provided under this contract.
- a. Workers' Compensation insurance: Up to 1,000,000 per claim.
- b. Business Automobile Coverage insurance applicable to the operation of James Marta & Company LLP's trucks or automobiles with a combined single limit of not less than \$2,000,000 per claim for Bodily Injury and Property Damage, including coverage for owned, non-owned, and hired vehicles, as applicable.
- c. Professional Liability insurance: Up to \$1,000,000 per claim and \$2,000,000 aggregate.

Notice of Cancellation or Change. There shall be no cancellation, material change, reduction of limits without 30 days prior written notice from James Marta & Company LLP or its insurer(s) to Placer Local Agency Formation Commission.

Certificates of Insurance. As evidence of the insurance coverages required by this contract, James Marta & Company LLP shall provide acceptable insurance certificates to Placer Local Agency Formation Commission as soon as practicable upon written request by Placer Local Agency Formation Commission. If requested, complete copies of insurance policies, shall be provided to Placer Local Agency Formation Commission.

## 12. ASSUMPTIONS

The fees quoted are based upon several assumptions about the adequacy of the accounting records, the degree of assistance to be provided by your personnel, and current audit and accounting standards.

This fee is based upon the assumption that the closing journal entries will be made and accounting will be finalized and closed before the year end audit fieldwork. If compliance requirements change, or if Placer Local Agency Formation Commission is involved in issuing an exempt offering, additional fees and an amended engagement letter may be required. Additional time and billing charges will be charged at our standard hourly rates and costs in the event of the following:

- Account reconciliations are not completed for, (example but not limited to):
  - Cash Accounts
  - Accounts Receivable and Allowance for Doubtful Accounts
  - Inventory
  - Investments
  - Prepaid Expenses
  - Capital Assets and Depreciation
  - Accounts Payable
  - Accrued Expenses
  - Unearned Revenue

- Deposits
- Long-Term Liabilities
- Compensated Absences
- Prior year equity not in agreement with prior year audit
  
- Accounting system or account group changes from prior year
- Allocation of expenses not completed
- Allocation of investments not completed
- Allocation of income not completed
- Changes in accounts after beginning of audit work that necessitates additional or redo of audit work.
- Changes or revision of the initial trial balance
- Addition of new activities
  - New funding sources
  - New funds
  - New debt

Whenever possible, we will attempt to use your personnel to assist in the preparation of schedules and analyses of accounts. We understand that your employees will prepare all cash or other confirmations we request and will locate any invoices selected by us for testing. This effort could substantially reduce our time requirements and facilitate the timely conclusion of the audit.

Our fee assumes we will receive the aforementioned assistance from your personnel and unexpected circumstances will not be encountered. In the event that the GASB, FASB, AICPA, GAO, OMB, or the State of California issues additional standards or audit procedures that require additional work during the audit period, we will discuss these requirements with you before proceeding further. Before starting the additional work, we will prepare an estimate of the time necessary, as well as the fee for performing the additional work. Our fee for addressing the additional requirements will be at our standard hourly rates for each person involved in the additional work.

In the event we are required to respond to discovery requests, subpoenas, and outside inquiries, we will first obtain your permission unless otherwise required to comply under the law. Our time and expense to comply with such requests will be charged at our standard hour rates in addition to the stated contract.

### **13. REPORTS**

We will provide you with 5 copies of the report. If you intend to publish or otherwise reproduce the financial statements and make reference to our firm, you agree to provide us with printers' proofs or masters for our review and approval before printing. You also agree to provide us with a copy of the final reproduced material for our approval before it is distributed.



The intended users of the report are the board of directors of Placer Local Agency Formation Commission. You agree to be responsible to distribute the reports to those charged with governance and to the appropriate officials of the responsible party.

Reports included in this engagement include:

- Independent Auditor's Report, Financial Statements and associated notes;
- Management Letter including notification of reportable conditions (if necessary);
- Present Audit results to the Audit Committee and to the Board of Directors;
- Report on Internal Control and Compliance and Other Matters;

#### **14. WORKING PAPERS**

The audit documentation for this engagement is the property of James Marta & Company LLP and constitutes confidential information. However, we may be requested to make certain audit documentation available pursuant to authority given to any regulator by law or regulation, or to peer reviewers. If requested, access to such audit documentation will be provided under the supervision of James Marta & Company LLP's personnel. Furthermore, upon request, we may provide copies of selected audit documentation to any regulator. They may intend, or decide, to distribute the copies of information contained therein to others, including other governmental agencies.

#### **15. FEES**

Our fees for the audits will be:

- \$20,000 for the biennial audit of the fiscal years ending June 30, 2023, and 2024.
- \$22,000 for the biennial audit of the fiscal years ending June 30, 2025, and 2026.
- \$24,000 for the biennial audit of the fiscal years ending June 30, 2027, and 2028.

We will submit monthly progress billings for our services during the project. Invoices are payable upon presentation. Unpaid fee balances 30 days overdue will bear interest at 18 percent per annum. Payment by Credit Card is subject to a 5% processing fee.

#### **16. INDEMNIFICATION**

James Marta & Company agrees to indemnify Placer Local Agency Formation Commission and its commissioners, officers, employees and agents from and against any claims that arise out of, pertain to, or relate to the negligence, recklessness or willful misconduct of James Marta & Company LLP, or its officers, employees and agents, except that the liability of James Marta & Company LLP for any such claim, shall not exceed its proportionate percentage of fault.



## 17. TERMINATION

- Either Party may terminate this contract in whole or in part, with 30 days written notice to the other Party.
- In the event of contract termination, Placer Local Agency Formation Commission agrees to pay James Marta & Company LLP the fees and expenses incurred prior to such termination.
- Placer Local Agency Formation Commission may terminate this contract upon notice to James Marta & Company LLP, or at such later date as Placer Local Agency Formation Commission may establish in such notice, if James Marta & Company LLP commits any material breach or default of any covenant, warranty, obligation or agreement under this contract, or fails to perform in a timely manner the services under this contract, and such breach, default, or failure is not cured within 10 business days after delivery of Placer Local Agency Formation Commission's notice, or such longer period as Placer Local Agency Formation Commission may specify in such notice.
- James Marta & Company LLP may terminate this contract upon 10 days' written notice to Placer Local Agency Formation Commission if Placer Local Agency Formation Commission fails to pay James Marta & Company LLP pursuant to the terms of this contract and Placer Local Agency Formation Commission fails to cure within 30 days after receipt of James Marta & Company LLP written notice, or such longer period as James Marta & Company LLP may specify in such notice.

## 18. MEDIATION PROVISION

Disputes arising under this agreement (including scope, nature, and quality of services to be performed by us, our fees and other terms of the engagement) shall be submitted to mediation. A competent and impartial third party, acceptable to both parties shall be appointed to mediate, and each disputing party shall pay an equal percentage of the mediator's fees and expenses. No suit or arbitration proceedings shall be commenced under this agreement until at least 60 days after the mediator's first meeting with the involved parties. If the dispute requires litigation, the court shall be authorized to impose all defense costs against any non-prevailing party found not to have participated in the mediation process in good faith.

## 19. ENGAGEMENT EXECUTION

We appreciate the opportunity to be of service to you and believe this letter accurately summarizes the significant terms of our Engagement. Several technical accounting and auditing words and phrases have been used herein. We presume you to understand their meaning or that you will notify us otherwise so that we can furnish appropriate explanations. If you have any questions, please let us know.

Please sign and return the attached copy of this letter to indicate your acknowledgement of, and agreement with, the arrangements for our audit of the financial statements including our respective responsibilities. This letter will continue in effect until canceled by either party.

Respectfully,

*James Marta & Company LLP*



James Marta & Company LLP  
Certified Public Accountants  
Sacramento, California



**20. RESPONSE**

This letter correctly sets forth our understanding.

Acknowledged and agreed on behalf of Placer Local Agency Formation Commission.

Authorized Signature: \_\_\_\_\_

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_



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

**PUBLIC HEARING  
STAFF REPORT  
FEBRUARY 19, 2025**

**COMMISSIONERS** TO: Chair Gustafson and members of the Commission

Cindy Gustafson  
*Chair  
(County)*

FROM: Michelle McIntyre and Amanda Ross

Joshua Alpine  
*Vice Chair  
(Special District)*

SUBJECT: **LAFCO Project No. 2023-05 Service Review Study  
for the City of Roseville – Final Study**

Whitney Eklund  
*(City)*

---

Shanti Landon  
*(County)*

Sean Lomen  
*(City)*

*This item was continued from the LAFCO meeting on January 8, 2025*

Susan Rohan  
*(Public)*

Vacant  
*(Special District)*

**SUMMARY**

**ALTERNATE  
COMMISSIONERS**

David Bass  
*(City)*

Anthony DeMattei  
*(County)*

Judy Friedman  
*(Special District)*

Stephanie  
Youngblood  
*(City)*

Cherri Spriggs  
*(Public)*

**COUNSEL**

Michael Walker  
*General Counsel*

**STAFF**

Michelle McIntyre  
*Executive Officer*

Amanda Ross  
*Acting Assistant  
Executive Officer*

Amy Engle  
*Commission Clerk*

The Placer County Local Agency Formation Commission (LAFCO) will review the final Service Review study for the City of Roseville. The Commission received the draft study and presentation during its meeting on November 6, 2024, when a 45-day public comment period was opened. Staff distributed the draft to the public and relevant agencies. Written comments received on the study are included in Appendix A of the report.

The final study was discussed during the Commission's Special Meeting on January 8, 2025, but the item was postponed until the February 19, 2025, meeting. The Commission instructed staff to eliminate sections that contained the sphere of influence analysis from the study. The affected section encompassing pages 89-97 was subsequently removed. However, staff also identified two determinations on page 71 that reference the SOI and have marked these as tracked changes in the document for the Commission's consideration regarding their removal.

The Executive Officer recommends that the Commission adopt the final Service Review study for the City of Roseville and direct the Commission to remove or retain the determinations shown in tracked changes (page 71 of the study), including the required determinations set forth in the study, via Resolution No. 25-01.

## **BACKGROUND**

### **Service Reviews**

State law requires that LAFCO regularly conduct service review studies before updating the sphere of influence for each local agency. Service reviews are designed to proactively inform the Commission about the availability and adequacy of governmental services concerning the community's current and future needs. According to the statute, the Commission is responsible for independently assessing the availability and effectiveness of public services to ensure they meet community needs.

The Commission performs a service review study before updating a city's sphere of influence (SOI). Service reviews and SOI studies offer valuable guidance to the Commission and promote community discussion and action regarding future jurisdictional or governance changes. The Commission may consider boundary changes after adopting a service review and updating an agency's SOI.

### **Work Plan**

On June 14, 2023, the Commission adopted its work plan and corresponding fiscal year 2023-2024 budget. The plan included a service review and update of the City's SOI as a high-priority item.

### **Draft Study Hearing**

The draft Service Review study was presented to the Commission during its November 6, 2024, meeting. At this meeting, the Commission's consultant provided an overview of its analysis and findings. Subsequently, the Commission opened a 45-day public comment period.

### **Final Study Hearing Continued**

The Commission reviewed the final study during a Special Meeting on January 8, 2025. After a brief presentation by staff and the Commission's consultant, the Commission opened the floor for public comments. Following this, the Commission directed its staff to remove the section on the City's sphere of influence from the service review (pages 89-97). They decided to continue the discussion at the meeting scheduled for today, February 19, 2025.

As directed by the Commission, staff removed pages 89-97 of the study, which contained the consultant's analysis and recommendations regarding amendments to expand the City of Roseville's sphere of influence. Two determinations on page 71 could also be removed because they contain recommendations to expand Roseville's SOI. Page 134 has a map exhibit of Roseville showing a proposed SOI expansion area, but it was left in the study because it was provided to LAFCO as part of a written comment. The balance of the study remains intact.

## Key Findings from the Study

The key findings remain unchanged in the final study. They are provided below.

- **Overall City Governance:** The City maintains an effective governance model encouraging accountability and openness.
- **Management Effectiveness:** City and departmental leadership consistently employ the best management practices in providing services.
- **Water Supply:** The City has adequate water 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 existing contract terms are not violated; and, (3) and after coordination with existing planned water purveyors, Placer County Water Agency, or California American Water Company, as appropriate.
- **Wastewater:** The City has adequate wastewater collection and treatment facilities to meet its current and future needs. If needed, the City could provide wastewater treatment to surrounding areas, but the cost of installing a collection pipe would limit that opportunity.
- **Solid Waste Collection:** The City has an adequate collection fleet to meet its current needs. Future City expansion will provide future collection fleet expansions. The upcoming \$120 million expansion of the Material Recovery Facility will offer great opportunities for processing waste from surrounding areas. The current landfill capacity is projected to be sufficient for approximately 30 years.
- **Parks and Recreation:** For a city of its size, the City has a robust offering of parks, facilities, and recreational opportunities. Approximately one-third of parks and recreation users are non-residents. The department and its services are well-positioned to expand as the City grows.
- **Library Services:** The City's library services collaborate extensively with other libraries and agencies in Placer County and northern California. The library offers its customers various traditional and contemporary services to meet the needs of the clientele of all ages, with the capacity to grow as needed.
- **Stormwater:** The City's stormwater management effectively meets the City's current needs. Future growth is anticipated to have its stormwater needs met as well. The potential for serving outside areas must be studied and engineered case-by-case.

- **Street Maintenance:** The current street maintenance needs are being met, and the City is maintaining its targeted Pavement Quality Index. Providing services to surrounding areas is possible but probably not practical. Maintenance costs increase quickly as the coverage area expands.
- **Public Transit:** The City's current public transit needs are being met through several route-based and on-call services, both within the City, in the County, and to Sacramento (commuter service). Public transit services have excess capacity, as ridership has not yet returned to pre-COVID levels. The City's transit fleet is transitioning to an eventual 100% electric fleet, with a new charging facility being constructed at the City Maintenance Yard.
- **Electric Utility:** The electric utility has sufficient electricity supply and infrastructure to meet the City's current and future needs. It also has mutual aid agreements to provide assistance and power in emergencies. However, it is unlikely that the electric utility will provide regular service to areas outside its existing service area, as other electric utility providers are protective of their service areas.
- **Law Enforcement:** The Police Department is structured to fulfill the City's law enforcement needs, comprising units for special operations, investigations, community services, and professional services. Currently, the department maintains a staffing ratio of 0.95 sworn officers per 1,000 residents. However, there is a recognized need to increase this ratio to 1 officer per 1,000 residents to better serve the community and enhance public safety for any expansion in the future.
- **Animal Control:** The City's animal control services fall under the law enforcement scope of services. They meet the City's current needs and operate in conjunction with the Society for the Prevention of Cruelty to Animals for shelter services and with veterinarians for veterinary services. Animal control provides some limited service outside of city limits, but given current staffing and shelter limitations, there is only limited capacity to provide service beyond existing borders.

## DISCUSSION

This agenda item is for the Commission to complete its scheduled service review of the City of Roseville. This includes adopting the final report as amended and written determinations. As noted in the Background and Analysis sections of the staff's report, the Commission must adopt written determinations to address seven statutory factors.

## ANALYSIS

As part of its considerations, the Commission must consider relevant state law and local policies – the factors under Government Code (GC) section 56430, environmental review, and Placer LAFCO's written policies as noted below.

## Factors Under GC § 56430

Service reviews aim to capture and analyze information about a service provider's governance structure and efficiencies. Service review studies must include an analysis of seven factors, which can be summarized as 1) current service area and services provided, 2) probable future needs based on growth, 3) infrastructure capabilities and deficiencies, 4) financial ability to provide services, 5) disadvantaged unincorporated communities and service needs, 6) effectiveness of governmental structure and alternatives, and 7) any other matter relating to effective or efficient service delivery as required by the Commission. (See GC section 56430 for a comprehensive description of the seven factors.)

## Environmental Review

Public Resources Code section 21084 requires the State CEQA Guidelines (Cal.Code.Reg., tit. 14, § 15000 et seq.) “to include a list of classes of projects which have been determined not to have a significant effect on the environment and which shall, therefore, be exempt from the provisions of CEQA.” (State CEQA Guidelines, § 15300 [Cal.Code.Reg., tit. 14, § 15300].) “In response to that mandate,” the state Secretary for Resources identified a number of classes of projects that “do not have a significant effect on the environment” and “declared [them] to be categorically exempt from the requirement for the preparation of environmental documents.” (*Ibid.*)

Among those classes of projects “declared to be categorically exempt from the requirement for the preparation of environmental documents,” “Class 6 consists of *basic data collection, research, experimental management, and resource evaluation activities* which do not result in a serious or major disturbance to an environmental resource. These may be strictly for information gathering purposes, or *as part of a study leading to an action which a public agency has not yet approved, adopted, or funded.*” (State CEQA Guidelines, § 15306 [Cal.Code.Reg., tit. 14, § 15306], italics added.)

Under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Gov. Code, § 56000 et seq.), a service review “means an analysis conducted by the commission documenting and analyzing the services in a particular geographic region or jurisdictional area . . . .” (Gov. Code, § 56074.5.) A commission conducts a service review “[i]n order to prepare and to update spheres of influence.” (Gov. Code, § 56430, subd. (a).) Accordingly, a service review, almost exactly by definition, is a “resource evaluation activit[y] . . . leading to an action [a sphere of influence update] which a public agency [the commission] has not yet approved.” Thus, the Roseville service review (like all other service reviews for cities and districts) is categorically exempt from any requirement for the preparation of environmental documents under CEQA.

## **Commission Focus Specific to Service Reviews**

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

### *Placer LAFCO Goal 1: Ensure Efficient Governmental Services*

One of the Commission's objectives in achieving its first goal of ensuring efficient governmental services is to conduct service review studies and update SOIs to establish a baseline and prioritize a regular compliance schedule. The Commission has identified service reviews as the process to comprehensively determine that residents receive the services they need and deserve to uphold Placer County's way of life. To this end, the City's service review provides a snapshot of existing services provided by the City and offers recommendations, if necessary, to improve services. Another objective to achieve this goal is for the Commission to adopt SOIs for all cities and special districts, focusing on accommodating future growth. The Commission must complete a service review before updating the City's SOI. Therefore, the adoption of the final service review can help achieve another of the Commission's objectives, and conducting and adopting a service review study for the City of Roseville, as included in the Commission's adopted work plan, facilitates Placer LAFCO SP24-28+ Goal 1.

### *Placer LAFCO Goal 2: Guide Orderly and Reasonable Formation and Development of Government Agencies*

One objective of meeting Placer LAFCO's goal specific to the orderly development of government agencies is to "Monitor service review progress and track implementation results of actions to ensure that the County, cities, and districts are progressing to benchmark and improve our communities." Certainly, conducting regular service review studies for all agencies, such as the City of Roseville, meets the Commission's goal and objectives.

## **STAFF RECOMMENDATION**

The Executive Officer recommends that the Commission adopt the City of Roseville's final Service Review with further direction to remove or retain the two determinations shown on page 71 of the study in tracked change changes, including the required determinations set forth in the study, via the attached proposed resolution.

## **Alternative for Consideration**

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 presentations from staff and the consultant.
- 2) Re-open the public hearing and invite testimony from the public, beginning with the affected agencies.
- 3) Close the public hearing.
- 4) Discuss the item and consider the Executive Officer's recommendation and alternative.

## **ATTACHMENTS**

A – LAFCO Resolution No. 25-01 Adopting the Service Review for the City of Roseville

B – City of Roseville Municipal Service Review dated January 2025

**PLACER LAFCO RESOLUTION NO. 25-01**

**RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF PLACER  
COUNTY ADOPTING THE SERVICE REVIEW FOR THE CITY OF ROSEVILLE**

**(LAFCO Project No. 2023-05)**

**WHEREAS**, pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), commencing with section 56000 *et seq.* of the California Government Code (GC), and more specifically GC section 56430, requiring the Local Agency Formation Commission of Placer County (LAFCO or Commission) to regularly conduct a service review for each local government agency whose principal jurisdiction is within Placer County; and

**WHEREAS**, LAFCO initiated and hired a consultant to prepare a service review of the City of Roseville (City); and

**WHEREAS**, the Commission received a draft Service Review for the City on November 16, 2024, at a noticed public hearing; and

**WHEREAS**, LAFCO circulated the draft study for a 45-day public review and comment period; and

**WHEREAS**, the Executive Officer has reviewed the final study prepared by LAFCO's consultant and has prepared a report including her recommendations and has furnished copies of said report and the final study to the Commission and to all interested persons within the time required by CKH; and

**WHEREAS**, the final study describes and discloses the information required for the review of municipal services of the City pursuant to GC section 56430; and

**WHEREAS**, for California Environmental Quality Act purposes, LAFCO has identified categorical exemption Class 6 (Cal. Code Regs., tit. 14, § 15306) as applicable to the subject study because Class 6 exempts from CEQA projects that consist of basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource; and

**WHEREAS**, at a public hearing at a regularly scheduled meeting of February 19, 2025, the Commission received and considered the final study, including the proposed determinations, all written and oral testimony and comments received, the environmental determination, and the Executive Officer's report and recommendations;

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

1. The final Service Review for the City is found to be adequate and complete pursuant to the requirements of GC section 56430.
2. The Commission independently makes all of the Service Review written determinations for the City of Roseville as described in the final study and by this reference incorporated herein.

3. The Executive Officer is hereby directed to file a Notice of Exemption in compliance with the California Environmental Quality Act.

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of Placer County at a regular meeting thereof, held on February 19, 2025, by the following vote:

AYES:  
NOES:  
ABSENT:  
ABSTAIN:

---

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

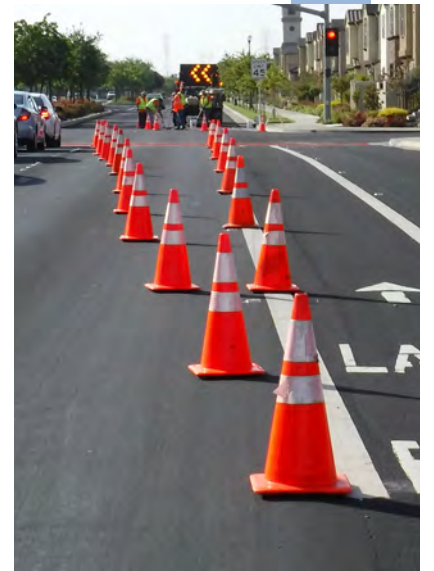
Attest:

---

Amy Engle, Clerk to the Commission



# City of Roseville Municipal Service Review January 2025



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## ACKNOWLEDGMENTS

### **Gratitude to the Roseville City Council**

AP Triton is deeply honored to have been entrusted with conducting this Municipal Service Review by the esteemed Roseville City Council. Our team appreciates the council members' support and confidence in our capabilities. Special acknowledgment goes to:

- Bruce Houdesheldt, Mayor
- Krista Bernasconi, Vice-Mayor
- Scott Alvord, Councilmember
- Tracy Mendonsa, Councilmember
- Pauline Rocucci, Councilmember

### **Appreciation for the City of Roseville, Placer County LAFCO, and the County of Placer Staff**

AP Triton also expresses its profound gratitude to the City of Roseville and Placer County staff, who played a pivotal role in the data gathering and sharing of their invaluable knowledge and expertise. Their contributions were instrumental in the comprehensive development of this Municipal Service Review. We sincerely thank all the dedicated professionals who collaborated with us. We especially appreciate those who generously took time out of their demanding schedules to meet directly with the AP Triton team. Their insights and cooperation were crucial in ensuring the accuracy and thoroughness of our review. Special thanks are due to:

- Dominick Casey, City of Roseville City Manager
- Ryan DeVore, City of Roseville Assistant City Manager
- Heather Blanco, City of Roseville Executive Assistant
- Scott Pettingell, City of Roseville Assistant Finance Director
- Wayne Wiley, City of Roseville Economic Development Project Manager
- Richard Plecker, City of Roseville Environmental Utilities Director

Members of his staff, City of Roseville:

- Sean Bigley
- George Hanson
- Jason Marks
- Bryan Buchanan

- Janice Gainey
- Michelle White
- Vickie Reid
- Tracie Mueller
- Matt Ocko
- Devin Whittington
- Brian Craighead
- Jill Geller City of Roseville Parks, Recreation & Libraries Director  
Members of her staff, City of Roseville:
  - Brian Castelluccio
  - Tara Gee
  - Jeff Nereson
  - Julie Sparkes
  - Rendi Hodge
  - Pam Allen
  - Natasha Martin
- Daniel Leonardich, City of Roseville Management Analyst II, Public Works
- Lauren Hocker, City of Roseville City Planner
- Jeff Beigh, City of Roseville Police Captain
- Jeffrey Kool, City of Roseville Police Lieutenant
- Chris Porter, City of Roseville Electric Utility Assistant Director
- Ed Scofield, City of Roseville Alternate Transportation Manager
- Chris Tamez, City of Roseville Street Maintenance Manager
- Sarah Cooper, City of Roseville Animal Control Supervisor
- Michelle McIntyre, Placer County LAFCO Executive Officer
- Erica Sanchez, Placer County LAFCO Assistant Executive Officer
- Amy Engle, Placer County LAFCO Commission Clerk
- Chris Pahule, County of Placer, Community Development Resource Agency  
Planning Director

This acknowledgment underscores the collective effort required to achieve a comprehensive and insightful review of municipal services. We look forward to continuing to partner and collaborate with the City of Roseville, Placer County LAFCO, the County of Placer, and its dedicated team of professionals to enhance public service and community well-being.

## ACRONYMS

---

ASR	Aquifer Storage and Recovery
BGY	Billion Gallons per Year
CIP	Capital Improvement Projects
CFS	Calls for Service
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act
COVID-19	CO = Corona, VI = Virus, D = Disease, 19 = 2019
CRV	California Redemption Value
CVP	Central Valley Project
DUC	Disadvantaged Unincorporated Community
EUD	Environmental Utilities Department
FOG	Fats, Oils and Greases
JPA	Joint Powers Authority (also Joint Powers Agreement)
LAFCO	Local Agency Formation Commission
MGD	Million Gallons per Day
MRF	Material Recovery Facility
MSR	Municipal Services Review
MyRSVL	My Roseville application
NCPA	Northern California Power Association
PCWA	Placer County Water Agency
PQI	Pavement Quality Index
PUC	California Public Utilities Commission
SOI	Sphere of Influence
SPCA	Society for the Prevention of Cruelty to Animals
SPWA	South Placer Wastewater Authority
WPWMA	Western Placer Waste Management Authority

## INTRODUCTION

### Role and Responsibility of LAFCO

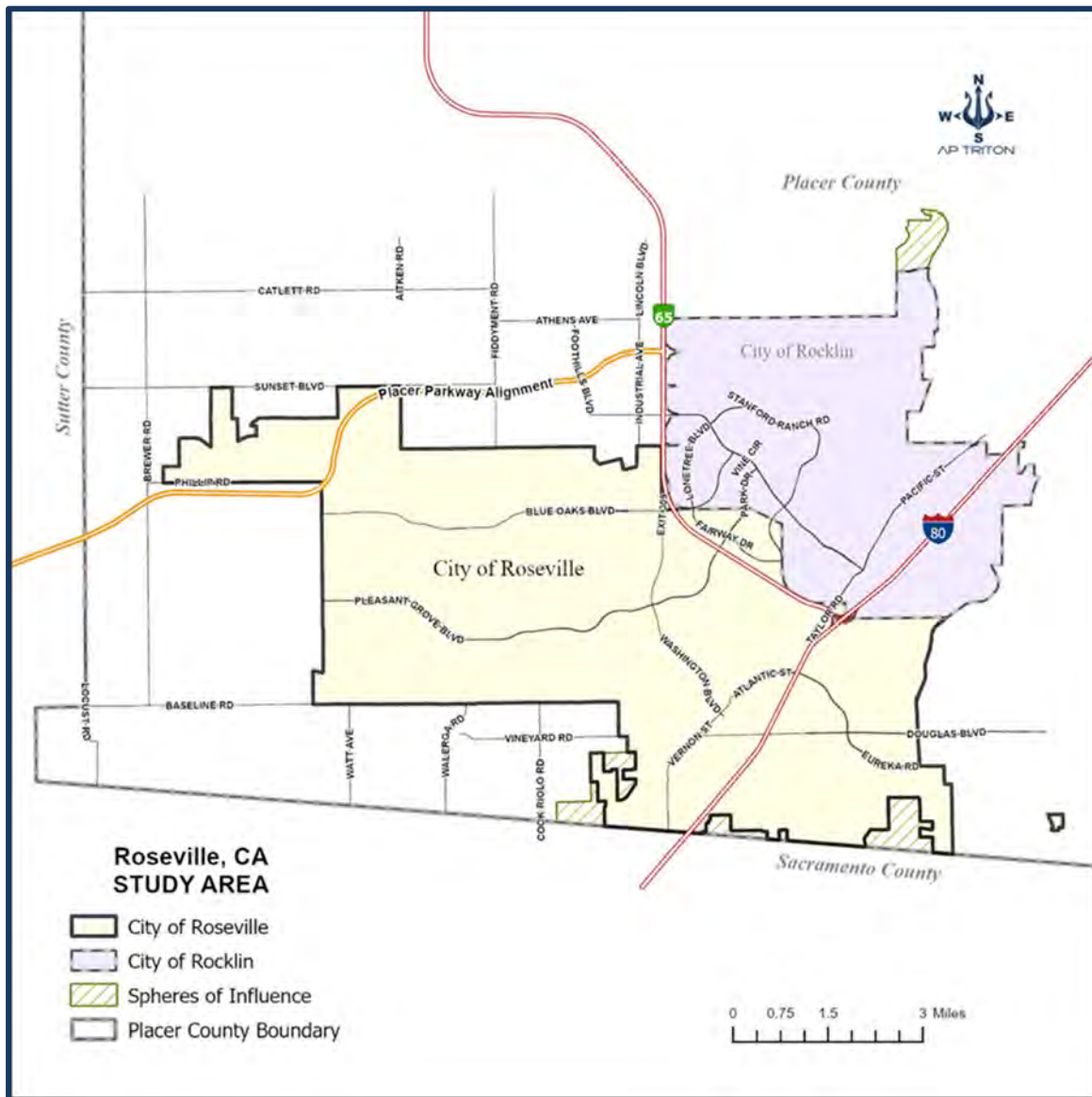
The fundamental role of a Local Agency Formation Commission is to implement the statutory provisions of the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.). The direction of this legislation is to provide for the logical, efficient, and orderly formation of cities, special districts, and related service areas. In defining these policies, the opening preamble to CKH in Government Code Section 56001 states:

*The Legislature finds and declares that it is the policy of the state to encourage orderly growth and development which are essential to the social, fiscal, and economic well-being of the state. The Legislature recognizes that the logical formation and determination of local agency boundaries is an important factor in promoting orderly development and in balancing that development with sometimes competing state interests of discouraging urban sprawl, preserving open-space and prime agricultural lands, and efficiently extending government services. The Legislature also recognizes that providing housing for persons and families of all incomes is an important factor in promoting orderly development. Therefore, the Legislature further finds and declares that this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.*

*The Legislature recognizes that urban population densities and intensive residential, commercial, and industrial development necessitate a broad spectrum and high level of community services and controls. The Legislature also recognizes that when areas become urbanized to the extent that they need the full range of community services, priorities are required to be established regarding the type and levels of services that the residents of an urban community need and desire; that community service priorities be established by weighing the total community service needs against the total financial resources available for securing community services; and that those community service priorities are required to reflect local circumstances, conditions and limited financial resources. The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas. Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities.*

The CKH Act mandates that LAFCO conduct service reviews before or in conjunction with the sphere of influence updates to assess the service capabilities of the agency. It also requires that LAFCO review and update the sphere of influence of each city and special district once every five years, as necessary.<sup>1</sup> The last service review for the City of Roseville was conducted in 2017. This MSR intends to provide Placer LAFCO with the information needed to make mandatory determinations related to the services offered by the City of Roseville.

Figure 1: Roseville, California Study Area



<sup>1</sup> Government Code § 56430.

## Purpose of the Municipal Service Review

The purpose of the Municipal Service Review (MSR) in the context of the City of Roseville is to collect and present data on a comprehensive analysis of service delivery by the City. This presentation will review service provision within the existing City boundaries and the potential of service needs in the areas developing around the City's periphery. The Service Review must include an analysis and a written statement of determination regarding each of the following seven categories.

- **Growth and population projections for the affected area:** This section reviews the projected growth within the existing city and identifies the population growth anticipated for the surrounding areas.
- **Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence:** A disadvantaged community is defined as a community of 12 or more registered voters with a median household income of 80% or less of the statewide median income.
- **Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence:** A discussion is provided regarding the quality, ability, and sustainability of the services offered by the City.
- **Financial ability of agencies to provide services:** A review of the City's fiscal data and rate structures to ensure the viability and sustainability of the City to meet service demands at present and for the future.
- **Status of, and opportunities for, shared facilities:** This section discusses City shared facilities with other entities, such as the County, other cities, and special districts. It will address opportunities for further sharing to avoid duplication of services and cost efficiencies.
- **Accountability for community service needs, including governmental structure and operational efficiencies:** A discussion of the City's current governmental structure and overall managerial practices. An element of this determination is evaluating how well the City will make its government process transparent to its constituents and public and whether it invites and encourages participation.

Any other matter related to effective or efficient service delivery, as required by the commission. This section includes a discussion of any local policies of Placer LAFCO that may impact the City of Roseville's ability to provide efficient services.

### **Uses of the Municipal Service Review**

The concept of a municipal service review was codified in 2000 following the determinations made in the State study identified as "Growth Within Bounds." This document recognized that for a sphere of influence to fulfill its planning function and to determine the probable physical boundary for each agency, its update required the appropriate analytical studies to show the criteria for its designation. An MSR is used to look at an agency's overall operations, identify agencies experiencing issues precluding them from providing their range of services, or identify ways to give the range of services the entity offers more efficiently. Government code Section 56375 allows a LAFCO to act based upon the recommendations within an MSR, which may include, but are not limited to, updating the sphere of influence or making studies of or initiating organizational changes.

The focus of this MSR is to provide Placer LAFCO with the necessary and pertinent information related to the City of Roseville to assess its service capabilities so that it can determine the appropriate sphere of influence (SOI). In evaluating the potential for an expanded sphere of influence, the MSR will provide the information necessary to assess the ability of the City to offer its services to a larger area contemplated for urban uses. This evaluation understands that other independent agencies provide service in the city and its current sphere of influence, which are not a part of this review, i.e., fire protection providers. A separate MSR and SOI Update is currently underway with Placer LAFCO. The MSR discusses the financial condition of the city, its source of revenues, and its projected expenses within the five-year timeframe anticipated for the following service review to be conducted.

## EXECUTIVE SUMMARY

### Growth and Population Projections

As of January 1, 2024, the Esri Demographic Data Services estimates Roseville's population to be approximately 160,366. Roseville has approved nearly 14,000 new home sites, reflecting ongoing development. The City's unemployment rate stands at 3.7%, which is below the state average. The top ten employers in Roseville collectively provide jobs to nearly 16,000 individuals, contributing to the City's economic stability.

*"With ample housing and employment opportunities, Roseville is projected to experience steady growth. The population is expected to reach around 179,000 by 2040, indicating a modest annual growth rate of approximately 1.5%."*<sup>2</sup>

### Disadvantaged Unincorporated Communities

In 2012, SB 244 was enacted to address infrastructure deficiencies in Disadvantaged Unincorporated Communities (DUCs), requiring cities, counties, and LAFCOs to identify and analyze these areas. DUCs are inhabited areas with a median household income of 80% or less of the statewide median. Around Roseville, developments like Placer Ranch and Placer Vineyards do not qualify as DUCs due to higher incomes. Within Roseville's sphere of influence, five unincorporated areas exist, four islands but not DUCs. Despite receiving city services, there is little interest in annexation from Roseville. Placer LAFCO lacks policies for DUCs and islands, and no DUCs exist within or adjacent to Roseville's sphere of influence.

The City of Rocklin surrounds the City of Roseville to the north, Granite Bay (an unincorporated community) to the east, and the City of Citrus Heights within Sacramento County to the south. The territory 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.

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<sup>2</sup> Sacramento News & Review and Data USA.

## Present and Planned Capacity of Public Facilities

- **Water Utility:** Water supply and expansion capacity are adequate to meet current service demands, contemplated growth, and potential expanded service areas.
- **Wastewater Utility:** Current wastewater collection and treatment capacity are adequate to meet current service demands, contemplated growth, and potential expanded service areas.
- **Refuse Collection:** The Material Recovery Facility's (MRF) collection fleet and capacity are adequate to meet current service demands. An expanded fleet will be necessary for expanded service areas.
- **Parks and Recreation:** Current facilities, services, and recreational opportunities are adequate to meet community needs, however, rapid growth in western Roseville increases the demand for added programs and facilities in this area. Facilities and programs continually evolve to meet the public's changing tastes and new interests.
- **Stormwater:** Current facilities and maintenance efforts are adequate to provide stormwater relief and property protection throughout the City. However, specific potential at-risk locations receive increased attention, especially before storm events.
- **Street Maintenance:** The current fleet of vehicles and equipment is adequate to meet Pavement Quality Index (PQI) goals. Any expansion in the City limits will require an additional fleet and equipment.
- **Public Transit:** Current service levels are adequate to serve community needs. Service levels are sometimes excessive because post-COVID-19 pandemic ridership has not returned to pre-pandemic levels. A variety of transit services are offered to meet the varying community needs.
- **Libraries:** Current services are available to residents and non-residents alike. Rapid growth in western Roseville increases the demand for added library services in this area. Riley Library is most impacted by this growth, seeing more annual visitors than the other two libraries combined.
- **Electric Utility:** Current electrical power supply and infrastructure capacity are adequate to meet current service demands and contemplated growth.
- **Animal Control:** Current service levels meet community needs.

- **Police Department:** Roseville's Police Department stands as a model of proactive, community-oriented policing. Through its comprehensive approach to law enforcement, the department protects life and property and works diligently to build and maintain trust within the community. By prioritizing crime prevention, community engagement, collaborative partnerships, specialized units, and continuous improvement, the department ensures that it remains responsive to the needs of Roseville's residents. As it moves forward, the department remains committed to safeguarding the community and enhancing public safety in an ever-changing world.
  - With a staff allocation of 223 employees, the department includes 153 full-time sworn positions and 70 professional staff members. Additionally, the organization has a cadre of 43 volunteers and four reserve police officers. As of July 2024, current vacancy rates equal ten sworn positions and two professional staff members.
  - With 153 full-time sworn officers, the ratio is 0.95 officer(s) per 1,000 residents.
  - The crime rate has decreased since the last MSR in 2017 from fewer than 3,000 crimes per 100,000 population to 2,225 in 2022.
  - All arrestees that require booking and fingerprint processing are transported to the Placer County Sheriff's Department, as the Roseville Police Department ceased all jail operations in 2017.
- **Fire Protection:** This 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.

### Financial Ability to Provide Services

The City Council approved an FY 2024 Budget (all funds) of \$783.9 million in expenses, offset by \$793.9 million in revenues. The City's two largest revenue sources are Taxes and Charges for Services. Property Tax revenues comprise nearly 9% of all revenues, while Sales Tax accounts for just over 13%. The City operates electric, water, refuse collection, and wastewater utilities. Charges for services associated with these utilities comprise 41% of all revenues. Major expense categories include Personnel Costs (35% of all expenses) and Materials, Supplies, and Services (38%). The purchase of power and water for the City's utilities accounts for nearly \$92 million (12% of all expenses).

Budgeted FY 2024, General Fund expenses are \$229.3 million, offset by \$231.7 million in revenues. Taxes (Sales Tax and Property Tax) account for 75% of General Fund revenues. Public Safety (Police and Fire) accounts for the most considerable General Fund expenses (45% of General Fund expenses).

The City has identified \$484.5 million in capital improvement projects (CIP) over the next five years (FY 2024 through FY 2028). City's Electric Utility projects account for 30% of this total, while Public Works projects account for 34%. The City's Enterprise Funds fund 63% of CIP projects for this period.

The City's debt has reduced from \$476.8 million in FY 2020 to \$297.2 million in FY 2024.

The City has adopted fiscally prudent reserve policies, establishing targeted levels of General Fund reserves, equating to 25% of the annual General Fund operating budget. The City complies with this policy and currently has fully funded reserves.

## Status and Opportunities for Shared Facilities

This section of the MSR intends to discuss the opportunities for the City to share facilities, programs, or direct services with neighboring agencies or communities. Sharing services can provide cost savings and a more efficient and sustainable service delivery pattern for some of its services.

- **Water Utility:** Currently, it has 17 points of interconnection to customers outside of the city limits. While capacity may exist to serve additional areas, expansion of service area opportunities may be limited by use restrictions contained in water contracts. Increased regulatory requirements must be considered when considering expansion.
- **Wastewater Utility:** It is currently operating under a Joint Powers Agreement with the South Placer Wastewater Authority. Increased regulatory requirements must be considered when considering expansion.
- **Refuse Collection:** Planned expansion of MRF may create opportunities for regional expansion and economies of scale.
- **Parks and Recreation:** Currently about one-third of customers are citizens from outside of the city limits. That ratio of shared use is not expected to change anytime soon. When and where appropriate, fee structures should reflect resident versus non-resident rates.
- **Stormwater:** No opportunities for shared facilities were identified.

- **Street Maintenance:** No opportunities for shared facilities were identified.
- **Public Transit:** Current shared facilities include an operating agreement with South Placer Transit, commuter service to Sacramento, and non-resident use of city bus routes. Additional shared services are to be analyzed on a case-by-case basis.
- **Libraries:** Current shared services include Placer County in the West Roseville unincorporated area, the NorthNet Library System Consortium, and cross-lending with 41 other northern California libraries. Opportunities for additional shared facilities are abundant.
- **Electric Utility:** Opportunities for shared facilities are unlikely except for mutual aid in emergency situations.
- **Animal Control:** Contracts for sheltering and veterinary services with the Society for the Prevention of Cruelty to Animals (SPCA) and local veterinarian services.
- **Law Enforcement:** The City of Roseville actively partners with local, county, and state law enforcement agencies to ensure the safety and well-being of its residents. This collaborative approach includes sharing resources, information, and strategies to address crime, public safety concerns, and emergencies. The Roseville Police Department works alongside neighboring police departments, the Placer County Sheriff's Office, the California Highway Patrol, and other regional agencies to implement coordinated enforcement efforts, conduct joint investigations, and participate in task forces targeting specific issues such as narcotics, gang activity, and traffic safety. These partnerships help optimize response times, enhance crime prevention measures, and ensure a unified approach to maintaining peace and order throughout the region.
- **Fire Protection:** This MSR did not specifically include an evaluation of fire protection and emergency medical response in its data analysis. This analysis is being completed 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.

## **Government Structure and Accountability**

The City operates as a Council-Manager form of government. It is governed by a City Council of five members, elected by district to four-year terms. The Mayor and Vice Mayor positions are served on a rotational basis by Council District number. The City Council appoints the City Manager and City Attorney. The City Manager serves as the Chief Executive Officer of the City, overseeing 14 operational departments. The City is a full-service city that provides its citizens with various services.

Accountability is maintained through intentionally maintained transparency, including open public access to City Council meetings and online availability of budgetary and financial reports. It is also maintained by publishing business metrics, workload indicators, and best management practices.

## **Other Matters Related to Effective Service Delivery**

Adequate financial allocations and reserves must be maintained to preserve service levels and protect against economic downturn impacts.

## **Sphere of Influence Recommendations**

The MSR has shown that the City continues to be well-run and transparent in its operations. The City's efforts in developing a strategic plan have provided a blueprint for operating the City in a sustainable, efficient working environment.

The existing sphere of influence of the City contains developed areas, some of which receive their water service from the City. City staff has indicated that due to the developed nature of the area, there is little opportunity or interest in pursuing annexation. However, this position would be countered with the knowledge that the City currently provides the area water service, it is typically the first responder for fire protection and emergency medical response to the area, and the residents already benefit from the library, parks, and transit service of the City without the City receiving the benefit of property tax revenues.

This MSR suggests that the City of Roseville's sphere of influence should be expanded to include the unincorporated areas to the west and southwest. 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.

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## Section I: CURRENT CONDITIONS

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## CITY OF ROSEVILLE PROFILE

### Introduction

Nestled in the heart of Placer County, California, the City of Roseville is a testament to resilience, growth, and community spirit. With a population projected to reach 160,366 by January 1, 2024, and encompassing 42.26 square miles, Roseville is not only the largest city in Placer County but also a vital part of the Sacramento Metropolitan Area in Northern California. Its evolution from a railroad junction in the 1860s to a thriving urban hub is a story of strategic development, economic vibrancy, and exemplary governance.

### Early History and Incorporation

The roots of Roseville trace back to its establishment as a crucial railroad junction during the westward expansion era of the late 19th century. Initially serving as a vital link for transportation and trade, the burgeoning settlement around the junction soon attracted settlers and businesses. This influx of population and economic activity laid the foundation for Roseville's official incorporation as a city in 1909, marking a pivotal moment in its history. The City's early growth was closely tied to the expansion of the railroad industry, which not only facilitated the movement of goods and people but also spurred residential and commercial development in the region.

### Infrastructure and Transportation Network

Its robust infrastructure and strategic transportation network are central to Roseville's development. The City is intersected by two major highways: Interstate 80, a key east-west route connecting the San Francisco Bay Area with the Sierra Nevada mountains, and State Route 65, which provides north-south access. These highways facilitate regional connectivity and serve as catalysts for economic development, attracting businesses and supporting the City's vibrant retail and commercial sectors.

In addition to highways, Roseville benefits from a well-maintained network of local streets and roads managed by the City's Public Works Department. This department plays a critical role in ensuring the functionality and safety of Roseville's infrastructure, encompassing everything from road maintenance, traffic management, and new road and City facility construction to facility maintenance, fleet maintenance, and public transit services. The City's commitment to infrastructure investment underscores its dedication to supporting economic growth, enhancing quality of life, and fostering sustainable development for current and future generations.

## **Economic Diversity and Major Employers**

Roseville's economic landscape is characterized by its diverse industries, robust commercial sectors, and prominent employers. At the forefront of its economic vitality are major retail centers such as the Westfield Galleria at Roseville and the Fountains at Roseville, which offer extensive shopping, dining, and entertainment options for residents and visitors alike. These retail destinations contribute to the City's sales tax revenue and serve as community gathering places and cultural landmarks within the region.

In addition to retail, Roseville hosts a significant corporate presence with major employers spanning the healthcare, technology, education, and public administration sectors. Kaiser Permanente, Hewlett Packard Enterprise, Sutter Roseville Medical Center, and Union Pacific Railroad are among the largest employers in the City, providing thousands of jobs and driving economic growth. Furthermore, the presence of educational institutions such as the Roseville Joint Union High School District and the Roseville City School District underscores Roseville's commitment to education and community development, ensuring a skilled workforce and fostering lifelong learning opportunities.

## **Governance and City Administration**

Roseville operates under a Council-Manager form of government, a model designed to promote efficiency, accountability, and community engagement in municipal affairs. The City Council, composed of five members elected by district to staggered four-year terms, serves as the legislative body responsible for establishing policies, adopting budgets, and overseeing city operations. The positions of Mayor and Vice Mayor rotate annually among council members, ensuring equitable representation and leadership across the City.

Central to the Council-Manager system is the role of the City Manager, appointed by the City Council to serve as the chief executive officer responsible for implementing council policies and managing the day-to-day operations of the City. The City Manager oversees 14 operational departments, each tasked with delivering essential services and programs that contribute to the well-being and prosperity of Roseville residents. These departments encompass many functions, including public safety, utilities management, parks and recreation, library services, and community development, reflecting the City's commitment to providing comprehensive and responsive governance.

## **Municipal Services and Departments**

As a full-service city, Roseville prides itself on its ability to deliver a comprehensive range of municipal services that enhance quality of life, promote sustainability, and support economic vitality. The City's operational departments play a critical role in fulfilling this mission, providing essential services across multiple sectors and ensuring the efficient management of public resources.

**Electric Utility Department:** The Electric Utility Department (Roseville Electric Utility) manages the City's electricity supply, delivery, operations, and maintenance, including transmission, distribution, generation, renewable energy, and streetlights. The department also houses the City's billing, credit, and collections for all city services. The Electric Utility partners with the Environmental Utilities to educate and benefit the public through the Utilities Exploration Center. Roseville Electric develops programs for businesses and residents to help them manage costs during California's rapid path toward decarbonization.

**Environmental Utilities Department:** The Environmental Utilities Department manages the City's water supply, treatment, and distribution systems, ensuring reliable access to safe and clean drinking water for residents and businesses. Additionally, the department oversees wastewater collection, treatment, and discharge processes, promoting environmental stewardship and compliance with regulatory standards. Through innovative programs in solid waste management, recycling, green waste collection, and food organics processing, the department advances sustainable practices and fosters community-wide participation in environmental conservation efforts.

**Public Works Department:** The Public Works Department serves as the backbone of Roseville's infrastructure network, maintaining and enhancing streets, and public facilities essential to community mobility and safety. From road maintenance and traffic engineering to stormwater management and public transit services, the department plays a vital role in supporting economic development, improving transportation efficiency, and preserving environmental quality. Its proactive approach to infrastructure planning and maintenance ensures resilience against natural hazards and enhances the overall livability of Roseville for residents and businesses alike.

**Parks, Recreation, and Libraries Department:** The Parks, Recreation, and Libraries Department enriches the quality of life in Roseville by providing diverse recreational opportunities, preserving natural spaces, and promoting cultural enrichment through library services. The department oversees developing and maintaining parks, community centers, and recreational facilities catering to residents of all ages and interests. Through innovative programming in sports leagues, fitness classes, arts and culture events, and educational workshops, the department fosters community engagement, promotes healthy lifestyles, and strengthens social bonds across Roseville.

**Police Department:** The Roseville Police Department is responsible for providing comprehensive law enforcement services to the community of Roseville. Its core functions include:

- **Crime Prevention and Community Engagement:** The department works to prevent crime through community outreach, education, and partnerships. Programs such as Neighborhood Watch and school resource officers help foster a strong relationship between law enforcement and the community, encouraging public involvement in safety initiatives.
- **Patrol Operations:** Uniformed police officers conduct routine patrols throughout the City, responding to calls for service, enforcing laws, and maintaining a visible presence to deter criminal activity. Patrol officers are often the first responders to emergencies, accidents, and incidents requiring law enforcement intervention.
- **Investigations:** The division has specialized units, such as Investigations and the Crime Suppression Unit, responsible for investigating crimes ranging from drug offenses, property offenses, and serious violent crimes. These units work to solve cases, gather evidence, and support prosecutions.
- **Traffic Enforcement and Safety:** The department focuses on traffic safety by enforcing traffic laws, conducting DUI checkpoints, and promoting safe driving practices. Officers also investigate traffic accidents and provide education on pedestrian and cyclist safety.
- **Special Operations Units:** The Roseville Police Department includes various specialized units such as Special Weapons and Tactics (SWAT), Unmanned Aerial Systems, and Critical Incident Negotiations to handle specific situations that require advanced skills and equipment. These units are trained to manage high-risk incidents, including hostage situations, search and rescue operations, and other critical events.

- **Emergency Management and Response:** The department is crucial in emergency preparedness and response, coordinating with local, state, and federal agencies to manage and mitigate disasters and significant incidents. This includes planning for natural disasters, public health emergencies, and other large-scale crises.
- **Public Safety Communications:** The department operates a communications center that handles 911 emergency calls and dispatches police, fire, and medical services. The center is critical in ensuring timely emergency responses and coordinating efforts across multiple agencies.
- **Support Services:** In addition to frontline law enforcement, the Roseville Police Department offers various support services, including victim assistance, crime analysis, and records management. These services support the department's operations and provide resources to the public.

**Fire Department:** The City of Roseville Fire Department's mission is to protect and enhance the safety and well-being of residents, businesses, customers, and partners. Roseville Fire responds to medical incidents, fires, hazardous material incidents, rescue situations, and natural disasters. Every Roseville Fire Department Firefighter is certified as a Paramedic or Emergency Medical Technician, and with at least one Paramedic on every response unit. The Department received an ISO Public Protection Classification rating of 2 in January of 2021.

This MSR did not specifically include an evaluation of fire protection and emergency medical response in its analysis. This analysis is being completed in a separate countywide Fire MSR and SOI Update.

The City of Roseville, California, epitomizes the synergy of history, development, governance, and community service that defines a thriving city. From its humble beginnings as a railroad junction to its current stature as a dynamic urban center, Roseville has navigated through decades of growth with foresight, innovation, and a steadfast commitment to community well-being. By leveraging its strategic advantages, fostering economic diversity, and embracing sustainable practices, Roseville continues to evolve as a model city where residents enjoy a high quality of life, businesses thrive, and opportunities abound. As the City looks toward the future, its dedication to innovation, inclusivity, and environmental stewardship ensures that Roseville remains a vibrant and resilient community for generations.

## GROWTH AND POPULATION PROJECTIONS

The 2024 estimated population of 160,366 for Roseville represents an increase of over 1,825 new residents from the previous year. From 2015 to 2024, Roseville experienced an average annual growth rate of 2.2%, down from the 2017 estimate of 4.9%. [Figure 2](#) shows the historical yearly population growth in the City of Roseville from 2015 to 2024.

**Figure 2: Historical Population Growth**

Year	Residents
2015	131,433
2016	134,767
2017	137,753
2018	141,216
2019	144,955
2020	149,218
2021	151,230
2022	155,168
2023	158,541
2024	160,366

The median age of the Roseville population is 40.7 years, and the median household income is \$115,725 per year. Income levels in all income brackets keep pace with Sacramento County, the State of California, and the national U.S. average while slightly outpacing the rest of Placer County. Roseville is not, however, without its at-risk populations, though these numbers are not alarmingly high. Just over 8% of Roseville residents live with disabilities, which is well below the national average of 13%. Additionally, 18.5% are aged 65 and over, which aligns with the national average of 18%. The under-18 demographic is 22.8% of the total population, just over the national average of about 20%. However, 7% of Roseville's households do live below the poverty level, which constitutes about 3,900 of just over 60,000 total households.

Population growth often depends on jobs and available housing, though with the post-Covid shift to more remote employment options, this correlation is not as tight as it once was. The 2024 estimate is that Roseville has 77,942 employed people but only 6,906 local businesses, down from the 2017 estimate of 10,772 companies. Placer County's unemployment rate is 3.4% below the national average of 4.1%, while Roseville's unemployment rate is slightly higher than the national average at 4.9%. This is, however, a complete percentage point lower than the unemployment rate for California, which is 5.9%.

Roseville's workforce has attained a higher level of education than the national average. A far lower number, 2.1%, have failed to achieve at least a high school diploma than the national average of 8.9%. Additionally, 32.7% of Roseville residents have attained a bachelor's degree, well above the national average of 23.5%. Roseville is also above the national average for graduate degrees, with an average of 14.8% compared to the national average of 14.4%. Roseville has a workforce that is ready for jobs in the tech sector and other professional verticals that require advanced degrees and technical sophistication. The Roseville workforce is well prepared for the trade industries with high attainment of high school diplomas and associate degrees. Roseville currently has a workforce of 73.2% white collar, 11.4% blue collar, and 15.4% service-related.

## DISADVANTAGED UNINCORPORATED COMMUNITIES

In 2012, SB 244 (Wolk) provisions related to Disadvantaged Unincorporated Communities (DUCs) went into effect. The legislation intended to address infrastructure deficiencies within defined communities of lower socio-economic standing. Within the bill, it established new requirements for land authorities, cities, and counties to address islands, legacy, and fringe communities, to define their location, and to analyze seven specific services to ensure they were adequate for the area. For LAFCOs, the bill added requirements for the analysis and an exact determination made during a municipal service review to include the location and characteristics of any disadvantaged unincorporated community.

The bill's language defined the term "disadvantaged unincorporated community" as an inhabited area (defined by LAFCO law in GC Section 56046) or as may be determined by LAFCO policy that meets the criteria specified by Water Code Section 79505.5. The water code section clarifies the definition of a DUC, stating that it consists of at least ten dwelling units in a fringe, island, or legacy community in which the median household income is 80% or less of the statewide median income. Government Code Section 65302.10 provides definitions of each of the community types reading:

- (2) "Unincorporated fringe community" means any inhabited and unincorporated territory that is within a city's sphere of influence.
- (3) "Unincorporated island community" means any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean.
- (4) "Unincorporated legacy community" means a geographically isolated community that is inhabited and has existed for at least 50 years.

Several communities are developing around the periphery of the City of Roseville, such as Placer Ranch, Placer Vineyards, etc. These combined specific plan areas anticipate a cumulative population of 53,593. But all these areas are outside the City of Roseville's sphere of influence. Given the composition of the census tracts in the general area, it is anticipated that these developments will be composed of households having the same median income, which exceeds the threshold for a DUC classification.

Within the existing sphere of influence for Roseville are five separate unincorporated areas. Of these five spheres of influence areas, four would meet the criteria of an island as outlined above. However, none meet the requirements of a disadvantaged unincorporated community based on their median incomes. A review of the status of the island areas with representatives of the City identified little interest in annexation on the City's part. This is even with the understanding that most are currently receiving services from the City without the benefit of an out-of-agency service agreement. In addition, three of the four island areas would qualify for using the special island annexation provisions within CKH as they are less than 150 acres in size. The Placer LAFCO does not currently have policies related to DUCs or island areas to address these areas of concern.

### **Determination**

No disadvantaged unincorporated communities are in the Roseville sphere of influence or adjacent to it.

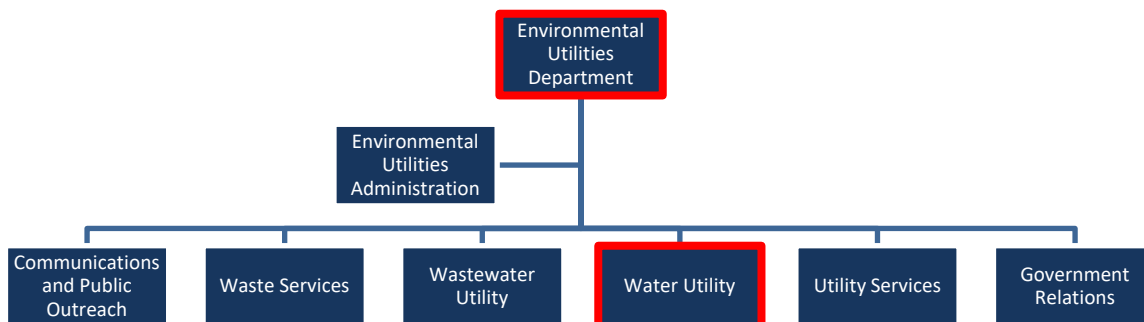
## PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES

The City of Roseville is a full-service city providing the full complement of essential services needed by an urbanized community. The City offers its residents the services of water, wastewater, solid waste, law enforcement, fire, street maintenance, stormwater collection, public transit, parks and recreation, libraries, and an electric utility. The services are complemented by special districts that overlay the City area as well as its sphere of influence and surrounding unincorporated territory.

### Water

The Water Utility is a division of the Environmental Utilities Department. The Water Utility is staffed by 73 full-time equivalent positions, although as of May 2024, there were eight vacancies. The staff provides comprehensive water management services of supply production, treatment, distribution, delivery, and fire suppression.

**Figure 3: Roseville Environmental Utilities Department—Water Utility Organization Chart**



Responsibilities include:

- Operating and maintaining the Barton Road Treatment Plant, which treated a max of 51 million gallons per day last year, with a 100 million gallons per day maximum design capacity.
- Operating and maintaining six aquifer storage & recovery (ASR) wells and one production well.
- Operating and maintaining eight treated water storage tanks with a combined storage capacity of 44 million gallons.
- Maintaining 700 miles of water main pipes.

- Providing water delivery to 50,420 customer water meters.
- Maintaining 5,600 fire hydrants.
- Conducting cross-connection and backflow testing to ensure water quality.
- Administering water efficiency and rebate programs.
- Maintaining 5 water booster pump stations.
- Maintaining a 10-year capital improvement plan, updated annually.

The City of Roseville has a Central Valley Project (CVP) contract with the Bureau of Reclamation for 32,000 acre-feet of Class I water delivered through the Folsom Reservoir intake. This CVP contract was signed for 40 years in 2020, with no known restrictions to extend beyond that period. The City also shares a Joint Powers Authority agreement with the Placer County Water Agency for 34,000 acre-feet per year with a 10,000 acre-feet per year option.

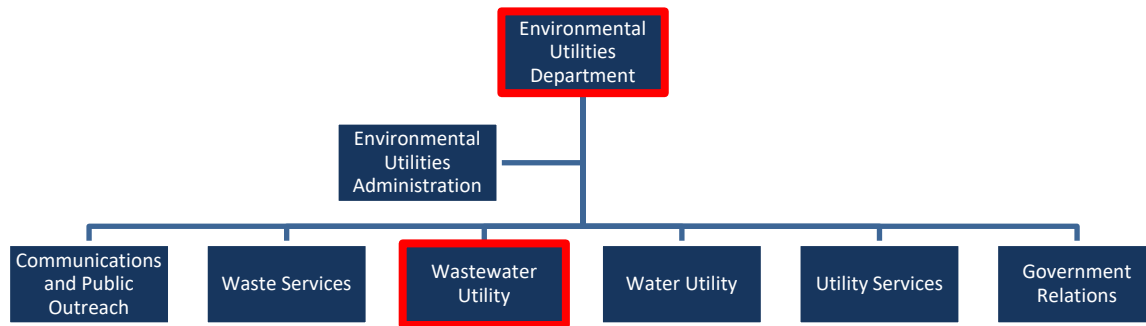
The Water Utility provides a nominal level of water service to certain areas outside of the City limits. There are 17 interconnection points to outside areas. As of May 2024, staff were finalizing their efforts to complete documentation of those cooperative services.

Recruiting and developing an adequate number of qualified and certificated treatment plant operators and distribution technicians is one of the more significant challenges facing the City of Roseville and other water agencies well into the future. Water Utility leadership is purposeful in their staff development and succession planning.

## **Wastewater**

The Wastewater Utility is a division of the Environmental Utilities Department. The Wastewater Utility is staffed by 110 full-time equivalent positions, although as of May 2024, there were nine vacancies. The staff provides comprehensive wastewater management services of collection, treatment, and discharge.

Figure 4: Roseville Environmental Utilities Department—Wastewater Organization Chart



Responsibilities include:

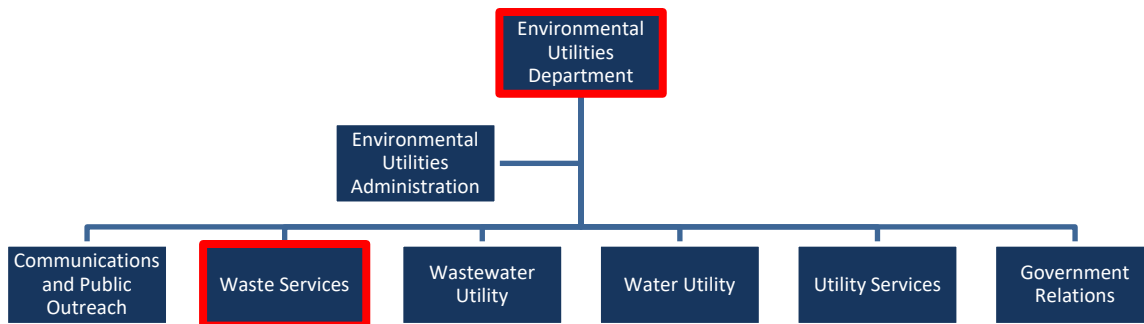
- Operating and maintaining a sewer collection system with infrastructure that includes 855 miles of sewer mains, 12,500 sewer manholes, and 20 lift stations.
- Operating and maintaining a wastewater treatment process, with infrastructure that includes two wastewater treatment facilities treating 6.33 billion gallons of tertiary-level treated wastewater per year.
- Operating and maintaining two recycled water pump stations, serving 1.26 billion gallons of recycled water to large green space areas, including parks, golf courses, school grounds, and utility corridors.
- Administration of customer cooperation and education programs, including industrial pre-treatment and FOG (fats, oils, grease).
- Obtaining and complying with the National Pollutant Discharge Elimination System (NPDES) and other relevant permitting at the federal, state, and regional levels.
- Maintaining a 10-year capital improvement plan, updated annually.

The Wastewater Utility shares sewer collection mains with many existing partners, operating under a Joint Powers Agreement with the South Placer Wastewater Authority. Collection and treatment capacity is adequate to meet the City’s growth-driven needs in the next several years and help other underserved county areas. Recruiting and developing a proper number of qualified and certificated plant operators is one of the more significant challenges facing the City of Roseville and other wastewater treatment agencies well into the future. Wastewater Utility leadership is purposeful in their staff development and succession planning.

## Solid Waste

The Refuse Division of the Environmental Utilities Department provides collection services, processing, and delivery of various waste streams within the City. The division is staffed by 73 full-time employees, although as of May 2024, there were nine vacancies. The division collects 145,000 tons of refuse annually.

Figure 5: Roseville Environmental Utilities Department—Water Services Organization Chart



Responsibilities include:

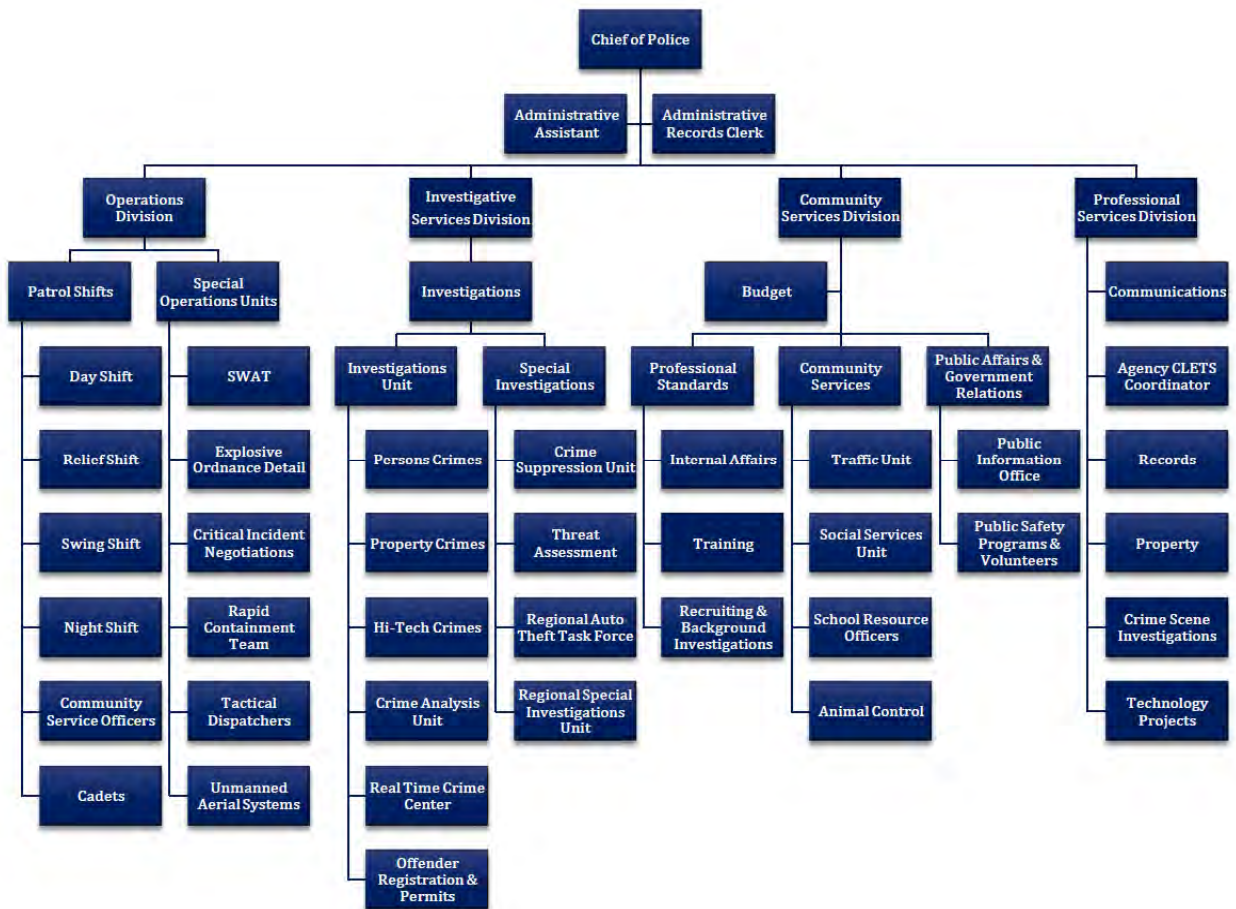
- Servicing 52,000 households and 1,500 commercial accounts for the collection of garbage and green waste.
- Operating a large Material Recovery Facility (MRF), which separates and sorts recyclable materials from trash.
- Franchising with private entities to provide neighborhood clean-up programs and large dumpster rentals.
- Operating notable routes for collection of household hazardous wastes and fats-oils-greases.
- Operating an organic recycling program.
- Operating a cardboard drop-off program.
- Funds street sweeping program performed by Street Maintenance.

For California Redemption Value (CRV) items, citizens are directed to any one of several privately operated CRV centers in and around the City. The division plans a \$120 million upgrade of the current MRF, which may create some processing capacity for areas outside the City limits.

## Law Enforcement

The Police Department is a comprehensive, full-service organization dedicated to ensuring public safety and maintaining order within the community. With a staff allocation of 223 employees, the department includes 153 full-time sworn positions and 70 professional staff members. Additionally, the organization has a cadre of 43 volunteers and four reserve police officers. As of July 2024, current vacancy rates equal ten sworn positions and two professional staff members.

Figure 6: Roseville Police Department Organizational/Hierarchical Matrix



### Organizational Structure and Divisions

The Police Department is structured into four vital divisions, each responsible for specific law enforcement and public service aspects.

#### Professional Services Division

The Professional Services Division has six different units, encompassing:

- **Communications:** Handles emergency calls and responses, dispatch services, 911 related records management, 911 related public information dissemination, technology implementations & maintenance, critical information retrieval and entry into various public safety systems and mass public notification systems, staff training, inter-agency coordination, and crisis management to ensure efficient and effective communication and response to incidents.
- **Agency CLETS Coordination:** The ACC has direct management and oversight over the agency's access and use of the California Law Enforcement Telecommunications Systems (CLETS), administering required training to personnel and ensuring compliance with state regulations for use of all law enforcement telecommunications systems, and for the on-site physical security and confidentiality of Confidential Justice Information (CJI), to include the exchange and tracking of CJI. All DOJ CLETS Audits are handled by the ACC.
- **Records:** The Records Unit processes and distributes police reports, citations, and other law enforcement records to a variety of law enforcement agencies, courts, and other legal entities, and receives and responds to questions and requests for police records from the public and outside agencies by phone, email, or in person at the front counter. The unit ensures crime reports are classified according to established federal crime index guidelines, accurately indexes case information, and ensures compliance with all legal requirements related to police records management and the laws governing the release of law enforcement information.
- **Property:** The Property unit performs technical and administrative tasks associated with receiving, tracking, categorizing, storing, controlling, and disposing of police evidence and property. The unit's primary responsibility is to protect the integrity of evidence throughout the judicial process and to ensure compliance with all state and local laws regarding the collection, storage, and disposition of property and evidence
- **Crime Scene Investigations:** The CSI unit documents crime and fatal traffic accidents scenes through photographs and 3D scans, processes for physical and trace evidence, including fingerprints and DNA, at scenes or in the onsite laboratory, and collaborates with the Investigations unit and the District Attorney's Office to provide crucial evidence for criminal investigations and court proceedings. The unit also coordinates forwarding evidence on to other forensic experts at major crime laboratories for more in-depth processing.

- **Technology Projects:** Manages, plans for, budgets, and implements various technological initiatives and projects aimed at enhancing operational efficiency, improving communication systems, upgrading IT infrastructure, implementing new software for crime data analysis, developing digital forensic capabilities, and ensuring compliance with technological advancements in law enforcement practices. They may also oversee the integration of emerging technologies such as surveillance systems, body cameras, and data analytics tools to support investigative efforts and overall departmental operations.

### Community Services Division

The Community Services Division supports the Department's Community Policing and Crime Reduction strategies. They are liaisons between the Police Department and the community, utilizing various forms of outreach to engage and educate community members, empowering them with the knowledge and tools to avoid being a victim of crime and to proactively deter crime in their neighborhoods:

- **Budget:** The Police Department's Budget division manages financial resources, allocates funding for equipment, training, and personnel, and ensures fiscal responsibility and transparency in economic matters. The FY 2024 approved budget for the Police Department totals \$59.5 million from all funding sources and supports 223 full-time equivalent (FTE) positions (153 sworn and 70 professional).

Figure 7: Roseville Police Department Budget Snapshot

Police Department	2023 Adopted Budget	2023 Amended Budget	2024 Adopted Budget
<b>Divisions</b>			
Administration	8.0	8.0	8.8
Records/Property	3.2	3.2	3.6
Communications	4.2	4.2	4.6
Social Services	2.3	2.4	1.9
Patrol	24.8	25.8	29.0
Investigations	6.0	6.0	5.3
Traffic	2.1	2.1	2.0
Animal Control	1.6	1.6	1.7
Vehicles	2.6	2.6	2.6
<b>Total Expenditures</b>	<b>\$ 54.8</b>	<b>\$ 55.9</b>	<b>\$ 59.5</b>

<b>Major Expenditure Category</b>			
Salaries and Wages	24.9	25.1	27.2
Benefits	16.9	17	17.4
Materials, Services and Supplies	12.9	13.9	15.2
Internal Reimbursements	—	(0.2)	(0.5)
Capital Outlay	0.1	0.1	0.2
<b>Total Expenditures</b>	<b>\$ 54.8</b>	<b>\$ 55.9</b>	<b>\$ 59.5</b>

<b>Funding Summary</b>			
General Fund	54.60	55.50	58.81
Supplemental Law Enforcement	0.06	0.13	0.36
Forfeited Property	0.05	0.05	0.05
Federal Asset Seizure	0.05	0.05	0.05
Traffic Safety	—	0.13	0.10
Police Evidence	0.02	0.02	0.02
Equipment Replacement	—	—	0.10
<b>Total Expenditures</b>	<b>\$ 54.8</b>	<b>\$ 55.9</b>	<b>\$ 59.5</b>

- **Professional Standards:**
  - **Internal Affairs:** Investigates allegations of misconduct or violations of department policies by officers to maintain integrity and accountability within the department.
  - **Training:** Develops and coordinates ongoing training programs to ensure officers have the necessary skills and knowledge to perform their duties effectively and safely.
  - **Recruiting and Background Investigations:** Recruits new officers through rigorous screening processes, including background checks, to ensure qualified candidates who uphold departmental standards are selected.
- **Community Services:**
  - **Traffic Unit:** This unit enforces traffic laws, investigates traffic accidents, and educates the public on safe driving practices to promote traffic safety within the community.
  - **Social Services Unit:** Provides assistance and support to community members in need, including victims of crime, unhoused individuals, and those facing behavioral health crises.
  - **School Resource Officers:** Build positive relationships between law enforcement and schools, ensure safety on school campuses, and provide guidance and education to students on legal issues and crime prevention.
  - **Animal Control Officers:** This Animal Control Unit is responsible for various duties related to the safety and welfare of animals and the community. Their responsibilities typically include
    - ◆ **Responding to Animal-Related Calls:** Animal Control Officers respond to calls regarding stray, lost, or injured animals and situations where animals may threaten public safety.
    - ◆ **Enforcing Animal-Related Laws:** They enforce local and state animal control laws, including leash laws, licensing requirements, and regulations on the number of pets allowed per household.
    - ◆ **Investigating Animal Cruelty and Neglect:** Officers investigate reports of animal cruelty, neglect, or abuse. They work to ensure the proper treatment of animals and may remove animals from unsafe conditions.
    - ◆ **Rescuing and Relocating Animals:** They are involved in the rescue and relocation of animals that are in distress, such as those trapped in hazardous situations or dangerous animals that pose a risk to public safety.

- ◆ **Impounding Animals:** Officers may impound stray, abandoned, or surrendered animals. They often work with animal shelters to care for these animals until they can be reclaimed by their owners or adopted.
- ◆ **Educating the Public:** Animal Control Officers educate the public on responsible pet ownership, animal care, and local animal control laws. They may also provide information on how to deal with wildlife encounters.
- ◆ **Handling Wildlife:** Besides domestic animals, officers may handle issues related to wildlife, such as responding to sightings of potentially dangerous wild animals and providing guidance on how to coexist with local wildlife.
- ◆ **Administering Animal Control Programs:** They may oversee programs such as pet adoption events, spay/neuter clinics, and public awareness campaigns related to animal control issues.
- ◆ **Collaborating with Other Agencies:** Animal Control Officers often work with local law enforcement, public health officials, and animal welfare organizations to address animal-related issues and coordinate responses.
- **Public Affairs & Government Relations:**
  - **Public Information Officer:** Acts as a liaison between the police department and the media, disseminating information about department activities, incidents, and public safety initiatives to the public.
  - **Public Safety Programs & Volunteers:** Coordinates community outreach programs and engages volunteers to assist with public safety initiatives, fostering collaboration between the department and community stakeholders to enhance public safety.

### Investigative Services Division

This division is distinguished into two units, the Investigations Unit, and Special Investigations teams:

**Investigations Unit:** The investigations unit conducts follow-up on crimes with potential suspects or leads that are too complex or time-consuming for the initially assigned patrol officer to complete promptly. Investigators also handle cases that require special training, equipment, or other resources. Also housed within the investigation unit are the crime suppression unit, threat assessment, the crime analysis unit, registrant and permit processing, and the real-time crime center.

The investigators, who are also called detectives, specialize in the following areas:

- **Persons Crimes:** Homicide, robbery, sexual assault and other sex crimes, child abuse, and missing person cases.
- **Property Crimes:** Includes Fraud, forgery, identity theft, financial crimes, burglary, theft, and motor vehicle theft.
- **Hi-Tech Crimes:** Investigation of computer crimes, cellular phone extraction, internet crimes against children, and other cases that require specialized training and expertise.
- **Crime Analysis Unit:** The Crime Analysis Unit analyzes crime data to identify patterns, trends, and hotspots, providing intelligence to investigators and patrol officers to aid in crime prevention and resource deployment.
- **Real-Time Crime Center:** The Real-Time Crime Center leverages available technology to assist field response to active incidents faster, more efficiently, and safer.
- **Offender Registration Community Services Officer:** The Offender Registration CSO manages the registration of offenders and ensures compliance with legal requirements.
- **Permit Coordinator Community Services Officer:** The Permit Coordinator CSO oversees the issuance of permits for business such as firearms dealers, pawn brokers, and massage establishments.

### Special Investigations

- **Crime Suppression Unit:** Assists Patrol, Investigations, and other regional teams, conduct gang enforcement, monitor known offenders, narcotics enforcement, human trafficking, and massage issues.
- **Threat Assessment:** The Threat Assessment Unit evaluates potential threats to public safety or individuals, conducts assessments of individuals exhibiting concerning behavior or making threats, collaborates with law enforcement agencies and behavioral health professionals, and develops strategies to mitigate risks and ensure proactive responses to potential threats.
- **Placer County Regional Auto Theft Taskforce (RATTF):** The RATTF was created to investigate crimes, apprehend suspects, and reduce vehicle theft and related crimes within Placer County through aggressive, innovative, and proactive enforcement measures. The Task Force consists of one California Highway Patrol (CHP) Sergeant, one CHP Officer, one Placer County Deputy Sheriff, and one Police Officer from Roseville and Rocklin.

- **Regional Special Investigations Unit (SIU):** SIU's mission is to significantly diminish the availability and use of illegal drugs in Placer County and apprehend the responsible offenders, as well as assist the supervision and monitoring of PRCS (Post Release Community Supervision) and high-risk offender population, thereby increasing public safety.

## Operations Division

This division is distinguished into the Patrol Shifts and Special Operations Units.

### *Patrol Shifts*

The Roseville Police Department's Patrol Division serves as the primary point of contact for the community, providing 24/7 coverage. Uniformed Patrol Officers, Community Service Officers, Cadets, and Animal Control Officers respond to various incidents, from emergencies to routine calls, animal complaints, and traffic accidents.

Patrol Officers are responsible for specific areas within the City's seven designated patrol beats. When not actively responding to calls, they focus on identifying and addressing crime patterns within their assigned neighborhoods. This proactive approach often involves attending neighborhood association meetings to build relationships with residents, encouraging a collaborative effort in addressing community concerns.

The division operates on a rotating schedule. Officers work in shifts that alternate between four eleven-hour shifts followed by three days off and three eleven-hour shifts followed by four days off. This schedule ensures continuous coverage across various periods, including **Day, Relief, Swing, and Night Shifts.**

Officers begin each shift with a designated workout session to maintain physical fitness. Afterward, they participate in a briefing conducted by the shift change Sergeant, receiving updates on ongoing situations and recent events. This preparation ensures they are well-informed and ready to patrol their designated areas.

### **Community Services Officers**

Community Service Officers (CSOs) are professional staff members of a police department who support sworn officers and assist with various non-emergency public safety duties. Their responsibilities can vary depending on the specific needs of the community and the policies of the police department, but typical duties include:

- **Public Assistance:** CSOs provide public assistance, such as giving directions, providing information, and answering general inquiries. They often act as a liaison between the community and the police department.
- **Traffic Control:** They help with traffic control during events, accidents, or other situations where directing traffic is necessary to ensure safety and smooth flow. This includes setting up and managing road closures and detours.
- **Non-Emergency Incident Response:** CSOs respond to non-emergency calls for service, such as taking reports of minor crimes (e.g., thefts, vandalism), documenting accidents without injuries, and handling noise complaints.
- **Parking Enforcement:** They enforce parking regulations, issue citations for parking violations, and manage situations involving abandoned vehicles.
- **Crime Prevention:** CSOs may participate in community outreach and crime prevention programs. This includes conducting neighborhood watch meetings, safety presentations, and distributing crime prevention materials.
- **Report Writing and Documentation:** They assist with writing reports for incidents they handle, documenting details accurately and thoroughly. This helps relieve sworn officers to focus on more severe or complex cases.
- **Evidence Collection:** In some cases, CSOs are trained to collect evidence at crime scenes, particularly in minor incidents. This can include gathering witness statements, taking photographs, and collecting physical evidence.
- **Support for Special Events:** CSOs assist with public safety at special events, parades, and festivals, ensuring a visible police presence and supporting the public and event organizers.
- **Vehicle Assistance:** They may provide essential vehicle assistance, such as jump-starting vehicles, unlocking car doors, or calling for a tow truck when necessary.
- **Administrative Tasks:** CSOs often handle various administrative tasks, including data entry, maintaining records, and managing lost and found property.
- **Community Engagement:** They engage with the community to build positive public and law enforcement relationships, often participating in community events and outreach programs.

Community Service Officers play a crucial role in enhancing the efficiency of police departments by handling tasks that do not require the response of a sworn officer. This allows sworn officers to focus on higher-priority calls for service and emergency situations.

## Cadets

Police cadets are college-aged adults receiving training and experience in law enforcement while working part-time for the Roseville police department. Police Cadets are required to be enrolled in college classes while participating in the program. The roles and responsibilities of Police Cadets are similar to the job description of a Community Service Officer.

## *Special Operations Units*

The Special Operations Unit comprises six specialized teams trained to handle high-stakes incidents in the City and the broader region. These teams include:

- **Special Weapons and Tactics Team (SWAT):** This team is equipped and trained to handle situations requiring tactical expertise, such as hostage rescues, armed standoffs, and high-risk warrant service.
- **Explosive Ordnance Disposal Unit (EOD):** EOD specialists are responsible for safely assessing and neutralizing explosive threats, including suspicious packages, improvised explosive devices (IEDs), and other hazardous materials.
- **Critical Incident Negotiations:** This team consists of trained negotiators who peacefully resolve situations involving hostages, barricaded individuals, or persons in crisis, aiming to de-escalate tensions and prevent violence.
- **Rapid Containment Team (RCT):** The RCT is skilled in quickly establishing containment perimeters around active incidents, such as active shooter situations or barricaded subjects, to prevent escalation and protect public safety.
- **Tactical Dispatchers:** Tactical dispatchers are specialized communicators who support law enforcement and emergency response teams during high-risk and complex operations.
- **Unmanned Aerial Systems:** The Unmanned Aerial Systems (UAS) Team, also known as the drone team, is a specialized unit responsible for deploying and operating drones to support various missions. Their work often involves coordinating with other public safety units and providing real-time data to incident commanders, enhancing public safety missions' overall effectiveness and safety. UAS teams must adhere to strict regulations and guidelines, including Federal Aviation Administration (FAA) rules, ensuring safe and legal drone operations.

**Patrol Activities**

Between FY 2018 and FY 2023, the patrol units responded to 366,817 calls for service (CFS). For FY 2023, CFS equaled 67,338—resulting in 3,438 arrests and misdemeanor citations. The department estimates that the number of calls for service will remain nearly the same for FY 2024. The crime rate has been reduced from the last service review to less than 2,225 per 100,000 population.

**Figure 8: Police Department Operations Activities (Fiscal Year Ending June 30)**

Activity	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
Calls for Service	77,656	76,260	81,395	71,698	70,126	67,338
Animal Control Calls	5,066	6,280	4,577	5,536	4,775	4,583
Arrests and Misdemeanor Citations	4,267	5,349	4,429	3,999	6,000	3,438
Investigation Cases	425	630	725	728	677	599
Injury and Fatal Traffic Accidents	562	607	575	525	519	565
DUI	775	772	688	668	638	682
Dog Licenses Issued	4,199	4,006	4,101	7,632	7160	6,400

**Figure 9: Annual Crime Statistics**

Year	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
Violent Crimes	296	260	277	255	265	NIBRS = 400
Property Crimes	3,206	3,175	2,895	2,870	2,903	NIBRS = 3,510
Crimes per 100,000 Population	2,480	2,370	2,126	2,066	2,042	NIBRS = 2,467

**Investigation Activities**

Between FY 2018 and FY 2023, the number of assigned investigations ranged from 425 to 728 per year. The division also participates in regional initiatives such as the Sacramento Regional High Technology Crimes Task Force and the Criminal Justice Automated Information Systems.

**Traffic Division Activities**

The Traffic Division enforces traffic laws, including DUI regulations, investigates traffic collisions, and runs programs to prevent traffic-related deaths and injuries. Between FY 2018 and FY 2023, the number of Injury and Fatal Traffic Accidents ranged from 519 to 607 per year, while the number of DUI citations ranged from 638 to 775.

### **Animal Control Activities**

Animal Control is a division of the Police Department that is staffed by three full-time non-sworn positions, supervised by a Police Lieutenant as a portion of his/her duties. The Animal Control Officers respond to reports and conduct investigations of crimes against animals and report situations where their investigations lead to suspicions of crimes against humans. Responsibilities include:

- Investigating vicious animal attacks.
- Ordering rabies quarantines.
- Responding to barking complaints.
- Conducting welfare checks (often from concerned neighbors).
- Making determinations to put an animal down (whether tame or wild) to limit suffering.
- Disposal of dead animals when needed.
- Contracting sheltering services w/SPCA and 24-hour veterinary clinic.

By ordinance, residents are allowed a maximum of three dogs over the age of 16 weeks within a single residential dwelling unit. There is no ordinance limit on cats per dwelling unit. Dogs and owned cats are required to be licensed. There is also a feral cat spay/neuter and release program.

Over the last six fiscal years, animal control calls for service ranged from 4,577 to 6,280, while dog licenses issued have ranged from 4,006 to 7,632.

### **Communications Activities**

In FY 2023, the department received 204,339 calls, of which 105,238 were calls for service. The unit has been targeted to handle almost all types of calls for service.

### **Jail Services**

Since the Roseville Police Department jail closed in 2017, the City has been paying the Placer County Sheriff's Department all jail access fees.

### **Technological Advancements**

In 2017, the department installed the New World Computer Aided Dispatch/Records Management System (CAD/RMS), enhancing dispatch and records management efficiency and accuracy.

## Staffing Summary

The staffing structure of the department is detailed in the following figure.

**Figure 10: Police Department Staffing**

Designation	Staffing
Sworn Officers	153.0
Professional	70.0
Reserve Officers	4.0
Volunteers	43.0
<b>Total (Including Volunteers)</b>	<b>270.0</b>

## Determinations

- **Comprehensive Law Enforcement Services:** The Police Department is structured to handle the diverse law enforcement needs of the City, including patrol, investigations, traffic enforcement, records management, and community services.
- **Sworn Staff Ratio:** The department maintains a ratio of 0.95 sworn officers per 1,000 residents. To ensure adequate law enforcement coverage, we recommend a minimum of 1 sworn officer per 1,000 residents.<sup>3</sup>
- **Jail Services Contract:** The City will continue to contract with Placer County for jail access at an annual cost of approximately \$206,000, subject to future adjustments.

The Police Department remains committed to providing high-quality law enforcement services to the community. The department is equipped to handle current and future challenges through strategic staffing, specialized units, and advanced technology. However, to properly provide law enforcement services for this rapidly growing population, we recommend hiring sworn police officers to maintain 1 sworn officer per 1,000 residents. By fostering strong community relationships and maintaining rigorous training standards, the department ensures the safety and well-being of all residents, businesses, and visitors.

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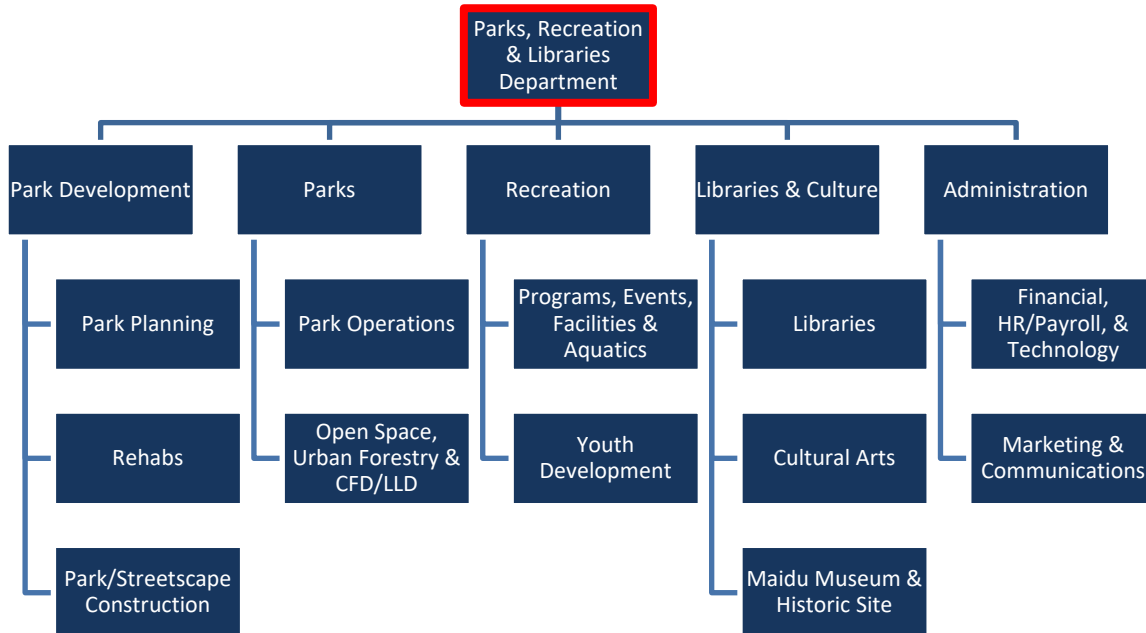
<sup>3</sup> The International Association of Chiefs of Police (IACP) and the Federal Bureau of Investigation (FBI) have referenced similar ratios in their discussions of police staffing, though they emphasize that staffing needs should be tailored to each community's specific circumstances.

**Fire Protection:** This MSR did not specifically include an evaluation of fire protection and emergency medical response in its data analysis. This analysis is being done in a separate countywide MSR for that service. However, the City currently provides automatic and mutual aid into the sphere of influence territory due to the proximity of its stations.

## Parks and Recreation

The City's Parks and Recreation operations are in the same department as Library Services, reported separately below. Parks and Recreation has 128 full-time positions, 575 part-time positions, and 150 seasonal positions. Their locations receive 4.25 million visitors a year.

Figure 11: Roseville Parks, Recreation, and Libraries Department Organization Chart



Responsibilities include:

- Maintaining 87 park sites.
- Maintaining and operating four community center buildings and three aquatic centers.
- Maintaining 4,000 acres of open space, vernal pools, and trails.
- Providing athletic programs and facilities, aquatics, and senior programs and services.
- Providing Youth Development programs on 21 city-owned sites on school campuses, serving 1,400 students.
- Maintaining a 10-year capital improvement plan, updated annually.
- Maintaining a 5-year tree-trimming cycle in parks.
- Administering site reservation and rental programs.
- Promoting cultural enrichment programs.

- Hosting an array of community events.
- Providing public outreach through social media, the MyRSVL app, and the City of Roseville website.

Parks and Recreation relies on community surveys and focus groups to determine what amenities are desired and will be used by the citizens. As of May 2024, a 10-field soccer facility was under construction. The park locations are accessible, with 80% of the City’s population living within a 10-minute walk of a park. The department has successfully raised funds for programs, recovering 34% of its program costs through fees, grants, and sponsorships—versus the national average of 24%. Parks and Recreation already shares much of its facilities and programs, with one-third of the usage being done by non-residents of the city, particularly for facilities in western Roseville.

### Stormwater

The purpose of managing stormwater flows is not only to protect against flooding in all but the largest of storm events, it is also to ensure appropriate environmental protection efforts are in force. The lead responsibilities for overseeing the Stormwater Management program are within the Refuse Division of the Environmental Utilities Department.

Figure 12: Roseville Environmental Utilities Department—Wastewater Organization Chart

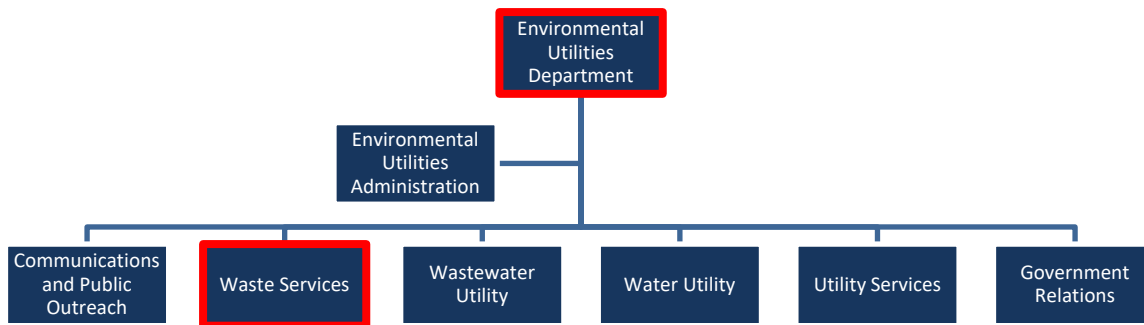
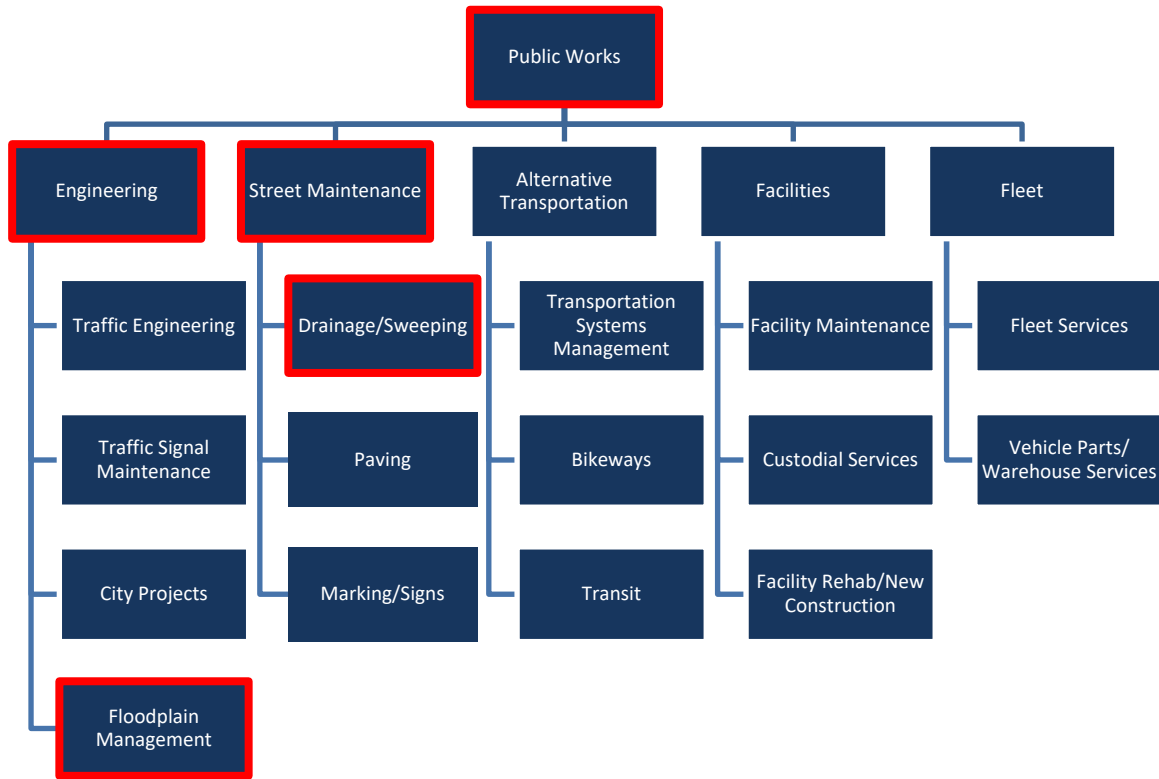


Figure 13: Roseville Public Works Department—Engineering/Street Maintenance Organization Chart



Responsibilities include:

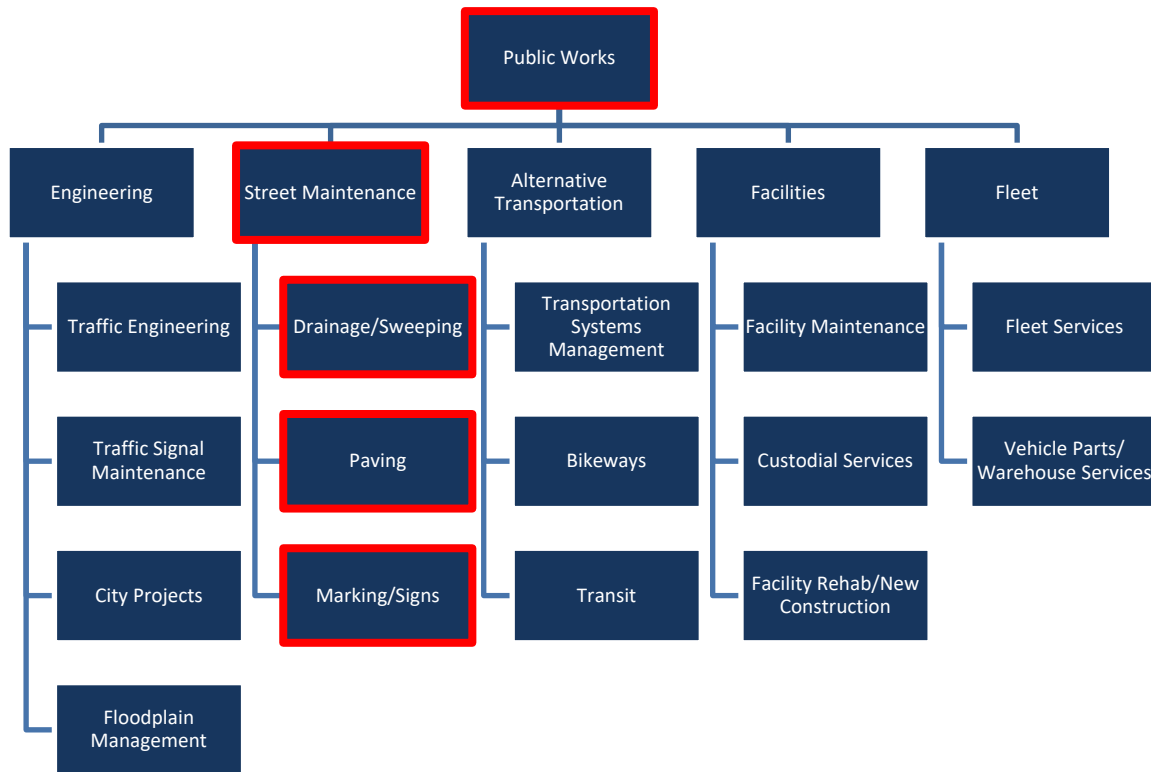
- Administering stormwater permit applications and compliance reporting.
- Monitoring and, if necessary, enforcement of stormwater runoff compliance.
- Ensuring protection of downstream creek restoration.
- Overseeing internal and external facility design.
- Prescribing development requirements for residential, commercial, and industrial developments.
- Providing public education to discourage illegal dumping down drain inlets of hazardous materials, which can contaminate both downstream waters and groundwater basins.

The Street Maintenance Division performs regular maintenance of stormwater facilities, as described in the following section. These departments cooperate productively to share in the maintenance of the stormwater facilities.

## Street Maintenance

The Public Works Street Maintenance Division is staffed by 40 full-time and 13 seasonal positions. They aim to provide safe, clean, quality street and stormwater infrastructure.

Figure 14: Roseville Public Works Department—Street Maintenance Organization Chart



Responsibilities include:

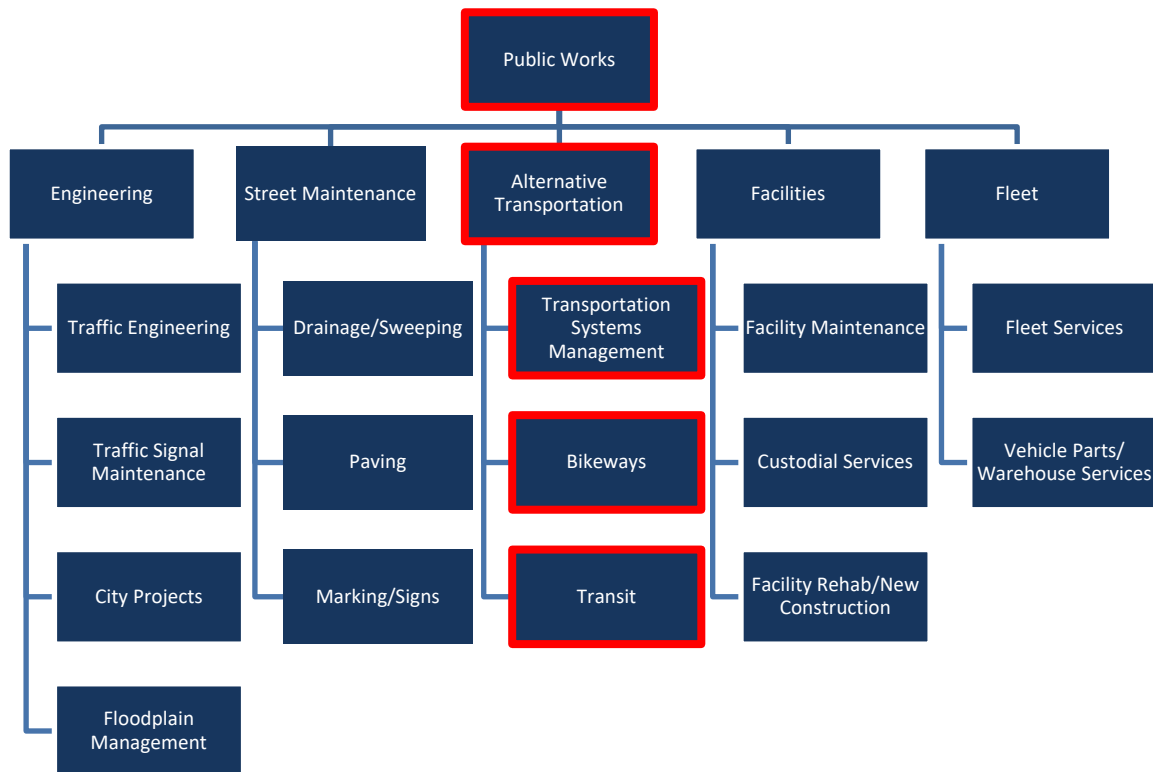
- Maintaining 1,170 lane miles of streets (with two paving crews).
- Street sweeping (funded by the Environmental Utilities Department), storm drain inlet cleaning, and keeping drainage facilities clear and functioning.
- Conducting pre-flood inspections of inlet structures and five lift stations to handle flooding “hot spots.”
- Producing and maintaining Signage for streets, parks, and City facilities.
- Painting street lines.
- Milling and filling potholes in streets and alleyways.
- Graffiti removal from City assets.
- Using various social media to promote special events.
- Interacting with the MyRSVL app to communicate with citizens and respond to service requests.

One significant performance metric is maintaining an adequate Pavement Quality Index (PQI), which measures street condition/distress and smoothness of ride on a 1–100 scale. As of May 2024, the PQI for arterials and collectors was 72, and for residential streets, it was 67.

## Public Transit

The Public Works Department’s Public Transit Division serves its citizens with public transportation and by planning that includes networking with bike and pedestrian trails.

Figure 15: Roseville Public Works Department—Alternative Transportation Organization Chart



Responsibilities include:

- Operating the local scheduled bus service with ten scheduled routes.
- Operating Arrow, an on-demand app-based van service and paratransit service (formerly Dial-A-Ride).
- Operating commuter bus service to Sacramento.
- Operation of the South Placer Transit regional service.
- Operation of Game Day Express to Sacramento Kings basketball games.

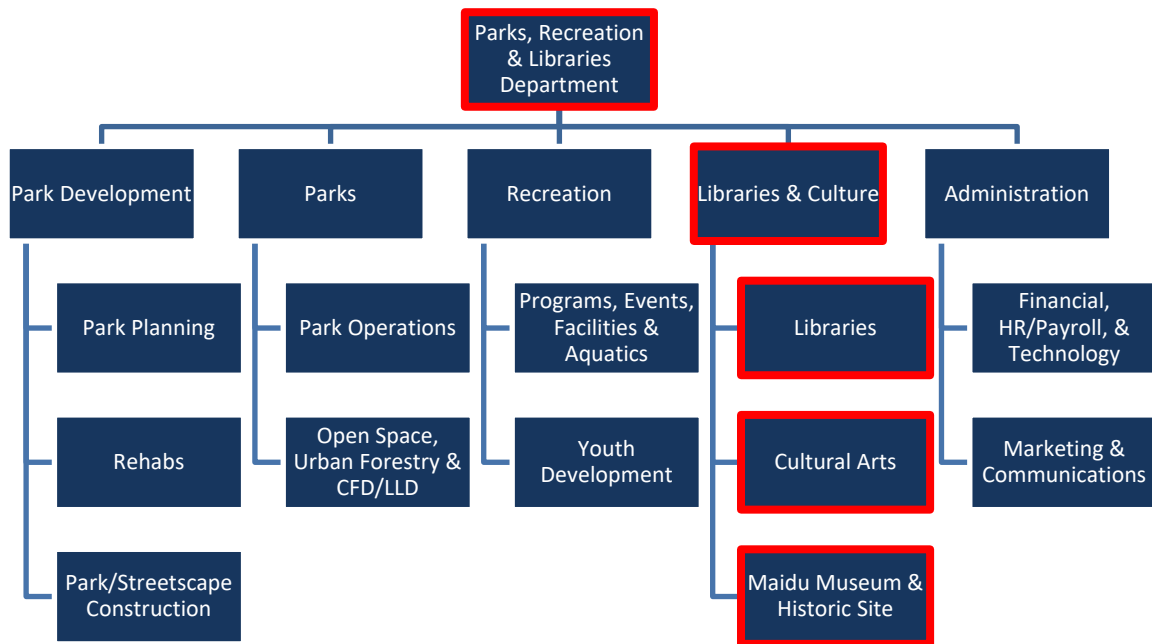
- Maintaining a vehicle maintenance and vehicle replacement program.
- Administering Safe Routes to Schools and School Crossing Guard programs.
- Providing public outreach through social media, special events, flyers, and the City website.
- Providing mobility training to those learning to use the transit system.

It's important to note that the City's transit operations already include collaborative efforts with other jurisdictions, described in greater detail in the "Status and Opportunities for Shared Facilities" section of this Municipal Service Review. The City's Public Transit is undergoing a significant conversion to an all-electric fleet and is commissioning a new electric charging station at the City's Corporate Yard. As of May 2024, consultants were conducting a Comprehensive Operational Analysis to review the demands and efficiencies of the City's various transit services.

## Library

The Library Service includes operations at three library locations, a mobile library, and other community outreach. It is staffed by 19 full-time positions, 35 part-time positions, and 30 community volunteers.

Figure 16: Roseville Parks, Recreation, and Libraries Department Organization Chart



Responsibilities include:

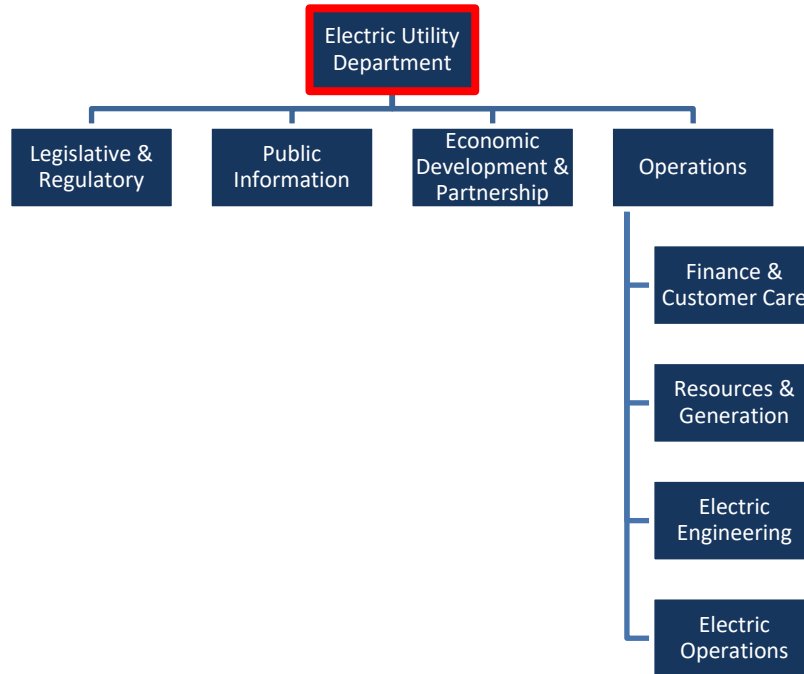
- Full-time operation of the Roseville Public Library, including traditional library services as well as virtual resources, arts and crafts, and special community events.
- Full-time operation of the Maidu Museum and Historic Site, which offers opportunities to learn about the Nisenan Maidu, native Californian people who inhabited the area thousands of years before the founding of the City of Roseville.
- Management of a contractual relationship with the Roseville Historical Society to operate the Carnegie Museum, built in 1912 and containing historical displays of the City of Roseville.
- Outreach to schools, seniors, and the underserved via the mobile library and other resources.
- Promoting literacy, public art, and other outreach efforts.
- Maintaining a bank of computers for public use.
- Maintaining a 10-year capital improvement plan, updated annually.
- Providing programs for teens, caregivers, and childcare.

As of May 2024, the Library Service had over 400,000 visits annually. The library maintains a circulation of 1.5 million and is growing while also actively culling out-of-date materials. The library already collaborates with other libraries serving other areas to share resources, described in greater detail in this Municipal Service Review's "Status and Opportunities for Shared Facilities" section.

## Electric Utility

There are 197 full-time equivalent positions in the Electric Utility Department. The Electric Utility provides all the City's electrical power generation, transmission, and distribution. It aims to offer lower costs and higher reliability than other nearby electric providers. The City is a Northern California Power Agency (NCPA) member and participates in some of NCPA's power generation projects including a steam injected generator, geothermal, and hydro. As of May 2024, the Electric Utility had a 375-megawatt peak demand, with a projected potential capacity to serve up to 550 megawatts.

Figure 17: Roseville Electric Utility Department Organization Chart



Responsibilities include:

- Serving electrical power to 61,613 residential meter accounts and 7,380 commercial meter accounts.
- Maintaining a 10-year capital improvement plan, updated annually.
- Performing time-based preventive maintenance on all major equipment.
- Maintaining joint powers agreements, including mutual aid for emergencies.
- Working closely with the City's Planning and Development Department to identify growth patterns and future electric needs.
- Maintaining a physical and cyber security plan.
- Tree trimming to ensure trees are clear of powerlines.
- Inspecting power poles about every five years.

In addition to keeping pace with future service volume demands due to population growth, the Electric Utility must also address future electric demand increases brought on by legislation (particularly in the transportation industry), automation of consumer goods, and remote work locations. Through proper planning and risk policies, City staff are confident in their ability to meet the future electric demand.

## FINANCIAL ABILITY TO PROVIDE SERVICES

### Revenues and Expenses

The City’s services and operations are supported through various funds, including General Funds, Enterprise Funds, Special Revenue Funds, Capital Projects Funds, Permanent Funds, Agency Funds, Trust Funds, and Internal Service Funds. Some services, such as law enforcement, fire protection and emergency medical response, parks and recreation, libraries, and public works, are funded through the general fund. The services of water, wastewater, refuse, Roseville Electric, Roseville Transit, and the childcare program are funded through charges as they are enterprise services. This section outlines significant revenue sources and expenses at the City-wide or all-fund level.

Figure 18: Revenue—All Funds (In Millions)

Revenue	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
Taxes	\$179.2	\$202.6	\$228.6	\$239.3	\$250.1
Charges for Service	283.8	297.5	319.1	343.3	357.0
Capital Contributions/Projects	62.4	103.1	101.9	110.4	119.5
Grants and Contributions	10.9	16.5	14.2	14.2	16.9
Other Revenue	75.6	137.5	132.8	108.1	50.4
<b>Total Revenue</b>	<b>\$611.9</b>	<b>\$757.2</b>	<b>\$796.6</b>	<b>\$815.3</b>	<b>\$793.9</b>

The City’s two largest revenue sources are Taxes and Charges for Services. Significant tax revenues are General Fund property tax and sales tax, which together comprise approximately 70% of the Taxes line item in the above figure. Property taxes have steadily increased, from \$52.9 million in FY 2020 to \$70.5 million in FY 2024, an increase of 33%. Similarly, sales tax has increased from \$73.6 million to \$104.2 million (a 42% increase) during the same five-year period. Sales tax revenues include sales tax from Measure B, a half-cent local sales tax measure approved by voters in 2018 with the commitment to maintain service levels, invest in high-priority service areas, and build and maintain the City’s economic stabilization reserve fund. Measure B sales tax revenues increased from \$19.7 million in FY 2020 to \$29.8 million in FY 2024.

Charges for Services include various permit fees and user fees. However, charges related to the City's utilities (Electricity, Water, Refuse and Wastewater) account for approximately 90% of the category. Utility charges increased from \$269.7 million in FY 2020 to \$322.7 million in FY 2024, while other charges for services increased from \$14.0 million to \$34.3 million during the same period.

Capital Contributions and Project revenues are derived primarily from permit fees from developers and impact fees, as well as federal and state grants dedicated to specific projects. These revenues have nearly doubled over the past five years, from \$62.4 million to \$119.5 million.

The City receives additional program funding through state grants, federal grants, and other state-mandated programs. These include grants for public safety, housing, transit, transportation, and other programs. Revenue from grants and contributions increased from \$10.9 million in FY 2020 to \$16.9 million in FY 2024.

The Other Revenue category includes revenue from licenses and permits, interest, proceeds from bond sales, revenue from other agencies, and other revenue sources. Revenue in this category fluctuated during the review period, primarily due to variances in revenue from other agencies in the City's Special Assessments Community Facility Districts.

Across all funds and revenue types, total revenue increased from \$611.9 million in FY 2020 to \$793.9 million in FY 2024.

The following figure outlines significant categories of expenses for Roseville for the period FY 2020 through FY 2024.

Figure 19: Expenses—All Funds (In Millions)

Expense	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
Salaries/Wages	\$128.6	\$134.5	\$145.4	\$153.5	\$172.4
Benefits	68.4	74.9	86.9	94.1	106.2
<b>Subtotal – Personnel Costs</b>	<b>\$197.0</b>	<b>\$209.4</b>	<b>\$232.3</b>	<b>\$247.6</b>	<b>\$278.6</b>
Reimbursements	(11.9)	(13.6)	(16.4)	(16.6)	(14.4)
Materials, Supplies, & Services	223.3	274.7	298.1	294.8	297.9
Capital Outlay	100.1	129.0	112.4	62.1	26.2
Debt	50.1	65.8	52.4	14.3	47.8
Projects	73.4	89.4	107.6	90.5	147.8
<b>Total Expense</b>	<b>\$632.0</b>	<b>\$754.7</b>	<b>\$786.4</b>	<b>\$692.7</b>	<b>\$783.9</b>

The City’s two most significant expenses are Personnel Costs and Materials, Supplies, and Services. These two expense categories comprise \$576.5 million, or 73% of the FY 2024 Amended Budget. Personnel Costs of \$278.6 account for 35% of the FY 2024 Budget. From FY 2020 through FY 2024, Personnel Costs have steadily increased, on average, approximately 10% per year, from \$197.0 million in FY 2020 to \$278.6 million in FY 2024.

On an annual basis, Roseville spends more on Materials, Supplies, and Services than any other category. This expense category includes costs for materials, supplies, equipment maintenance, and various contracts for professional and other services. While personnel costs are typically the highest cost category for California municipalities, Roseville’s operation of several utilities, including electric and water utilities, leads to high costs in the Materials, Supplies, and Services category. The purchase of power and water accounts for approximately 25% of the City’s entire Materials, Supplies, and Services expenses, with the purchase of electricity accounting for many of these costs. Costs for the purchase of power and water are offset by utility rates charged to customers. Overall, Materials, Supplies, and Services costs increased City-wide from \$223.3 million in FY 2020 to \$297.9 million in FY 2024. During the same period, costs for purchasing power and water increased from \$58.2 million to \$91.8 million.

## General Fund Services

Roseville’s General Fund supports most city services, including Police, Fire, Economic Development, Public Works, Development Services, Parks, Recreation, and Libraries. The Fund also supports general government services, such as the City Council, City Manager, City Attorney, City Clerk, Finance, and Human Resources.

The General Fund is supported through a variety of revenue sources. General Fund revenue increased from \$169.0 million in FY 2020 to \$231.7 million in FY 2024, an increase of \$62.7 million, or 37%. Much of the increase (\$52.4 million) is attributable to increases in tax revenues. The largest General Fund revenue source is Taxes, comprising 79% of all General Fund revenues. Overall, tax revenues have increased from \$131.6 million in FY 2020 to \$184 million in FY 2024, an increase of 40%. Sales Taxes account for \$101.1 million, while Property Taxes account for \$71.5 million. Property Tax revenues in the General Fund have increased steadily, approximately 8–9% annually during this period. Sales Tax revenues increased significantly (21.6%) from FY 2020 to FY 2021 and have experienced more modest increases since then. The Measure B Tax local sales tax measure discussed in the section above is a General Fund revenue source. The following figure outlines General Fund revenues from FY 2020 through FY 2024.

Figure 20: Revenue—General Fund (In Millions)

Revenue	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
Taxes	\$131.6	\$150.9	\$168.9	\$176.8	\$184.0
Charges for Services	11.2	9.8	14.2	15.4	15.2
Grants and Contributions	0.5	2.2	0.4	0.2	0.1
Transfers and Carryover	13.4	13.6	13.9	16.9	18.1
Other Revenue	12.3	14.7	18.6	17.3	14.3
<b>Total Expenses</b>	<b>\$169.0</b>	<b>\$191.2</b>	<b>\$216.0</b>	<b>\$226.6</b>	<b>\$231.7</b>

The following figure outlines General Fund expenses from FY 2020 through FY 2024. General Fund expenses have increased from \$172.5 million in FY 2020 to \$229.3 million in FY 2024, an increase of \$56.8 million, or 33%.

Figure 21: Expense—General Fund (In Millions)

Expense	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
General Government	\$11.6	\$11.8	\$10.0	\$11.7	\$14.0
Police	45.4	47.4	51.1	55.0	58.8
Fire	36.4	35.8	42.9	42.4	45.2
Economic Development	1.0	1.0	0.8	1.1	0.9
Parks, Recreation, and Libraries	23.1	23.6	27.2	30.2	35.0
Public Works	7.2	7.2	8.3	8.8	10.5
Development Services	8.2	8.4	9.3	10.3	11.9
Transfers and Other Expenses	39.6	31.9	45.4	68.4	53.0
<b>Total Expenses</b>	<b>\$172.5</b>	<b>\$167.1</b>	<b>\$195.0</b>	<b>\$227.9</b>	<b>\$229.3</b>

In the Adopted FY 2024 Budget, Public Safety accounts for 45%, Parks, Recreation, and Libraries for 15%, and general government for 6%. Transfers and Other Expenses account for 24% of the budget.

### Enterprise Fund Services

The City of Roseville has four main groups of enterprise funds, which are supported by utility rates and other charges for services: Electric Funds, Environmental Utilities Funds, Transportation Funds, and Youth Development Funds. The following provides a brief description of each of these fund groups and their respective financial data for the period FY 2020 through FY 2024.

#### Electric Funds

The Roseville Electric Utility is a community-owned utility that provides reliable electricity to Roseville residents and businesses. The utility's enterprise funds are the Electric Fund and the Electric Rate Stabilization Fund. The electric funds' primary source of operating revenue is retail electricity sales to residential and business customers.

#### Environmental Utilities Funds

Roseville's Environmental Utilities include water, wastewater, recycled water, and waste services for residents and businesses. Customers' rates are the primary source of revenue for these funds. Each utility has operating, construction, and rehabilitation capital programs and rate stabilization funds.

### Transportation Funds

Transportation Funds are used for transit, bikeway and Transportation Systems Management programs and projects, and street and road improvements, such as roadway resurfacing. Transportation Funds include Transit, Transportation, and Consolidated Transportation Service Agency Funds. These funds are supported through various revenues, including state sales taxes, passenger fares, and federal grants.

### Youth Development Fund

The Youth Development Fund records revenues and expenses associated with providing youth and family programs, such as preschool programs and licensed before-and-after-school childcare at elementary school locations. Revenues are derived from fees collected for these programs.

The following figures display revenues and expenses, respectively, for Roseville’s Enterprise Funds. Operating revenues, primarily from charges for services, such as utility rates and user fees, have steadily increased between FY 2020 and FY 2024. The lower revenues and expenses in FY 2024 can be primarily attributed to one-time resources associated with loans, transfers, and capital projects.

**Figure 22: Revenues—Enterprise Funds (In Millions)**

Fund Group	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
Electric Funds	\$175.8	\$184.3	\$182.6	\$255.6	\$202.3
Environmental Utilities Funds	151.0	200.0	265.1	219.9	218.2
Transportation Funds	11.9	14.3	14.5	15.7	47.7
Youth Development Fund	6.0	3.8	9.4	10.0	8.6
<b>Total Enterprise Fund Revenues</b>	<b>\$344.7</b>	<b>\$402.4</b>	<b>\$471.6</b>	<b>\$501.0</b>	<b>\$476.8</b>

**Figure 23: Expenses—Enterprise Funds (In Millions)**

Fund Group	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
Electric Funds	\$206.8	168.6	\$173.4	\$282.0	\$210.4
Environmental Utilities Funds	109.3	176.5	209.9	248.9	222.9
Transportation Funds	11.9	14.6	14.4	15.5	47.7
Youth Development Fund	6.7	6.7	6.7	8.3	9.0
<b>Total Enterprise Fund Revenues</b>	<b>\$334.7</b>	<b>\$366.4</b>	<b>\$404.4</b>	<b>\$554.7</b>	<b>\$490.0</b>

## Capital Improvements

Roseville’s Capital Improvement Program (CIP) includes projects related to the acquisition, design, construction, or expansion of an element of the City’s infrastructure, such as utilities, streets, public buildings, public services infrastructure, parks, and technology. The City incorporates a Five-Year CIP into the budget process each fiscal year. The FY 2024 Budget includes FY 2024 project estimates of \$129.4 million and five-year (FY 2024–FY 2028) project estimates of \$484.6 million.

Projects are classified into one of nine categories: Citywide Technology, Electric, General Government, Parks, Recreation & Libraries, Public Works, Waste Services, Wastewater, and Water. The following figure displays projected FY 2024 and five-year project estimates by category.

**Figure 24: CIP Project Estimates by Project Type (In Millions)**

Project Type	2024 Project Estimates	5-Year (2024–2028) Project Estimates
Citywide Technology	\$2.2	\$22.5
Roseville Electric	25.0	145.5
General Government	5.9	5.9
Parks, Recreation & Libraries	20.3	54.3
Public Works	47.2	162.5
Waste Services	2.6	31.6
Wastewater	4.0	14.5
Water	22.3	47.7
<b>Total Project Estimates</b>	<b>\$129.5</b>	<b>\$484.5</b>

Roseville has an estimated \$484.5 million in capital projects for FY 2024 through FY 2028, with \$129.5 slated for FY 2024. Projects in Roseville Electric, Public Works, and Parks, Recreation & Libraries collectively account for 75% of estimated project expenses.

The following figure shows estimated five-year (FY 2024–FY 2028) project costs by fund type. This includes projects worth \$53 million for which funding is yet to be identified. Projects supported by Enterprise Funds account for most (approximately 63%) of all projects. Of these funds, \$146.3 million are in the Electric Fund, \$100.7 million are in Environmental Utilities Funds, and \$59.4 million are in Transportation Funds.

Figure 25: CIP Projects by Fund Type (In Millions)

Fund Type	Five-Year (2024–2028) Project Estimates
Enterprise	\$306.4
Capital Projects	87.9
Unidentified/TBD	53.0
General	16.9
Internal Services	14.6
Special Revenue	5.7
<b>Total Project Estimates</b>	<b>\$484.5</b>

## Debt

The City’s Debt Management Policy provides guidelines for issuing bonds and other forms of indebtedness to finance necessary land acquisitions, capital construction equipment, and other items for the City. This policy aims to assist the City in determining appropriate uses of debt financing, establish specific debt management goals, and help the City maintain its credit ratings. The following figure displays the City’s total debt from FY 2020 through FY 2024. The City’s debt decreased by 38% between FY 2020 and FY 2024, from \$476.7 to \$297.3 million. The primary debt mechanisms are revenue bonds (70%) and certificates of participation (11%).<sup>4</sup>

Figure 26: Debt by Category (In Millions)

Fund Group	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
Interfund Loans	\$40.8	37.2	\$29.1	\$34.5	\$30.1
Revenue Bonds	301.8	275.3	251.2	230.6	209.2
Certificates of Participation	105.3	101.0	96.4	37.8	32.9
Tax Allocation Bonds	28.9	27.9	27.0	26.0	25.0
<b>Total Indebtedness</b>	<b>\$476.8</b>	<b>\$441.4</b>	<b>\$403.7</b>	<b>\$328.9</b>	<b>\$297.2</b>

<sup>4</sup> The total debt amount does not include \$93.5 million in State Revolving Fund Loans, representing funding for the Pleasant Grove Wastewater Treatment Plant Expansion and Energy Recovery projects. South Placer Wastewater Authority must provide the funding to service the debt for this loan.

## Reserves

Roseville has a variety of reserve funds and has policies for each. The reserve funds and their respective policies are as follows.

### General Fund Reserve Funds

The City's General Fund Reserves Policy provides policy direction for the General Fund Emergency Reserve Fund, General Fund Stabilization Reserve Fund, and Litigation Reserve Fund. This reserve policy aims to establish targeted levels of General Fund reserves, an essential component of a financially strong city. The policy establishes the amounts the City will strive to maintain in each reserve fund to help sustain City operations when adverse or unexpected circumstances affect the City, such as revenue shortfalls and/or unanticipated expenditures.

The policy establishes three months of operating costs (25% of the annual General Fund operating budget) as the City's target level of reserves, to be achieved with a target of 10% of annual budgeted General Fund operating costs in the City's Emergency Reserve Fund and 15% of annual budgeted General Fund operating costs in the City's Stabilization Reserve Fund. The policy also establishes \$250,000 as the minimum level in the City's Litigation Reserve Fund. The City also has a General Fund Capital Reserve Fund, which is not addressed in the policy.

### Development Services Stabilization Reserve Fund

The Development Services Stabilization Reserve Fund was established to maintain resources from which the City Council may draw in years of lower development activity. The Fund will bridge gaps between budgeted and actual development revenues during periods of significant revenue decline. The target goal is equivalent to six months of estimated building, planning, and engineering revenues.

### Pension Reserve Trust Fund

The City's policy states that it will establish and consider making contributions to an Internal Revenue Code Section 115 Pension Trust to set aside extra resources for future pension contributions at reduced investment risk and help smooth volatility from fluctuations in annual required contributions.

The following figure displays balances for the above-mentioned reserve funds for FY 2020 through FY 2024.

Figure 27: Reserve Fund Balances (In Millions)

Reserve Fund	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Budget
General Fund Emergency	\$15.6	\$15.8	\$17.1	\$18.7	\$20.1
General Fund Stabilization	16.0	23.4	26.1	27.9	30.2
General Fund Capital	0	0	0	6.3	6.8
Development Services Stabilization	0	0	2.0	2.6	2.6
Litigation	0.3	0.3	0.3	0.3	0.3
Pension Reserve Trust	0	0	0	12.8	17.1
<b>Total General Fund Reserves</b>	<b>\$31.9</b>	<b>\$39.5</b>	<b>\$45.5</b>	<b>\$68.6</b>	<b>\$77.1</b>

### Future Ability to Provide Service

In the City’s FY 2024–2025 Proposed Budget, the City Manager has outlined several challenges and opportunities relevant to Roseville’s financial ability to provide services. This section includes a brief discussion of some of these issues and summarizes key points from the above analysis for consideration.

- Residential development continues at a slower, more regular pace than in the last three years. Single-family residential home production for the past twelve months is estimated at 1,200 units, or 33% above the City’s historical annual average of 900 permits.
- Due to inflation, fees collected for improvements and amenities are not keeping up with construction costs.
- Revenue growth from sales tax continues but is slower than immediately after the pandemic rebound. General Fund sales tax revenue, including Measure B, increased by 22% from FY 2020 to FY 2021, 12% from FY 2021 to FY 2022, then flattened out (less than 1% increase) from FY 2022 to FY 2023.
- The state’s minimum-wage law, which went into effect April 1, 2024, raising salaries to \$20 an hour for fast-food workers, could likely increase labor costs for recreation and library positions, which compete from the same labor pool.
- Roseville has experienced underspending in its General Fund. It has been attributed to staff employing a high level of scrutiny in purchasing decisions in all economic circumstances. Additionally, there are significant savings in personnel costs each year.

- As noted in the above section on reserves, Roseville has adopted prudent policies for funding General Fund reserves, equating to 25% of General Fund operating expenditures. Roseville remains in compliance with this policy through fully funded reserves.
- Property tax revenues have increased due to higher home prices, continued development, a competitive housing market, and the ability for residents to work remotely. Property Tax revenues in the General Fund have increased steadily, approximately 8–9% annually from FY 2020 through FY 2024.
- Roseville continues to attract manufacturing industries, including vehicle technology and medical devices. Over the last year, Roseville’s manufacturing industry grew by 17.9 % to approximately 2,900 jobs.
- Global semiconductor manufacturer Bosch has completed the acquisition of assets of TSI Semiconductors, based in Roseville, representing an investment of approximately \$1.5 billion. This investment will bring additional jobs and a significant economic impact to Roseville and the region.

## STATUS AND OPPORTUNITIES FOR SHARED FACILITIES

This section of the MSR aims to discuss opportunities for the City to share facilities, programs, or direct services with neighboring agencies or communities. Sharing services can provide cost savings and a more efficient and sustainable service delivery pattern for some of its services.

### City Services

The City of Roseville has demonstrated a commendable commitment to maximizing the efficiency and reach of its services through a robust 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. Below 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 boundaries but also extending 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 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

Roseville's water supply network extends beyond its city limits, serving locations in Placer County through 17 interconnection points with the City's water main system—all within the California American Water Company service area. This extensive network ensures a more significant population's reliable and efficient water supply, fostering regional cooperation.

AP Triton recommends that the City of Roseville consult with PCWA regarding the delivery of treated and untreated water to areas outside the City's current limits but within its proposed sphere of influence. This consultation is particularly crucial for areas outside the existing CAL-AM certificated service area.

### **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.

It is important to note that not all City services lend themselves well to combining services or sharing assets. For example, the Electric Utility does maintain agreements for mutual aid in the event of an emergency. Outside of those emergencies, however, adjacent electrical power service suppliers are understandably very protective of their service areas and attempts to realign service delivery areas are not likely to be successful. The same would be true for private retail water purveyors in the unincorporated southwestern area.

## Management Efficiencies

In May 2024, AP Triton's on-site visit to the City of Roseville highlighted an exceptional level of management efficiency and a deeply ingrained culture of continuous improvement among city staff. The following key practices contribute to this high standard of management:

### Infrastructure Planning

The City of Roseville demonstrates foresight in infrastructure planning by proactively preparing for future needs through comprehensive 5- and 10-year capital improvement plans. These plans are meticulously reviewed and updated annually, ensuring the City's infrastructure remains robust and capable of supporting anticipated growth and development. This approach includes assessing current infrastructure capacities, identifying potential future demands, and prioritizing projects that align with the City's long-term strategic objectives. This strategic planning not only maintains the City's operational capabilities but also positions it to adapt to evolving community needs and emerging technologies.

### Financial Stewardship

Roseville's financial management is characterized by a prudent and proactive approach, maintaining substantial financial reserves that provide a buffer against economic uncertainties. These reserves are carefully managed to ensure the City meets current and future financial obligations. This fiscal solid stewardship allows the City to make strategic investments in critical infrastructure projects, public services, and community programs, thereby enhancing the quality of life for its residents. The City's commitment to sound financial practices also includes regular financial audits, transparent reporting, and a conservative approach to budgeting, all of which contribute to its financial stability and resilience.

### Interdepartmental Cooperation

A hallmark of Roseville's management efficiency is the close collaboration between city departments. This cooperative spirit is evident in the seamless execution of joint projects, the sharing of resources, and the coordinated efforts across various services. Departments work together to align their objectives, streamline processes, and maximize the use of available resources. This interdepartmental synergy not only optimizes operational outcomes but also fosters a cohesive organizational culture that prioritizes the City's overall mission and goals.

## **Community Engagement**

The City of Roseville places a high value on community engagement, recognizing the importance of understanding and responding to the needs of its residents. The City employs various methods to gather feedback, including customer surveys, focus groups, public meetings, and other forms of direct engagement. This data-driven approach ensures that services align closely with community expectations and desires. The City's commitment to transparency and responsiveness fosters trust. It encourages active participation from residents in the decision-making process, strengthening the bond between the City government and the community.

## **Data Utilization**

Roseville leverages quantitative and qualitative data to enhance service delivery across all city operations. By utilizing data analytics and tailoring services to meet specific community needs, the City can deploy resources more efficiently. This includes the strategic placement of mobile and stationary services based on data insights, ensuring optimal resource use and effective service coverage. The City's data-driven approach supports continuous improvement initiatives, allowing real-time adjustments and long-term planning based on accurate, up-to-date information.

## **Succession Planning**

The City of Roseville strongly emphasizes succession planning and the development of future leaders. The City invests in comprehensive mentorship programs and professional development opportunities for staff, fostering a culture of growth and learning. These initiatives are designed to prepare employees for advanced roles within the organization, ensuring the continuity of high-quality services. By nurturing talent from within, Roseville not only maintains a skilled workforce but also preserves institutional knowledge and promotes a stable and effective management structure.

## **Conclusion**

The City of Roseville exemplifies best practices in municipal service delivery through its strategic use of shared services, efficient management, and strong commitment to community engagement. The City's leadership demonstrates a proactive approach to planning and resource management, which, combined with its dedication to public safety contributes to a high standard of living for residents. The resilient and well-managed municipal infrastructure further underscores Roseville's status as a model of operational excellence.

## GOVERNMENT STRUCTURE AND ACCOUNTABILITY

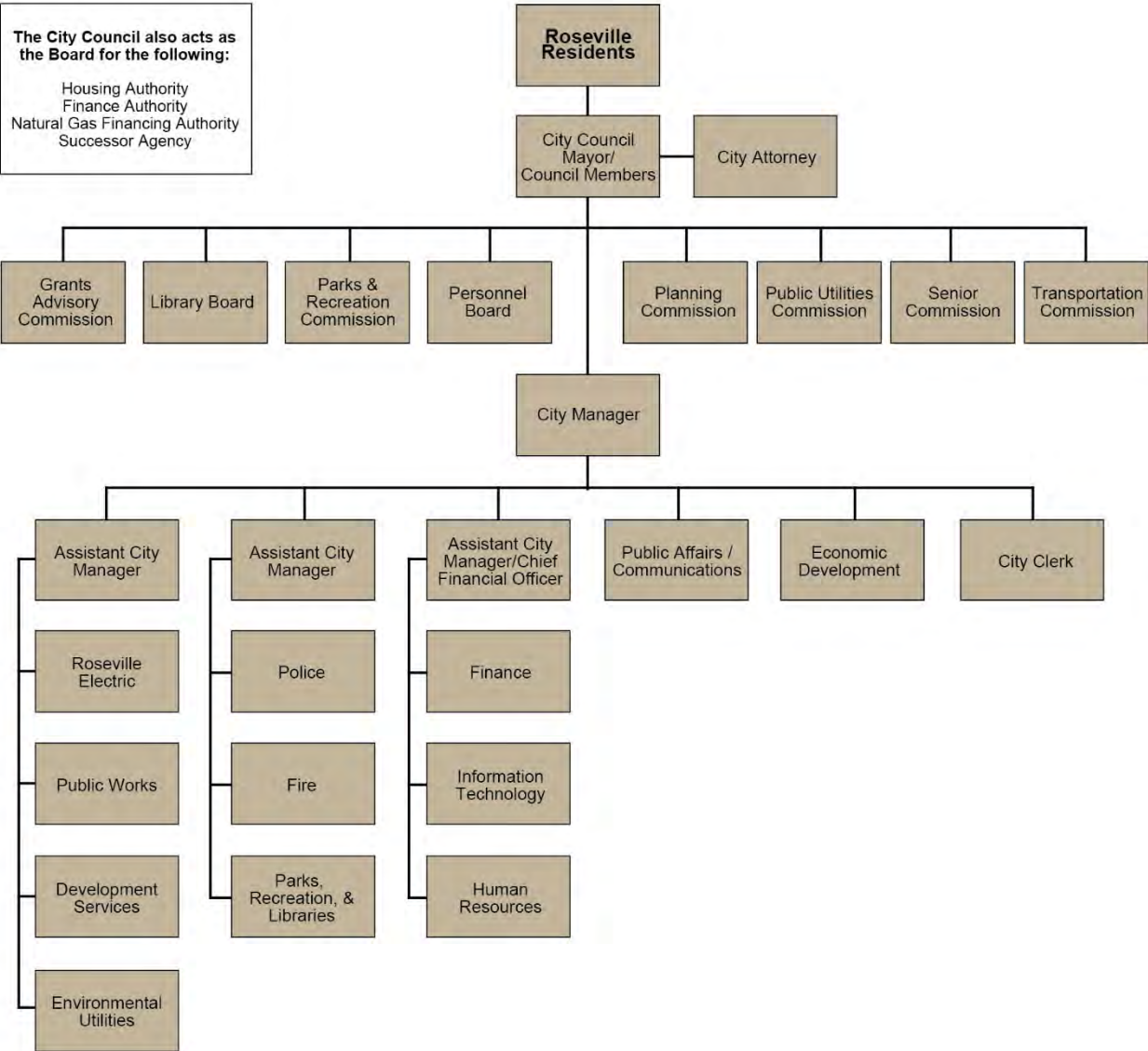
Roseville is a charter law city, incorporated in 1909, and operates under a Council-Manager form of government. The City Council appoints the City Manager and City Attorney. It was identified in the 2017 MSR that the City Council was elected at large; however, in 2019, the City transitioned to a district-based election system. In 2020, there were several charter changes, one of which regulated the role of the mayor being rotated among the districts. This rotation was determined by drawing straws, the Councilmember elected from District 3 was to serve as the new Mayor with the two-year term commencing in December 2022. The Vice-Mayor was designated as being from District 4 for that same period.

Accountability is maintained through intentionally maintained transparency, including open public access to City Council meetings and online availability of budgetary and financial reports. Published business metrics, workload indicators, and best management practices also maintain it.

The City Council meets on the first and third Wednesday of each month. Council meetings are noticed per the Brown Act, meeting agendas are posted on the City's website, and council meetings are broadcast live on the City's website, government access channels, and the City's YouTube channel. On-demand video of meetings is available from the City's website.

The City has several standing committees, commissions, and boards, and residents are encouraged to participate to serve in an advisory capacity to the City Council. The City also appoints a member representing the City on the Placer Mosquito and Vector Control District. The City provides notices on its website, social media, and published newsletters to communicate with its citizenry. The City website offers a means for its residents to sign up to receive a full range of information on its operations directly.

Figure 28: City of Roseville Organizational/Hierarchical Matrix



## Staffing Levels

The staffing levels allocated in the City's Proposed Annual Budget for Fiscal Year 2024–25 appear adequate for each department and division to meet current service demands. However, while the funding of positions is an essential step toward achieving and maintaining service standards to the community, filling those positions with qualified personnel and retaining the personnel in those positions is equally crucial. As with many work sectors in our society today, the City's service-oriented departments and divisions are impacted by the so-called "silver tsunami," a metaphor used to describe the aging of the population, specifically among the baby boomers (born between 1946 and 1964) as they have reached and exceeded retirement age. All operating community service divisions face the challenge of filling positions, which is particularly acute among services requiring certifications (e.g., Electric Utility, Water Treatment and Distribution, and Wastewater Treatment).

Looking to the future, maintaining positions filled with qualified and trained personnel will require more deliberate practices than in years past. To their credit, most of the City's operating divisions are engaging in some level of succession planning. Programs aimed at filling and retaining staffing levels that are being used and should be continued include:

- Formalized mentorship assignments
- Leadership Academies
- Job Fairs (at community events, on high school and college campuses, or at City operational centers)
- Job profiling on the City's website and social media
- Ride-a-longs and job shadowing
- Annual or biannual salary surveys (to maintain competitive compensation packages)
- Internship programs

Employers commonly—and often by necessity—use overtime assignments to compensate for the shortage of work hours caused by position vacancies. In most cases, however, overtime should be viewed as a short-term and intermediate solution to staffing shortages. Excessive overtime use can lead to worker fatigue, efficiency and effectiveness reductions, workplace injuries, and ultimately increased costs. Overtime assignments should be used judiciously and concurrently with other job-filling efforts.

As additional services or service areas are contemplated, particularly within expanded City limits and Spheres of Influence, staffing must be increased. However, it is essential to note that enlarged service areas may require increased concentrations of employees, as the “reach and return” requirements of expanded geographic distances of service require more miles of travel and a more excellent ratio of travel to productive work.

## Organizational Effectiveness

Overall, the City of Roseville’s various service enterprises are being performed at levels of efficiency and effectiveness that meet or exceed industry standards. This can be attributed to multiple positive business practices that the City has in place, including:

- Establishing key performance metrics and workload indicators relevant to each enterprise.
- Making those performance metrics and workload indicators publicly available, publishing them in the adopted annual budget.
- Linking the performance metrics and service effectiveness to executive performance reviews.
- Conducting customer satisfaction surveys and publicly reporting results.
- Soliciting customer opinions for existing and proposed services.
- Adapting to aggressive growth trends and service needs.
- Compliance with federal, state, and local legislative and regulatory mandates.
- Fostering a culture of desire for improved performance across the organization.

When new services and service areas are contemplated, caution should be taken to ensure that expanded services do not come at the expense of existing service efficiencies. The possibility of sacrificing quality for quantity should be avoided.

## OTHER MATTERS RELATED TO EFFECTIVE SERVICE DELIVERY

Placer LAFCO has established policies in compliance with Cortese-Knox-Hertzberg requirements. This section will review local LAFCO policies that may affect service delivery to potential areas for inclusion in the sphere of influence. From our review of these policies, the following appear the most relevant to the question:

- Placer LAFCO encourages the orderly formation of government agencies and the efficient provision of governmental services.
- Placer LAFCO encourages the preservation of agricultural land and open space resources.
- Placer LAFCO encourages logical patterns of growth and discourages urban sprawl.

The Placer LAFCO policy document clearly defines these issues and provides for the prioritization of urbanization for the County. In that regard, its policies identify that it discourages urban-level development adjacent to city boundaries (Policy III (A)(5)). The sphere of influence expansion proposed to include the Curry Creek Community Plan area and the Regional University Specific Plan would comply with this policy directive. Such an expansion would allow the City to plan for the range and level of municipal services.

Placer LAFCO also has policies related to orderly growth patterns, which identify that the area proposed for urban intensity development adjacent to cities and/or their sphere of influence should be included in that city as its first preference. The area of the Dry Creek West Placer community plan identified as the Vineyards and Riolo Vineyards specific plans by the Commission policy should be considered for inclusion in the sphere of influence. In this way, it will allow for future planning, which may alleviate the need for the proliferation of districts and/or service providers to fund and provide the range of services available from the City.

Both county planning areas have anticipated the urbanization of existing rural lands, so the question of preservation of agricultural and open space resources has been answered. The County's Placer County Conservation Program (PCCP) provides a framework to "protect, enhance, and restore the natural resources of western Placer County." This plan has identified the Curry Creek and the Dry Creek West Placer community plan areas as potential future growth areas that will need the full range of urban-level services.

## Determination

The Placer LAFCO policies on logical growth patterns, discouraging urban sprawl, and the discouragement of the proliferation of single-purpose special districts provide a direction for the inclusion of these areas within the sphere of influence of the City of Roseville. Such a determination would allow for the necessary service extension planning.

## On-site vs. Remote Work Assignments

The COVID-19 pandemic caused most employers, including the City of Roseville, to rethink how and where many job duties are performed. City employees provide many community services; those services simply must be performed in person if they are to be performed at all. Other job duties, internal support services for example, were relocated to remote facilities, with many City workers performing their duties from home for all or part of the work week. In addition to helping shield employees and customers from exposure, work-from-home assignments had favorable environmental impacts due to reduced commuter travel. Depending on the specific work being performed, work-from-home assignments can also provide the employee with more schedule flexibility and the employer with reduced demand for office space.

However, work-from-home assignments can also create an environment of reduced oversight of work performed and a potential loss of workplace efficiency and service delivery effectiveness. It will be important going forward to intermittently evaluate positions and work performance to determine and preserve the best balance of on-site vs. remote work assignments.

## Aging of the Workforce

While mentioned elsewhere in this Municipal Service Review, the potential impacts of the aging of the workforce on effective service delivery cannot be stressed enough. As the “baby boomers” (born between 1946 and 1964) have reached retirement age, it has become apparent through experience that it is a significant challenge not only to fill positions vacated by retirements but also to replace the lost institutional knowledge, experience, and skill sets. This phenomenon is even more apparent when considering job positions that require extended education and/or job certifications.

To their credit, City leadership has been taking on this challenge head-on. To ensure that these problems are abated, the various departments are engaging in succession planning as a formalized component of their annual and long-term planning. Internal development and external outreach will be critical efforts to maintain full staffing and preserve efficiency levels.

### **Formalizing Agreements for Shared Services**

It is advised that all shared services and mutual aid agreements with other agencies be formalized by written agreement, approved by the City Council after appropriate public discussion, and retained in a centralized location (perhaps in the City Attorney's Office). LAFCO approvals should accompany the formalized agreements when applicable. Copies of the agreements should be maintained online via the City website for the public to access when desired and for city staff with operational oversight to access as needed.

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## Section II: SPECIAL TOPICS

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## WESTERN DEVELOPMENT

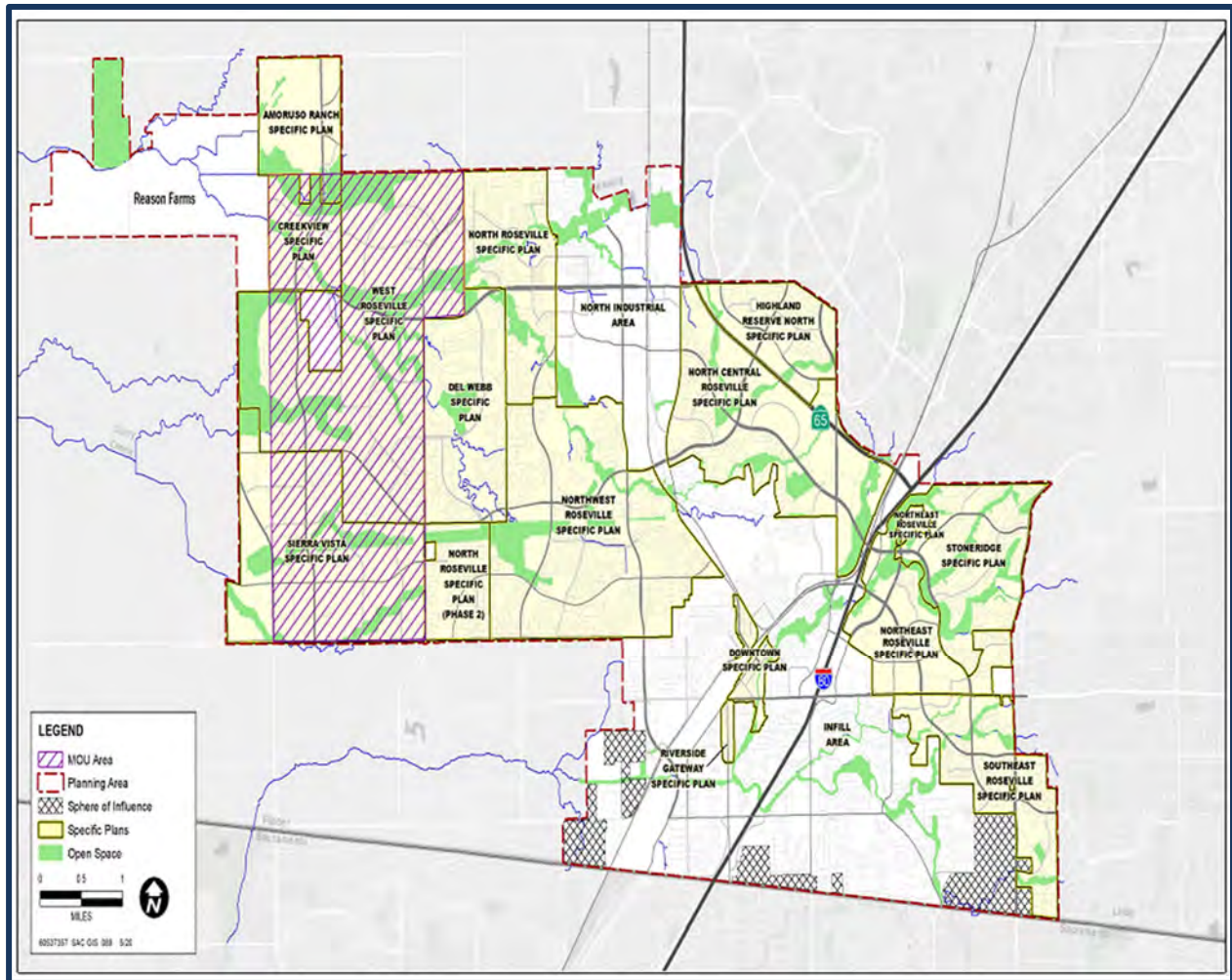
AP Triton was requested to assess the potential for a sphere of influence expansion for the City. Included in this task was the request to address the question of competition between the County and the City in providing services for increased development in the western areas. After review, AP Triton's opinion is that the competition between the agencies was addressed in the early 2000s when Roseville wished to pursue expansion. This competition ended when the City and County essentially laid out their respective service areas, as outlined below.

The City of Roseville and Placer County have established policies related to development that are to be considered by either agency in the western/southwestern unincorporated area. This outgrowth of policies implemented in 2011 between the two agencies allowed for a sphere expansion to include Sierra Vista (2,075 acres) and Reason Farms (1,754 acres) annexations. This included a memorandum of understanding (MOU), which specified specific actions to be taken as a part of the annexation process, including the sphere of influence reduction for the City of Roseville to exclude the entirety of the Sunset Industrial Area along the City's northern boundary. The City's resolutions approving this concept were adopted in 2011, Resolutions No. 11-385, 11-386, and No. 11-387. A part of these resolutions was a revenue-sharing component which stipulated that:

- A separate tax rate for the annexation area would be created.
- The County would receive 18.25% of the ad valorem property tax from the area following annexation. (no mention is made as to the share the City would receive),
- The County would also receive a portion of the sales tax generated from the area through an annual payment from the City. This payment schedule began five years after the annexation was completed, and the transfer established would be 11.25% of the sales tax through year 15 and 16% in year 16. The agreement does allow for a limited reopening of this clause in year 15, anticipated to be in 2026.

A review of the City's financial reports identifies that for 2022 (the latest year audit materials are available), the payment to the County from the "annexation area" was \$9,300,000. The Amoruso Ranch (completed in 2018) and Reason Farms (completed in 2011) annexations to the City only partially fall within this area, requiring minimum property tax sharing and sales tax payments.

Figure 29: City of Roseville General Plan Land Use—Planning Areas



At the time these discussions were underway, there were other specific plans in process in the County around the southern and western perimeter of the City of Roseville, but it was the understanding of City and county staff members contacted that there was “no interest in their inclusion in the City.” The area of the Dry Creek West Placer Community Plan included the Placer Vineyards Specific Plan, which was approved on July 16, 2007. The lack of interest was attributed to the difficulty encountered with addressing the required property tax sharing agreement.

Development of the specific plan anticipated the need for the full range of municipal services to be provided to an anticipated population of 37,874 (14,340 dwelling units) and a mix of business uses (estimated at 8 million square feet of commercial uses at present). These municipal-level services are provided by a mix of community facility districts, county service areas, and independent districts.

Also approved at the time was the Regional University Specific Plan (2008), whose residential component anticipated 4,387 dwelling units in a mix of low-density to commercial mixed-use land use designations. Using the current average household make-up for Placer County (2.68 persons per unit), this would represent 11,757 persons. The last specific plan area included in the southwestern Placer unincorporated area is identified as the Riolo Vineyard Specific Plan. It was adopted initially in 2009 and updated in 2015. It anticipates 933 units (2,500 population) under its revised plan.

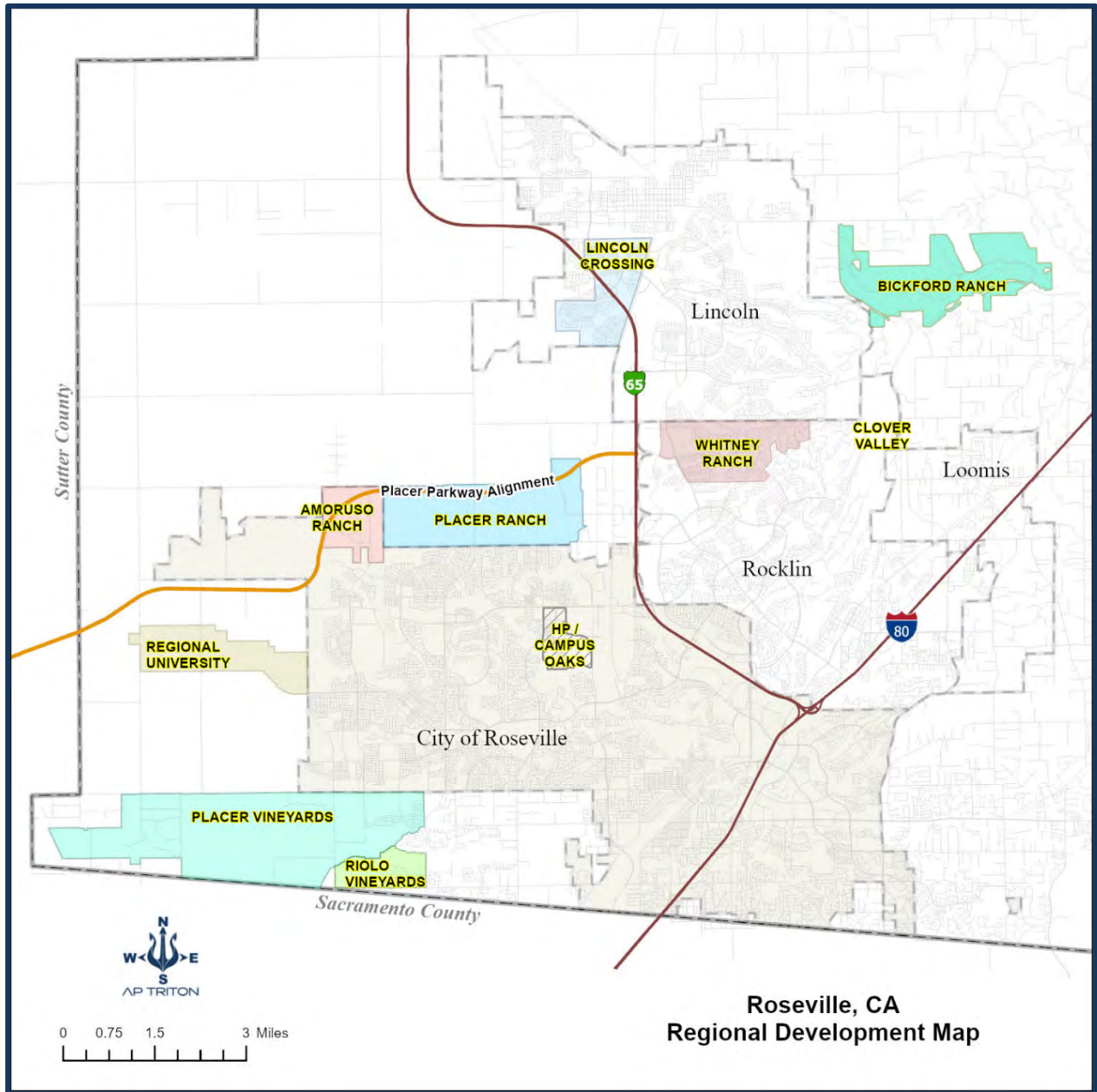
One specific plan not part of the southern unincorporated area is the Placer Ranch Specific Plan adopted in 2019. The area of the specific plan is a part of the Sunset Area Plan (SAP), which was removed from the Roseville sphere in 2011 and abuts the Roseville City limits along its southern edge. Development in the overall SAP area includes Thunder Valley Casino developed by the United Auburn Indian Community (which consists of the Miwok and Maidu Auburn Indian tribes) and the anticipated residential component of Placer Ranch. The following figure identifies the approved units and estimated population using the County’s standard of 2.68 persons per household.

**Figure 30: Approved Units & Estimated Population Using 2.68 Persons Per Household**

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
<b>TOTAL</b>		<b>27,718</b>	<b>74,283</b>

As the issue of the sphere of influence expansion on the north has been addressed contractually, there is the potential for discussion for the areas to the west and south. The county land use decisions within these areas are essential to the debate on a potential western/southwestern sphere expansion for the City of Roseville. The following map shows these specific plan areas.

Figure 31: City of Roseville Regional Development Map



As noted, these services are provided by a range of providers, some public and other private enterprises, and some by the City of Roseville on a regional basis. Therefore, the standard impetus for an annexation to the City is not present, as there is no need for City services to develop these areas. For the residential component of the Plans, there are the quality-of-life services available throughout the City, i.e., parks and recreation, library, and public transit, that can or are used by non-residents. In addition, the City participates in mutual aid for fire protection, with the Placer County Fire Department maintaining a high level of service delivery for residential uses (primarily medical assistance) and the myriads of business types within the area. When looking at the potential for service delivery, CKH points the affected LAFCO to a multi-function entity as the preferred service choice. This is expressed as follows:

*Excerpt from Government Code Section 56001: "...The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas..."*

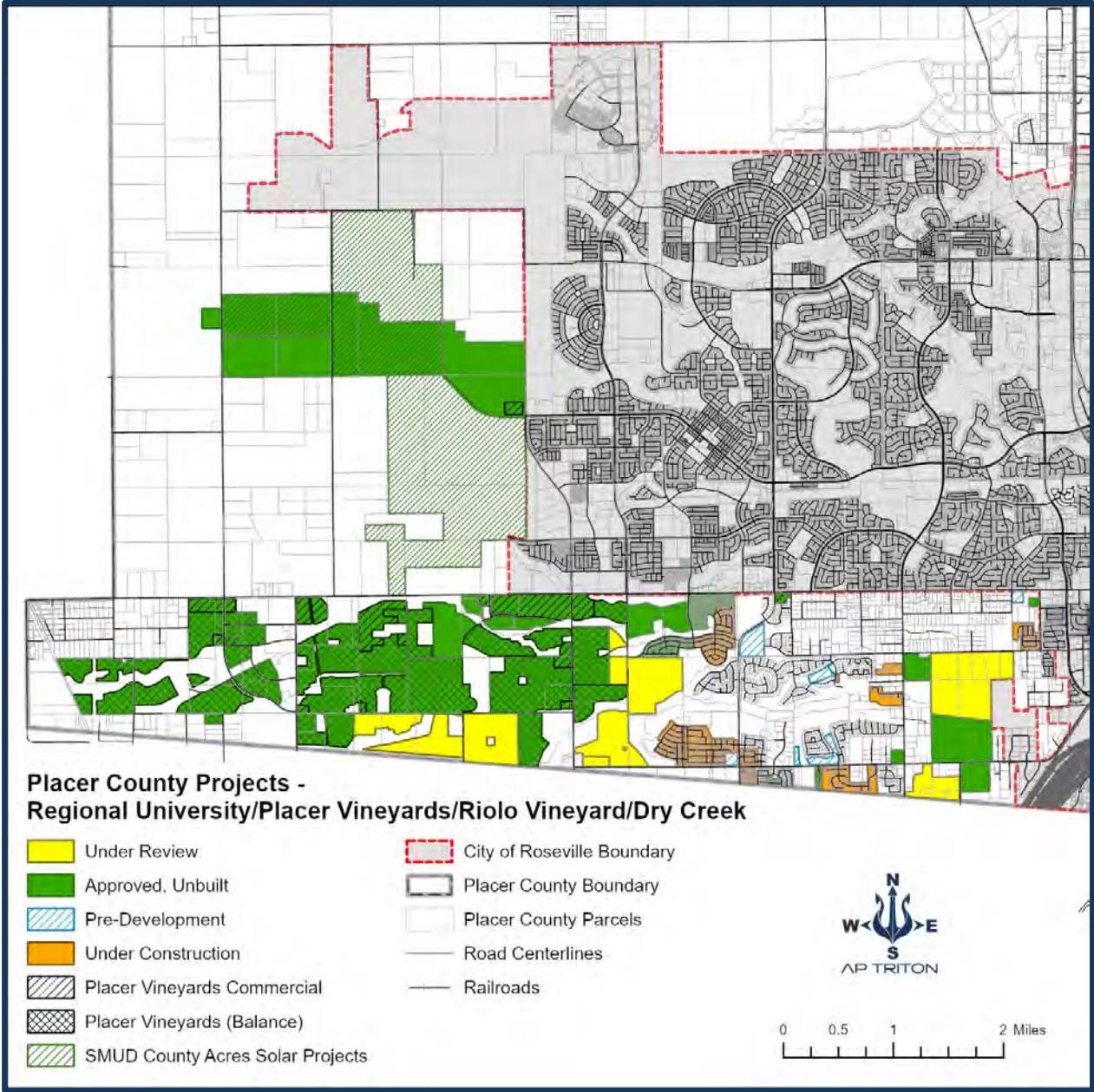
For this general area, the statutes would direct the LAFCO to look to the City of Roseville as the ultimate service provider. The theory of this choice is sound; however, the timing does not lend itself to this direction for the entirety of the west Placer area. The die has been cast for developing the Dry Creek West Placer area by developing specific plans and actions taken by the Public Utilities Commission to define certificated service areas. The following provides a more definitive look at these areas.

While approved, the Regional University Specific Plan has not shown much development activity. Currently, much of its territory is a part of the Sacramento Municipal Utility District (SMUD) Country Acres solar project, which has an anticipated lifespan of 30 to 50 years. The need to discuss municipal service delivery to this area is not currently a priority. However, a sphere of influence expansion to include this area within the City's sphere of influence would point toward the ultimate delivery of City service to the area when development commences.

The necessary planning for extending infrastructure and facility location design could be addressed throughout the City. It would also preclude the elimination of the City as a service provider as has occurred through the development of the Placer and Riolo Vineyard Specific Plans using a private enterprise to provide the services, such as a private water company, a private electrical provider, etc. The review of current service capabilities for the City of Roseville showed the capacity to expand its services when called upon to serve additional territory. Therefore, it is proposed that the sphere of influence be expanded to include the area westerly of the City, north of the PUC service area of the CAL-AM water company, easterly of the County line, and southerly of the City's existing boundary in the Reason Farms area.

The MSR of 2017 had limited discussion of the west/southwest Placer unincorporated planning efforts. Since the last MSR in 2017, considerable activity has occurred or is in the planning process for the Placer Vineyards and Riolo Vineyards Specific Plans and the Dry Creek West Placer community plan areas. The following map shows the level of development activity within these areas:

Figure 32: Placer County Projects:  
 Regional University, Placer Vineyards, Riolo Vineyard, And Dry Creek



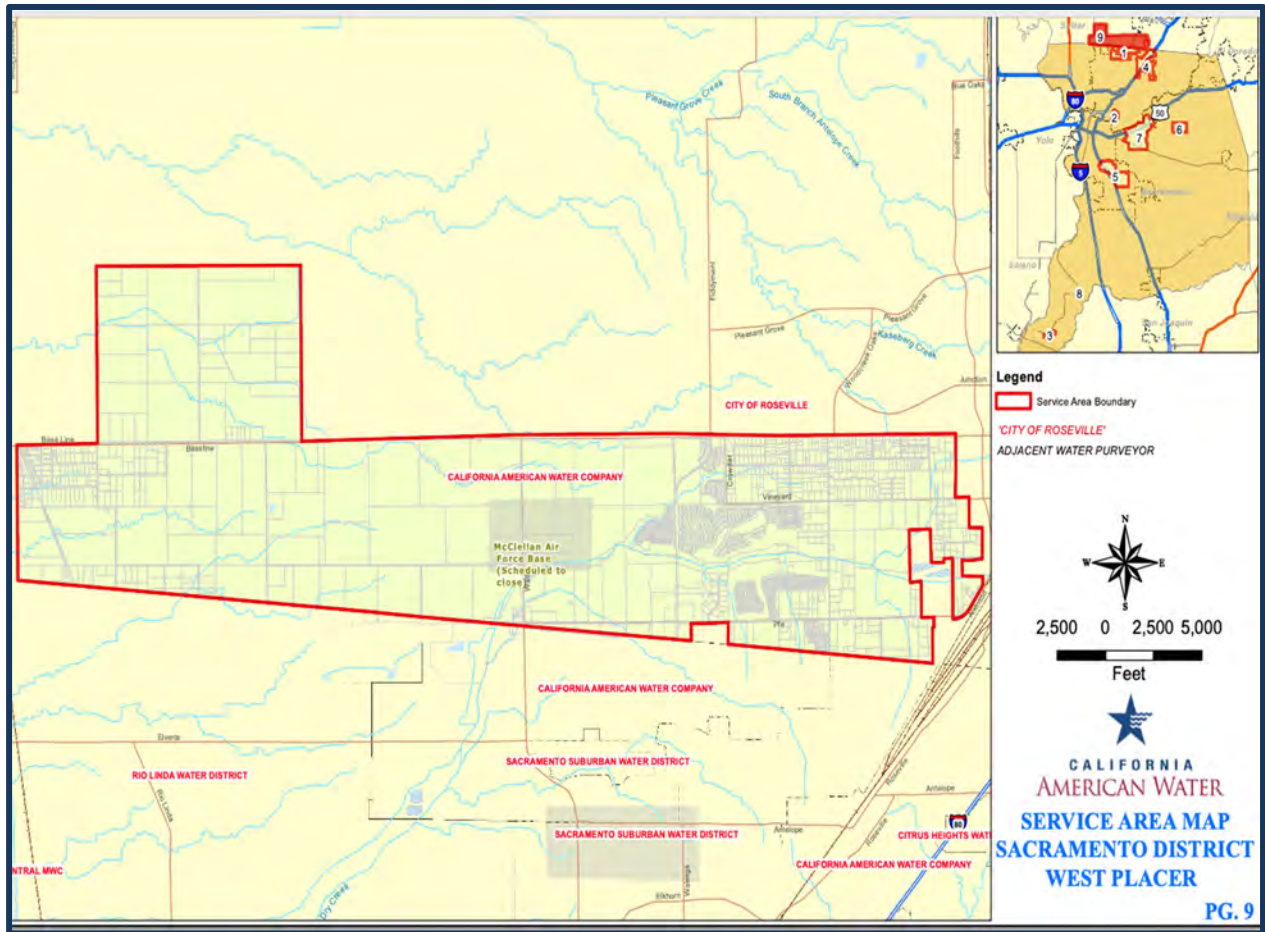
The service providers within this area are outlined in the following figure, and the equivalent providers within the City are shown.

Figure 33: Service Provider Outline

Service	Unincorporated	City
Electricity	PG&E	Roseville
Fire Protection	Placer County Fire (CSA 28 improvement zones)	Roseville FD
Police Protection	County Sheriff/CHP	Roseville PD
Library	County of Placer (utilization of Roseville facility)	Roseville
Natural Gas	PG&E	PG&E
Parks and Recreation	Placer County Parks, Trails, and Open Space	Roseville
Recycled Water	South Placer Wastewater Authority	Roseville/South Placer Wastewater Authority
Solid Waste	Waste Management Inc	Roseville
Streetlighting and Maintenance	County of Placer Road Maintenance	Roseville
Wastewater Services	South Placer Wastewater Authority	Roseville/South Placer Wastewater Authority
Water	California American Water Company/ Placer County Water Agency	Roseville/Placer County Water Agency/ San Juan Water District
Flood Control/Drainage	Placer County Flood Control District	Roseville/Placer County Flood Control District
Transit	City of Roseville—regional authority	Roseville

The areas of Placer Vineyards and Riolo Vineyards currently receive their domestic water from the California American Water Company (Cal-Am) and PG&E for electricity through the certificated service areas as determined by the Public Utilities Commission (PUC). State law precludes the duplication of service lines between public and private water entities, so there would be no transition to Roseville service for the bulk of the area should a potential annexation occur. The map of the Cal-Am service area is shown in the following figure:

Figure 34: Cal-Am Service Area



However, it was noted during the on-site visit with the utility department that there are 17 interconnections for service outside the City limits, some of which are emergency interties. The question was posed as to whether there were contracts in place for these services, to which the response was in the affirmative except in one instance. Government Code Section 56133 specifies the requirements for extension of service by an agency outside its boundaries, which read in part:

*(a) A city or district may provide new or extended services by contract or agreement outside its jurisdictional boundary only if it first requests and receives written approval from the commission of the county in which the affected territory is located.*

*(b) The commission may authorize a city or district to provide new or extended services outside its jurisdictional boundary but within its sphere of influence in anticipation of a later change of organization.*

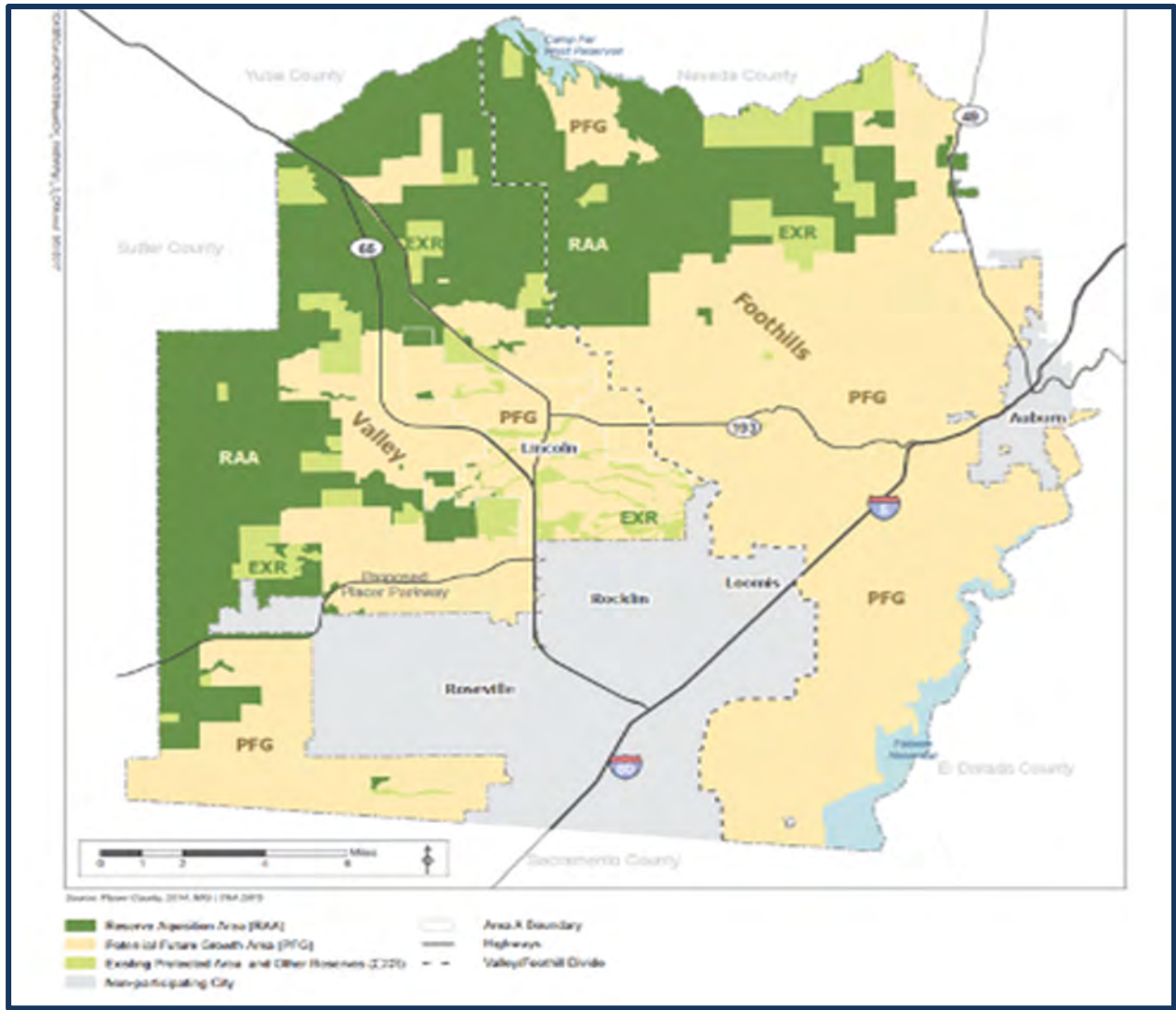
Placer LAFCO has not adopted policies for implementing the provision of GC 56133. Still, a strict interpretation of the law would limit future connections to existing city facilities in the eastern portion of Dry Creek West Placer community plan area and the City's existing sphere of influence without LAFCO approval.

While the expansion of the City's sphere and the probable annexation may not appear to be on the horizon, there are other mechanisms available to address service delivery that may be feasible. Cities and counties can no longer afford to be at odds on delivering services to their respective communities and must look to all methods that allow for the most cost-effective, efficient, and sustainable service delivery pattern.

While not a function of this MSR, fire protection is a critical component of service for Placer County. At present, there is a county fire station in the eastern area of the Dry Creek West Placer Community Plan area. Based on the area's development, an additional facility will be needed. To improve and/or maintain the level of service as the area's development progresses, there is the potential to look at a functional consolidation of this service through a contract with the City of Roseville. This could include collaboration on the siting of future facilities to serve the County/City area the best. Inclusion within the City's sphere of influence would have the potential to support this effort. It could be envisioned that such discussion could occur as a part of the 2026 reopener of the sales tax payment agreement with the County.

There is another element of consideration for the west/southwestern unincorporated area which is the County's Placer County Conservation Program (PCCP). This plan is intended to provide a framework to "protect, enhance, and restore the natural resources in specific areas of western Placer County." It operates as a regional Habitat Conservation Plan. As shown on the map below, future growth areas are defined for the unincorporated areas. While the City of Roseville has not opted into this program, its permittees developing within the city may use the plan's resources, and the plan's land use definitions further concentrate urban development closer to the existing city.

Figure 35: Future Growth Areas Defined for Unincorporated Areas



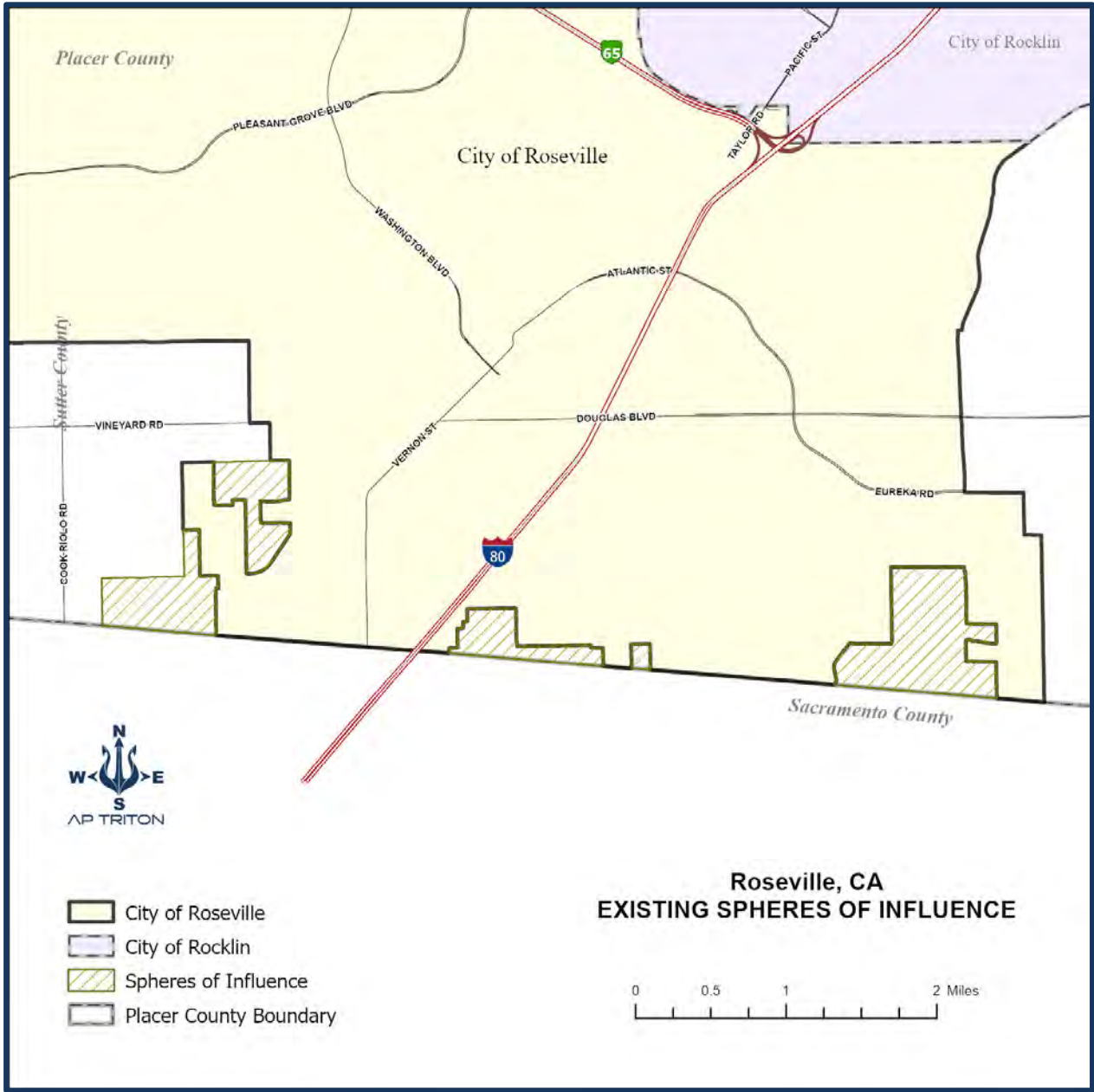
## Determination

- ~~• 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.~~
- The City of Roseville and the County of Placer are encouraged to discuss the potential for functional consolidation of services within the sphere expansion area as part of the re-opener clause of the Revenue Sharing Agreements signed in 2011, which is anticipated to occur during 2026.
- Placer LAFCO is encouraged to develop policies related to implementing Government Code Section 56133 out-of-agency service agreements to address new extensions/connections to existing infrastructure and grandfather in existing contracts.
- Placer LAFCO is encouraged to develop policies related to implementing 56134 fire protection contracts to address any potential functional consolidation of fire protection/emergency medical response services in the Dry Creek West Placer community plan area.

# ISLAND AREAS WITHIN EXISTING SPHERE OF INFLUENCE

The existing sphere of influence for the City of Roseville includes five areas along its southern boundary adjacent to the County line, which would qualify as "island" areas under existing statutes. These areas are shown in the following map.

Figure 36: City of Roseville—Existing Spheres of Influence



Many of these areas pre-date the requirements within CKH for spheres of influence, having existed since the 1960s. These areas have been a part of the City's sphere of influence since its adoption but are not currently a part of the City's General Plan or other service-related master plans. The acreage of these areas has been identified by the City GIS as follows (going from east to west):

Annabele Tract	375 acres
Livoti Tract (2 areas)	130 acres
Booth Road	144 acres
PFE Road	142 acres

Since the enactment of the Knox-Nesbitt Act (1963), which set forth the creation of LAFCOs, islands of unincorporated territory surrounded by city boundaries have been a concern as they result in illogical boundaries, as well as difficulty and confusion in the delivery of municipal services from public agencies and for the public looking to receive those services. Through the years efforts have been made to address this problem through expedited annexation procedures to assist in removing these areas throughout the State. These provisions include eliminating protest procedures under certain circumstances and have existed since 1977. That said, there remains reluctance and resistance to using these procedures by cities due to the elimination of protests and how the residents of these areas perceive that.

Placer LAFCO has not adopted procedures related to implementing Government Code Section 56375.3 (island annexation), though its policies addressed the denial of the creation of new island areas. The statutory provisions specify that should an area meet the criteria within the statute, the ability of protest by either landowner or registered voters would be eliminated. The criteria are:

- The area must be less than 150 acres.
- It must constitute the entirety of the island; and,
- It must be substantially surrounded by the City or by the City and adjacent cities or the County line.

The statute does not define “substantially” leaving that to each LAFCO to determine based upon local conditions and preferences. Without such a policy declaration, the Livoti areas individually would qualify for annexation through these expedited procedures. If the standard definition of substantial is used (substantial in quantity), then Booth Road Island would qualify as the estimate because it is more than 75% surrounded by the City. The Annabele Tract is too large to be processed under the island provisions (limitation 150 acres) excluding protest, but should annexation of the area be initiated by a resolution of the City of Roseville, the Placer LAFCO would be unable to deny the proposal based upon its existence as an island under the provisions Government Code Section 56375(a)(4). The PFE Road sphere territory is surrounded by unincorporated territory and does not qualify for either island procedure.

These island areas already receive service from the City through its water department, sewer service through the South Placer Wastewater Authority (with the wastewater treated by the City of Roseville), fire protection, and emergency medical response (Roseville Stations 1, 3, and 4) as automatic and mutual aid in support of Placer County Fire Station 100 and South Placer FPD Station 15. The ultimate inclusion within the City would clarify the service boundaries, eliminate response confusion, and improve police, traffic, fire protection, and emergency medical response times.

### **Determination**

- Placer LAFCO and all cities with such areas should develop policies related to encouraging the annexation of the island areas.
- Discussions between Placer LAFCO, the City of Roseville, and the County of Placer Administration should be undertaken to develop a methodology to address these islands and the property tax allocation process and achieve service improvements for the area.

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## Section III: FEASIBILITY ALTERNATIVES

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## FINDINGS

Throughout this Municipal Services Review, our team identified vital findings highlighting some of the strengths and challenges of the City's service delivery. The review reveals that Roseville excels in providing reliable and high-quality municipal services, demonstrating effective resource management and a solid commitment to public welfare.

However, the report also identifies areas requiring attention to support the City's growing population and economic development. These findings provide a critical foundation for future planning and decision-making, ensuring that Roseville can continue to deliver exceptional services while adapting to emerging needs and challenges.

- **Overall City Governance:** The City maintains an effective governance model that encourages accountability and openness.
- **Management Effectiveness:** City and departmental leadership consistently employ the best management practices in providing services.
- **Water Supply:** The City has adequate water and treatment capacity to meet its current and future needs. The City currently provides a modest water supply to customers outside the City limits. The City can supply additional water to outside customers, but that should be done only after carefully reviewing existing water contracts to ensure existing contract terms are not violated. AP Triton recommends that the City of Roseville consult with PCWA regarding the delivery of treated and untreated water to areas outside the City's current limits but within its proposed sphere of influence. This consultation is particularly crucial for areas outside the existing CAL-AM certificated service area.
- **Wastewater:** The City has adequate wastewater collection and treatment facilities to meet its current and future needs. If needed, the City could provide wastewater treatment to surrounding areas, but the cost of installing a collection pipe would limit that opportunity.
- **Solid Waste Collection:** The City has an adequate collection fleet to meet its current needs. Future City expansion will provide future collection fleet expansions. The upcoming \$120 million expansion of the Material Recovery Facility will offer great opportunities for processing waste from surrounding areas. The current landfill capacity is projected for approximately 30 years.

- **Parks and Recreation:** For a city of its size, the City has a robust offering of parks, facilities, and recreational opportunities. Approximately one-third of parks and recreation users are non-residents. The department and its services are well-positioned to expand as the City grows.
- **Library Services:** The City's library services collaborate extensively with other libraries and agencies in Placer County and northern California. The library offers its customers various traditional and contemporary services to meet the needs of the clientele of all ages, with the capacity to grow as needed.
- **Stormwater:** The City's stormwater management effectively meets its current needs. Future growth is anticipated to have its stormwater needs met as well. The potential for serving outside areas must be studied and engineered case-by-case.
- **Street Maintenance:** The current street maintenance needs are being met, and the City is maintaining its targeted Pavement Quality Index. Providing services to surrounding areas is possible but probably not practical. Maintenance costs increase quickly as the coverage area expands.
- **Public Transit:** The City's current public transit needs are being met through several route-based and on-call services, both within the City, in the County, and to Sacramento (commuter service). Public transit services have excess capacity, as ridership has not yet returned to pre-COVID levels. The City's transit fleet is transitioning to an eventual 100% electric fleet, with a new charging facility being constructed at the City Maintenance Yard.
- **Electric Utility:** The electric utility has sufficient electricity supply and infrastructure to meet the City's current and future needs. It also has mutual aid agreements to provide assistance and power in emergencies. However, it is unlikely that the electric utility will provide regular service to areas outside its existing service area, as other electric utility providers are protective of their service areas.
- **Law Enforcement:** The Police Department is structured to fulfill the City's law enforcement needs, comprising units for special operations, investigations, community services, and professional services. Currently, the department maintains a staffing ratio of 0.95 sworn officers per 1,000 residents. However, there is a recognized need to increase this ratio to 1 officer per 1,000 residents to better serve the community and enhance public safety for any expansion in the future.

- **Animal Control:** The City's animal control services fall under the law enforcement sphere of influence. They meet the City's current needs and operate in conjunction with the SPCA for shelter services and with veterinarians for veterinary services. Animal control provides some limited service outside of city limits, but given current staffing and shelter limitations, there is only limited capacity to provide service beyond existing borders.
- **Fire Department:** This 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.

## OPPORTUNITIES FOR ENHANCED SERVICES

During this analysis, our teams investigated a range of opportunities to enhance services both within the current sphere of influence and through its expansion. We evaluated several alternatives, including potential contractual relationships, administrative consolidations, and reorganization options, to assess their feasibility, effectiveness, and potential for cost savings. The primary focus was to identify strategies that could improve service efficiency, reduce redundancies, and optimize resource utilization. Through this process, three specific areas were identified and are discussed below:

- **Solid Waste Collection.** With the planned \$120 million expansion of the Material Recovery Facility, there is an excellent opportunity to expand the overall volume of recyclable material processed by the City and the array of recycled materials by installing improved sortation lines. In addition to the facility expansion, success in increasing recycled material volume will also rely on citizens being educated on and then practicing new at-home material sortation. The increased capture of materials diverted from the landfill not only increases recycling revenue at the time of collection but also extends the landfill's life and defers needed investment in landfill expansion and transportation costs.
- **Public Transit.** An excess in ridership capacity currently exists because ridership continues to be down from the pre-COVID-19 pandemic era. Investing in updated ridership studies may reveal opportunities to shift rider capacity from underutilized routes to other ridership options, such as the popular Arrow on-call rider service.
- **Street Maintenance.** AP Triton recommends the Public Works Department seek out a demonstration of an all-in-one pothole patcher truck to assess its viability for their street maintenance operation. These trucks reduce the time and effort in filling potholes and performing other asphalt repairs using permanent cold mix patching material in a one-pass process. There may be an opportunity to increase the speed at which pothole repairs are made and reduce repair costs.

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**Section IV:**  
**MUNICIPAL SERVICE REVIEW &**  
**~~SPHERE OF INFLUENCE UPDATE~~**

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## SUMMARY OF DETERMINATIONS

### Growth and Population Projections

Roseville’s business community is strong and well-positioned for the future. Roseville is situated along Interstate 80, a major trans-continental interstate, and is less than two hours from ports along the California coast. Roseville is also home to Union Pacific’s J.R. Davis Rail Yard, the most significant rail yard west of the Rockies. It is estimated that 98% of all rail traffic in the region travels through the 950-acre facility. These factors, plus proximity to Sacramento’s two airports, provide Roseville with easy access to all forms of inter-model commerce.

Out of a potential estimated labor force of 80,231 people aged 16 and over, Roseville has a healthy 77,959 people employed in local jobs.

**Figure 37: Top Ten Roseville Employers**

#	Employer	Employee Range
1	City of Roseville	1,000–4,999
2	Pride Industries	1,000–4,999
3	Sutter Roseville Medical Center	1,000–4,999
4	Kaiser Permanente, Roseville	500–999
5	Costco	250–499
6	Keller Williams	250–499
7	Roseville Toyota	250–499
8	Save Mart Distribution Center	250–499
9	TASQ Technologies	250–499
10	Union Pacific Railroad	250–499

Employment in Roseville is largely dominated by the service and retail business sector, though a broad cross-section of industries employs Roseville citizens locally.

**Figure 38: Business Sectors By Percentage Of Employees Within Roseville**

#	Sector	%
1	Service Industries	40.5%
2	Retail Trade	30.2%
3	Finance, Insurance, and Real Estate	12.4%
4	Government	4.5%
5	Construction	3.7%
6	Wholesale Trade	2.5%
7	Manufacturing	1.8%
8	Transportation	1.7%
9	Agriculture & Mining	1.0%
10	Communication	0.8%
11	Utility	0.6%
12	Unclassified	0.3%
	<b>Total</b>	<b>100%</b>

With projected population growth, Roseville’s housing market must keep pace. Since 2010, a little over 9,200 new homes have been built and occupied in Roseville. That brings the total number of housing units to 63,519, which is expected to grow to 67,654 by 2029. This supports the estimated population growth pattern, suggesting that Roseville will continue to experience steady growth from now through 2040.

**Figure 39: Projected Population Growth, 2024–2040**

Year	Projected Population	Growth Rate
2024	160,366	—
2026	169,068	5.4%
2028	175,715	3.9%
2030	183,361	3.7%
2032	189,007	3.6%
2034	195,654	3.5%
2036	202,300	3.3%
2038	208,947	3.3%
2040	215,594	3.2%

The current population has outpaced previous growth estimates, which are also somewhat conservative. The last 2017 MSR Report estimated the 2025 Roseville population to be 143,377; the current estimate of 160,366 exceeds that by almost 11%.<sup>5,6</sup>

## Disadvantaged Unincorporated Communities

In 2012, SB 244 was enacted to address infrastructure deficiencies in Disadvantaged Unincorporated Communities (DUCs), requiring cities, counties, and LAFCOs to identify and analyze these areas. DUCs are inhabited areas with a median household income of 80% or less of the statewide median. Around Roseville, developments like Placer Ranch and Placer Vineyards do not qualify as DUCs due to higher incomes. Within Roseville's sphere of influence, however, five unincorporated areas exist, four of which are islands but not DUCs. Despite receiving city services, there is little interest in annexation from the City, as outlined in interviews conducted with staff.

## Present and Planned Capacity of Public Facilities

- **Water Utility:** Water supply and capacity are adequate for current and planned growth. Opportunities for shared services may exist. Conveyance agreements and LAFCO approvals should secure existing relationships with customers outside of city limits. AP Triton recommends that the City of Roseville consult with PCWA regarding the delivery of treated and untreated water to areas outside the City's current limits but within its proposed sphere of influence. This consultation is particularly crucial for areas outside the existing CAL-AM certificated service area.
- **Wastewater Utility:** Wastewater collection and treatment and capacity adequate for current and planned growth.
- **Refuse Collection:** Refuse Collection needs are being met, and serving growth and expansion should not be a problem. The planned expansion of MRF may create opportunities for regional expansion.
- **Parks and Recreation:** Current facilities and programs are adequate and popular with the residents. However, rapid growth in western Roseville increases the demand for added programs and facilities in this area. About one-third of customers live outside of the city limits.

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<sup>5</sup> With a stable housing market and a highly desirable site and situation for business, Roseville is well positioned for continued growth.

<sup>6</sup> Roseville's business community experienced a dip during COVID-19, as did much of the nation. With continued population growth and the advantages, the local business community has with Roseville's location, both business and population, should see steady future growth.

- **Stormwater:** The stormwater system is adequate to meet current needs and immediate growth. Any long-term expansion needs to be studied and engineered.
- **Street Maintenance:** Current maintenance levels are adequate and meet the City's goal for pavement quality. Additional resources are needed for long-term expansion and growth.
- **Public Transit:** An array of transit services is provided to meet the needs of different subsets of transit ridership. Additional services should be analyzed on a case-by-case basis.
- **Libraries:** Library services meet the community's needs. While opportunities for additional services and educational opportunities are plentiful, rapid growth in western Roseville continues to increase the demand for added library services in this area.
- **Electric Utility:** The Electrical power supply and infrastructure are adequate to meet the City's current and future needs. However, due to the territorial protections of surrounding electrical utilities, opportunities for expanding facilities outside the current service area are unlikely.

The Police Department is organized to address the City's law enforcement requirements. In addition to patrol duties, it includes a special operations unit, an investigations division, a community services division, and a professional services division. Additionally, the Department is also responsible for managing animal control, which is currently meeting community needs and standards. The staffing ratio for the police department is 0.95 sworn officers for every 1,000 inhabitants.

### Financial Ability to Provide Services

- The City Council approved an FY 2024 Budget (all funds) of \$783.9 million in expenses, offset by \$793.9 million in revenues. The City's two largest revenue sources are Taxes and Charges for Services. Property Tax revenues comprise nearly 9% of all revenues, while Sales Tax accounts for just over 13%.
- The City operates electric, water, and wastewater utilities. Charges for services associated with these utilities comprise 41% of all revenues.
- Major expense categories include Personnel Costs (35% of all expenses) and Materials, Supplies, and Services (38%). The purchase of power and water for the City's utilities accounts for nearly \$92 million (12% of all expenses).

- Budgeted FY 2024 General Fund expenses are \$229.3 million, offset by \$231.7 million in revenues. Taxes (Sales Tax and Property Tax) account for 75% of General Fund revenues. Public Safety (Police and Fire) accounts for the most significant General Fund expense (45% of General Fund expenses).
- The City has identified \$484.5 million in capital improvement projects (CIP) over the next five years (FY 2024 through FY 2028). The City's Electric Utility projects account for 30% of this total, while Public Works projects account for 34%. The City's Enterprise Funds fund 63% of CIP projects for this period.
- The City's debt has been reduced from \$476.8 million in FY 20 to \$297.2 million in FY 2024.
- The City has adopted fiscally prudent reserve policies, establishing targeted levels of General Fund reserves, equating to 25% of the annual General Fund operating budget. The City complies with this policy and currently has fully funded reserves.

### Status and Opportunities for Shared Facilities

- **Water Utility:** Currently, it has 17 points of interconnection to customers outside the City limits. While capacity may exist to serve additional areas, expansion of service area opportunities may be limited by use restrictions contained in water contracts. AP Triton recommends that the City of Roseville consult with PCWA regarding the delivery of treated and untreated water to areas outside the City's current limits but within its proposed sphere of influence. This consultation is particularly crucial for areas outside the existing CAL-AM certificated service area.
- **Wastewater Utility:** It is currently operating under a Joint Powers Agreement with the South Placer Wastewater Authority. When considering expansion, increased regulatory requirements must be considered.
- **Refuse Collection:** Planned expansion of MRF may create opportunities for regional expansion and economies of scale.
- **Parks and Recreation:** Currently about one-third of customers are citizens from outside of the City limits. That ratio of shared use is not expected to change anytime soon. When and where appropriate, fee structures should reflect resident versus non-resident rates.
- **Stormwater:** No opportunities for shared facilities were identified.
- **Street Maintenance:** No opportunities for shared facilities were identified.

- **Public Transit:** Current shared facilities include an operating agreement with South Placer Transit, commuter service to Sacramento, and non-resident use of city bus routes. Additional shared services to be analyzed on a case-by-case basis.
- **Libraries:** Current shared services include those with Placer County in the West Roseville unincorporated area, the NorthNet Library System Consortium, and cross-lending with 41 other northern California libraries. Opportunities for additional shared facilities are abundant.
- **Electric Utility:** Opportunities for shared facilities are unlikely except for mutual aid in emergencies.
- **Police Department:** The Roseville Police Department collaborates closely with other agencies to enhance public safety and community engagement. This collaboration involves sharing information, resources, and expertise with local, state, and federal law enforcement agencies, as well as with other public safety organizations. The department's proactive approach includes participating in joint task forces, coordinating with regional emergency response teams, and engaging in mutual aid agreements. These partnerships enable the department to address complex issues, such as significant investigations, disaster response, and cross-jurisdictional crime prevention. Through these cooperative efforts, the Roseville Police Department maximizes its ability to protect life and property, prevent crime, and maintain public order while ensuring they are responsive to the community's needs and expectations.
- **Animal Control:** Contracts for sheltering and veterinary services with SPCA and local veterinarian services.

## Government Structure and Accountability

The City operates as a Council-Manager form of government. The City is governed by a City Council of five members, elected by district to 4-year terms. The Mayor and Vice Mayor positions are served on a rotational basis by Council District number. The City Council appoints the City Manager and City Attorney. The City Manager serves at the pleasure of the City Council and serves as the Chief Executive Officer of the City, overseeing 14 operational departments. The City is a full-service city that provides its citizens with a full array of services.

Accountability is maintained through intentionally maintained transparency, including open public access to City Council meetings and online availability of budgetary and financial reports. Publish business metrics, workload indicators, and best management practices also maintain it.

## Other Matters Related to Effective Service Delivery

Adequate financial allocations and reserves must be maintained to preserve service levels and protect against the impacts of economic downturns.


Revenue growth from sales tax continues but is slower than immediately after the pandemic rebound. General Fund sales tax revenue, including Measure B sales tax revenue, increased by 22% from FY 2020 to FY 2021, 12% from FY 2021 to FY 2022, and flattened out (less than 1% increase) from FY 2022 to FY 2023. As this is a significant General Fund revenue source (39% of General Fund revenues), flattening revenues may make it challenging to keep pace with increasing expenditures, especially in categories such as personnel costs. Property tax revenues have increased due to higher home prices, continued development, a competitive housing market, and the ability for residents to work remotely. Property Tax revenues in the General Fund have increased steadily, approximately 8–9% annually from FY 2020 through FY 2024.

Roseville has experienced underspending in its General Fund. They have attributed this to staff employing a high level of scrutiny in purchasing decisions in all economic circumstances. Additionally, there are significant savings in personnel costs each year. This helps create a General Fund surplus, which can be applied to reserves and/or unfunded one-time projects.

Roseville continues to attract manufacturing industries, including vehicle technology and medical devices. Over the last year, Roseville's manufacturing industry grew by 17.9% to approximately 2,900 jobs. Additionally, global semiconductor manufacturer Bosch has completed the acquisition of assets of TSI Semiconductors, based in Roseville, representing an investment of roughly \$1.5 billion. This investment will bring additional jobs and a significant economic impact to Roseville and the region.

## APPENDIX A: PUBLIC COMMENTS

### PCWA Comments Document



PLACER COUNTY WATER AGENCY  
 BOARD OF DIRECTORS  
 Gray Allen, District 1  
 Primo Santini, District 2  
 Mike Lee, District 3  
 Robert Dugan, District 4  
 Joshua Alpine, District 5  
 Andrew Fesko, General Manager

November 25, 2024

sent via email: [lafco@placer.ca.gov](mailto:lafco@placer.ca.gov)

**SUBJECT:** LAFCO Project No. 2023-05 Service Review Study and Sphere of Influence Update  
– City of Roseville


To whom it may concern:

PCWA is a public water purveyor public water agency that provides treated and untreated water directly and indirectly to wholesale and retail customers throughout Placer County. PCWA’s service area extends from the community of Alta on the east, westward down the Interstate 80 corridor, and bounded by the Sutter County to the west, Sacramento County and El Dorado County to the south and Nevada County to the north. The service area includes retail treated water deliveries to the communities of Alta, Monte Vista, Applegate, Colfax, Auburn, Loomis, Rocklin, and much of the surrounding unincorporated areas within Placer County. PCWA also provides wholesale treated water to the City of Lincoln, Cal-Am for use in their franchise area west of Roseville and south of Baseline Road, and to other relatively small mutual water companies and towns throughout PCWA’s service area.

Please consult with PCWA for treated and untreated water deliveries outside the City’s boundary and within the proposed sphere of influence.

If you have any questions, please do not hesitate to contact us regarding this matter.

Sincerely,



Brian Rickards, PE  
Planning and Development Services Manager

BR:sn,cv

CC:  
Jeremy Shepard, [jshepard@pcwa.net](mailto:jshepard@pcwa.net)  
Tony Firenzi, [tfirenzi@pcwa.net](mailto:tfirenzi@pcwa.net)

## County of Placer Comments Document



### COUNTY OF PLACER

#### BOARD of SUPERVISORS

BONNIE GORE District 1	JIM HOLMES District 3
SHANTI LANDON District 2	SUZANNE JONES District 4
CINDY GUSTAFSON District 5	

### OFFICE OF COUNTY EXECUTIVE

Daniel Chatigny, County Executive Officer

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

December 20, 2024

**Via Email ([mmcintyre@placer.ca.gov](mailto:mmcintyre@placer.ca.gov))**

Michelle McIntyre, MPA  
Executive Director  
Placer County Local Agency Formation Commission (LAFCo or Commission)  
110 Maple Street  
Auburn, CA 95603

**Re: LAFCo Project No. 2023-05 Service Review & Sphere of Influence Update – City of Roseville (City)**

Dear Ms. McIntyre:

On behalf of the County of Placer, I am transmitting the County’s technical comments and feedback regarding the draft City of Roseville Municipal Service Review (MSR), dated September 2024, and the related Sphere of Influence (SOI) Update heard by the Commission at its special meeting on November 6, 2024.

If LAFCo desires to proceed with adoption of the MSR, I suggest revising the study based on comments provided by the County and/or other entities and recirculating the revised draft MSR, after said comments are incorporated, for final review. Additionally, I request LAFCo defer action on any adjustment to the City’s SOI until the County and the City have an **opportunity to meet and discuss the City’s proposal for enhanced shared services in the region.**

The County and the City have existing agreements in place in unincorporated areas of the County that are currently outside of the City’s SOI, so deferred action would not negatively impact service delivery and/or service levels. Furthermore, these discussions could inform additional comments and recommendations from the County related to significant potential impacts a proposed SOI change could have on the County and the greater region.

Thank you for the opportunity to review and comment. Please note the County may have additional comments pending LAFCo’s forthcoming meeting agenda with recommended actions.

Sincerely,

Daniel Chatigny  
County Executive Officer

Ms. McIntyre

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December 20, 2024

Enclosures:

- 1) Placer County Comments Summary: Service Review and Sphere of Influence Update – City of Roseville – December 20, 2024
- 2) Placer County Conservation Program Comment Letter to LAFCo – December 17, 2024

Cc: Cindy Gustafson, LAFCo Chair  
Shanti Landon, LAFCo Member  
Karin Schwab, County Counsel  
Clayton Cook, Deputy County Counsel  
Shawna Purvines, Deputy CEO – Land Use and Community Services

Placer County Comments Summary:  
Service Review & Sphere of Influence Update – City of Roseville  
December 20, 2024

Grouped by Services	Comments
<p>1 General/Land Use &amp; Planning</p>	<ul style="list-style-type: none"> <li>● Placer Ranch (Placer One): Clarification is requested regarding whether Placer Ranch (Placer One) is or isn't being included in the sphere of influence (SOI) expansion. If it is being included for consideration, the County may have additional comments regarding potential impacts.</li> <li>● California Environmental Quality Act (CEQA): The County seeks clarification on whether LAFCO plans to conduct a thorough CEQA review for the proposed sphere of influence (SOI) change. Given the significant environmental implications of the proposed change, the County strongly recommends that LAFCO undertake a comprehensive Environmental Impact Report (EIR) or Mitigated Negative Declaration (MND) to properly evaluate and address <b>potential environmental impacts</b>. While LAFCO's proposed CEQA exemption constitutes a determination under CEQA, it is insufficient in this instance and does not adequately account for the scope of environmental considerations involved.</li> <li>● Remainder Areas/Islands: Additional information is requested regarding specific service provision plans and levels of service for <b>current or potential future remainder areas/"islands"</b> to evaluate the potential impacts associated with County services and dependent special districts impacted by existing and proposed remainder areas and islands such as traffic, parks, etc. prior to consideration of a potential SOI expansion and/or for the MSR-stated purpose of identifying shared service opportunities. For example, the City is not providing water services to unincorporated <b>"islands"</b> within their current SOI and the MSR indicates the City is not interested in this service provision; however, without access to surface water, any development in an existing or potential unincorporated <b>"island"</b> would have to utilize groundwater supplies, which triggers unique obligations per State and local laws and policies (e.g. Sustainable Groundwater Management Act, Placer County General Plan, etc.). Additionally, <b>unincorporated "islands"</b> that exist within the City's SOI are not being served by a water utility, which needs further evaluation for consistency with the Placer County General Plan, which promotes surface water supplies in urban and suburban areas, and the <b>City and County adopted Groundwater Sustainability Plan</b>. The City's current policies do not allow them to extend water utilities outside their city limits, any development in these islands must utilize groundwater supplies.</li> <li>● Miscellaneous:             <ul style="list-style-type: none"> <li>a. The MSR is missing Scope of Work Task 1-E Stakeholder Engagement Survey. The Placer County Executive Office was not consulted as a key stakeholder to provide feedback or context.</li> </ul> </li> </ul>

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- b. Figure 35 is blurry and hard to read, so requesting an updated version for review when corrected.

2 Existing Plans & Agreements

- Existing Agreements: Clarification is requested regarding the alignment of the proposed SOI expansion with existing growth **policies and agreements, including the City's 2008 "Ultimate Boundary" Resolution**, the 2011 City/County Memorandum of Understanding (MOU), **Roseville's General Plan Growth** Management policies, and LAFCO policies. The County is not aware of any specific operational, financial, or annexation analyses conducted to support an expanded SOI.

Without such information, the County is unable to fully assess the viability or potential impacts of the proposed expansion. If a current study or plan exists—such as a fiscal impact analysis or annexation plan—please provide copies for reference. Should the proposed SOI expansion boundary be confirmed, the County may need to conduct additional analysis to evaluate potential impacts on existing plans and agreements, including development agreements and specific plans which may result in a modified SOI expansion area or determine insufficient need for an SOI expansion.

- Figure 30: Approved Units & Estimated Population Table needs to be updated with accurate counts as follows:  
Placer Vineyard: 14,340  
Regional University: 4,387  
Riolo Vineyards: 933  
Placer Ranch: 5,636  
Projects in Dry Creek not in Specific Plan (Planned and Under Review): 2,422
- Placer Vineyards Specific Plan:** The MSR Section II Special Topics (page 62) includes Figure 30, which lists the Placer Vineyards Number of Residential Units as 14,132. Placer Vineyards Specific Plan was adopted in 2007 and comprehensively amended in 2015. However, this figure was amended in 2024 during the Property 2 Specific Plan Amendment to 14,340, a difference of 208 units. Therefore, Figure 30 should be updated to reflect the revised unit count. These figures are repeated as Figure 43 and should also be updated to reflect the revised unit count. Page 61 – draft MSR states that Placer Vineyards includes a mix of business uses estimated at 8 million square feet. That figure is incorrect. The Placer Vineyards Specific Plan only contemplates approximately 3.5 million square feet of non-residential uses.
- Regional University Specific Plan:** The MSR Section II Special Topics (page 64) includes the statement: "While approved, the Regional University Specific Plan has not shown much development activity. Currently, much of its territory is a part of the

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Sacramento Municipal Utility District (SMUD) Country Acres solar project, which has an anticipated lifespan of 30 to 50 years. The need to discuss municipal service delivery to this area is not **currently a priority.** This statement is inaccurate, as the Country Acres solar project only occupies 48 acres, of 1,159 total acres, within the Regional University Specific Plan. The first phase of residential development, which includes 973 units, was approved in 2022 and is expected to be developed in the coming years.

- **Placer Ranch (Placer One) Specific Plan:** As noted in the MSR, the Placer Ranch (Placer One) area was removed from Roseville’s SOI in 2011, prior to the adoption of the Placer Ranch Specific Plan in 2019. Development within the Placer Ranch Specific Plan is currently underway. Figure 30 notes 769 residential units, but the Placer Ranch Specific Plan plans for 5,636 residential, so the figure needs corrected.
- **Dry Creek Community Plan:** The MSR Section II Special Topics (page 66), Figure 32, is outdated and does not reflect the current planned and ongoing development activity. Therefore, it should be updated to incorporate a revised map . This map is repeated as Figure 42 and should also be updated.
- **Curry Creek Community Plan:** Currently identified in planning/environmental documents as a potential community plan area. For regional transportation planning, land use assumptions have been incorporated into transportation modeling (e.g. Tier 2 fee agreement assumes 4,000 dwelling unit equivalents).

3 Public Safety

- **The MSR presentation states, “Currently, the police department maintains a staffing ratio of 0.95 sworn officers per 1,000 residents.”** The Placer County Sheriff’s Office currently provides a 1-1,000 sworn staffing ratio providing urban, rural, and regional public safety services.
- The County’s guideline for new growth areas to attain a sworn officer ratio of 1.2 officers per 1,000. The MSR does not address how the City would plan to achieve that higher level of service.
- **The MSR presentation states, “The service needs of the unincorporated area is provided by a range of providers, some public and others private enterprises, and some by the City of Roseville. Based upon this service matrix, there is no requirement for the City of Roseville service to develop, but the precepts of CKH point toward a single multi-purpose entity as the best mechanism for providing accountability, sustainability and establishing community service priorities.”**
- Regarding public safety services specifically, The Placer County Sheriff’s Office currently is the single multi-purpose public safety entity providing services throughout unincorporated and incorporated Placer County. The Sheriff is the chief law

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enforcement officer of the County and the public safety answering point for all Placer Law Enforcement Agencies (PLEA). This study cites growth will allow for the development of services but fails to adequately address how regional public safety services will be provided for all the affected areas of the County including our county jails, courtrooms, and Civil and Coroner services.

4 Public Works / General

- The County provides solid waste, wastewater and water (including recycled water and groundwater) programs, utilities, and infrastructure and would be affected by a potential sphere expansion. The MSR should more fully explain the areas of current City-County coordination, including solid waste, groundwater, recycled water and wastewater management so LAFCO can better assess whether the proposal will improve or diminish current efficiencies in services. The County already has service agreements and cooperates with Roseville toward regional growth and development priorities (Transit, Wastewater, and CIP project delivery). The agencies already work collaboratively for planned services and physical construction work within the County's boundaries such as easements requiring approval of encroachment permits.
- The MSR is missing elements or the elements provided need to be expanded on regarding the Western Placer Waste Management Authority MRF. The MSR lacks discussion regarding the **Roseville Operations Center Project and its impact on the region's community** service delivery and needs, as well as potential duplication of services and cost inefficiencies. More analysis should be included regarding potential impacts and viability implications to current waste management operations. The County requests clarification on the following:
  - a. Clarify discussions regarding the \$120M WPWMA upgrade project which is currently under construction by WPWMA; it is not a planned project that will be a result of, or dependent upon an expanded sphere. For clarity, include a discussion of the potential Roseville Operations Center project and how that is different than the \$120M WPWMA upgrade project and be clear throughout the report which facility is being referenced.
  - b. Include a discussion of the diversion that will be achieved by WPWMA when the current project is complete and that the amount of material landfilled will be higher under a potential 3-cart system than what WPWMA will produce once the project is complete.
  - c. Include an analysis of potential impacts to the WPWMA and its member agencies should Roseville provide solid waste services in the expanded SOI and take this material to their potential Roseville Operations Center processing facility rather than WPWMA.

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- 
- d. Include analysis of potential impacts to the **County's existing** solid waste programs/services including funding for maintenance of existing closed landfills.
  - e. **Include an analysis of potential impacts to Placer County's** existing wastewater program and services and recycled water programs and services.
  - f. Revise MSR maps to clearly indicate all areas considered/recommended for SOI inclusion (e.g. currently unclear whether Placer Ranch is included or not).
  - g. Include the number of existing residential/commercial units within the Sphere of Influence (SOI) expansion area.
  - h. Correct the number of approved residential units within the SOI expansion area; include the estimated number of residential and commercial units within the SOI expansion area, at buildout.
  - i. Provide anticipated City zoning of the parcels within the SOI expansion area.
  - j. Timelines/horizons for each area should be included to adequately analyze potential impacts.
  - k. Include an analysis of potential resultant financial impacts to residents and businesses within unincorporated areas and in the other jurisdictions.
  - l. Include an analysis of potential conflicts with stated purpose of SOI expansion.
  - m. Better describe the existing City/County coordination activities that would be affected by the proposed action.
- 
- 5 Public Works – Water & Solid Waste
- The MSR is missing elements or elements need expanded regarding service provision for water and solid waste. The County requests clarification on the following:
    - Water:**
      - a. Roseville's water utility had an 11% staff vacancy rate in May 2024. Is the City confident it would have adequate staff to accommodate an expanded service area and customer base? Is there analysis available to support these conclusions? For example, the MSR states that currently Roseville has 17 points of interconnection to customers outside of the city limits. While capacity may exist to serve additional areas, expansion of service area opportunities may be limited by use restrictions contained in water contracts. Increased regulatory requirements must be considered when considering expansion (page xiv). Additionally, can Roseville **provide detailed information about all existing "water contracts" within the proposed SOI expansion area and indicate which will be honored?**
      - b. Does the City plan to honor the current arrangements/agreements regarding potable and recycled water usage and providers for each unique development? For

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example, should CalAm agreements/contracts to become the water purveyor for Placer Vineyards & Riolo Vineyards fail to materialize, the Western Placer Groundwater Sustainability Agency could lose CalAm as a participating agency (including their financial contribution to fund groundwater management activities in west Placer).

**Solid Waste:**

- a. The Municipal Service Review (MSR) incorrectly states approximately 20,000 residential units are anticipated due to approved projects within the proposed SOI. Some Specific Plan projects note incorrect unit/population counts, so the analysis should be updated to more accurately estimate the probable future customers due to development of other vacant properties within an expanded SOI. For example the total of the four specific plans listed is 25,350 residential units (roughly 78% of current the total existing unincorporated Placer County customer count), which represents a significant potential impact to the County depending on the final estimates.

6 Parks & Open Space

- The MSR reports that the City of Roseville is well positioned to expand parks and recreation facilities as the City grows. However, the analysis does not appear to fully capture the planned growth and expansion of recreational facilities, trails, and open space programmed with approved development within the confirmed/proposed SOI. An expansion would represent a significant expansion in both assets and service delivery needs that would likely not be absorbed under current staffing levels. If the SOI is to be approved with the MSR, the report should include a more robust service delivery and staffing analysis to ensure that planned growth can be incorporated with existing and planned revenues either in-house or through shared services.
- The MSR reports that park fee structures should change to reflect the approximately 1/3 of the 4.35 million park visits from customers outside of city limits. Additional background information is needed related to where this data is sourced and how park visitation is counted. The current (~31,000) and historical population in unincorporated Western Placer County is unable to support these activity levels and out of area users are likely users from unincorporated Sacramento County and surrounding cities. Additional detail is necessary to better understand impacts of users outside Roseville city limits and appropriate fee structures.

7 Conservation

- Comments from the Placer Conservation Authority (PCA) regarding the Placer County Conservation Program (PCCP) have been submitted to LAFCO and are attached here for reference, with a few key points highlighted below.

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The PCCP identifies three distinct geographic areas: the Planned Future Growth Area, the Reserve Acquisition Area (RAA), and the Existing Reserve System. The RAA has been designated under the PCCP as the area where a connected Reserve System will be established. The conservation strategy aims to develop the majority of the PCCP Reserve System within the RAA.

- a. The MSR Section II Special Topics (page 69) includes a note **regarding the County's PCCP:**

*"While the City of Roseville has not opted into this program, its permittees developing within the city may use **the plan's resources, and the plan's land use definitions** further concentrate urban development closer to the existing city."*

This statement is inaccurate. It is important to note that the PCCP is a comprehensive, landscape-level habitat conservation program that provides federal and state Endangered Species Act Incidental Take Permit coverage, as well as Natural Community Conservation Plan coverage, for fourteen state and federal special status species and their habitats within the Plan Area. The PCCP also includes state and federal Clean Water Act Section 401 and 404 Programmatic Permit coverage for projects ("Covered Activities") within the Plan Area that are subject to land use **authority or carried out by one of the Plan's Permittees**, including the County, City of Lincoln, Placer County Water Agency, and the South Placer Regional Transportation Authority. This landscape-level conservation strategy also meets the State (and Regional) **Water Board's Watershed Plan** requirements for activities impacting Waters of the State.

- b. The **PCCP's Cost and Funding Program** and permits require the establishment of a 47,300-acre Reserve System, funded by fees charged to Covered Activities on a per-acre basis within the MSR Study Area. Additionally, the plan mandates conformance with its Avoidance, Minimization, and Mitigation Measures, as well as land use designations for the Planned Future Growth Area, Reserve Acquisition Area, and **Existing Reserve System. For the City of Roseville to "use the plan's resources,"** whether due to a future annexation of some or all of the study area or as a result of expanding the Sphere of Influence into the MSR Study Area, the City would need to be covered by the **PCCP's** permits. This would require **either a Plan and Permit Amendment or the City's designation as a "Participating Special Entity."** Since the County initially funded the planning, permitting, and costs to acquire "Jump Start" conservation lands necessary for the **program's implementation, the City would be required to enter into a Participating Special Entity Agreement with the**

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Placer County Comments Summary:  
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December 20, 2024

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Placer Conservation Authority (a Joint Powers Authority formed to implement the conservation and mitigation measures of the Plan), along with the relevant state and federal wildlife and regulatory agencies. The City would also need to cover its own costs and contribute a proportional **share of the PCCP’s planning and permitting costs based on the percentage of lands being included in the City’s SOI or annexed in the future.**

## County of Placer Comments Response Document

### 1. General/Land Use & Planning

- Placer Ranch (Placer One): Clarification is requested regarding whether Placer Ranch (Placer One) is or isn't being included in the sphere of influence (SOI) expansion. If it is being included for consideration, the County may have additional comments regarding potential impacts.
- The City of Roseville requested this expansion at the November Commission hearing, but the consultants have not supported that request based upon the existing memorandum of understanding between the county and city to exclude this area.
- California Environmental Quality Act (CEQA): The County seeks clarification on whether LAFCO plans to conduct a thorough CEQA review for the proposed sphere of influence (SOI) change. Given the significant environmental implications of the proposed change, the County strongly recommends that LAFCO undertake a comprehensive Environmental Impact Report (EIR) or Mitigated Negative Declaration (MND) to properly evaluate and address potential environmental impacts. While LAFCO's proposed CEQA exemption constitutes a determination under CEQA, it is insufficient in this instance and does not adequately account for the scope of environmental considerations involved.
- We respectfully disagree that an exemption would be insufficient for the sphere of influence expansion as it is a planning boundary with no direct effect on service providers at this time.
- Remainder Areas/Islands: Additional information is requested regarding specific service provision plans and levels of service for current or potential future remainder areas/"islands" to evaluate the potential impacts associated with County services and dependent special districts impacted by existing and proposed remainder areas and islands such as traffic, parks, etc. prior to consideration of a potential SOI expansion and/or for the MSR- stated purpose of identifying shared service opportunities. For example, the City is not providing water services to unincorporated "islands" within their current SOI and the MSR indicates the City is not interested in this service provision; however, without access to surface water, any development in an existing or potential unincorporated "island" would have to utilize groundwater supplies, which triggers unique obligations per State and local laws and policies (e.g. Sustainable Groundwater Management Act, Placer County General Plan, etc.). Additionally, unincorporated "islands" that exist within the City's SOI are not being served by a water utility, which needs further evaluation for consistency with the Placer County General Plan, which promotes surface water supplies in urban and suburban areas, and the City and County adopted Groundwater Sustainability Plan. The City's current policies do not allow them to extend water utilities outside their city limits, any development in these islands must utilize groundwater supplies.
- The islands and remainder areas have been a part of the sphere of influence for the city since its adoption. The information identified in the county response would be a part of the pre-zoning required for the project as well as the plan for service developed for such a project. As identified in the MSR it is recommended that the Placer LAFCO develop policies related to the island provision and this would include consultation with the county.

#### A. Miscellaneous:

- i. The MSR is missing Scope of Work Task 1-E Stakeholder Engagement Survey. The Placer County Executive Office was not consulted as a key stakeholder to provide feedback or context. Page 1 of 8

Thank you for the comment, as the County of Placer participated in this SOI/MSR.

- B. Figure 35 is blurry and hard to read, so updated version for review when corrected.

Thank you for the comment. This map was provided by the County of Placer, and a clearer one has been requested with no response. <https://www.placer.ca.gov/3362/Placer-County-Conservation-Program>

## 2. Existing Plans & Agreements

- Existing Agreements: Clarification is requested regarding the alignment of the proposed SOI expansion with existing growth policies and agreements, including the City's 2008 "Ultimate Boundary" Resolution, the 2011 City/County Memorandum of Understanding (MOU), Roseville's General Plan Growth Management policies, and LAFCO policies. The County is not aware of any specific operational, financial, or annexation analyses conducted to support an expanded SOI. Without such information, the County is unable to fully assess the viability or potential impacts of the proposed expansion. If a current study or plan exists—such as a fiscal impact analysis or annexation plan— please provide copies for reference. Should the proposed SOI expansion boundary be confirmed, the County may need to conduct additional analysis to evaluate potential impacts on existing plans and agreements, including development agreements and specific plans which may result in a modified SOI expansion area or determine insufficient need for an SOI expansion.
- As a planning tool a sphere of influence does not require the detailed fiscal impact analysis you have identified in this comment. The assignment of the sphere of influence allows for and requires that the City address the land use of the area in any future general plan updates and should an annexation be proposed through the pre-zoning process.
  - Figure 30: Approved Units & Estimated Population Table needs to be updated with accurate counts as follows:
    - Placer Vineyard: 14,340
    - Regional University: 4,387
    - Riolo Vineyards: 933
    - Placer Ranch: 5,636
    - Projects in Dry Creek not in Specific Plan (Planned and Under Review): 2,422

Thank you for this comment, the figure will be amended

**Placer Vineyards Specific Plan:** The MSR Section II Special Topics (page 62) includes Figure 30, which lists the Placer Vineyards Number of Residential Units as 14,132. Placer Vineyards Specific Plan was adopted in 2007 and comprehensively amended in 2015. However, this figure was amended in 2024 during the Property 2 Specific Plan Amendment to 14,340, a difference of 208 units. Therefore, Figure 30 should be updated to reflect the revised unit count. These figures are repeated as Figure 43 and should also be updated to reflect the revised unit count. Page 61 – draft MSR states that Placer Vineyards includes a mix of business uses estimated at 8 million square feet. That figure is incorrect. The Placer Vineyards Specific Plan only contemplates approximately 3.5 million square feet of non-residential uses.

Thank you for this comment the figures will be updated

**Regional University Specific Plan:** The MSR Section II Special Topics (page 64) includes the statement: "While approved, the Regional University Specific Plan has not shown much development activity. Currently, much of its territory is a part of the Sacramento Municipal Utility District (SMUD) Country Acres solar project, which has an anticipated lifespan of 30 to 50 years. The need to discuss municipal service delivery to this area is not currently a priority." This statement is inaccurate, as the Country Acres solar project only occupies 48 acres, of 1,159 total acres, within the Regional University Specific

Plan. The first phase of residential development, which includes 973 units, was approved in 2022 and is expected to be developed in the coming years.

Thank you for the comment. Figure 32, provided by County Planning to the consultant team, identifies the area of the proposed Country Acres project as far more extensive than 48 acres. A request for an updated map has been made to County Planning to resolve the issue.

**Placer Ranch (Placer One) Specific Plan:** As noted in the MSR, the Placer Ranch (Placer One) area was removed from Roseville's SOI in 2011, prior to the adoption of the Placer Ranch Specific Plan in 2019. Development within the Placer Ranch Specific Plan is currently underway. Figure 30 notes 769 residential units, but the Placer Ranch Specific Plan plans for 5,636 residential, so the figure needs corrected.

Thank you for the comment, the figure will be updated

**Dry Creek Community Plan:** The MSR Section II Special Topics (page 66), Figure 32, is outdated and does not reflect the current planned and ongoing development activity. Therefore, it should be updated to incorporate a revised map. This map is repeated as Figure 42 and should also be updated.

Thank you for the comment; however, this map was provided to the consultant team by the Planning Department.

**Curry Creek Community Plan:** Currently identified in planning/environmental documents as a potential community plan area. For regional transportation planning, land use assumptions have been incorporated into transportation modeling (e.g. Tier 2 fee agreement assumes 4,000 dwelling unit equivalents).

#### **Public Safety**

The MSR presentation states, "Currently, the police department maintains a staffing ratio of 0.95 sworn officers per 1,000 residents." The Placer County Sheriff's Office currently provides a 1-1,000 sworn staffing ratio providing urban, rural, and regional public safety services.

Thank you for the comment, as we appreciate this information.

The County's guideline for new growth areas to attain a sworn officer ratio of 1.2 officers per 1,000. The MSR does not address how the City would plan to achieve that higher level of service.

Thank you for the comment, as we appreciate this information.

The MSR presentation states, "The service needs of the unincorporated area is provided by a range of providers, some public and others private enterprises, and some by the City of Roseville. Based upon this service matrix, there is no requirement for the City of Roseville service to develop, but the precepts of CKH point toward a single multi-purpose entity as the best mechanism for providing accountability, sustainability and establishing community service priorities." Page 3 of 8

Regarding public safety services specifically, The Placer County Sheriff's Office currently is the single multi-purpose public safety entity providing services throughout unincorporated and enforcement officer of the County and the public safety answering point for all Placer Law Enforcement Agencies (PLEA). This study cites growth will allow for the development of services but fails to adequately address how regional public safety services will be provided for all the affected areas of the County including our county jails, courtrooms, and Civil and Coroner services.

Thank you for the comment.

### 3. Public Works / General

The County provides solid waste, wastewater and water (including recycled water and groundwater) programs, utilities, and infrastructure and would be affected by a potential sphere expansion. The MSR should more fully explain the areas of current City-County coordination, including solid waste, groundwater, recycled water and wastewater management so LAFCO can better assess whether the proposal will improve or diminish current efficiencies in services. The County already has service agreements and cooperates with Roseville toward regional growth and development priorities (Transit, Wastewater, and CIP project delivery). The agencies already work collaboratively for planned services and physical construction work within the County's boundaries such as easements requiring approval of encroachment permits.

- The MSR is missing elements or the elements provided need to be expanded on regarding the Western Placer Waste Management Authority MRF. The MSR lacks discussion regarding the Roseville Operations Center Project and its impact on the region's community service delivery and needs, as well as potential duplication of services and cost inefficiencies. More analysis should be included regarding potential impacts and viability implications to current waste management operations. The County requests clarification on the following:
  - a. Clarify discussions regarding the \$120M WPWMA upgrade project which is currently under construction by WPWMA; it is not a planned project that will be a result of, or dependent upon an expanded sphere For clarity, include a discussion of the potential Roseville Operations Center project and how that is different than the \$120M WPWMA upgrade project and be clear throughout the report which facility is being referenced.
  - b. Include a discussion of the diversion that will be achieved by WPWMA when the current project is complete and that the amount of material landfilled will be higher under a potential 3cart system than what WPWMA will produce once the project is complete.
  - c. Include an analysis of potential impacts to the WPWMA and its member agencies should Roseville provide solid waste services in the expanded SOI and take this material to their potential Roseville Operations Center processing facility rather than WPWMA
  - d. Include analysis of potential impacts to the County's existing solid waste programs/services including funding for maintenance of existing closed landfills.

- e. Include an analysis of potential impacts to Placer County's existing wastewater program and services and recycled water programs and services.
- f. Revise MSR maps to clearly indicate all areas considered/recommended for SOI inclusion (e.g. currently unclear whether Placer Ranch is included or not).
- g. Include the number of existing residential/commercial units within the Sphere of Influence (SOI) expansion area.
- h. Correct the number of approved residential units within the SOI expansion area; include the estimated number of residential and commercial units within the SOI expansion area, at buildout.
- i. Provide anticipated City zoning of the parcels within the SOI expansion area.
- j. Timelines/horizons for each area should be included to adequately analyze potential impacts.
- k. Include an analysis of potential resultant financial impacts to residents and businesses within unincorporated areas and in the other jurisdictions.
- l. Include an analysis of potential conflicts with stated purpose of SOI expansion.
- m. Better describe the existing City/County coordination activities that would be affected by the proposed action.

Thank you for this information. Unfortunately, most of the items requested above are beyond the purpose and scope of the MSR. The consulting team was tasked to identify the ability of the City of Roseville to provide services to its current customers and service areas (based on its current finances and other resources), as well as to opine whether the City would have the capacity to expand services into potential new and future growth areas. The consulting team was also tasked with performing a cursory examination of possible synergies and efficiencies that may be obtained through sharing resources. The consulting team agrees that any proposal for a new area to be served by the City that overlaps with the current service area of another agency must be analyzed to a greater depth beyond the scope of the MSR. Furthermore, all potentially impacted agencies must be a part of the discussion and planning between Placer County LAFCO, the City of Roseville, and the potentially impacted agencies, and it is from those discussions that potential impacts, including those listed above, would and should be addressed. Maps and residential counts are being updated to clarify any uncertainties regarding current and proposed service areas.

#### 4. Public Works – Water & Solid Waste

The MSR is missing elements or elements need expanded regarding service provision for water and solid waste. The County requests clarification on the following:

##### Water:

Roseville's water utility had an 11% staff vacancy rate in May 2024. Is the City confident it would have adequate staff to accommodate an expanded service area and customer base? Is there analysis available to support these conclusions? For example, the MSR states that currently Roseville has 17 points of interconnection to customers outside of the city limits. While capacity may exist to serve additional areas, expansion of service area opportunities may be limited by use restrictions contained in water contracts. Increased regulatory requirements must be considered when considering expansion (page xiv). Additionally, can Roseville provide detailed information about all existing "water contracts" within the proposed SOI expansion area and indicate which will be honored?

The vacancies in the City's Water Division were noted in the MSR, along with some of the steps the Division is taking for succession planning and recruitment. Staffing capacity is indeed a key consideration in whether the City can ultimately expand its water service area.

In the discussions between the City staff and the consulting team, City staff were asked to produce any contracts that might exist to support any of the 17 points of interconnection mentioned in the MSR. It is possible these water connections are carryovers from another era, and were established with "handshake" agreements. The consulting team advised that it would be best if any existing contracts could be located, and that if need be, new contracts be established with LAFCo oversight.

- a. Does the City plan to honor the current arrangements/agreements regarding potable and recycled water usage and providers for each unique development? For example, should CalAm agreements/contracts to become the water purveyor for Placer Vineyards & Riolo Vineyards fail to materialize, the Western Placer Groundwater Sustainability Agency could lose CalAm as a participating agency (including their financial contribution to fund groundwater management activities in west Placer).

The consulting team cannot speak on behalf of the City and what it may honor.

##### Solid Waste:

The Municipal Service Review (MSR) incorrectly states approximately 20,000 residential units are anticipated due to approved projects within the proposed SOI. Some Specific Plan projects note incorrect unit/population counts, so the analysis should be updated to more accurately estimate the probable future customers due to development of other vacant properties within an expanded SOI. For example the total of the four specific plans listed is 25,350 residential units (roughly 78% of current the total existing unincorporated Placer County customer count), which represents a significant potential impact to the County depending on the final estimates.

Thank you for your comment. The population numbers are updated.

**Parks & Open Space:**

- The MSR reports that the City of Roseville is well positioned to expand parks and recreation facilities as the City grows. However, the analysis does not appear to fully capture the planned growth and expansion of recreational facilities, trails, and open space programmed with approved development within the confirmed/proposed SOI. An expansion would represent a significant expansion in both assets and service delivery needs that would likely not be absorbed under current staffing levels. If the SOI is to be approved with the MSR, the report should include a more robust service delivery and staffing analysis to ensure that planned growth can be incorporated with existing and planned revenues either in-house or through shared services.

Thank you for your comment. The consulting team agrees that expanded park and open space programming would need to include increased staffing. A precise staffing analysis, however, is beyond the scope of the MSR.

- The MSR reports that park fee structures should change to reflect the approximately 1/3 of the 4.35 million park visits from customers outside of city limits. Additional background information is needed related to where this data is sourced and how park visitation is counted. The current (~31,000) and historical population in unincorporated Western Placer County is unable to support these activity levels and out of area users are likely users from unincorporated Sacramento County and surrounding cities. Additional detail is necessary to better understand impacts of users outside Roseville city limits and appropriate fee structures.

Cities routinely may choose to charge non-residents more than residents for recreational activities, especially for programs and locations supported in whole or in part by property tax revenues. Detailed study is necessary but beyond the scope of the MSR.

**Conservation**

Comments from the Placer Conservation Authority (PCA) regarding the Placer County Conservation Program (PCCP) have been submitted to LAFCO and are attached here for reference, with a few key points highlighted below. The PCCP identifies three distinct geographic areas: Planned Future Growth Area, the Reserve Acquisition Area (RAA), and the Existing Reserve System. The RAA has been designated under the PCCP as the area where a connected Reserve System will be established. The conservation strategy aims to develop the majority of the PCCP Reserve System within the RAA.

A response to the comments from the PCA has been provided under separate cover

The MSR Section II Special Topics (page 69) includes a note regarding the County's PCCP:

"While the City of Roseville has not opted into this program, its permittees developing within the city may use the plan's resources, and the plan's land use definitions further concentrate urban development closer to the existing city." This statement is inaccurate. It is important to note that the PCCP is a comprehensive, landscape-level habitat conservation program that provides federal and state Endangered Species Act Incidental Take Permit coverage, as well as Natural Community Conservation Plan coverage, for fourteen state and federal special status species and their habitats within the Plan Area. The PCCP also includes state and federal Clean Water Act Section 401 and 404 Programmatic Permit coverage for projects ("Covered Activities") within the Plan Area that are subject to land use authority or carried out by one of the Plan's Permittees, including the County, City of Lincoln, Placer County Water Agency, and the South Placer Regional Transportation Authority. This landscape-level conservation strategy also meets the State (and Regional) Water Board's Watershed Plan requirements for activities impacting Waters of the State.

Thank you for the comment. The intent of the statement was to identify that the city has not participated in the program and show the land use identifications that the plan envisions for the area. The overall land use decisions in the area of the sphere of expansion are currently and will remain until annexation, which is a responsibility of the county. There has been no dispute within the MSR document about the PCCP being a comprehensive conservation plan nor that the city would be required to comply with all state and federal environmental requirements should it propose annexation.

The PCCP's Cost and Funding Program and permits require the establishment of a 47,300-acre Reserve System, funded by fees charged to Covered Activities on a per-acre basis within the MSR Study Area. Additionally, the plan mandates conformance with its Avoidance, Minimization, and Mitigation Measures, as well as land use designations for the Planned Future Growth Area, Reserve Acquisition Area, and Existing Reserve System. For the City of Roseville to "use the plan's resources," whether due to a future annexation of some or all of the study area or as a result of expanding the Sphere of Influence into the MSR Study Area, the City would need to be covered by the PCCP's permits. This would require either a Plan and Permit Amendment or the City's designation as a "Participating Special Entity." Since the County initially funded the planning, permitting, and costs to acquire "Jump Start" conservation lands necessary for the program's implementation, the City would be required to enter into a Participating Special Entity Agreement with the Placer Conservation Authority (a Joint Powers Authority formed to implement the conservation and mitigation measures of the Plan), along with the relevant state and federal wildlife and regulatory agencies. The City would also need to cover its own costs and contribute a proportional share of the PCCP's planning and permitting costs based on the percentage of lands being included in the City's SOI or annexed in the future.

Thank you for the comment. The language of the Placer County Conservation Program identifies a means for the City of Roseville to be authorized as a "participating special Entity" . Section 8.9.4.2 identifies the means for the city to annex the area of the Amoruso Ranch Specific Plan and that it "would not affect the boundaries of the PFG or the RAA. In the event the Potential Annexation Area is annexed to the City of Roseville, which is a non-participating city, then the proponent(s) of covered activities within the potential annexation area will be eligible to secure incidental take coverage as a participating special entity, if the PCA determines that the project meets following conditions..." . The document goes on to state that these processes and requirements are "in place of" and not in addition to the participating special entities described in section 8.9.4.1. Amoruso Ranch has been annexed to the City. Since the areas of the proposed sphere of influence expansion are currently included within the PCCP and identified as PFG and RAA in the plan it would appear that the same statements would apply to them in the future. The Placer Vineyards Specific Plan is addressed specifically in the PCCP in Section 8.9.5 of the plan which states that it is a "covered activity". Since much of the area of the specific plan has a vested development interest, should the city propose annexation it would succeed to that planning requirement and it is presumed that that would include the mitigation strategy which is identified as an "integral component" of the conservation strategy.

## Western Placer Waste Management Authority (WPWMA) Comments



**Shanti Landon, Placer County, Chair**  
Krista Bernasconi, City of Roseville (Alternate)  
Bonnie Gore, Placer County  
Bill Halldin, City of Rocklin  
Holly Andreatta, City of Lincoln  
Scott Scholz, General Manager

December 6, 2024

Michelle McIntyre, Executive Officer  
Placer County LAFCO  
110 Maple Street  
Auburn, CA 95603

Sent via email: [lafco@placer.ca.gov](mailto:lafco@placer.ca.gov)

**RE: LAFCO PROJECT NO. 2023-05 SERVICE REVIEW STUDY AND INFLUENCE UPDATE – CITY OF ROSEVILLE**

Dear Ms. McIntyre:

The Western Placer Waste Management Authority (WPWMA) appreciates the opportunity to review and provide comments on Placer County Local Agency Formation Commission (LAFCO)'s draft Municipal Service Review for the City of Roseville as prepared by AP Triton.

The WPWMA is a regional agency (joint powers authority) established in 1978 by the County of Placer and the cities of Roseville, Rocklin and Lincoln (Member Agencies) governed by a Board of Directors comprised of elected officials from each of the Member Agencies. The WPWMA provides recycling, composting, and waste disposal services to those communities as well as the cities of Auburn and Colfax and the Town of Loomis. The WPWMA also provides these services to individuals, business entities and other governmental agencies in and around Placer County.

The WPWMA's nearly 1,000-acre campus, located at the intersection of Athens Avenue and Fiddymment Road immediately north of the City of Roseville, provides a conveniently located, comprehensive solid waste management system that includes a mixed-waste materials recovery facility (MRF), organics composting facility, residential and commercial recycling drop-off and buy-back center, permanent household hazardous waste collection facility, and the only remaining active sanitary landfill in Placer County. The WPWMA's systems are designed and operated to ensure that Placer County's municipalities (including the City of Roseville), businesses and residents are able to comply with state and federal solid waste management laws and regulations in a cost effective and sustainable manner. The WPWMA operates as an Enterprise Fund where the majority of its revenues are generated through the fees paid by its customers, including the Member Agencies and their franchise haulers, to drop off waste materials for recycling or disposal.

In an effort to proactively plan for continued regional growth, changes in solid waste and climate-related regulations, and ever-increasing volatility in foreign and domestic recyclable commodity markets, the WPWMA prepared, and its Board of Directors unanimously certified, the Renewable Placer Waste Action Plan Environmental Impact

Western Placer Waste Management Authority  
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Report (EIR) in December 2022. The EIR represented the culmination of 6 years of planning and research to identify the most sustainable, cost-effective approach to ensuring landfill capacity and continued regulatory compliance to support anticipated growth in each of the WPWMA's Member Agency jurisdictions and across western Placer County, including the City of Roseville and unincorporated Placer County communities, for the next 100 plus years.

The initial phase of the Renewable Placer Waste Action Plan includes the \$120 million renovation of the WPWMA's mixed-waste MRF and composting facilities to comply with SB 1383 organic materials diversion requirements and manage a wide array of waste streams. In September 2022, the WPWMA Board unanimously approved the issuance of public revenue bonds to fund these critical facility improvements and entered into long-term flow commitment agreements with its Member Agencies to insure the economic stability of the WPWMA's operations. The WPWMA's upgraded facilities, scheduled to be fully operational in 2025, will meet or exceed the SB 1383 organic materials diversion mandates, nearly triple diversion rates, and ensure participating jurisdictions (including the City of Roseville and unincorporated Placer County communities) will meet anticipated recycling mandates, including SB 54, with no changes to current refuse collection methods, further demonstrating the WPWMA's and Member Agencies' continued commitment to efficient and financially prudent sustainability.

The WPWMA has also reserved space on its campus to foster development of a local circular economy by facilitating the siting of compatible technologies and manufacturing to utilize materials recovered at the WPWMA's MRF and working alongside regional neighbors including the Sacramento State Placer Center, Buzz Oates, Proctor & Gamble, and more. This pivotal action is intended to create and support a vibrant and sustainable local recyclables market, reduce the environmental impacts associated with long-distance transport of materials to foreign and domestic markets, create opportunities to recover materials often not recovered in traditional (three bin) recycling communities, and create local jobs helping to enhance the region's economy.

Upon review of the Placer County LAFCO Roseville Service Review Study and Sphere of Influence report, the WPWMA has the following comments, namely correcting misinterpretations throughout the report, that requires attention before the document is finalized:

**1. Page vi Acronyms**

The WPWMA appreciates the inclusion of Joint Powers Authority and Materials Recovery Facility and recommends adding "WPWMA – Western Placer Waste Management Authority" as an acronym.

**2. Page xii Present and Planned Capacity of Public Facilities**

*"Refuse Collection: The Materials Recovery Facility (MRF) collection fleet and capacity are adequate to meet current service demands. An expanded fleet will be necessary for expanded service areas."*

The City of Roseville does not have a Materials Recovery Facility; the Materials Recovery Facility to which the City of Roseville sends material is owned by the

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WPWMA, of which the City of Roseville and Placer County are among the WPWMA's Member Agencies. The WPWMA's Materials Recovery Facility does not have a collection fleet; the City of Roseville's collection fleet is operated by the City's Environmental Utilities Department.

The WPWMA recommends updating this section to identify both *Refuse Collection* and *Refuse Processing* services for clarification and recommends the following correction:

*"Refuse Collection: The City's collection fleet is adequate to meet current service demands.*

*Refuse Processing: The WPWMA's Materials Recovery Facility (MRF) and landfill capacity, where solid waste from jurisdictions in western Placer County are sent for recycling and disposal, are adequate to meet current service demands and accommodate for planned future growth in their service area."*

### **3. Page xiv Status and Opportunity for Shared Facilities**

*"Refuse Collection: Planned expansion of MRF may create opportunities for regional expansion and economies of scale."*

The WPWMA's MRF is owned and operated by the WPWMA, of which the City of Roseville is a Member Agency. The MRF is not owned by the City of Roseville, nor is it tied to the City's refuse collection services. Currently, the City of Roseville's refuse collection fleet operates no facilities. The WPWMA's \$120 million facility renovation project and expansion was designed and is being constructed to continue the economies of scale that the City of Roseville and Placer County benefit from and accommodate the anticipated regional growth in the WPWMA's service area, regardless of which jurisdiction the material is coming from. As such, referencing an already shared facility as a new opportunity for shared facilities is considered erroneous.

The WPWMA recommends updating this section to identify both *Refuse Collection* and *Refuse Processing* services for clarification and recommends the following correction:

*"Refuse Collection: No opportunities for shared facilities were identified.*

*Refuse Processing: It is currently operating under a Joint Powers Authority with the WPWMA, of which both the City of Roseville and Placer County are members. Additionally, the WPWMA's planned expansion of the MRF will accommodate planned regional growth and continue economies of scale."*

### **4. Page 4 Current Conditions – Environmental Utilities Department**

*"Through innovative programs in solid waste management, recycling, green waste collection, and food organics processing..."*

The City of Roseville does not process waste; organics processing and composting is provided by the WPWMA, of which the City of Roseville is a Member Agency.

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The WPWMA recommends the following correction:

*“Through innovative programs in solid waste management, recycling, and organics collection...”*

**5. Page 14 Solid Waste**

*“The Refuse Division of the Environmental Utilities Department provides collection services, processing, and delivery of various waste streams within the City.”*

The City of Roseville does not provide any processing of waste, that service is provided by the WPWMA, of which both the City of Roseville and Placer County are Member Agencies.

The WPWMA recommends the following correction:

*“The Refuse Division of the Environmental Utilities Department provides collection services and delivery of various waste streams within the City.”*

**6. Page 14 Solid Waste Responsibilities**

*“Responsibilities include: [...] Operating a large Materials Recovery Facility (MRF), which separates and sorts recyclable materials from trash.”*

The City of Roseville does not provide any processing of waste, that service is provided by the WPWMA, of which both the City of Roseville and Placer County are Member Agencies.

The WPWMA recommends the following correction:

*“Responsibilities include: [...] Delivery of various waste streams to the WPWMA’s mixed-waste Materials Recovery Facility (MRF), which separates and sorts recyclable materials from trash, processes source separated recyclables, produces compost from organic and green wastes, and correctly handles hazardous and electronic wastes.”*

Additionally, the following section under Solid Waste Responsibilities is incorrect:

*“Responsibilities include: [...] Operating an organic recycling program.”*

Organic waste and source separated food waste is collected by the City of Roseville and delivered to the WPWMA for processing and composting.

The WPWMA recommends the following correction:

*“Responsibilities include: [...] Operating an organic waste collection program.”*

**7. Page 49 Status and Opportunities for Shared Facilities – Solid Waste Collection**

*“The City’s solid waste collection operations are streamlined through a Joint Powers Authority Agreement with the Western Placer County Waste Management Authority.”*

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The WPWMA's name is listed inaccurately in this section. This section also confuses solid waste/refuse collection provided by the City of Roseville with solid waste/refuse processing provided by the WPWMA. The WPWMA does not provide any solid waste/refuse collection services in the City of Roseville or elsewhere, merely solid waste/refuse processing.

The WPWMA recommends renaming this section to "Solid Waste/Refuse Processing" and recommends the following correction:

*"Solid Waste/Refuse Processing: The refuse collected by the City's solid waste collection operation is delivered to the Western Placer Waste Management Authority (WPWMA), a Joint Powers Authority, of which the City is a Member Agency, which enhances regional efficiency of waste management services and promotes sustainable waste disposal practices."*

Additionally, the WPWMA suggests using similar language, either the term "solid waste" or the term "refuse" throughout the document for uniformity and to avoid confusion.

**8. Page 67 Figure 33: Service Provider Outline**

Waste Management Inc. is incorrectly listed as the solid waste/refuse provider in Unincorporated Placer County. Solid waste/refuse collection services in Unincorporated Placer County are provided by Recology Auburn Placer.

The WPWMA provides solid waste/refuse processing services to both the City of Roseville and Unincorporated Placer County.

The WPWMA recommends updating this section to correct the service provider error and to identify both *Solid Waste/Refuse Collection* and *Solid Waste/Refuse Processing* services for further clarification:

<b>Service</b>	<b>Unincorporated</b>	<b>City</b>
<i>Solid Waste Collection</i>	<i>Recology Auburn Placer</i>	<i>Roseville</i>
<i>Solid Waste Processing</i>	<i>WPWMA</i>	<i>WPWMA</i>

Additionally, the WPWMA suggests using similar language, either the term "solid waste" or the term "refuse" throughout the document for uniformity and to avoid confusion.

**9. Page 76 Findings – Solid Waste Collection**

*"Solid Waste Collection: The City has an adequate collection fleet to meet its current needs. Future City expansion will provide future collection fleet expansions. The upcoming \$120 million expansion of the Materials Recovery Facility will offer great opportunities for processing waste from surrounding areas. The current landfill capacity is projected for approximately 30 years."*

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This section confuses solid waste/refuse collection provided by the City of Roseville with solid waste/refuse processing provided by the WPWMA. The WPWMA does not provide any solid waste/refuse collection services in the City of Roseville or elsewhere, merely solid waste/refuse processing. Whereas the City of Roseville does not provide any solid waste/refuse processing, merely solid waste/refuse collection within the City's jurisdictional boundaries.

The WPWMA's MRF is owned and operated by the WPWMA, of which the City of Roseville is a Member Agency. The WPWMA's \$120 million facility renovation project and expansion was designed and is being constructed to continue the economies of scale that all the WPWMA's Member Agencies and participating jurisdictions benefit from and accommodate the anticipated regional growth in the WPWMA's service area, regardless of which jurisdiction the material is coming from.

The WPWMA's active landfill is permitted to receive waste until 2058. The WPWMA is currently permitting future landfill capacity that will serve the region for approximately the next 100 years. The WPWMA's MRF improvements project is designed to nearly triple current diversion rates which could ultimately further the life of the landfill.

The WPWMA recommends updating this section to identify both *Solid Waste/Refuse Collection* and *Solid Waste/Refuse Processing* services for clarification and recommends the following correction:

*"Solid Waste Collection: The City has an adequate collection fleet to meet its current needs. Future City expansion will provide future collection fleet expansions.*

*Solid Waste Processing: The WPWMA's \$120 million expansion of the Materials Recovery Facility (MRF) will offer great opportunities for processing waste from surrounding areas. The WPWMA's active landfill is permitted to receive waste until 2058. The WPWMA is currently permitting future landfill capacity that will serve the region for approximately the next 100 years."*

Additionally, the WPWMA suggests using similar language, either the term "solid waste" or the term "refuse" throughout the document for uniformity and to avoid confusion.

#### **10. Page 79 Opportunities for Enhanced Services – Solid Waste Collection**

*"Solid Waste Collection. With the planned \$120 million expansion of the Material Recovery Facility, there is an excellent opportunity to expand the overall volume of recyclable material processed by the City and the array of recycled materials by installing improved sortation lines. In addition to the facility expansion, success in increasing recycled material volume will also rely on citizens being educated on and then practicing new at-home material sortation. The increased capture of materials diverted from the landfill not only increases recycling revenue at the time of collection but*

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*also extends the landfill's life and defers needed investment in landfill expansion and transportation costs."*

This section confuses solid waste/refuse collection provided by the City of Roseville with solid waste/refuse processing provided by the WPWMA. The WPWMA does not provide any solid waste/refuse collection services in the City of Roseville or elsewhere, merely solid waste/refuse processing.

Additionally, the WPWMA's \$120 million MRF improvement project and expansion was designed and is being constructed to continue the economies of scale that all the WPWMA's Member Agencies and participating jurisdictions benefit from and accommodate the anticipated regional growth in the WPWMA's service area, regardless of which jurisdiction the material is coming from and with no changes to solid waste/refuse collection methods including no material sorting done at-home by citizens. The WPWMA's MRF improvements project is designed to nearly triple current diversion rates which could ultimately further the life of the landfill.

The WPWMA recommends removing this section entirely as it is not related to Solid Waste/Refuse Collection services as provided by the City of Roseville.

Additionally, the WPWMA suggests using similar language, either the term "solid waste" or the term "refuse" throughout the document for uniformity and to avoid confusion.

**11. Page 83 Present and Planned Capacity of Public Facilities – Refuse Collection**

*"Refuse Collection: Refuse Collection needs are being met, and serving growth and expansion should not be a problem. The planned expansion of MRF may create opportunities for regional expansion."*

This section confuses solid waste/refuse collection provided by the City of Roseville with solid waste/refuse processing provided by the WPWMA. The WPWMA does not provide any solid waste/refuse collection services in the City of Roseville or elsewhere, merely solid waste/refuse processing.

The WPWMA recommends revising this section to remove reference to the WPWMA's MRF and expansion project as that is not a public facility owned by the City of Roseville:

*"Refuse Collection: Refuse Collection needs are being met, and serving growth and expansion should not be a problem."*

Additionally, the WPWMA suggests using similar language, either the term "solid waste" or the term "refuse" throughout the document for uniformity and to avoid confusion.

**12. Page 85 Status and Opportunities for Shared Facilities – Refuse Collection**

*"Refuse Collection: The planned expansion of MRF may create opportunities for regional expansion and economies of scale."*

See Comment 11.

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**13. Page 95 Determination #3: Solid Waste Collection**

*“The City’s solid waste collection operations are streamlined through a Joint Powers Authority Agreement with the Western Placer County Waste Management Authority.”*

See Comment 7.

To help prevent similar inaccuracies, the WPWMA is pleased to collaborate with Placer County LAFCO on any future matters related to solid waste and recycling in the region.

Sincerely,



Scott Scholz  
General Manager

CC: WPWMA BOARD OF DIRECTORS

## PCCP Comments Document



Placer Conservation Authority

December 17, 2024

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

**Email Only: [mmcintyre@placer.ca.gov](mailto:mmcintyre@placer.ca.gov)**

Subject: LAFCO Project No. 2023-05 Service Review and Sphere of Influence Update – City of Roseville

Dear Ms. McIntyre:

Thank you for the opportunity to comment on the Placer County Local Agency Formation Commission's ("Placer LAFCO") draft City of Roseville Municipal Service Review, dated September 2024, and its proposed determinations regarding an **expansion of the City's sphere of influence ("SOI Expansion")**. The Placer Conservation Authority ("PCA") is a joint exercise of power agency formed by Placer County and the City of Lincoln to implement the Placer County Conservation Program ("PCCP") in cooperation with the Placer County Water Agency ("PCWA") and South Placer Regional Transportation Authority ("SPRTA"). **The purpose of this letter is to highlight the potentially substantial impact the proposed SOI Expansion could have on the PCCP and to propose specific actions Placer LAFCO can take to minimize that impact.**

#### **Placer County Conservation Plan Overview**

The PCCP is a comprehensive, regional conservation plan and permitting program for western Placer County that took over twenty years to develop. The PCCP includes a conservation and mitigation program for fourteen species of fish and wildlife and six natural communities that provides the basis for incidental take permits issued pursuant to the federal Endangered Species Act and the California Natural Community Conservation Planning Act. By providing broad species protections based on a regional **conservation and mitigation strategy, the PCCP's "Western Placer County Habitat Conservation Plan and Natural Community Conservation Plan" ("HCP/NCCP")** provides

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a high level of assurance of the long-term conservation of the species and natural **communities it covers. In turn, the PCCP's ambitious conservation and mitigation** strategy supports a streamlined permitting process and standard mitigation ratios for a wide range of public and private infrastructure and development projects.

A primary goal of the PCCP is to create a large, interconnected, protected habitat reserve system, which will consist of both open space and agricultural lands. To achieve **this goal, the PCCP identifies a "Planned Future Growth" area, within which** environmental permitting for urban and suburban development will be streamlined, subject to predictable, consistent, terms and conditions, including payment of certain **mitigation fees. The PCCP also identifies a "Reserve Acquisition Area," within which** land use consistent with existing zoning and land use policies may continue, and where the PCA will purchase and preserve lands for the PCCP habitat reserve system using revenue from the PCCP mitigation fees.

With its overarching strategy of streamlining public and private development within a **"Planned Future Growth" area, and preserving lands within an identified "Reserve Acquisition Area," the PCCP is strongly aligned with, and is a powerful tool for** achieving, the key statutory purpose of the Placer LAFCO: to encourage and provide **"planned, well-ordered, efficient urban development patterns with appropriate** consideration of preserving open-space and agricultural lands within those **patterns."** (Cal. Govt. Code, section 56300(a).)

#### **Potential impact of the proposed sphere of influence expansion.**

**As you know, a sphere of influence is " . . . a plan for the probable physical boundaries** and service area of a local agency, as determined by the **commission."** (Cal. Govt. Code section 56076.) Currently, Placer County is the principal land use agency within the proposed SOI Expansion. Placer County is a participant in the PCCP, has agreed to apply PCCP mitigation measures to development within the area of the SOI Expansion, and is authorized under state and federal permits to extend permit coverage to urban and suburban development and public infrastructure projects. If the Placer LAFCO approves the proposed SOI Expansion for the City of Roseville, it will expand the area within which the City will likely become the principal land use agency that will decide under what terms and conditions development can occur. However, the City of Roseville chose not to participate in the PCCP, has made no commitment regarding PCCP implementation, and is not covered by state and federal permits issued for the PCCP. If the City becomes the principal land use agency within the proposed SOI Expansion area, it will create a substantial impact on and challenge for the PCCP.

The PCCP depends on the successful implementation of a long-term strategy for minimizing and mitigating the effects of development on habitat and agricultural lands. Key to the **PCCP's** mitigation strategy is the assessment of mitigation fees on covered projects. These mitigation fees fund the preservation of habitat, agricultural land, and **open space that is essential to the PCCP's success. The PCCP also includes project** siting and design measures to avoid or minimize impacts to species and aquatic

resources. These measures were carefully developed with, and approved by, the state and federal wildlife and regulatory agencies. If the City of Roseville becomes the lead **land use agency for development within the SOI Expansion area, the PCCP's impact minimization and mitigation strategy (including payment of mitigation fees) will likely not be implemented. This would present an enormous obstacle for the PCCP's conservation and mitigation strategy, particularly for the creation of the PCCP's habitat reserve system in western Placer County.**

If urban development projects within the SOI Expansion are not required to pay PCCP mitigation fees, the PCCP funding plan will be substantially underfunded. The PCCP includes a fifty-year funding plan based on growth projections, the projected impacts of **future development in the "Potential Future Growth" area, the cost of creating and managing a reserve system, and other costs.** Revenues from PCCP mitigation fees are a critical part of the funding strategy. Unlike Placer County, the City of Roseville is not obligated to, and has made no commitment to, require payment of PCCP mitigation fees for projects under its land use authority. This could lead to a funding shortfall for which the PCCP is unable to compensate.

**In addition, the proposed SOI Expansion includes a significant portion of the PCCP's "Reserve Acquisition Area." (See attached.) This is the area within which the PCA will seek out willing sellers of land to add to the PCCP Reserve System. Land uses allowed under the County's General Plan and zoning will continue and are generally consistent with the PCCP's conservation strategy. However, more intensive land uses would be inconsistent with the General Plan and conservation strategy and would eliminate opportunities to preserve land for the PCCP Reserve System. If the SOI Expansion includes the PCCP's "Reserve Acquisition Area," the City of Roseville will be able to annex the area and to approve more intensive, incompatible, land uses.**

Urban development in the proposed SOI Expansion area could also be adversely affected if the City of Roseville becomes the principal land use agency. Because the City does not participate in the PCCP, urban development projects under its land use jurisdiction would not benefit from the streamlined permitting available under the PCCP. This could lead to permitting and construction delays and thereby present an obstacle to orderly development.

Before approving the proposed SOI Expansion, we ask that you carefully consider its potential impact on the PCCP and, if you decide to approve the SOI Expansion, we ask that you take specific actions to minimize that impact.

#### **Recommendations**

To minimize the potential impact of the proposed SOI Expansion on the PCCP, we ask that the Placer LAFCO take three specific actions.

- 1. Prepare an environmental impact report analyzing the potential environmental effects of the proposed SOI Expansion.**

As stated in Placer LAFCO's policies, most LAFCO actions are subject to the California Environmental Quality Act ("CEQA"). (See Placer LAFCO policy section IV (B).) It is well-established under California law that CEQA applies generally to the decisions and actions of local agency formation commissions<sup>1</sup> and specifically to their actions regarding spheres of influence.<sup>2</sup> Placer LAFCO will have to comply with CEQA before approving the proposed SOI Expansion and, because of its potential impact on the PCCP, **if not other potential impacts, an environmental impact report ("EIR") is likely required.**

**CEQA requires the preparation of an EIR "if there is substantial evidence, in light of the whole record before a lead agency, that a project may have a significant effect on the environment . . ." (14 CCR section 15064(a)(1).) If, based on substantial evidence, a proposed project " . . . has the potential to substantially degrade the quality of the environment; substantially reduce the habitat of a fish or wildlife species; cause a fish or wildlife population to drop below self-sustaining levels; threaten to eliminate a plant or animal community; substantially reduce the number or restrict the range of an endangered, rare or threatened species; or eliminate important examples of the major periods of California history or prehistory," a lead agency must find that a project may have a significant effect on the environment and thereby require an EIR. (14 CCR section 15065(a)(1), *emphasis added*.)**

**In the "Environmental Checklist Form" included in the CEQA guidelines for use by lead agencies to determine whether an EIR is required, CEQA lead agencies are advised to consider specifically whether a proposed project would "Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other**

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<sup>1</sup> *Bozung v. Local Agency Formation Com.* (1975) 13 Cal.3d 263, 281–282:

Since the obvious is so frequently overlooked, we think it is appropriate to emphasize it: We stated at the outset that LAFCO proceeded as if CEQA did not exist. The entire thrust of our discussion is that LAFCO must recognize that Knox-Nisbet dovetails with CEQA. This does not mean that after consideration of an adequate EIR, LAFCO must withhold its approval of the annexation. Any such conclusion would be wildly outside of the scope of the issues tendered in this litigation. We merely enforce the legislative mandate that before acting, LAFCO was bound to address itself to environmental considerations in accordance with the procedures set forth in CEQA.

<sup>2</sup> *City of Livermore v. Local Agency Formation Commission* (1986) 184 Cal.App.3d 531, 538:

LAFCO's guideline revisions fit within CEQA's broad definition of a project because they are a discretionary activity of a public agency that will unquestionably have an ultimate impact on the environment. The sphere of influence guidelines influence LAFCO decisions about development plans and future growth of cities and service areas. The guidelines play a part in determining whether growth will occur in unincorporated areas and whether agricultural land will be preserved or developed. They may change the focus of urban development by promoting county plans over city plans. These potential effects will certainly impact the environment. It is true that the precise effects are difficult to assess at this stage, but it is because impact is so easily foreseen that the revisions must be considered a project under CEQA.

approved local, regional, or state habitat conservation **plan.**" (14 CCR Div. 6 Ch. 3 App. G ("IV. f) Biological Resources".)

As explained above, the SOI Expansion as currently proposed clearly would conflict with the PCCP, an approved Habitat Conservation Plan and Natural Community **Conservation Plan. By designating the SOI Expansion area as "the probable physical boundaries and service area" of the City of Roseville, the SOI Expansion would facilitate the City's future annexation of a substantial portion of the PCCP area. In doing so, it would enable the City, which does not participate in the PCCP, to replace the County, which does participate in the PCCP, as the principal land use agency. It would then be difficult, if not impossible, to implement the PCCP's conservation and mitigation strategy, and streamlined permitting, in the SOI Expansion area.**

**If the PCCP's conservation and mitigation strategy is not implemented in the SOI Expansion area, urban development in the area could "substantially reduce the number or restrict the range of an endangered, rare or threatened species." The PCCP's conservation and mitigation strategy was developed over twenty years in consultation with the United States Fish and Wildlife Service, the National Marine Fisheries Service, and the California Department of Fish and Wildlife. It is designed to minimize and mitigate the impacts of development on sensitive species and to preserve the species' habitat within the PCCP area. If the PCCP's mitigation measures are not implemented within the SOI Expansion area, and the PCCP Reserve System cannot be fully established, the potential for urban development to substantially reduce the number or restrict the range of rare, threatened, and endangered species will increase significantly.**

An EIR is not only likely required by CEQA for the proposed SOI Expansion, it is also the best way for the Placer LAFCO to make a fully informed decision. An EIR would fully analyze the potential environmental effects of the proposed SOI Expansion and identify measures to substantially lessen such effects. Mitigation measures identified in the EIR **could then be made conditions of the City's future annexation of lands with the SOI Expansion area.**

## **2. Exclude the PCCP "Reserve Acquisition Area" from the proposed SOI Expansion.**

**As explained above, if the SOI Expansion is approved and includes the PCCP's "Reserve Acquisition Area," the City of Roseville will be able to annex the area and to approve intensive land uses there. This would directly conflict with the PCCP's conservation and mitigation strategy and would constrain the PCA's ability to preserve land for the PCCP reserve system.**

A central goal of the PCCP is to establish a large, long-term, connected habitat reserve system. This goal aligns with and supports one of the primary purposes of a local agency formation commission: to discourage urban sprawl and to preserve open-space **and prime agricultural lands. (Cal. Gov't. Code section 56301.) The Placer LAFCO's policies expressly encourage the preservation of agricultural land and open space**

resources. (Placer LAFCO Policies, Section II.) The standards and evaluation criteria set by the Placer LAFCO for consideration of proposed sphere of influence amendments require it to consider whether there are “open space or agricultural lands that should be excluded” from the sphere of influence. (Placer LAFCO Proposal Standards & Evaluation Criteria, “Spheres of Influence,” Section 2.)

The “Reserve Acquisition Area” is the area within which the PCA will create the PCCP Reserve System, which will consist of wildlife habitat including open space and agricultural land. Allowing intensive development in that area would directly limit the PCA’s ability to create the Reserve System envisioned by the PCCP. It would thereby undermine a carefully planned and well-established program for the preservation of agricultural land and open space. Excluding the PCCP “Reserve Acquisition Area” from the proposed SOI Expansion would not only help to minimize conflict with the PCCP, it would directly implement important Placer LAFCO policies regarding the preservation of agricultural land and open space resources.

**3. Require development in the SOI Expansion area to comply with the PCCP through “Participating Special Entity Agreements.”**

As explained above, the City of Roseville does not participate in the PCCP and has made no commitment to support its implementation. If the PCCP conservation and mitigation program is not implemented in the SOI Expansion area, the PCA’s ability to establish the PCCP Reserve System will be compromised, impacts to species will not be minimized or mitigated as effectively as under the PCCP, and urban development projects will not benefit from the PCCP’s streamlined permitting. However, the PCCP provides a mechanism by which non-participating public agencies and private landowners can, under certain conditions, choose to participate in the PCCP and receive coverage under state and federal permits issued for PCCP covered activities. (See, HCP/NCCP section 8.9.4 “Take Authorization for Participating Special Entities”.) Under a “Participating Special Entity Agreement,” public agencies and private landowners can agree to be bound by the requirements of the PCCP, including payment of PCCP mitigation fees, and can thereby receive streamlined coverage under the PCCP’s permits.

The PCA can extend permit coverage under the PCCP for a Participating Species Entity’s proposed project if:

- The Participating Special Entity agrees to enter into an agreement with the PCA binding the Participating Special Entity to the relevant terms and requirements of the PCCP;
- The proposed project complies with the terms and requirements of the permits and the PCCP;

- **The effects of the proposed project have been evaluated as part of the PCCP's** analysis of impacts in the potential future growth area and are included as part of the potential take covered in the PCCP permits;
- There is sufficient take coverage remaining under the permits for the proposed project, taking into consideration the need to cover projects authorized or implemented by the other PCCP permittees; and
- The proposed activity does not conflict with the conservation strategy or the ability of the PCA to meet the PCCP goals and objectives.

Urban development within the proposed SOI Expansion area that is also within the **PCCP's "Potential Future Growth"** area has been evaluated under the PCCP, and there **is sufficient take coverage under the PCCP's permits for such development. If urban development projects in the "Potential Future Growth" area are included in one or more** binding Participating Special Entity Agreements, the City of Roseville could thereby effectively participate in the PCCP within the SOI Expansion area. Projects covered under the Participating Species Entity Agreements would be required to incorporate the **PCCP's avoidance, minimization, and mitigation measures for threatened and** endangered species, including payment of PCCP mitigation fees, and the PCA would be able use the fee revenues to establish the PCCP Reserve System. Use of Participating Species Entity Agreements in this way could help ensure that the PCCP can be successfully implemented in the SOI Expansion area.

If it intends to approve the proposed SOI Expansion, we ask that that Placer LAFCO include as a condition of its approval a requirement that all urban and suburban development areas ultimately annexed by the City of Roseville comply with the PCCP. The condition should specifically require that all such development must be covered under one or more Participating Species Entity Agreements with the PCA.

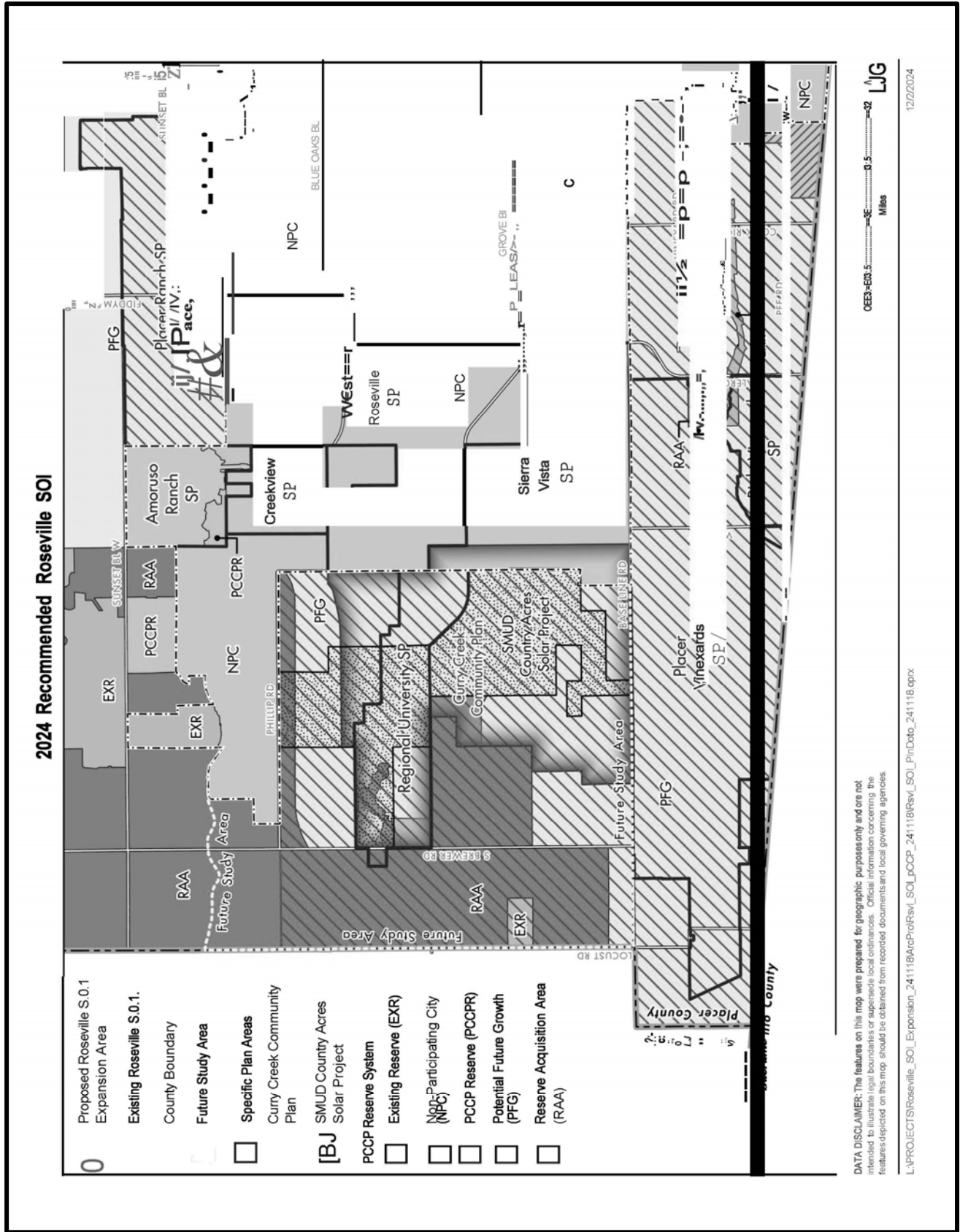
We look forward to working with the Placer LAFCO and the City of Roseville to ensure the proposed SOI Expansion, if approved, supports, and does not conflict with, the PCCP. Should you have any questions about the recommended actions, please contact me.

Sincerely,  
Gregg McKenzie  
Executive Director

Attachment: PCCP / LAFCO Overlay Exhibit

cc: Chris Beale, Resources Law Group  
Karin Schwab, Placer County Counsel  
Shanti Landon, PCA Board  
Bonnie Gore, PCA Board  
Sean Scully, City of Lincoln

Daniel Chatigny, Placer County  
Shawna Purvines, Placer County  
Paul Hellman, Placer County  
Robert Dugan, PCWA Board  
Andy Fecko, PCWA  
Bruce Houdesheldt, SPRTA Board  
Matt Click, SPRTA  
Joesph Morgan, U.S. Environmental Protection Agency  
Maya Bickner, U.S. Army Corps of Engineers  
Kathryn Swick, NOAA – National Marine Fisheries Service  
Ian Perkins-Taylor, U.S. Fish & Wildlife Service  
Patrick Moeszinger, California Department of Fish & Wildlife  
Nicholas Savino, Central Valley Regional Water Quality Control Board



## PCCP Comment Responses Document




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Placer Conservation Authority

December 17, 2024

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

**Email Only: [mmcintyre@placer.ca.gov](mailto:mmcintyre@placer.ca.gov)**

Subject: LAFCO Project No. 2023-05 Service Review and Sphere of Influence Update – City of Roseville

Dear Ms. McIntyre:

Thank you for the opportunity to comment on the Placer County Local Agency Formation Commission's ("Placer LAFCO") draft City of Roseville Municipal Service Review, dated September 2024, and its proposed determinations regarding an expansion of the City's sphere of influence ("SOI Expansion"). The Placer Conservation Authority ("PCA") is a joint exercise of power agency formed by Placer County and the City of Lincoln to implement the Placer County Conservation Program ("PCCP") in cooperation with the Placer County Water Agency ("PCWA") and South Placer Regional Transportation Authority ("SPRTA"). The purpose of this letter is to highlight the potentially substantial impact the proposed SOI Expansion could have on the PCCP and to propose specific actions Placer LAFCO can take to minimize that impact.

### **Placer County Conservation Plan Overview**

The PCCP is a comprehensive, regional conservation plan and permitting program for western Placer County that took over twenty years to develop. The PCCP includes a conservation and mitigation program for fourteen species of fish and wildlife and six natural communities that provides the basis for incidental take permits issued pursuant to the federal Endangered Species Act and the California Natural Community

Conservation Planning Act. By providing broad species protections based on a regional conservation and mitigation strategy, the PCCP's "Western Placer County Habitat Conservation Plan and Natural Community Conservation Plan" ("HCP/NCCP") provides

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a high level of assurance of the long-term conservation of the species and natural communities it covers. In turn, the PCCP's ambitious conservation and mitigation strategy supports a streamlined permitting process and standard mitigation ratios for a wide range of public and private infrastructure and development projects.

A primary goal of the PCCP is to create a large, interconnected, protected habitat reserve system, which will consist of both open space and agricultural lands. To achieve this goal, the PCCP identifies a "Planned Future Growth" area, within which environmental permitting for urban and suburban development will be streamlined, subject to predictable, consistent, terms and conditions, including payment of certain mitigation fees. The PCCP also identifies a "Reserve Acquisition Area," within which land use consistent with existing zoning and land use policies may continue, and where the PCA will purchase and preserve lands for the PCCP habitat reserve system using revenue from the PCCP mitigation fees.

With its overarching strategy of streamlining public and private development within a "Planned Future Growth" area, and preserving lands within an identified "Reserve Acquisition Area," the PCCP is strongly aligned with, and is a powerful tool for achieving, the key statutory purpose of the Placer LAFCO: to encourage and provide "planned, well-ordered, efficient urban development patterns with appropriate consideration of preserving open-space and agricultural lands within those patterns." (Cal. Govt. Code, section 56300(a).)

**Potential impact of the proposed sphere of influence expansion.**

As you know, a sphere of influence is "... a plan for the probable physical boundaries and service area of a local agency, as determined by the commission." (Cal. Govt. Code section 56076.) Currently, Placer County is the principal land use agency within the proposed SOI Expansion. Placer County is a participant in the PCCP, has agreed to apply PCCP mitigation measures to development within the area of the SOI Expansion, and is authorized under state and federal permits to extend permit coverage to urban and suburban development and public infrastructure projects. If the Placer LAFCO approves the proposed SOI Expansion for the City of Roseville, it will expand the area within which the City will likely become the principal land use agency that will decide under what terms and conditions development can occur. However, the City of Roseville chose not to participate in the PCCP, has made no commitment regarding PCCP implementation, and is not covered by state and federal permits issued for the PCCP. If the City becomes the principal land use agency within the proposed SOI Expansion area, it will create a substantial impact on and challenge for the PCCP.

The PCCP depends on the successful implementation of a long-term strategy for minimizing and mitigating the effects of development on habitat and agricultural lands. Key to the PCCP's mitigation strategy is the assessment of mitigation fees on covered projects. These mitigation fees fund the preservation of habitat, agricultural land, and open space that is essential to the PCCP's success. The PCCP also includes project siting and design measures to avoid or minimize impacts to species and aquatic resources. These measures were carefully developed with, and approved by, the state and federal wildlife and regulatory agencies. If the City of Roseville becomes the lead land use agency for development within the SOI Expansion area, the PCCP's impact minimization and mitigation strategy (including payment of mitigation fees) will likely not be implemented. This would present an enormous obstacle for the PCCP's conservation and mitigation strategy, particularly for the creation of the PCCP's habitat reserve system in western Placer County.

If urban development projects within the SOI Expansion are not required to pay PCCP mitigation fees, the PCCP funding plan will be substantially underfunded. The PCCP includes a fifty-year funding plan based on growth projections, the projected impacts of future development in the "Potential Future Growth" area, the cost of creating and managing a reserve system, and other costs. Revenues from PCCP mitigation fees are a critical part of the funding strategy. Unlike Placer County, the City of Roseville is not obligated to, and has made no commitment to, require payment of PCCP mitigation fees for projects under its land use authority. This could lead to a funding shortfall for which the PCCP is unable to compensate.

In addition, the proposed SOI Expansion includes a significant portion of the PCCP's "Reserve Acquisition Area." (See attached.) This is the area within which the PCA will seek out willing sellers of land to add to the PCCP Reserve System. Land uses allowed under the County's General Plan and zoning will continue and are generally consistent with the PCCP's conservation strategy. However, more intensive land uses would be inconsistent with the General Plan and conservation strategy and would eliminate opportunities to preserve land for the PCCP Reserve System. If the SOI Expansion includes the PCCP's "Reserve Acquisition Area," the City of Roseville will be able to annex the area and to approve more intensive, incompatible, land uses.

Urban development in the proposed SOI Expansion area could also be adversely affected if the City of Roseville becomes the principal land use agency. Because the City does not participate in the PCCP, urban development projects under its land use jurisdiction would not benefit from the streamlined permitting available under the PCCP. This could lead to permitting and construction delays and thereby present an obstacle to orderly development.

Before approving the proposed SOI Expansion, we ask that you carefully consider its potential impact on the PCCP and, if you decide to approve the SOI Expansion, we ask that you take specific actions to minimize that impact.

### Recommendations

To minimize the potential impact of the proposed SOI Expansion on the PCCP, we ask that the Placer LAFCO take three specific actions.

#### **1. Prepare an environmental impact report analyzing the potential environmental effects of the proposed SOI Expansion.**

As stated in Placer LAFCO's policies, most LAFCO actions are subject to the California Environmental Quality Act ("CEQA"). (See Placer LAFCO policy section IV (B).) It is well-established under California law that CEQA applies generally to the decisions and actions of local agency formation commissions<sup>1</sup> and specifically to their actions regarding spheres of influence.<sup>2</sup> Placer LAFCO will have to comply with CEQA before approving the proposed SOI Expansion and, because of its potential impact on the PCCP, if not other potential impacts, an environmental impact report ("EIR") is likely required.

CEQA requires the preparation of an EIR "if there is substantial evidence, in light of the whole record before a lead agency, that a project may have a significant effect on the environment . . ." (14 CCR section 15064(a)(1).) If, based on substantial evidence, a proposed project " . . . has the potential to substantially degrade the quality of the environment; substantially reduce the habitat of a fish or wildlife species; cause a fish or wildlife population to drop below self-sustaining levels; threaten to eliminate a plant or animal community; substantially reduce the number or restrict the range of an endangered, rare or threatened species; or eliminate important examples of the major periods of California history or prehistory," a lead agency must find that a project may have a significant effect on the environment and thereby require an EIR. (14 CCR section 15065(a)(1), *emphasis added*.)

<sup>1</sup> *Bozung v. Local Agency Formation Com.* (1975) 13 Cal.3d 263, 281–282:

Since the obvious is so frequently overlooked, we think it is appropriate to emphasize it: We stated at the outset that LAFCO proceeded as if CEQA did not exist. The entire thrust of our discussion is that LAFCO must recognize that Knox-Nisbet dovetails with CEQA. This does not mean that after consideration of an adequate EIR, LAFCO must withhold its approval of the annexation. Any such conclusion would be wildly outside of the scope of the issues tendered in this litigation. We merely enforce the legislative mandate that before acting, LAFCO was bound to address itself to environmental considerations in accordance with the procedures set forth in CEQA.

<sup>2</sup> *City of Livermore v. Local Agency Formation Commission* (1986) 184 Cal.App.3d 531, 538:

LAFCO's guideline revisions fit within CEQA's broad definition of a project because they are a discretionary activity of a public agency that will unquestionably have an ultimate impact on the environment. The sphere of influence guidelines influence LAFCO decisions about development plans and future growth of cities and service areas. The guidelines play a part in determining whether growth will occur in unincorporated areas and whether agricultural land will be preserved or developed. They may change the focus of urban development by promoting county plans over city plans. These potential effects will certainly impact the environment. It is true that the precise effects are difficult to assess at this stage, but it is because impact is so easily foreseen that the revisions must be considered a project under CEQA.

In the “Environmental Checklist Form” included in the CEQA guidelines for use by lead agencies to determine whether an EIR is required, CEQA lead agencies are advised to consider specifically whether a proposed project would “Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan.” (14 CCR Div. 6 Ch. 3 App. G (“IV. f) Biological Resources”).

As explained above, the SOI Expansion as currently proposed clearly would conflict with the PCCP, an approved Habitat Conservation Plan and Natural Community Conservation Plan. By designating the SOI Expansion area as “the probable physical boundaries and service area” of the City of Roseville, the SOI Expansion would facilitate the City’s future annexation of a substantial portion of the PCCP area. In doing so, it would enable the City, which does not participate in the PCCP, to replace the County, which does participate in the PCCP, as the principal land use agency. It would then be difficult, if not impossible, to implement the PCCP’s conservation and mitigation strategy, and streamlined permitting, in the SOI Expansion area.

If the PCCP’s conservation and mitigation strategy is not implemented in the SOI Expansion area, urban development in the area could “substantially reduce the number or restrict the range of an endangered, rare or threatened species.” The PCCP’s conservation and mitigation strategy was developed over twenty years in consultation with the United States Fish and Wildlife Service, the National Marine Fisheries Service, and the California Department of Fish and Wildlife. It is designed to minimize and mitigate the impacts of development on sensitive species and to preserve the species’ habitat within the PCCP area. If the PCCP’s mitigation measures are not implemented within the SOI Expansion area, and the PCCP Reserve System cannot be fully established, the potential for urban development to substantially reduce the number or restrict the range of rare, threatened, and endangered species will increase significantly.

An EIR is not only likely required by CEQA for the proposed SOI Expansion, it is also the best way for the Placer LAFCO to make a fully informed decision. An EIR would fully analyze the potential environmental effects of the proposed SOI Expansion and identify measures to substantially lessen such effects. Mitigation measures identified in the EIR could then be made conditions of the City’s future annexation of lands with the SOI Expansion area.

Thank you for your comments. We respectfully disagree that the SOI expansion as currently proposed would conflict with the PCCP. No change in land use authority would take place through a sphere of influence designation. As a planning tool, it points toward the city as the potential service provider for those areas of the conservation plan identified as being planned for future growth (PFG). As identified in the report many of the municipal level services anticipated for the area have already been determined as much of the territory is within the CAL AM certificated service area, the Placer County Water Authority, and PG&E. The sphere of influence designation would allow the city and county to potentially contract for functional consolidation or collaboration under the provisions of Government Code Section

56133, most specifically for fire protection and emergency medical response – a service which would benefit the PCCP lands.

The provision of the Conservation Program provides a means for the city, or other non-participating entity, to be an “authorized special entity” to avail the provisions of the plan. In addition, Section 8.9.4.2 outlines the potential annexation of the Amoruso Ranch area which was a part of the conservation plan. It states in part:

*“...would not affect the boundaries of the PFG or RAA. In the event the Potential Annexation Area is annexed to the City of Roseville, which is a non-participating city, then the proponent(s) of covered activities within the potential annexation area will be eligible to secure incidental take coverage as a participating special entity, if the PCA determines that the project meets following conditions...”*

The document goes on to state that these provisions are in place of not in addition to the other requirements for non-participating special entities. Since the areas of the proposed sphere of influence expansion are currently included in the PCCP and designated as either RAA or PFG it would appear that the same provisions would apply to them in the future.

## **2. Exclude the PCCP “Reserve Acquisition Area” from the proposed SOI Expansion.**

As explained above, if the SOI Expansion is approved and includes the PCCP’s “Reserve Acquisition Area,” the City of Roseville will be able to annex the area and to approve intensive land uses there. This would directly conflict with the PCCP’s conservation and mitigation strategy and would constrain the PCA’s ability to preserve land for the PCCP reserve system.

A central goal of the PCCP is to establish a large, long-term, connected habitat reserve system. This goal aligns with and supports one of the primary purposes of a local agency formation commission: to discourage urban sprawl and to preserve open-space and prime agricultural lands. (Cal. Gov’t. Code section 56301.) The Placer LAFCO’s policies expressly encourage the preservation of agricultural land and open space resources. (Placer LAFCO Policies, Section II.) The standards and evaluation criteria set by the Placer LAFCO for consideration of proposed sphere of influence amendments require it to consider whether there are “open space or agricultural lands that should be excluded” from the sphere of influence. (Placer LAFCO Proposal Standards & Evaluation Criteria, “Spheres of Influence,” Section 2.)

The “Reserve Acquisition Area” is the area within which the PCA will create the PCCP Reserve System, which will consist of wildlife habitat including open space and agricultural land. Allowing intensive development in that area would directly limit the PCA’s ability to create the Reserve System envisioned by the PCCP. It would thereby undermine a carefully planned and well-established program for the preservation of agricultural land and open space. Excluding the PCCP “Reserve Acquisition Area” from the proposed SOI Expansion would not only help to minimize conflict with the PCCP, it

would directly implement important Placer LAFCO policies regarding the preservation of agricultural land and open space resources.

Thank you for your comment. The exclusion of this area would be a policy determination for the commission. While the area is proposed for inclusion in the sphere, primarily on the basis for collaboration on service delivery with the county, primarily envisioned as being for fire protection and emergency medical response. However, its annexation would need to be in compliance with LAFCO policies, procedures, and statutes requiring the preservation of open space and agricultural lands.

### **3. Require development in the SOI Expansion area to comply with the PCCP through “Participating Special Entity Agreements.”**

As explained above, the City of Roseville does not participate in the PCCP and has made no commitment to support its implementation. If the PCCP conservation and mitigation program is not implemented in the SOI Expansion area, the PCA's ability to establish the PCCP Reserve System will be compromised, impacts to species will not be minimized or mitigated as effectively as under the PCCP, and urban development projects will not benefit from the PCCP's streamlined permitting. However, the PCCP provides a mechanism by which non-participating public agencies and private landowners can, under certain conditions, choose to participate in the PCCP and receive coverage under state and federal permits issued for PCCP covered activities. (See, HCP/NCCP section 8.9.4 “Take Authorization for Participating Special Entities”.) Under a “Participating Special Entity Agreement,” public agencies and private landowners can agree to be bound by the requirements of the PCCP, including payment of PCCP mitigation fees, and can thereby receive streamlined coverage under the PCCP's permits.

The PCA can extend permit coverage under the PCCP for a Participating Species Entity's proposed project if:

- The Participating Special Entity agrees to enter into an agreement with the PCA binding the Participating Special Entity to the relevant terms and requirements of the PCCP;
- The proposed project complies with the terms and requirements of the permits and the PCCP;
- The effects of the proposed project have been evaluated as part of the PCCP's analysis of impacts in the potential future growth area and are included as part of the potential take covered in the PCCP permits;
- There is sufficient take coverage remaining under the permits for the proposed project, taking into consideration the need to cover projects authorized or implemented by the other PCCP permittees; and

- The proposed activity does not conflict with the conservation strategy or the ability of the PCA to meet the PCCP goals and objectives.

Urban development within the proposed SOI Expansion area that is also within the PCCP's "Potential Future Growth" area has been evaluated under the PCCP, and there is sufficient take coverage under the PCCP's permits for such development. If urban development projects in the "Potential Future Growth" area are included in one or more binding Participating Special Entity Agreements, the City of Roseville could thereby effectively participate in the PCCP within the SOI Expansion area. Projects covered under the Participating Species Entity Agreements would be required to incorporate the PCCP's avoidance, minimization, and mitigation measures for threatened and endangered species, including payment of PCCP mitigation fees, and the PCA would be able use the fee revenues to establish the PCCP Reserve System. Use of Participating Species Entity Agreements in this way could help ensure that the PCCP can be successfully implemented in the SOI Expansion area.

Thank you for your comment. As outlined above, we concur with your comments related to the future potential of the City of Roseville to participate in the PCCP for the lands designated in the Plan as PFG or RAA under the terms outlined in the program.

If it intends to approve the proposed SOI Expansion, we ask that that Placer LAFCO include as a condition of its approval a requirement that all urban and suburban development areas ultimately annexed by the City of Roseville comply with the PCCP. The condition should specifically require that all such development must be covered under one or more Participating Species Entity Agreements with the PCA.

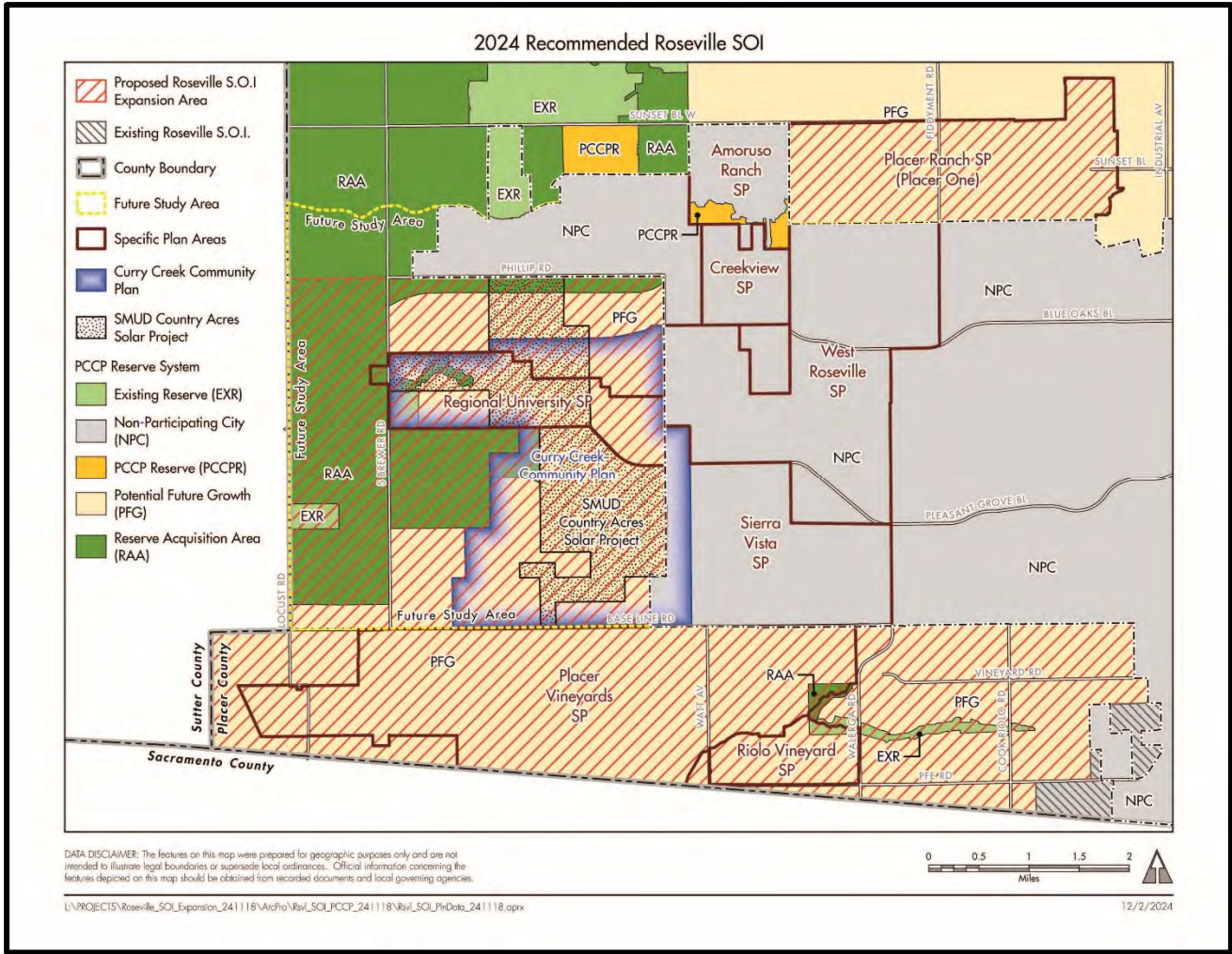
We look forward to working with the Placer LAFCO and the City of Roseville to ensure the proposed SOI Expansion, if approved, supports, and does not conflict with, the PCCP. Should you have any questions about the recommended actions, please contact me.

Sincerely,  
Gregg McKenzie  
Executive Director

Attachment: PCCP / LAFCO Overlay Exhibit

cc: Chris Beale, Resources Law Group  
Karin Schwab, Placer County Counsel  
Shanti Landon, PCA Board  
Bonnie Gore, PCA Board  
Sean Scully, City of Lincoln  
Daniel Chatigny, Placer County  
Shawna Purvines, Placer County  
Paul Hellman, Placer County

Robert Dugan, PCWA Board  
Andy Fecko, PCWA  
Bruce Houdesheldt, SPRTA Board  
Matt Click, SPRTA  
Joesph Morgan, U.S. Environmental Protection Agency  
Maya Bickner, U.S. Army Corps of Engineers  
Kathryn Swick, NOAA – National Marine Fisheries Service  
Ian Perkins-Taylor, U.S. Fish & Wildlife Service  
Patrick Moeszinger, California Department of Fish & Wildlife  
Nicholas Savino, Central Valley Regional Water Quality Control Board



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## APPENDIX C: REFERENCES

California American Water Company Northern Division, Sacramento area:

<https://www.amwater.com/caaw/resources/PDF/Custom-Service-Billing/Rates-AL/Northern/Sacramento%20District%20Service%20Area%20Maps.pdf>

City of Roseville Adopted Annual Budget FY2023–2024:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Government/Departments/Finance/Financial%20Transparency/Annual%20Budgets/FINAL%20Adopted%20Budget%20FY24%2009-06-23-updated%20bookmarks.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Government/Departments/Finance/Financial%20Transparency/Annual%20Budgets/FINAL%20Adopted%20Budget%20FY24%2009-06-23-updated%20bookmarks.pdf)

City of Roseville Adopted Annual Budget FY2024–2025:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Government/Departments/Finance/Budget/2025%20Budget%20Book%20-%20compressed.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Government/Departments/Finance/Budget/2025%20Budget%20Book%20-%20compressed.pdf)

City of Roseville Financial Policies – July 1, 2024:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Government/Departments/Finance/Financial%20Transparency/Financial\\_Policies-Effective%20July%201,%202024.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Government/Departments/Finance/Financial%20Transparency/Financial_Policies-Effective%20July%201,%202024.pdf)

City of Roseville Police Department 2018 Annual Summary:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Government/Departments/Police%20Department/About%20Roseville%20Police/PoliceAnnualSummary.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Government/Departments/Police%20Department/About%20Roseville%20Police/PoliceAnnualSummary.pdf)

City of Roseville Police Department 2019 Annual Summary:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Police/Community%20Services/Police\\_AnnualSummary\\_2019\\_updated.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Police/Community%20Services/Police_AnnualSummary_2019_updated.pdf)

City of Roseville Police Department 2020 Annual Summary:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Government/Departments/Police%20Department/Police\\_AnnualSummary\\_2020.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Government/Departments/Police%20Department/Police_AnnualSummary_2020.pdf)

City of Roseville Police Department 2021 Annual Summary:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Police/forms%20and%20reports/annual%20summary/Police\\_AnnualSummary\\_2021.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Police/forms%20and%20reports/annual%20summary/Police_AnnualSummary_2021.pdf)

City of Roseville Police Department 2022 Annual Summary:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Police/forms%20and%20reports/annual%20summary/Police\\_AnnualSummary\\_2022.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Police/forms%20and%20reports/annual%20summary/Police_AnnualSummary_2022.pdf)

City of Roseville Police Department 2023 Annual Summary:

[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/Police/Community%20Services/Police\\_AnnualSummary\\_2023.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/Police/Community%20Services/Police_AnnualSummary_2023.pdf)

City of Roseville Website Information:

- Board & Commissions for City:  
<https://www.roseville.ca.us/cms/One.aspx?portalId=7964922&pageId=8541922>
- City of Roseville Community Priorities Advisory Committee:  
<https://www.roseville.ca.us/cms/one.aspx?portalId=7964922&pageId=9731801>
- City of Roseville General Plan and Development guidelines:  
[https://www.roseville.ca.us/government/departments/development\\_services/planning/general\\_plan\\_development\\_guidelines](https://www.roseville.ca.us/government/departments/development_services/planning/general_plan_development_guidelines)
- City of Roseville GIS portal:  
<https://data-roseville.opendata.arcgis.com/datasets/f121bcb860474b7c80ffbddd30e1e1c/explore>
- City of Roseville GIS portal – Annexations:  
<https://data-roseville.opendata.arcgis.com/datasets/79b6b539683d43bda130adc95ac6cda3/explore?location=38.749333%2C-121.275122%2C13.88>
- City of Roseville Specific Plans, Planning Areas, and Development Agreements:  
[https://www.roseville.ca.us/government/departments/development\\_services/planning/specific\\_plans\\_planning\\_areas](https://www.roseville.ca.us/government/departments/development_services/planning/specific_plans_planning_areas)
- City of Roseville Strategic Plan:  
[https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server\\_7964838/File/City%20Council/Council%20Goals/COR\\_StrategicPlan\\_2023\\_Web.pdf](https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_7964838/File/City%20Council/Council%20Goals/COR_StrategicPlan_2023_Web.pdf)
- City of Roseville's Vision:  
<https://www.roseville.ca.us/cms/one.aspx?portalId=7964922&pageId=8716669>
- Publications:  
[https://www.roseville.ca.us/government/departments/public\\_affairs\\_communications/publications](https://www.roseville.ca.us/government/departments/public_affairs_communications/publications)
- Utility Exploration Page:  
<https://www.roseville.ca.us/cms/one.aspx?portalId=7964922&pageId=8715907>

Data USA - Roseville, CA Census Place:  
<https://datausa.io/profile/geo/roseville-ca/>

Esri Business Analyst, US Bureau of the Census:  
<https://www.esri.com/arcgis-blog/products/esri-demographics/analytics/2020-census-data-in-business-analyst/>

Map of Placer County Fire Protection Providers:  
<https://www.placer.ca.gov/7648/PCFD-Jurisdictional-Map>

Placer County Board of Supervisors Agenda Item for September 13, 2011, addressing Roseville-West Placer Annexations, including attachments:

*Attachment 1 - Map of Proposed Annexations Subject to Revenue Sharing Agreements*

*Attachment 2 - Resolution Authorizing Execution of Agreements and MOU*

*Attachment 3 - Agreement Regarding Transfer of Property Tax Upon Annexation (Including Exhibits A,B,C)*

*Attachment 4 -Agreement Regarding Transfer of Sales Tax Upon Annexation (Including Exhibits A,B,C)*

*Attachment 5 - Memorandum of Understanding (Includes Map of Sphere of Influence Adjustments • Exhibit 1)*

Placer County Conservation Program:

<https://www.placer.ca.gov/3362/Placer-County-Conservation-Program>

Placer County General Plan and Specific Plans:

Riolo Vineyards:

<https://www.placer.ca.gov/3339/Riolo-Vineyards-Specific-Plan>

Placer vineyards:

<https://www.placer.ca.gov/3563/Placer-Vineyards>

Regional University:

<https://www.placer.ca.gov/3340/Regional-University-Specific-Plan>

Sunset Area Plan, including Placer Ranch Specific Plan

Placer County LAFCO: Maps of Cities and Special Districts

Placer County LAFCO - Municipal Service Review for the City of Roseville, dated December 13, 2017:

<https://www.placer.ca.gov/DocumentCenter/View/7733/Final-Roseville-Municipal-Service-Review-PDF>

Placer County LAFCO: Policies Related to Spheres of Influence, Municipal Service Reviews Report of the Commission on Local Governance for the 21<sup>st</sup> Century, January 2000, *Growth Within Bounds*:

<https://www.acgov.org/lafco/documents/GrowthWithinBounds.pdf>

Roseville's rise to ramping up on population encounters mixed feelings:

<https://sacramento.newsreview.com/2022/05/10/rosevilles-rise-to-ramping-up-on-population-encounters-mixed-feelings/>

State of California Employment Statistics:

<https://edd.ca.gov/>

Taking Their Pulse: How The LAFCOs Implemented AB 2838 (Hertzberg, 2000):

<https://sgf.senate.ca.gov/sites/sgf.senate.ca.gov/files/TakingTheirPulsePub.pdf>

Union Pacific Railroad:

<https://www.up.com/index.htm>

Zip Code Mapping Roseville CA:

[https://zipmap.net/California/Placer\\_County/Roseville.htm](https://zipmap.net/California/Placer_County/Roseville.htm)



Setting a course for the future of  
Placer County, its cities, and its special  
districts.



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

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**STAFF**

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*Executive Officer*

Amanda Ross  
*Acting Assistant  
Executive Officer*

Amy Engle  
*Commission Clerk*

**STAFF REPORT**

**DATE:** February 19, 2025  
**TO:** Chair Gustafson and members of the Commission  
**FROM:** Michelle McIntyre and Amanda Ross  
**SUBJECT:** Mid-Year Status Update of the Annual Work Plan and Budget for Fiscal Year 2024-2025

---

LAFCO staff have prepared a new format for the mid-year status update of the Fiscal Year 2024/2025 Annual Work Plan and Budget.

The document is divided into current and pending applications, active and pending service reviews, and active administrative tasks. A summary of the budget shows that as of December 21, 2024, the Commission received over \$900,000 in revenue and incurred about \$825,000 in total expenses.

Section 5 of the document contains the full Work Plan in table format. This table has been reformatted by priority and color-coded by status. The original item numbers from previous versions of the table are maintained.



# **Annual Work Plan & Budget**

## Mid-year Status Update (FY 2024/2025)

Submitted February 19, 2025

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# 1 LAFCO Current and Pending Applications

This section details the current active and pending applications that staff are working on or are aware of, a brief summary, and an updated status. There are nine current and pending applications.

## *1.1 Active Applications*

Placer LAFCO currently has the following active applications.

### **1. Placer Hills and Newcastle Fire Protection Districts - Continued from Prior Year**

The Placer Hills and Newcastle FPDs filed joint resolutions and an application with the Placer County LAFCO in the fall of 2022, proposing the concurrent dissolution of Newcastle FPD and its annexation into Placer Hills FPD. The reorganization aims to provide improved fire protection services to approximately 6,200 residents within the 15 square miles of Newcastle FPD.

**Status:** This project remains incomplete. The adoption of a service review, an SOI update, the completion of a fiscal analysis, and the resolution of the tax transfer agreement from BOS are pending.

### **2. Lincoln SUD-B NEQ Remnant Parcel Annexation - Continued from Prior Year**

In June 2023, the City of Lincoln applied to Placer LAFCO for the annexation of remnant areas of Highway 65 and a former Caltrans right-of-way totaling approximately 30 acres, in accordance with the conditions of approval for the SUD-B NEQ Annexation (LAFCO Resolution No. 23-02). This annexation application does not include development; instead, it seeks to guarantee that the area receives efficient services from the City, mainly emergency services.

**Status:** This project remains incomplete. The tax-transfer agreement resolution or letter from BOS is pending. A six-month extension request is on the Commission's February 19, 2025, agenda for consideration.

### **3. South Placer FPD – Activation of Latent Powers - Continued from Prior Year**

The South Placer Fire Protection District submitted a resolution of application to LAFCO seeking authority to provide ambulance services in Division 1 of the District. Extending South Placer FPD's ambulance service capabilities to Division 1 is a prerequisite for the District to qualify for participation in a competitive process through the S-SV EMSA to provide ambulance services in that division. The Commission approved the District's request at its December 11, 2024 meeting.

**Status:** The protest hearing has been scheduled for February 21, 2025.

## 1.2 Pending Applications

Placer LAFCO currently has the following pending applications.

### 4. CSA 28 - Activation of Latent Powers - Continued to the 2025/2026 Work Plan

On December 7, 1982, the Placer County Board of Supervisors (BOS) dissolved all County Service Areas (CSAs). It established CSA 28 through Resolution 83-14, with the second reading and final approval at the BOS regular meeting on January 4, 1983. Placer LAFCO approved the formation of CSA 28 via Resolution 82-11 on March 1, 1983.

CSAs can only exist within a city's jurisdiction if city councils agree. However, as Placer County has developed over the years, the CSA boundary has not been adjusted to reflect the city limits. So far, LAFCO staff has only found one agreement from the City of Auburn, permitting the CSA to remain within the Auburn Airport and surrounding area for fire protection services. Additionally, the CSA 28 has several zones of benefits (ZOB) that provide different services and collect different revenue levels through assessments, fees, and other special taxes.

**Status:** LAFCO staff has begun identifying areas where the CSA's boundary overlaps with city boundaries as a starting point. However, like independent special districts, LAFCO must conduct service reviews and activate latent power for dependent districts. Therefore, this project will continue and expand to fiscal year 2025-2026.

### 5. City of Rocklin - Annexation of Highway 65 unincorporated island - Continued to the 2025/2026 Work Plan

This project involves a request to annex areas along Highway 65 and Sunset to the City of Rocklin and a former Caltrans right-of-way. The proposed development in the annexation area is a parking structure for an apartment complex that is already within the city limits. The Rocklin City Council will consider this item for rezoning in mid-February.

**Status:** This project will continue to the 2025-2026 work plan. Staff anticipates receipt of the application in late February 2025.

### 6. SPMUD - Annexation of areas within SOI - Continued to the 2025/2026 Work Plan

The South Placer Municipal Utility District (SPMUD) provides services to areas within its sphere of influence through contracts. The District aims to annex areas that are already receiving services. The District's draft Service Review was included on LAFCO's January 15, 2025, agenda. The District will submit an application to LAFCO pending the adoption of the District's service review and SOI update.

**Status:** This project will continue to the 2025-2026 work plan. The service review and SOI update will be completed in the current fiscal year.

**7. Review of Fire Contract - CSA 28 and Alta Fire Protection District - Continued to the 2025/2026 Work Plan**

The Alta Fire Protection District entered into a contract with the Placer County Fire Department (PCFD) for the PCFD to provide fire protection services within the District's jurisdictional boundaries. The PCFD may provide these services through its CSA and related ZOBs. The contract, whether through CSA 28 or the Placer County BOS, is subject to LAFCO review under CA Government Code section 56134.

**Status:** This project will continue into the fiscal year 2025-2026 after the adoption of the service review, which is tentatively scheduled for March 12, 2025. The SOI update must be completed.

**8. South Placer Fire Protection District - Detachment of Sierra Bluffs - Continued to the 2025/2026 Work Plan**

During a review of the District's boundaries as part of the service review process, LAFCO staff discovered that areas within the City of Rocklin's jurisdiction are served by the Rocklin Fire Department and fall within the boundaries of the South Placer Fire Protection District. A small area within the District overlaps with the Penryn Fire Protection District. Additionally, Placer County's Fire Control Fund includes some areas within the South Placer Fire District's boundaries. These overlapping areas may all require various detachments and annexations to correct the errors.

**Status:** This project will continue to the 2025-2026 work plan. Staff anticipates that SPFPD will apply before the fiscal year's end after the service review adopted SOI update.

**9. City of Auburn extension of sewer services to PG&E's substation in anticipation of annexation - Continued to the 2025/2026 Work Plan**

The landowner (PG&E) is requesting sewer services from the City of Auburn. However, since the proposal area is located within the City's SOI, it will require an annexation or the City and landowner can request approval from LAFCO to receive sewer services in anticipation of an annexation.

**Status:** This project will be rescheduled to the 2025-2026 work plan. LAFCO staff has provided the landowner (PG&E) and the City with information but has not received an application.

## 2 Multi-Year Work Program (Service Reviews)

On July 12, 2023, the Commission adopted a Service Review Policy. The Goals and Objectives identified in the policy include the following:

- The Commission shall use service review studies as a principal resource to proactively inform future planning and regulatory actions under its purview and mission to facilitate orderly growth and development.

Eight separate service and sphere reviews will be continued into 2025, and one is anticipated to be added to the 2025/2026 work plan. Below is a summary of each scheduled review.

### 1. Western Fire Agencies - Fire/EMS/Dispatch - Continued from Prior Year

This MSR provides a comprehensive Fire Service Review for the western portions of Placer County. The study area encompasses five cities, each taking its own unique approach to delivering fire and emergency response services. Four of these five cities directly provide these services, while one city (Colfax) has a fire service contract with the Placer County Fire Department. The review also examines six independent special districts that provide fire services within the study area. Among these special districts, two offer ambulance transport services; one delivers contract management, command, and administrative services to two other districts. In contrast, two districts contract with another for management, administrative, and command services while retaining their own firefighting personnel. Additionally, one special district (Alta) has a fire service contract with the Placer County Fire Department. The Placer County Fire Department, the underlying County Service Area 28, and the County's contracted fire service provider (CAL FIRE) are also included in the review.

Twelve agencies in Western Placer County are responsible for providing fire and emergency services to its residents and businesses. Ten different service providers are involved, as two of the agencies contract with Placer County for their services.

**Tentative Hearing Date:** The draft of this service review was presented to the Commission on January 4, 2025. The final service review is tentatively scheduled for March 12, 2025.

### 2. City of Roseville - Continued from Prior Year

The MSR/SOI Update offers a thorough overview of the City of Roseville. As of January 1, 2024, the City has an estimated population of 160,366 residents and covers an area of 42.26 square miles. Roseville is a full-service city, delivering 11 essential services to its residents, ranging from parks and recreation to electric utility services.

**Tentative Hearing Date:** The draft of this service review was presented to the Commission on January 4, 2025. The final service review is tentatively scheduled for February 19, 2025 and the Sphere of Influence Update is scheduled for March 12, 2025.

**3. City of Rocklin - Continued from Prior Year**

The MSR/SOI Update offers a thorough review of the City of Rocklin. As of January 1, 2024, the City has an estimated population of 71,179 residents and covers an area of 19.8 square miles. Rocklin is a full-service city that provides law enforcement, fire and emergency services, stormwater management, drainage, and road maintenance services.

**Tentative Hearing Date:** The draft of this service review was presented to the Commission on January 4, 2025. The final service review is tentatively scheduled for March 12, 2025.

**4. South Placer Municipal Utility District - Continued from Prior Year**

The MSR/SOI Update thoroughly reviews the South Placer Municipal Utility District (SPMUD). SPMUD serves approximately 82,820 residents and covers an area of 31 square miles. It is an independent special district currently authorized to provide wastewater services.

**Tentative Hearing Date:** The draft of this service review was presented to the Commission on January 4, 2025. The final service review is tentatively scheduled for March 12, 2025.

**5. Town of Loomis - Continued from Prior Year**

The MSR/SOI Update offers a thorough review of the Town of Loomis. The service review is currently underway. LAFCO staff has received all requested information, and the site visit has been completed.

**Tentative Hearing Date:** N/A

**6. City of Colfax and Surrounding Special Districts - Continued from Prior Year**

The MSR/SOI Update offers a thorough overview of the City of Colfax, Heather Glen Community Services District, Meadow Vista County Water District, Midway Heights County Water District, and Suburban Pines Community Services District. Staff is currently conducting preliminary research before reaching out to agencies to introduce the project and request information.

**Tentative Hearing Date:** N/A

**7. Suburban Pines Community Service District – Continued from Prior Year**

This service review will provide a comprehensive review of the Suburban Pines Community Service District.

This Service Review was rolled into Item #6 above.

**Tentative Hearing Date:** N/A

**8. Eastern Fire Agencies Fire/EMS/Dispatch - Continued from Prior Year**

This service review will provide a comprehensive evaluation of fire protection and emergency medical services in Eastern Placer County and part of Nevada County. The study will concentrate on the services offered by five independent special districts: Alpine Springs County Water District, North Tahoe Fire Protection District, Northstar Community Services District, Olympic Valley Public Service District, and Truckee Fire Protection District.

The consultant has started analyzing the agencies. A kick-off meeting took place in January, and all parties agreed on the report's format.

**Tentative Hearing Date:** N/A

**9. City of Auburn - Continued to the 2025/2026 Work Plan**

This service review will offer a thorough analysis of the City of Auburn. This service review will be postponed to a future work plan, pending the adoption of the City's General Plan Update.

**Tentative Hearing Date:** N/A

### 3 Administrative Projects

In addition to ongoing applications and service reviews as required by statute, LAFCO staff are engaged in a number of ongoing administrative tasks as follows:

1. Commissioner Onboarding – Continued from Prior Year

Provide training to new Commissioners.

**Status:** Ongoing

2. Financial Audit – Continued from Prior Year

LAFCO has procured a contract to have a biennial financial audit completed for FY 2022/23 & FY 2023/24, FY 2024/2025 & FY 2025/2026, and FY 2026/2027 & FY 2027/2028

**Status:** The audit contract execution is scheduled for the Commission's February 19, 2025, meeting.

3. Policies – Continued from Prior Year

Continue reviewing, updating, and creating policies for the Commission's consideration.

**Status:** Staff has prepared an inventory of the Commission's policies and anticipates scheduling a LAFCO Policy Workshop before the end of the fiscal year.

4. Boundary Research and Mapping SPMUD – Continued from Prior Year

SPMUD's boundary has inconsistencies that require substantial research and verification.

**Status:** This project was rolled into the SPMUD Service Review as noted above and is tentatively scheduled for the Commission's March 12, 2025, meeting.

5. Outreach – Continued from Prior Year

Continue outreach to local and regional agencies. Staff will update the Commission of activities during the fiscal year.

**Status:** Ongoing.

6. CALAFCO Central Region – Continued from Prior Year

Continue participating with other LAFCOs in the Central Region.

**Status:** Ongoing.

**7. CALAFCO Central Region – Continued from Prior Year**

Continue participating in CALAFCO committees, workshops, and conferences.

**Status:** Ongoing.

**8. Local Agencies Directory – Continued from Prior Year**

Continue updating the local agencies directory on the Commission's website.

**Status:** Ongoing.

**9. New Website – Continued from Prior Year**

LAFCO's current website is embedded in Placer County's website.

**Status:** LAFCO's new website is not yet in the public domain. Staff anticipates completing this project before the end of the fiscal year.

**10. Administrative Files – Continued from Prior Year**

Continue improving admin files.

**Status:** Ongoing.

## 4 LAFCO Mid-Year Budget Status Fiscal Year 2024/2025

The Mid-Year Budget Status for Fiscal Year 2024/2025 shows the Commission received over \$900,000 in revenue and incurred about \$825,000 in total expenses. In total, LAFCO used 46.6% of estimated costs as of mid-year, as shown in the table below.

	Spend Code	Ledger	Description	FY 24/25 Final Budget	Encumbrances from Prior Year	Adjusted Budget (AD)	Mid-Year 12-31-24 (MY)	Balance (AD-MY)	Pct. at MY (MY/AD)	
<b>Expenses</b>	<b>EMPLOYEE SALARIES &amp; BENEFITS</b>									
	SC1810	51010	Salaries and Wages	\$429,003.66	\$-	\$429,003.66	\$141,425.55	\$287,578.11	32.97%	
	SC1834	51090	Cafeteria Plans (Non-PERS)	\$14,372.29	\$-	\$ 14,372.29	\$4,404.39	\$9,967.90	30.65%	
	SC1210	51210	Retirement	\$143,619.92	\$-	\$143,619.92	\$45,486.31	\$98,133.61	31.67%	
	SC1220	51220	Payroll Tax	\$31,087.65	\$-	\$31,087.65	\$8,626.63	\$22,461.02	27.75%	
	SC1861	51240	Other Postemployment Benefits (OPEB)	\$20,892.30	\$-	\$20,892.30	\$4,113.20	\$16,779.10	19.69%	
	SC1290	51290	401(k) Employer Match	\$3,000.00	\$-	\$3,000.00	\$-	\$3,000.00	0.00%	
	SC1310	51310	Employee Group Insurance	\$79,072.20	\$-	\$79,072.20	\$24,486.58	\$54,585.62	30.97%	
	SC1360	51360	Workers Comp Insurance	\$1,136.55	\$-	\$1,136.55	\$418.34	\$718.21	36.81%	
	<b>EMPLOYEE SALARIES &amp; BENEFITS SUBTOTAL TOTAL</b>				<b>\$722,184.56</b>	<b>\$-</b>	<b>\$722,184.56</b>	<b>\$228,961.00</b>	<b>\$493,223.56</b>	<b>31.70%</b>
	<b>SERVICES &amp; SUPPLIES</b>									
	SC2085	52040	Communication Services Expense	\$4,091.94	\$-	\$4,091.94	\$-	\$4,091.94	0.00%	
	SC2121	52060	Janitorial Supplies	\$-	\$-	\$-	\$43.59	\$(43.59)		
	SC2141	52080	Insurance	\$4,532.24	\$-	\$4,532.24	\$4,235.98	\$296.26	93.46%	
SC2550	52240	Professional / Membership Dues	\$12,199.99	\$-	\$12,199.99	\$12,857.85	\$(657.86)	105.39%		

	Spend Code	Ledger	Description	FY 24/25 Final Budget	Encumbrances from Prior Year	Adjusted Budget (AD)	Mid-Year 12-31-24 (MY)	Balance (AD-MY)	Pct. at MY (MY/AD)
	SC2560	52250	Services and Supplies	\$408.79	\$-	\$408.79	\$-	\$408.79	0.00%
	SC2630	52320	Printing	\$2,626.10	\$-	\$2,626.10	\$1,734.28	\$891.82	66.04%
	SC2660	52330	Other Supplies	\$6,990.15	\$508.96	\$7,499.11	\$5,390.30	\$2,108.81	71.88%
	SC2790	52340	Postage	\$2,995.14	\$-	\$2,995.14	\$1,620.07	\$1,375.07	54.09%
	SC2940	52360	Professional and Special Services - General	\$185,625.00	\$206,605.07	\$392,230.07	\$212,630.93	\$179,599.14	54.21%
	SC3130	52370	Professional and Special Services - Legal	\$44,000.00	\$4,109.00	\$48,109.00	\$20,011.10	\$28,097.90	41.60%
	SC4705	52390	Professional and Special Services - County	\$7,557.94	\$-	\$7,557.94	\$-	\$7,557.94	0.00%
	SC3370	52400	Professional and Special Services - Information Technology	\$18,586.43	\$-	\$18,586.43	\$15,529.16	\$3,057.27	83.55%
	SC3490	52450	Short-Term Rents and Leases - Building Improvements	\$28,531.00	\$-	\$28,531.00	\$28,242.48	\$288.52	98.99%
	SC3530	52460	Small Tools & Instruments	\$-	\$-	\$-	\$18.87	\$(18.87)	N/A
	SC3550	52470	Employee Benefits Systems	\$2,447.68	\$-	\$2,447.68	\$1,783.18	\$664.50	72.85%
	SC3560	52480	PC Acquisition	\$8,980.00	\$-	\$8,980.00	\$-	\$8,980.00	0.00%
	SC3620	52510	Commissioner's Fees	\$33,469.64	\$-	\$33,469.64	\$9,750.00	\$23,719.64	29.13%
	SC3895	52570	Advertising	\$5,829.37	\$-	\$5,829.37	\$1,656.15	\$4,173.22	28.41%
	SC4020	52580	Special Department Expense	\$18,414.00	\$-	\$18,414.00	\$1,520.00	\$16,894.00	8.25%
	SC4110	52630	Project Costs	\$1,452.00	\$-	\$1,452.00	\$400.00	\$1,052.00	27.55%
	SC4290	52790	Transportation and Travel	\$11,082.50	\$-	\$11,082.50	\$8,253.89	\$2,828.61	74.48%
	SC5110	53390	Transfer Out A-87 Costs	\$20,690.00	\$-	\$20,690.00	\$10,345.00	\$10,345.00	50.00%
	SC4850	53170	Appropriation for Contingencies	\$36,300.00	\$-	\$36,300.00	\$-	\$36,300.00	0.00%

	Spend Code	Ledger	Description	FY 24/25 Final Budget	Encumbrances from Prior Year	Adjusted Budget (AD)	Mid-Year 12-31-24 (MY)	Balance (AD-MY)	Pct. at MY (MY/AD)
	<b>SERVICES &amp; SUPPLIES SUBTOTAL</b>			<b>\$456,809.90</b>	<b>\$211,223.03</b>	<b>\$668,032.93</b>	<b>\$336,022.83</b>	<b>\$332,010.10</b>	<b>50.30%</b>
	<b>TOTAL EXPENSES</b>			<b>\$1,178,994.46</b>	<b>\$211,223.03</b>	<b>\$1,390,217.49</b>	<b>\$564,983.83</b>	<b>\$825,233.66</b>	<b>40.64%</b>
<b>Revenues</b>	<b>REVENUES</b>								
	RC0560	42010	Investment Income	\$1,980.00	\$-	\$1,980.00	\$9,201.42	\$(7,221.42)	464.72%
	RC1720	46030	Direct Charges	\$-	\$-	\$-	\$-	\$-	
	RC2740	46360	Other Fees and Charges	\$1,177,014.46	\$-	\$1,177,014.46	\$153,082.91	\$1,023,931.55	13.01%
	RC3080	48030	Miscellaneous Revenue	\$-	\$-	\$-	\$38,815.50	\$(38,815.50)	
	<b>TOTAL REVENUES</b>			<b>\$1,178,994.46</b>	<b>\$-</b>	<b>\$1,178,994.46</b>	<b>\$201,099.83</b>	<b>\$977,894.63</b>	<b>17.06%</b>

Since December 21, 2024, the Commission has received revenue from its funding agencies. This revenue is not added to the table because it occurred after mid-year. In addition, the Commission has \$250,000 in designated fund balance that is not reflected in the above operating budget.

## 5 LAFCO Work Plan Status as of February 14, 2025

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
Status Color Key: <span style="color: #ADD8E6;">■</span> New, <span style="color: #ADD8E6;">■</span> Continued, <span style="color: #FFD700;">■</span> 2025/2026 Work Plan, <span style="color: #90EE90;">■</span> Completed, <span style="color: #D3D3D3;">■</span> Remove					
<b>High Priority</b>					
34	New	S	Service Review study/Sphere of Influence update	Eastern Fire Agencies - Fire/EMS/Dispatch	The consultant has begun analyzing the agencies. A kick-off meeting occurred in January, and the format of the report was agreed upon by all parties.
35	Continued	S	Annexation	Lincoln SUD-B NEQ Remnant Parcel Annexation_ - Continued from Prior Year	This project remains incomplete. The tax-transfer agreement resolution or letter from BOS is pending. A six-month extension request is on the Commission's February 19, 2025, agenda for consideration.
1	Continued	S	Service Review study/Sphere of Influence update	City of Colfax and surrounding special districts	Staff is conducting preliminary research before contacting agencies to introduce the project and request information.
2	Continued	S	Service Review study/Sphere of Influence update	Town of Loomis	The service review is in process. The town has received all requested information, and the site visit has been conducted.
4	Continued	S	Service Review study/Sphere of Influence update	South Placer Municipal Utilities District (SPMUD)	The draft of this service review was presented to the Commission on January 15, 2025. The final study and SOI update is tentatively scheduled for March 12, 2025.
5	Continued	S	Service Review study/Sphere of Influence update	City of Rocklin - Continued from Prior Year	The draft of this service review was presented to the Commission on January 15, 2025. The final study and SOI update is tentatively scheduled for March 12, 2025.

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
6	Continued	S	Service Review study/Sphere of Influence update	City of Roseville - Continued from Prior Year	The draft of this service review was presented to the Commission on November 6, 2024. The final service review is scheduled for February 19, 2025, and the SOI update is tentatively scheduled for March 12, 2025.
7	Continued	S	Service Review study/Sphere of Influence update	Western Fire Agencies - Fire/EMS/Dispatch - Continued from Prior Year	The draft of this service review was presented to the Commission on January 4, 2025. The final service review is tentatively scheduled for March 12, 2025.
10	Continued	S	Reorganization	Placerhills and Newcastle Fire Protection Districts - Continued from Prior Year	This project remains incomplete. The adoption of a service review, SOI update, fiscal analysis, and tax transfer agreement resolution from BOS is pending.
32	Continued	S	Change of Organization	South Placer FPD – Activation of Latent Powers	The protest hearing is scheduled for February 21, 2025.
21	Continued	A	Commissioner Onboarding	Provide training to new Commissioners	This task is ongoing.
23	Continued	A	Financial Audit	Contract to have a financial audit completed for FY 2022/23 through FY 2027/2028	The audit contract execution is scheduled for the Commission’s February 19, 2025, meeting.
24	Continued	A	Policies	Continue reviewing, updating, and creating policies for the Commission's consideration.	Staff has prepared an inventory of the Commission’s policies and anticipates scheduling a LAFCO Policy Workshop before the end of the fiscal year.

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
					Thus far, the Commission has updated the following studies this year: Conflict of Interest, Fee and Indemnification Agreement, and Fee Schedule.
25	Continued	A	Boundary Research and Mapping SPMUD	SPMUD's boundary has inconsistencies that require substantial research and verification.	This project was rolled into Item No. 4 above and is tentatively scheduled for the Commission's March 12, 2025, meeting.
16	2025/2026 Workplan	S	Change of Organization	CSA 28 - Activation of Latent Powers	This project will continue to the 2025-2026 work plan and expand to include a service review for the district. LAFCO staff has begun identifying areas within cities without city councils' authorization. This information will be provided to the Commission before the 2024-2025 fiscal year ends.
3	2025/2026 Workplan	S	Service Review study/Sphere of Influence update	City of Auburn	This service review will be rescheduled to a future work plan pending the adoption of the City's General Plan Update.
14	2025/2026 Workplan	S	City Annexation	City of Rocklin - Annexation of Highway 65 unincorporated island	This project will continue to the 2025-2026 work plan. Staff anticipates receipt of the application in late February 2025.
18	2025/2026 Workplan	S	Contract 56134 & Reorganization	Review of Fire Contract - CSA 28 and Alta Fire Protection District	This project will continue into the fiscal year 2025-2026 after the adoption of the service review, which is tentatively scheduled for March 12, 2025. The SOI update must be completed.
33	Complete	S	Out of Area Service Agreement	South Placer Municipal Utility District – 2624 Swetzer Road	This project is complete

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
9	Complete	S	Reorganization	North Tahoe and Meeks Bay Fire Protection Districts - Continued from Prior Year	This project is complete.
11	Complete	S	City Annexation	Lincoln - Annexation of Village 5	This project is complete.
22	Complete	A	Strategic Planning	Complete Strategic Planning	This project is complete.
15	Remove	S	Change of Organization	North Tahoe PUD - Activation of Latent Power (water services)	This project can be removed from the work plan but may be re-evaluated in the future as part of a service review for North Tahoe PUD.
20	Remove	S	Contract - 56134	Review of Fire Contract - Foresthill, Newcastle, Penryn, Placer Hills Fire Protection Districts	This item should be removed from the work plan as the joint operations agreement is not subject to the SB 239/56134 requirement.

\* Categories: Statutory (S) and Administrative (A)

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
Status Color Key: <span style="color: #ADD8E6;">■</span> New, <span style="color: #ADD8E6;">■</span> Continued, <span style="color: #FFD700;">■</span> 2025/2026 Work Plan, <span style="color: #90EE90;">■</span> Completed, <span style="color: #D3D3D3;">■</span> Remove					
<b>Moderate Priority</b>					
8	Continued	S	Service Review study/Sphere of Influence update	Suburban Pines Community Services District	This Service Review was rolled into Item Number 1 above.
26	Continued	A	Outreach	Continue outreach to local and regional agencies. Staff will update the Commission of activities during the fiscal year.	This task is ongoing.
27	Continued	A	CALAFCO Central Region	Continue participating with other LAFCOs in the Central Region.	This task is ongoing.
28	Continued	A	CALAFCO	Continue participating in CALAFCO committees, workshops, and conferences.	This task is ongoing.
12	2025/2026 Workplan	S	District Annexation	SPMUD - Annexation of areas within SOI	This project will continue to the 2025-2026 work plan. The service review and SOI update will be completed in the current fiscal year.
13	2025/2026 Workplan	S	District Detachment	South Placer Fire Protection District - Detachment of Sierra Bluffs	This project will continue to the 2025-2026 work plan. Staff anticipates that SPFPD will apply before the fiscal year's end after the service review adopted SOI update.

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
17	2025/2026 Workplan	S	Contract - 56133	City of Auburn extension of sewer services to PG&E's substation in anticipation of annexation	This project will be rescheduled to the 2025-2026 work plan. LAFCO staff has provided the landowner (PG&E) and the City with information but has not received an application.
19	Remove	S	Contract - 56134	Review of Fire Contract - CSA 28 and City of Colfax	This item should be removed from the work plan as the contract pre-dates the SB 239/ 56134 requirement.

\* Categories: Statutory (S) and Administrative (A)

Item No.	Status	Category*	Task/Project	Title	Summary as of February 14, 2025
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Status Color Key: ■ New, ■ Continued, ■ 2025/2026 Work Plan, ■ Completed, ■ Remove

**Low Priority**

29	Continued	A	Local Agencies Directory	Continue updating the local agencies directory on Commission's website.	This task is ongoing.
30	Continued	A	New Website	LAFCO's current website is embedded in Placer County's website.	LAFCO has a new website that is not yet in the public domain. Staff anticipates completing this project before the end of the fiscal year.
31	Continued	A	Administrative Files	Continue improving admin files.	This task is ongoing.

\* Categories: Statutory (S) and Administrative (A)



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

**COMMISSIONERS STAFF REPORT**

Cindy Gustafson  
*Chair*  
*(County)*

**DATE:** February 19, 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: Budget Committee Appointments and Scope of Work**

Sean Lomen  
*(City)*

Susan Rohan  
*(Public)*

Vacant  
*(Special District)*

**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*

---

**SUMMARY**

The Executive Officer requests appointments to and the establishment of a scope of work for the Placer County Local Agency Formation Commission (LAFCO) Budget Committee to implement Commission objectives to meet Goal 6 of the Commission's Strategic Plan 2024-2028+ (SP 24-28+).

**BACKGROUND**

The Commission's existing Budget Committee was formed on February 9, 2022, and consisted of a city, county, and public member. At that time, the Committee assisted the Executive Officer in developing an annual work plan and budget and contracting with a financial audit firm for Placer LAFCO's first audit. Since then, the Commission's annual work plan and budget have followed the format first considered and adopted by the Commission at its April and June 2022 meetings.

**DISCUSSION**

Since the Committee last met, there have been changes in the Commission and staff composition. The county member appointed to the Budget Committee in 2022 no longer serves on the Commission; thus, there is a current vacancy. The other two members are Commissioners

Rohan and Lomen. In addition to staffing changes, the Commission has adopted a strategic plan, SP 24-28+, that outlines specific goals and objectives.

### **Commission Focus – SP 24-28+**

Through SP 24-28+, the Commission has identified six goals. Goal 6 is to Uphold Financial Stability and Transparency. The Commission has identified various objectives to meet this goal. The Budget Committee can be crucial in achieving Goal 6 by overseeing financial-related matters.

### **Objectives from SP24-28+ Goal 6**

Objective: Develop and review an Annual Budget that aligns with the Workplan and published schedule and present a budget report to Commissioners at mid-year and 3<sup>rd</sup> Quarter.

Objective: Assess the budget for long-term stability and capacity to implement priority objectives of the Strategic Plan while meeting day-to-day obligations.

### **Proposed Budget Committee Purpose and Scope of Work:**

- 1) Develop the proposed annual workplan for the Commission to consider at its April (proposed) and June (final) meetings.
- 2) Develop the annual budget; the proposed budget is calendared annually for the Commission's April meeting, while the final is for its June meeting.
- 3) Develop a mid-year and third-quarter workplan and budget report format.

## **ANALYSIS**

The Commission should consider expanding the Budget Committee's membership. Currently, the members consist of a city representative, a county representative, and a public member. The Commission might consider adding a representative from the special district membership. In addition, the Commission may want to re-appoint Commissioners Rohan and Lomen should they desire to remain on the Budget Committee.

## **STAFF RECOMMENDATION**

Staff recommends that the Commission appoint members to the Budget Committee, comprised of one member from each appointing authority, and establish the above scope of work for the Committee consistent with the Commission's strategic plan.

## **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 provide direction as requested.



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

## COMMISSIONERS STAFF REPORT

Cindy Gustafson  
*Chair*  
*(County)*

DATE: February 19, 2025

Joshua Alpine  
*Vice Chair*  
*(Special District)*

TO: Chair Gustafson and members of the Commission

Whitney Eklund  
*(City)*

FROM: Michelle McIntyre and Amanda Ross

Shanti Landon  
*(County)*

SUBJECT: **Personnel Committee Appointments and Scope of Work**

Sean Lomen  
*(City)*

Susan Rohan  
*(Public)*

Vacant  
*(Special District)*

### 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*

---

## SUMMARY

The Executive Officer requests appointments to and establishment of a scope of work for the Placer County Local Agency Formation Commission (LAFCO) Personnel Committee to implement the Commission's objectives related to Goal 4 of the Commission's Strategic Plan 2024-2028+ (SP 24-28+).

## BACKGROUND

On November 8, 2023, the Commission appointed Commissioner Rohan and Alternate Commissioner Spriggs to the Personnel Committee. However, the Committee has yet to hold a meeting, and the Commission has not assigned specific tasks to or identified a scope of work for the Committee. Since its formation, the Commission has adopted a strategic plan, SP 24-28+.

## DISCUSSION

### Commission Focus – SP 24-28+

Through SP 24-28+, the Commission has identified six goals. Goal 4 is to Operate as a High-Functioning Organization, and the Commission has identified various objectives to meet this goal. The Personnel Committee

can play a crucial role in achieving objectives in Goal 4 by overseeing personnel-related matters and ensuring the Commission's workforce is aligned with its strategic objectives.

#### **Objectives from SP24-28+ Goal 4**

Objective: Develop a cost-effective Staffing Plan that identifies and aligns appropriate staffing levels to implement Placer LAFCO's Strategic Plan and day-to-day responsibilities. This included considering recruiting key hires or contracting consultants to expedite service reviews, including possible:

- Project Manager to conduct service reviews and who can delegate appropriate sections [of service reviews] to specialists as needed.
- Analyst to perform LAFCO day-to-day tasks and support operations.
- GIS Specialist to create maps and visuals to support service reviews and LAFCO initiatives.

Proposed Committee Task: 1) Develop a staffing plan for the Commission's Consideration.

Objective: Encourage retention for long-term service and organizational identity by investing in staff.

- Conduct compensation and classification studies, benchmarking to similar LAFCOs every other year.
- Provide professional development and training to serve our diverse member agencies better.
- Develop annual goal-setting practice and accomplishment reviews.
- Partner with staff for the ultimate success of Placer LAFCO and its affiliates.

Proposed Committee Task: 2) Conduct a compensation and classification study for the Commission's consideration. 3) Develop a new annual evaluation format for goal setting and accomplishment reviews for non-union-represented employees.

#### **Similar LAFCOs to Placer LAFCO Research Project**

Staff has updated the Similar LAFCOs to the Placer LAFCO Research project (Attachment A), as directed by the Commission during the October 9, 2024, meeting. Members of the Commission requested additional analysis to review other county LAFCOs with growth experiences similar to that of Placer LAFCO. Staff's review concluded that Riverside LAFCO has seen similar applications and projects, reflecting comparable growth to Placer LAFCO. The information about Riverside LAFCO was

included as an addendum to the report starting in Section 5. This research project may help the Committee with tasks 1 and 2.

### **List of Proposed Personnel Committee Tasks and Scope of Work:**

- 1) Develop a staffing plan.
- 2) Conduct a compensation and classification study.
- 3) Develop a new annual evaluation format for non-union employees.

### **ANALYSIS**

Based on the staff recommendations outlined above, the Commission should consider expanding the Personnel Committee's membership. Given the committee's anticipated workload, replicating the membership of the Commission's Budget Committee, which is generally comprised of one Commissioner from each member group, e.g., one city, county, special district, and public member, may be more appropriate.

### **STAFF RECOMMENDATION**

Staff recommends that the Commission appoint members to the Personnel Committee, comprised of one member from each appointing authority, and assign the Committee the above scope of work.

### **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 provide direction as requested.

### **ATTACHMENT**

A- *Similar LAFCOs to Placer LAFCO Research Project* - presented to the Commission on October 9, 2024, and updated for February 19, 2025, to reflect the Commission's direction from October.



# Similar LAFCOs to Placer LAFCO

## Research Project

February 19, 2025

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# 1 Similar LAFCOs to Placer County LAFCO

The following information provides a comparison of LAFCOs throughout California and Placer County LAFCO. In order to determine counties that would have similar LAFCOs staff researched county populations, number of cities, and number of special districts compared to Placer County.

## 1.1 *Placer County Baseline Data*

Placer County population, city and special district information provides the baseline for this analysis. As shown in the table below, the population for Placer County in 2024 was estimated by the California Department of Finance to be 412,844. This equates to a 0.7 percent population increase from 2023.

Population 2020	405,927
Population 2024	412,844
% Change in Population (4 years)	0.02
Number of Cities	6
Number of Independent Special Districts	37

## 1.2 *Similar Counties*

In order to review similar counties, staff looked at all counties that meet the following criteria:

- Total county population in 2024 +/- 15% of Placer County in 2024
- Number of cities ranging from 5-10
- Number of independent special districts ranging from 27-47 (+/-10 of Placer County)

### 1.2.1 Population and Growth

To determine similar sized counties to Placer County, staff reviewed the 2024 populations for all counties within California. Using +/- 15%, provided a population range of 474,770 to 350,917. Only three counties fell within that population range: Monterey, Santa Barbara, and Solano Counties as shown in the table below.

Similar Counties	2020	2024	% Change
Placer	405,927	412,844	0.02
Monterey	438,322	437,614	(0.00)
Santa Barbara	448,220	443,623	(0.01)
Solano	453,491	446,426	(0.02)

Of the counties with similar populations to Placer County all have seen population decline over the last four years.

## 1.2.2 Cities & Special Districts

To determine similar sized counties to Placer County, staff reviewed the number of cities and independent special districts within the three counties with similar population listed above. Using 5-10 cities and 27-47 independent special districts, only Monterey County fell outside the margins as shown in the table below.

Similar Counties	Number of Cities	Number of Independent Special Districts
Placer	6	37
Monterey	13	44
Santa Barbara	9	32
Solano	7	28

Monterey County has three more cities outside of the range, while Solano County and Santa Barbara County fall within the range for cities and special districts. However, in order to provide the Commission with a range of LAFCOs, staff will compare Placer LAFCO to all three county LAFCOs: Monterey, Santa Barbara, and Solano.

## 2 Analysis of Similar LAFCOs

In order to review LAFCO processes for other similar LAFCO agencies, staff reviewed the most recent budgets (2024/2025), number and type of staff, and current work program for all three LAFCOs compared to Placer LAFCO.

### 2.1 Budgets

The budgets for the three LAFCOs and Placer LAFCO can be seen in the table below. Monterey has a similar budget to Placer LAFCO, however they employ more staff as shown in the next section. Santa Barbara LAFCO has about half of the budget as Placer and Solano has about \$100,000 more than Placer.

LAFCO	2024/2025 Budget	Difference from Placer	EO Salary
Placer LAFCO	\$1,178,994	N/A	\$191,922
Monterey LAFCO	\$1,131,054	\$47,940	\$216,712
Santa Barbara LAFCO	\$592,000	\$586,994	\$172,887
Solano LAFCO	\$1,286,963	(\$107,969)	\$189,000

Monterey LAFCO pays their EO the highest and Santa Barbara the lowest between the four agencies. Placer LAFCO falls almost squarely in the middle between the highest and lowest salaries.

### 2.2 Staffing

Placer LAFCO employs two staff (one Executive Officer (EO) and one Clerk) and has one vacant Assistant EO position. Monterey employs 4 staff members and Solano employs 6 staff members. Monterey has an

EO, Principal Analyst, Senior Analyst, and Clerk while Solano LAFCO has an EO, Deputy EO, Analyst II, Project Specialist, Clerk, and a new vacant position that will likely be either an Analyst II or Project Manager. Santa Barbara employs two staff, the EO and an analyst/clerk.

LAFCo	Number of Staff
Placer LAFCO	3
Monterey LAFCO	4
Santa Barbara LAFCO	2
Solano LAFCo	6

Santa Barbara LAFCO considered entering into a shared services agreement for staffing support between Santa Barbara LAFCO and other local LAFCO agencies including Marin and Santa Cruz in January of this year. However, due to language concerns in the contract, Santa Barbara LAFCO ultimately declined to participate.

### 2.3 Current Work Program

Staff queried the adopted work programs of the three comparable LAFCOs to Placer LAFCO for the 2024 year. The table below shows the number of MSR and SOI studies slated for each agency for 2024 and whether they are for cities, county service areas, or special districts.

LAFCo	Planned City/Service Area MSR/SOIs	Planned Special District MSR/SOIs	Types of Special District MSR/SOIs
Placer LAFCO	5	4	Utilities District, Western Fire agencies, Cemetery Districts, Eastern Fire agencies
Monterey LAFCO	3	5	Water Districts, Wastewater Districts, all County Service Areas
Santa Barbara LAFCO	5	3	Parks and Recreation
Solano LAFCo	3	4	Vector Control District, Water and Irrigation Districts, Cemetery Districts

All of the agencies included some special projects and general additional work required by LAFCOs to their work programs such as tracking possible annexations and reorganizations, processing applications, meetings, budget management, grand jury work, website updates, monitoring State legislation, General Plan and Specific Plan updates, providing comments to projects, coordinating with agencies and the public, and other administrative and project work.

### 3 Summary Findings

Overall, Monterey and Solano LAFCO appear to be the most comparable LAFCOs to Placer LAFCO based on the current work program, budgets, population, and number of cities and special districts. One outlier is the number of staff. Placer LAFCO has a similar work program and budget to both Monterey and Solano and is operating with half the staff.

## 4 Appendix – Agency Information

### 4.1.1 Placer LAFCO

**Website:** <https://www.placer.ca.gov/2704/Local-Agency-Formation-Commission-LAFCO>

**Staff: 3**

Executive Officer	Michelle McIntyre
Assistant Executive Officer	Vacant
Commission Clerk	Amy Engle

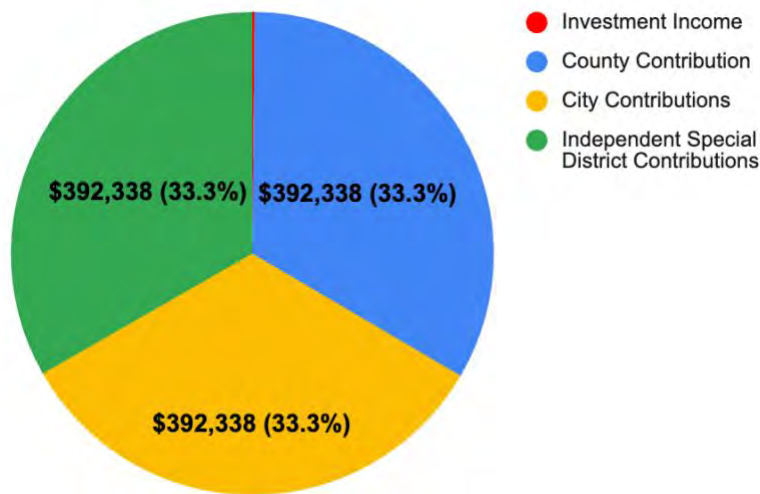
**2024 Adopted Work Program:**

<https://www.placer.ca.gov/DocumentCenter/View/83336/Final-Workplan-FY-2024-25>

**Budget 2024/2025:**

<https://www.placer.ca.gov/DocumentCenter/View/83335/Final-Budget-for-FY-2024-25>

#### Budget Revenue



Investment Income	\$1,980
County Contribution	\$392,338
City Contributions	\$392,338
Independent Special District Contributions	\$392,338
Total	\$1,178,994

**EO Salary: \$191,922**

## 4.1.2 Monterey LAFCO

Website: <https://www.countyofmonterey.gov/government/government-links/lafco>

Staff: 4

Executive Officer	Kate McKenna
Principal Analyst	Darren McBain
Senior Analyst	Jonathan Brinkman
Clerk to the Commission/Office Admin	Safarina Maluki

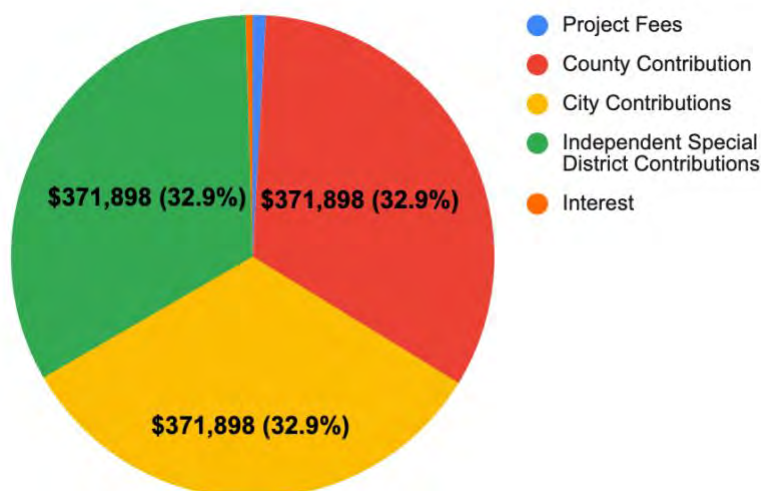
### 2024 Adopted Work Program

<https://www.countyofmonterey.gov/home/showpublisheddocument/130226/638471299803470000>.

### Budget 2024/2025

<https://www.countyofmonterey.gov/home/showpublisheddocument/132666/638533570914800000>

### Budget Revenue



Project Fees	\$10,000
County Contribution	\$371,898
City Contributions	\$371,898
Independent Special District Contributions	\$371,898
Interest	\$5,360
Total	\$1,131,054

EO Salary: \$216,712

### 4.1.3 Santa Barbara LAFCO

Website: <https://www.sblafco.org/>

Staff: 2

Executive Officer	Mike Prater
Commission Analyst/Clerk	Natasha Carbajal

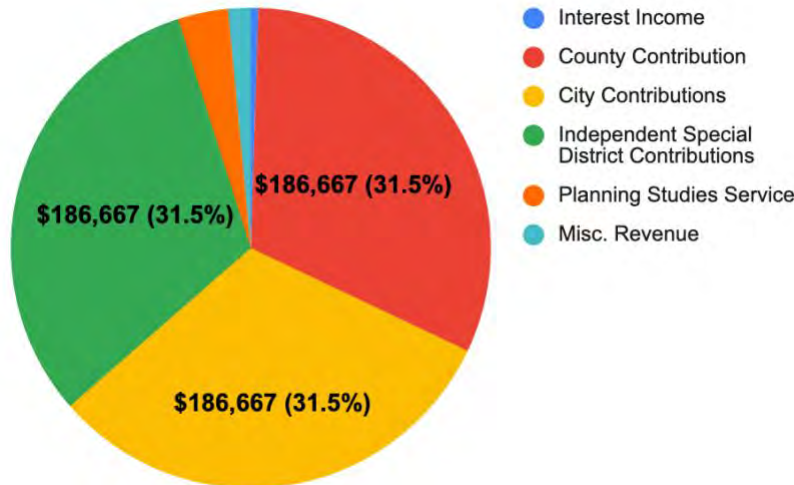
#### 2024 Adopted Work Program

<https://www.sblafco.org/files/720f45eea/Business+Item+No+4+-+Activities+and+Work+Plan+2024.pdf>

#### Budget 2024/2025:

<https://www.sblafco.org/files/4aa25346d/FY+2024-25-Budget+SB+Final+Adopted.pdf>

#### Budget Revenue



Interest Income	\$3,000
County Contribution	\$186,667
City Contributions	\$186,667
Independent Special District Contributions	\$186,667
Planning Studies Service	\$20,000
Misc. Revenue	\$9,000
Total	\$592,000

EO Salary: \$172,887

### 4.1.4 Solano LAFCO

Website: <https://www.solanolafo.com/>

Staff: 6

Executive Director	Rich Seithel
Deputy Executive Director	Christina Love
New Position (Project Manager or Analyst II)	Vacancy
Analyst II	Aaron Norman
Project Specialist	Tyra Hays
Office Administrator/Clerk	Tova Guevara

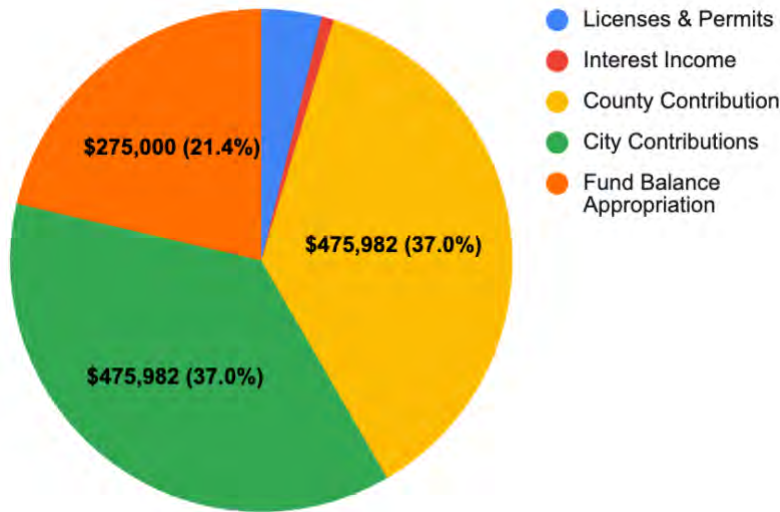
#### 2024 Adopted Work Program

<https://storage.googleapis.com/proudcity/solanocountylafcoa/2024/06/2024-03.pdf>

#### Budget 2024/2025

<https://storage.googleapis.com/proudcity/solanocountylafcoa/2024/06/2024-03.pdf>

#### Budget Revenue



Licenses & Permits	\$50,000
Interest Income	\$10,000
County Contribution	\$475,982
City Contributions	\$475,982
Fund Balance Appropriation	\$275,000
Total	\$1,286,963

EO Salary: \$189,000

## 5 LAFCO Commission Addendum

Based on the conversations with the LAFCO Commission on October 9, 2024, there was a request for additional analysis to review other county LAFCOs that have similar growth experiences to Placer LAFCO. Staff conducted a review of the Department of Finance E-1H: City/County Housing Estimates with Annual Percent Change which includes a “Balance of County” calculation for each county from January 1, 2023 through January 1, 2024.

Placer LAFCO, under the E-1 2024 report had a percent change in housing growth of 1.7 percent and a Balance of County at 1.2 percent. The closest similar county was found to be Riverside with a housing growth of 1.1 percent and a Balance of County at 1.7 percent during that same period.

Riverside County has been added to the tables for analysis as follows:

### Population & Growth

Similar Counties	2020	2024	% Change
Placer	405,927	412,844	0.02
Monterey	438,322	437,614	(0.00)
Santa Barbara	448,220	443,623	(0.01)
Solano	453,491	446,426	(0.02)
Riverside	2,419,165	2,442,378	(0.01)

### Cities & Special Districts

Similar Counties	Number of Cities	Number of Independent Special Districts
Placer	6	37
Monterey	13	44
Santa Barbara	9	32
Solano	7	28
Riverside	28	59

### Budgets

LAFCo	2024/2025 Budget	Difference from Placer	EO Salary
Placer LAFCO	\$1,178,994	N/A	\$191,922
Monterey LAFCO	\$1,131,054	\$47,940	\$216,712
Santa Barbara LAFCO	\$592,000	\$586,994	\$172,887
Solano LAFCo	\$1,286,963	(\$107,969)	\$189,000
Riverside LAFCO	\$1,354,749	(\$175,755)	\$191,476

**Staffing**

LAFCo	Number of Staff
Placer LAFCO	3
Monterey LAFCO	4
Santa Barbara LAFCO	2
Solano LAFCo	6
Riverside LAFCO	5

**Current Work Program**

LAFCo	Planned City/Service Area MSR/SOIs	Planned Special District MSR/SOIs	Types of Special District MSR/SOIs
Placer LAFCO	5	4	Utilities District, Western Fire agencies, Cemetery Districts, Eastern Fire agencies
Monterey LAFCO	3	5	Water Districts, Wastewater Districts, all County Service Areas
Santa Barbara LAFCO	5	3	Parks and Recreation
Solano LAFCo	3	4	Vector Control District, Water and Irrigation Districts, Cemetery Districts
Riverside LAFCO	0	4	County Service Areas, Resource Conservation Districts, Cemetery Districts (in progress), and one pest control district

*5.1 Summary Findings*

Riverside LAFCO has a larger population and a higher number of cities and special districts than Placer LAFCO. The budget for Riverside is comparable to Placer LAFCO as is the EO salary. The work program for Riverside included fewer MSR/SOIs than Placer LAFCO. However, a preliminary review of applications on the Riverside LAFCO Commission agendas for last year suggests that Riverside LAFCO has a similar application workload to Placer LAFCO. Riverside LAFCO operates with two more staff than Placer LAFCO. Placer LAFCO is operating with a similar application workload, a much larger MSR/SOI work program, and fewer staff than Riverside LAFCO.

# Riverside LAFCO

**Website:** <https://www.placer.ca.gov/2704/Local-Agency-Formation-Commission-LAFCO>

**Staff: 5**

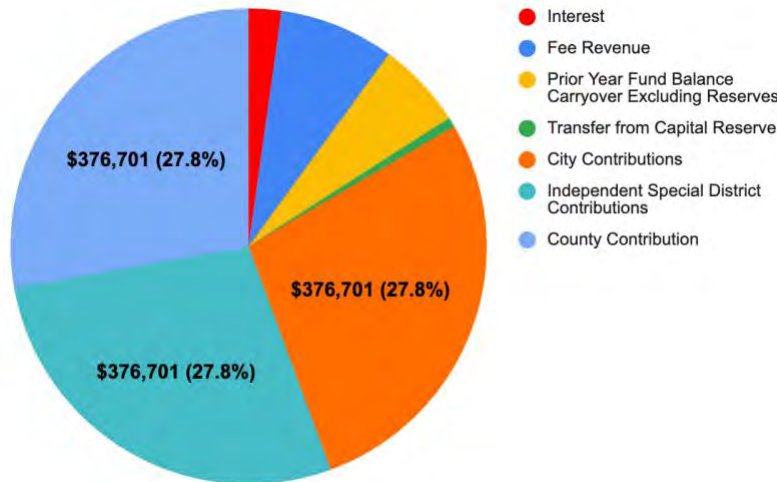
Executive Officer	Gary Thompson
Assistant Executive Officer	Crystal Craig
Commission Clerk	Elizabeth Valdez
LAFCO GIS Analyst	Michael Henderson
LAFCO Secretary	Rebecca Holtzclaw

**2024 Adopted Work Program:** Riverside LAFCOs work program is not available online for review.

**Budget 2024/2025:**

<https://lafco.org/wp-content/uploads/documents/financial-and-compensation-info/LAFCO%20Adopted%20Final%20Budget%20for%20FY%202024-25.pdf>

## Budget Revenue



Interest	\$30,000
Fee Revenue	\$105,780
Prior Year Fund Balance Carryover Excluding Reserves	\$80,013
Transfer from Capital Reserve	\$8,853
City Contributions	\$376,701
Independent Special District Contributions	\$376,701
County Contribution	\$376,701
<b>Total</b>	<b>\$1,354,749</b>

**EO Salary: \$191,476**



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

**COMMISSIONERS STAFF REPORT**

Cindy Gustafson  
*Chair  
(County)*

DATE: February 19, 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: Executive Officer's Report

Sean Lomen  
*(City)*

Susan Rohan  
*(Public)*

Vacant  
*(Special District)*

**ALTERNATE COMMISSIONERS**

David Bass  
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Anthony DeMattei  
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**COUNSEL**

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**STAFF**

Michelle McIntyre  
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Amanda Ross  
*Acting Assistant  
Executive Officer*

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*Commission Clerk*

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At the last Placer County Local Agency Formation Commission (LAFCO) meeting on January 15, 2025, Commission members requested staff to provide information on various legal requirements that apply to special districts. In 2020, the California Special Districts Association (CSDA) published the "Special District Laws Reference Guide" (Guide). The Guide was reprinted in 2024 and is attached for reference. The Commission's staff and legal counsel will be available to answer questions about the information in the Guide during the upcoming meeting on February 19, 2025.

Special Note: Placer LAFCO is a member of the CSDA and received the Special District Laws Reference Guide as a member benefit. The Guide is copyrighted and may not be reproduced in any form without CSDA's permission.

CALIFORNIA SPECIAL DISTRICTS ASSOCIATION

# SPECIAL DISTRICT LAWS REFERENCE GUIDE



*A California Special Districts Association Publication ©2020*



*In this Guide, you will find summaries of significant laws such as the Brown Act, Public Records Act, Political Reform Act, and the California Environmental Quality Act, among others.*



Printing made possible by the California Special Districts Alliance, a partnership between CSDA, CSDA Finance Corporation, and Special District Risk Management Authority (SDRMA).

## Introduction

The California Special Districts Association (CSDA) is pleased to offer this Guide as a resource for special district board members, staff, and the general public regarding the various laws that are broadly applicable to independent special districts in California. For over 50 years, CSDA has strived to promote the good governance of special districts as well as the improved delivery of essential local services to millions of Californians. This Reference Guide was created to complement that mission.

While each special district in California is unique in the specific manner in which it is governed and operates, all special districts are required to follow certain state and federal statutes and constitutional provisions. Accordingly, the Reference Guide includes sections on governance powers, revenues and operations, transparency, elections, and more. Each subject area includes a description of the issue with its associated statutes or constitutional provisions tagged underneath, followed by a short summary. ***Unless otherwise noted, the provisions discussed in this guide apply to special districts regardless of the district service type*** (e.g. fire protection, water, sewer and sanitation, parks and recreation, healthcare, etc.)

Throughout the Reference Guide you will find summaries of significant laws such as the Brown Act, Public Records Act, Political Reform Act, California Environmental Quality Act, Proposition 218 and the California Voting Rights Act, among others. These laws play an integral role in how independent

special districts serve their constituents, and it is important to know where these laws live and how they impact local governance. “Independent special district,” as defined by Government Code § 56044, “includes any special district having a legislative body all of whose members are elected by registered voters or landowners within the district, or whose members are appointed to fixed terms.” In addition to the principal acts of all independent special district service types, this guide also lists the special acts providing statutory authorization for 141 dependent and independent districts created for specific purposes separate from the standard special district principal acts. These “special act” districts were initiated by legislation, as opposed to a vote of the people, and were created to meet a specific need in an area that cannot be met by the traditional special district formation process.

CSDA is proud to continue supporting special districts in California as they strive to deliver essential quality of life services to their communities.



### Disclaimer

This publication is provided for general information only and is not offered or intended as legal advice. Readers should seek the advice of an attorney when confronted with legal issues and attorneys should perform an independent evaluation of the issues raised in these materials.

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# Tips on Using the Reference Guide

The tips and best practices below are offered to make this guide as useful as possible, and to help you quickly find the information you are looking for:

## 1. Just the Basics.

This guide is not like a book you sit down and read (unless you are in dire need of reading material). Rather, it is offered as a quick reference guide to provide broad outlines of laws pertaining to special districts, and to inform the reader on an area of law or subject matter they may need to explore further.

## 2. Additional Resources May Be Necessary.

The guide is not a “catch-all” resource for all laws governing every specific type of special district. Other important subjects are not covered because of their complexity such as human resources and personnel laws, or emergency preparedness procedures. Instead, CSDA hopes to provide the reader with broad insight on the most relevant laws that apply to all special districts, thereby permitting the reader to seek additional information on specific matters.

*You can look up the full text of the California statutes and constitutional provisions referenced in the guide at: [www.leginfo.legislature.ca.gov](http://www.leginfo.legislature.ca.gov).*

## 3. Know Your Enabling Act.

If you are a special district board member or staff member, you should familiarize yourself with your special district enabling act. The enabling act will provide you with specific information regarding your district service type including the district’s powers and functions, elections, and board member duties. Some special districts are authorized (or “enabled”) by principal act statute, others are authorized by a special act of the state legislature. You can find principal acts by service type on page 26, and special acts on page 32.

## 4. Local Policies Are Important Too.

Along with familiarizing yourself with the district’s enabling act, you should also get up to speed on any bylaws, policies, or ordinances adopted by your district. Those items, which are unique to each special district, are not covered in this Reference Guide but are critical to how every district operates.

## 5. For A Deeper Dive...

The following page has an additional list of resources published by CSDA with in-depth information on important laws covered in this guide. These additional resources are intended to provide members with an extensive knowledge base on a variety of issues affecting special districts.

## 6. Visit Us Online.

If you are unable to find what you are looking for in this guide, visit [csda.net](http://csda.net) and post your question in CSDA’s Open Forum online community. The Open Forum is a helpful place to ask special district peers and other colleagues for best practices, suggestions, or any other information you may be looking for. You can also stop by our Knowledge Base to review Frequently Asked Questions or scroll through CSDA’s Sample Policy Library to see if we have a sample resolution or policy you might be looking for.

*Access to the CSDA Open Forum and Sample Policy Library is only available to CSDA members.*



QUICK  
TIP

You can look up the full text of the California statutes and constitutional provisions referenced in the guide at: [leginfo.legislature.ca.gov](http://leginfo.legislature.ca.gov).



## Additional Resources Offered by the California Special Districts Association

- About Special Districts Guide
- Special District Formation Guide
- CSDA Sample Policy Handbook
- CSDA Affiliated Chapter Guide and Toolkit
- Brown Act Compliance Manual
- California Public Records Act Compliance Manual
- Introduction to Special District Revenues
- Special District Reserve Guidelines
- Ballot Measure Guidelines
- Special District Representation on LAFCo
- Ethics Law Basics
- Guide to Redevelopment Agency (RDA) Oversight Board Special District Appointment

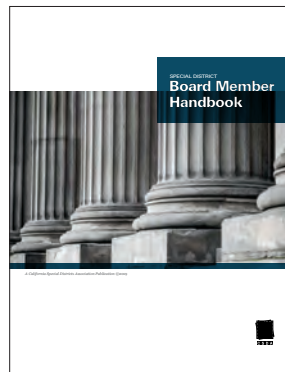
## Other Resources Available

- Guide to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (LAFCo). [calafco.org/resources/laftco-law](http://calafco.org/resources/laftco-law)
- Conflicts of Interest: California Attorney General’s Office (2010). [oag.ca.gov/conflict-interest](http://oag.ca.gov/conflict-interest)
- “Understanding the Basics of Public Service Ethics Laws.” Institute for Local Government (2016). [ca-ilg.org/understanding-public-service-ethics-laws](http://ca-ilg.org/understanding-public-service-ethics-laws)
- “Political Reform Act.” Fair Political Practices Commission (2020). [fppc.ca.gov/the-law/the-political-reform-act.html](http://fppc.ca.gov/the-law/the-political-reform-act.html)
- “Cost Accounting Policies and Procedures Manual.” California Uniform Construction Cost Accounting Commission (2019). [sco.ca.gov/Files-ARD-Local/cuccac\\_manual.pdf](http://sco.ca.gov/Files-ARD-Local/cuccac_manual.pdf)



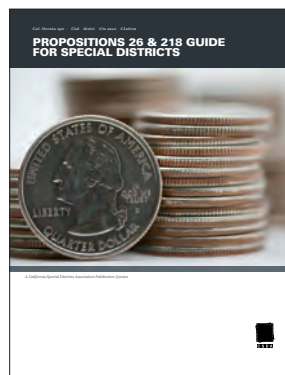
### For more information about CSDA Resources

Visit the Publications & Reference Materials online at [csda.net](http://csda.net), as well as the Knowledge Base, CSDA Sample Policy Library, and CSDA Communities.



**Special District Board Member Handbook**

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**Propositions 26 & 218 Guide for Special Districts**

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**Take Action Guide: Engaging with Your Community and Legislators**

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## Special District Enabling Powers

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## Governance

This portion of the Reference Guide is intended to assist the reader in navigating the laws and statutes that affect local government and special district governance.

### FORMATION AND REORGANIZATION

There are three primary sources of authority for the formation and reorganizing of special districts. The first is the special district’s enabling act. Special districts have a series of statutes specific to that type of special district. References to each of these can be found later in this publication. These statutes often contain the procedures for creating that type of special district. The second is the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“LAFCo Law”), which governs the establishment and reorganization of local governments. Finally, there is the District Organization Law, which provides standardized special district organization and governance procedures for certain types of special districts.

- **Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“LAFCo Law”)**  
*Government Code § 56000, et seq.*  
*Government Code § 56821, et seq. (procedure for special district change of organization or reorganization)*

This law establishes certain procedures for local government changes of organization. This law also establishes local agency formation commissions (LAFCos) with numerous powers, including the ability to act on local agency boundary changes and the adoption of spheres of influence for local agencies. The statutory mission of LAFCos is to discourage urban sprawl and encourage the orderly formation and development of local agencies.



- **District Organization Law**  
*Government Code § 58000, et seq.*

The District Organization Law establishes procedures for the organization, operation, and governance of certain types of special districts. This law applies only to districts with enabling acts that refer to the District Organization Law in lieu of procedures within their enabling act. The District Organization Law generally provides for a petition for formation of a district, a primary hearing, a final hearing, a procedure for formation, and validating proceedings.

- **Joint Exercise of Powers Act**  
*Government Code § 6500, et seq.*

The Joint Exercise of Powers Act allows public agencies, ranging from the federal government to special districts and other local agencies, to enter into an agreement with each other to jointly exercise a common power. The government agencies can also create a separate legal entity called a “joint powers authority” for this purpose. Joint powers agreements are commonly used for groundwater management, infrastructure projects, employee benefits services, and insurance coverage.

***Joint powers agreements are commonly used for groundwater management, infrastructure projects, employee benefits services, and insurance coverage.***

## Elections

Special districts are accountable to the communities they serve. Various election procedures ensure that local residents maintain ultimate control of the districts they create and the decisions that are made. Transparency and accountability help ensure the electorate is well-informed regarding how each special district is performing the people's business. The following sections contain laws governing elections, and laws that ensure special districts remain transparent and accountable.

- **Advisory Elections**

*Elections Code § 9603*

Local government agencies are permitted to hold advisory elections in order to allow all or a portion of voters within the jurisdiction to “voice their opinions on substantive issues, or to indicate to the local legislative body approval or disapproval of [a] ballot proposal.” Under certain conditions, a local government agency may sponsor an advisory election outside its jurisdiction if the residents of the territory would be affected by a ballot proposal.

- **Consolidations of Election**

*Elections Code § 10400, et seq.*

Local government agencies, including special districts, may consolidate their elections with statewide elections. Special districts wishing to consolidate their elections must abide by certain statutory requirements and procedures.

- **Initiative Procedure**

*Elections Code § 9300, et seq.*

Any proposed ordinance may be submitted to the governing board of the district by an initiative petition filed with the district elections official. Before circulating an initiative petition, the proponents of that measure must publish a notice of intention. After the publication of intention, the petition may be circulated among the voters of the district for signatures by any person who is a voter

or who is qualified to vote in the district. Each section of the petition should have an attached affidavit of the person soliciting the signatures. If the required number of signatures have been gathered, the governing board must either adopt the ordinance without alteration or submit the ordinance for an election. Once the ordinance is adopted, either by the governing board or by the electorate, the ordinance can only be repealed by election, unless the ordinance contains provisions to the contrary.

- **Mailed Ballot Elections**

*Elections Code § 4000, et seq.*

Elections may be conducted entirely by mail if certain conditions are met. The governing body of the local government agency must authorize the use of mailed ballots for the election, the election must be held on an established mailed ballot election date, and the election must be of a qualifying type.

- **Uniform District Election Law**

*Elections Code § 10500, et seq.*

The Uniform District Election Law (UDEL) is the general election law for many special district types. While some special district types may have their own unique election procedures within their enabling act, many enabling acts simply reference and incorporate the election procedures in the UDEL. If a principal act provides that the UDEL shall apply, the UDEL will control where it otherwise conflicts with the principal act. The UDEL does not apply to the election of officers upon formation of a district.

- **Referendum Procedure**

*Elections Code § 9340, et seq.*

*Cal. Const. Art. II, § 9*

The referendum is the power of the electors to approve or reject statutes or parts of statutes (except urgency statutes, statutes calling elections, and statutes providing for tax levies or appropriations). A referendum is a political challenge by voters to an enactment already made by the legislative body of the special district. Elections code section § 9340 authorizing the right to petition for referendum on legislative acts of a special district refers to the rules set forth in Elections Code § 9141-9147, applicable to counties, as the statutes guiding the referendum election process for districts.

● **Vacancies**

*Government Code § 1770, et seq.*

Some special districts have procedures for filling board vacancies contained within the district’s enabling act. If not, Government Code §1770, et seq. provides the procedure for filling board vacancies. Section 1770 contains a long list of the conditions that will cause an elected seat to be considered “vacant.” Among these conditions is the death of the officeholder, his or her resignation, removal from office, his or her refusal or neglect to file his or her required oath or bond, and the failure to discharge the duties of his or her office except when prevented by sickness or when absent from the state with permission required by law.

For most special districts, the specific section providing the procedure for filling vacancies is found at Section 1780. Generally, the procedure requires the district to inform the county elections officials of the vacancy, and the remaining board members may either make an appointment or call an election to fill the vacancy. If the vacancy has not otherwise been filled, the county board of supervisors or city council (depending on the location of the district) can either appoint someone or order the district to call an election to fill the vacancy. This section contains deadlines for the above procedure and other provisions related to how to determine a quorum of the remaining board and the length of the term the board member appointed or elected to fill the vacancy will serve.

● **California Voting Rights Act (CVRA)**

*Elections Code § 14025 – 14032*

The CVRA prohibits any political subdivision from using any at-large method of election that “impairs the ability of a protected class to elect candidates of its choice or influence the outcome of an election, as a result of the dilution or the abridgement of the rights of voters who are members of the protected class.” An “at-large method of election” is a system of voting in which voters within an entire jurisdiction elect the members of the governing body. If there are two positions open on a local board, for example, candidates would run as a group and the top two vote getters would be seated following the election. In California, this is the most common way special district governing boards are elected.

A “protected class” means a class of voters who belong to any “race, color, or language minority group.” It is possible for one minority group’s voting rights to be diluted even though other minority groups’ rights are not violated. Special districts throughout California have faced legal challenges to their at-large method of elections, and plaintiff-friendly cost shifting provisions have contributed to the proliferation of these challenges.

● **CVRA ‘Safe Harbor’ Provision**

*Elections Code § 10010*

In 2016, the Legislature enacted AB 350, which created a “safe harbor” by which agencies can voluntarily convert to by-district elections and avoid having to defend against CVRA lawsuits. In this legislation, the Legislature included a key enticement: in exchange for moving away from at-large voting systems, agencies can ensure their exposure to a potential CVRA plaintiff’s attorney fees is capped at \$30,000.





## Transparency

An important characteristic of local government in California is transparency and accountability to the public. These goals are enshrined within the California Constitution and are achieved through various state laws. Among the most familiar of these statutes are the California Public Records Act and the Ralph M. Brown Act, both of which seek to ensure the public's business is conducted in the sunshine of public scrutiny.

- **Audits**

*Government Code § 26909*

Special districts are required to have annual, independent audits conducted by the county auditor or a certified public accountant. A special district may, by unanimous request of the governing board of the special district and with unanimous approval of the board of supervisors, replace the annual audit required by this section with one of the following: (1) A biennial audit covering a two-year period; (2) An audit covering a five-year period if the special district's annual revenues do not exceed an

amount specified by the board of supervisors; (3) An audit conducted at specific intervals, as recommended by the county auditor, that shall be completed at least once every five years.

Alternatively, a special district may, by unanimous request of the governing board of the special district and with unanimous approval of the board of supervisors, replace the annual audit required by this section with a financial review if the following conditions are met: (A) All of the special district's revenues and expenditures are transacted through the county's financial system; (B) The special district's annual revenues do not exceed one hundred fifty thousand dollars (\$150,000).

- **California Public Records Act (CPRA)**

*Government Code § 6250, et seq.*

The purpose of the California Public Records Act (CPRA) is to enable the public to have access to information needed to monitor the functioning of government. The public has a right to inspect public records during the office hours of any government agency and to request and obtain copies of records, subject to the payment of fees covering the direct costs of duplication or a statutory fee, if applicable. The CPRA contains a number of exemptions for certain classes of documents. These exemptions generally cover documents that are privileged or confidential, or which would infringe on the individual right to privacy. Examples of some common exemptions include documents protected by attorney client privilege, attorney work products, preliminary draft documents not retained by the agency in the ordinary course of business, and personnel records for which the disclosure would constitute an unwarranted invasion of privacy.

- **Public Records: Website Posting**

*Government Code § 6253*

A special district may comply with a public records act request by “by posting any public record on its Internet Website and, in response to a request for a public record posted on the Internet Web site, directing a member of the public to the location on the Internet Web site where the public record is posted. However, if after the public agency directs a member of the public to the Internet Web site, the member of the public requesting the public record requests a copy of the public record due to an inability to access or reproduce the public record from the Internet Web site, the public agency shall promptly provide a copy of the public record.”

- **Special District Website Requirement**

*Government Code § 53087.8*

As of January 1, 2020, every independent special district shall maintain an internet website that conforms with any other provisions of law applicable to the website of the district. The website must clearly list contact information for the district. A special district shall be exempt from the requirement to maintain a website if, pursuant to a majority vote of its governing body at a regular meeting, the district adopts a resolution declaring its determination that a hardship exists that prevents the district from establishing or maintaining a website.

- **SB 272 Enterprise Systems Catalog**

*Government Code § 6270.5*

All special districts must publish a catalog listing all software used by the district that meets specific requirements. The catalog shall be made publicly available upon request in the office of the person or officer designated by the agency’s legislative body. “The catalog shall be posted in a prominent location on the local agency’s Internet Web site, if the agency has an Internet Web site.”

- **Americans with Disabilities Act (ADA): Website Accessibility Standards**

*29 U.S.C. § 794d*

*Government Code § 7405*

Section 508 of the federal Rehabilitation Act requires that electronic and information technology is accessible to people with disabilities, including employees and members of the public.

- **Website “Open Data” Compliance**

*Government Code § 6253.10*

If a special district maintains an Internet Resource, including, but not limited to, an Internet Website, Internet Webpage, or Internet Web portal, which the local agency describes or titles as “open data,” and the local agency voluntarily posts a public record on that Internet Resource, the local agency shall post the public record in an open format that meets all of the following requirements:

- (a) Retrievable, downloadable, indexable, and electronically searchable by commonly used Internet search applications.
- (b) Platform independent and machine readable.
- (c) Available to the public free of charge and without any restriction that would impede the reuse or redistribution of the public record.
- (d) Retains the data definitions and structure present when the data was compiled, if applicable.

- **California State Controller’s Office – Special Districts Financial Transactions Report**

*Government Code § 53891*

The Officer of each special district who has charge of the financial records shall furnish to the Controller a report of all the financial transactions of the local agency during the preceding fiscal year. The report shall contain underlying data from audited financial statements prepared in accordance with generally accepted accounting principles, if this data is available. The report shall be furnished within seven months after the close of each fiscal year and shall be in the form required by the Controller. A local agency shall also submit to the Controller information on annual compensation, as described in subdivision (I) of Section 53892, for the previous calendar year no later than April 30th. A direct link to the Controller’s ‘By the Numbers’ website should be posted on your district’s website.



● **Disclosure of Reimbursements**

*Government Code § 53065.5*

Each special district shall, at least annually, disclose any reimbursement paid by the district within the immediately preceding fiscal year of at least one hundred dollars (\$100) for each individual charge for services or product received. “Individual charge” includes, but is not limited to, one meal, lodging for one day, transportation, or a registration fee paid to any employee or member of the governing body of the district. The disclosure requirement shall be fulfilled by including the reimbursement information in a document published or printed at least annually by a date determined by that district and shall be made available for public inspection.

● **Records Retention Requirements**

*Government Code § 60200 – 60204*

Special districts are governed by statutes authorizing the destruction of records in accordance with an adopted records management guideline drafted with the consultation of legal counsel. The legislative body may authorize the destruction or disposition of any category of records if it does both of the following:

(A) Adopts a resolution finding that destruction or disposition of this category of records will not adversely affect any interest of the district or of the public, and

(B) Maintains a list, by category, of the types of records destroyed or disposed of that reasonably identifies the information contained in the records in each category.

There are various categories of records that a district is prohibited from destroying.

● **Video Monitoring Records Retention Requirements**

*Government Code § 53160*

After one year, the head of a special district may destroy recordings of routine video monitoring, and after 100 days may destroy recordings of telephone and radio communications maintained by the special district. This destruction shall be approved by the legislative body and the written consent of the agency attorney shall be obtained. If the recordings are evidence in any claim filed or any pending litigation, they shall be preserved until pending litigation is resolved.

● **Ethics Training (“AB 1234 Training”)**

*Government Code §53234, et seq.*

*Government Code §53232.1-5323.2 (authorization of compensation for training)*

Local elected officials and key officials designated by the local board (typically management staff) are required to take ethics training courses if the officials receive compensation or reimbursement in their position with a local government agency. This applies even if the official does not actually receive compensation or reimbursement, but if the district’s enabling act simply allows for such compensation or reimbursement. By law, the affected local official must take an ethics training course once every two years, and the district must establish a written policy on reimbursements.



***Local elected officials and key officials designated by the local board (typically management staff) are required to take ethics training courses if the officials receive compensation or reimbursement in their position with a local government agency.***

- **Conflicts of Interest**

*Government Code § 1090*

*Government Code § 87100 – 87505*

Government Code section 1090 prohibits a special district officer or employee from entering into or participating in making contracts in which they have a financial interest: “Members of the Legislature, state, county, district, judicial district, and city officers or employees shall not be financially interested in any contract made by them in their official capacity, or by any body or board of which they are members. Nor shall state, county, district, judicial district, and city officers or employees be purchasers at any sale or vendors at any purchase made by them in their official capacity.”

Districts with a question regarding a particular concern for a Board Member and potential conflict in a specific situation may always seek guidance from the Fair Political Practices Commission (FPPC), either through telephone advice or in a formal request for legal advice concerning obligations under the Conflict of Interest. You may also search their previous advice letters and Commission opinions by visiting [fppc.ca.gov/advice.html](http://fppc.ca.gov/advice.html).

- **Elected and Appointed Officials’ Statement of Economic Interest (Form 700)**

*Government Code § 87200 – 87202*

Every elected official and public employee who makes or influences governmental decisions is required to submit a Statement of Economic Interest, also known as the Form 700. The Form 700 provides transparency and ensures accountability in two ways: 1) it provides necessary information to the public about an official’s personal financial interests to ensure that officials are making decisions in the best interest of the public and not enhancing their personal finances, and 2) it serves as a reminder to the public official of potential conflicts of interest so the official can abstain from making or participating in governmental decisions that are deemed conflicts of interest. For more information, visit [fppc.ca.gov/form700.html](http://fppc.ca.gov/form700.html).

- **Publicly Available Pay Schedule**

*2 C.C.R. § 570.5*

Special districts participating in the Public Employees’ Retirement System must have a publicly available pay schedule that has been duly approved and adopted by the employer’s governing body in accordance with requirements of applicable public meetings laws; Identifies the position title for every employee position; Shows the payrate for each identified position, which may be stated as a single amount or as multiple amounts within a range; Indicates the time base, including, but not limited to, whether the time base is hourly, daily, bi-weekly, monthly, bi-monthly, or annually; Is posted at the office of the employer or immediately accessible and available for public review from the employer during normal business hours or posted on the employer’s internet website; Indicates an effective date and date of any revisions; Is retained by the employer and available for public inspection for not less than five years; Does not reference another document in lieu of disclosing the payrate.

- **Board Member Compensation**

*See Principal Act or Special Act for your respective district.*

Compensation of special district board members, commissioners, and trustees varies by principal act, as do any provisions related to increases or limitation in compensation. Check the district principal act for procedures for a specific district type.

- **Harassment Prevention Training**

*Government Code § 53237 – 53237.5*

*Government Code § 12950.1*

If a special district provides any type of compensation, salary, or stipend to a local agency official of that agency, then all local agency officials of that agency shall receive sexual harassment prevention training and education. Board members and supervisory staff are required to take the two-hour mandatory training within six months of assuming a supervisory position and once every two years thereafter.

Furthermore, by January 1, 2021, employers with 5 or more employees must provide harassment prevention training to all employees. Non-supervisory employees must complete one hour of training once every two years. Seasonal employees are required to take the one-hour training within 60 days of hire.

● **High-Risk Local Government Agency Audit Program**  
*Government Code § 8546.10*

This law authorizes the State Auditor to establish a high-risk local government agency audit program to identify, audit, and issue reports on any local government entity the State Auditor identifies as being at high risk for the potential of waste, fraud, abuse, or mismanagement, or that has major challenges associated with its economy, efficiency, or effectiveness.

● **Incompatibility of Office Doctrine**  
*Government Code § 1125, et seq.*

Local officials cannot engage in any employment or activity that is in conflict with their duties as local agency officers or with the duties or responsibilities of the agency by which they are employed. An employee's outside employment may be prohibited if it involves:

- The use of the agency's resources for private advantage, or
- Receiving money or other considerations from anyone other than their local agency for the work they are expected to complete as part of their duties as a local agency employee, or
- The performance of work for compensation in a non-agency capacity where such work will be subject to approval of the agency, or
- Time demands that would interfere with the performance of their duties or make them a less efficient employee.

● **Municipal Service Reviews**  
*Government Code § 56430*

LAFcos are required to update local agency spheres of influence every five years. As a prerequisite for a sphere of influence update, the LAFco must conduct a municipal service review (MSR). An MSR evaluates the services currently provided by local agencies and their potential future growth. Among other things, the MSR must address the jurisdiction's population growth and projections, the adequacy of services and infrastructure of the agency, the financial ability of the agency, and the status of and opportunities for shared facilities.

● **Political Reform Act of 1974**  
*Government Code § 81000, et seq.*

The Political Reform Act (PRA) was passed by voters via Proposition 9 in 1974. It is designed to ensure elections are fair and that state and local government officials perform their duties impartially and serve all citizens equally. The PRA generally governs political campaign spending and contributions. A variety of ethics rules for state and local government officials are also contained in the PRA. For example, the PRA prohibits an official from the ability to participate in a decision or "use his or her official position to influence" a decision in which the official "knows or has reason to know that he or she has a financial interest." The PRA also created the Fair Political Practices Commission, which is charged with administering the PRA and investigating and prosecuting PRA violations. A knowing or willful violation of the PRA is a misdemeanor and certain violations could result in a fine up to \$10,000 or three times the amount "the person failed to report properly or unlawfully contributed, expended, gave, or received."

● **Ralph M. Brown Act**  
*Government Code § 54950, et seq.*

The Ralph M. Brown Act (Brown Act) is designed to ensure government actions and deliberations are conducted openly so that the people "may retain control over the instruments they have created." The Brown Act accomplishes this by requiring meetings of local government bodies be conducted during noticed public meetings. Violations of the Brown Act can lead to invalidation of local agency actions, payment of a challenger's attorney's fees and, in some cases, criminal prosecution.

The primary requirement of the Brown Act is that meetings of a local government agency's legislative body be open to the public, allow for public comment and be publicly noticed 72 hours in advance of the meeting (24 hours if a special meeting). If the district maintains a website, a link to the most current agenda must be posted on the homepage, and agenda must be searchable, machine-readable, and platform independent (e.g., text-based PDF). The Brown Act contains procedures for conducting special meetings, emergency meetings, and closed sessions. The Brown Act also limits the ability for a quorum of a legislative body to discuss certain matters outside a noticed public meeting.

## Public Works

Public contracting law covers a wide range of projects, improvements, and maintenance a special district may engage in. Different laws and requirements may apply for different types of projects or expenditures. For example, all public works projects over \$1,000 will require payment of prevailing wage but not all projects will require formal bidding procedures be followed.



- **California Environmental Quality Act (CEQA)**

*Public Resources Code § 21000, et seq.*

*Code of Regulations § 15000, et seq.*

CEQA is designed to require public agencies to consider environmental protection whenever making a decision regarding proposed projects and activities, and to allow for public participation in that process. If a project is not exempt from CEQA and is determined to have the potential to have a significant environmental impact, the lead agency is required to conduct an initial study of the project. The lead agency will then determine whether to conduct an environmental impact report or a negative declaration. While the scope and process of those documents is somewhat different, both require a period for public comment. CEQA Guidelines are produced by the California Resources Agency and codified in the California Code of Regulations Title 14 §15000, which provides procedures and factors lead agencies should consider when conducting CEQA reviews.

- **Contracting and Bidding**

*Public Contract Code § 1100-9203 (generally applicable)*

*Public Contract Code § 20100, et seq. (special district-specific)*

The Public Contract Code generally requires public agencies, local governments, and special districts to award contracts to “the lowest responsible bidder.” These statutes often contain provisions relating to how bidding for the contract should be advertised, how bidding should be conducted, and in what circumstances the lowest bid can be rejected. The purpose of bidding requirements is to ensure all qualified bidders have “a fair opportunity to enter the bidding process” and to “eliminate favoritism, fraud, and corruption in the

awarding of public contracts.” Because there are specific bidding statutes applicable to different types of special districts, the projects that must be bid will vary by district type. This variation includes the total project cost and the types of projects that will trigger bidding procedures.

Bidding is generally only required when a special district is contracting for construction services or the supply of materials. Contracts for personal services, including architectural, land surveying, and construction project management are not subject to “lowest responsible bidder” requirements. Bidding requirements are generally contained within a district’s enabling act. A small number of special district types are not subject to any bidding requirements because there is no statute imposing them on the district. These districts are free to determine their own contracting procedures through board policy.

- **Eminent Domain**

*Code of Civil Procedure § 1230.010, et seq.*

*District-specific authority varies by principal act*

Eminent domain is a power some local government agencies have to take private property for “public use,” provided that the owner is paid just compensation. The statute provides a detailed process for obtaining property by eminent domain. Only local agencies with specific statutory authority may exercise the power of eminent domain.

● **Disposal of Surplus Land/Property**

*Government Code § 50568, et seq. and § 54220, et seq.*

Each local government agency is required to inventory all property it holds or controls to determine if there is any in excess of the agency’s foreseeable needs. A list of surplus properties must be made available to the public without charge. Prior to disposing surplus district land, the district must offer to sell or lease the land to certain parties, including affordable housing purposes, open-space purposes, school facilities, enterprise zone purposes, or for developing property located within an infill opportunity zone or transit village plan. Failure to comply with the Surplus Land Act (SLA) and notify the California Department of Housing and Community Development of the intent to sell surplus land may result in significant penalties.

● **Prevailing Wage**

*Labor Code § 1720, et seq.*

Prevailing wage must be paid for all “public works,” which are defined broadly to include any “construction, alteration, demolition, installation, or repair work done under contract and paid for in whole or in part of public funds...” over \$1,000. “Public works” is more fully defined in the Labor Code and contains a number of exceptions. SB 854, passed in 2014, made a number of changes to the prevailing wage law. Most important for awarding entities is the requirement that contractors register with the Department of Industrial Relations (DIR) in order to be eligible to be awarded a public works contract. Awarding entities must notify contractors of the registration requirement in bidding documents. The DIR was tasked with developing a web-based database so that awarding entities can easily determine the registration status of a contractor.

● **California Uniform Public Construction Cost Accounting Act (CUPCCAA)**

*Public Contract Code § 22000*

In an effort to promote uniformity of the cost accounting standards and bidding procedures on construction work performed or contracted by local agencies, the Legislature established the California Uniform Public Construction Cost Accounting Act (CUPCCAA) as an alternative method for the bidding of public works projects by public entities. Public agencies can take advantage of increased bidding thresholds and other benefits provided by the CUPCCAA if they elect to follow the cost accounting procedures contained in the *Cost Accounting Policies and Procedures Manual* of the California Uniform Construction Cost Accounting Commission. The procedures generally are used to estimate project costs to determine whether bidding is required and to record actual project costs when the project is performed by the agency’s own workforce. The *Cost Accounting Policies and Procedures Manual* includes sample forms. The alternative bidding thresholds are:

- Public Projects \$60,000 or less – negotiated contract or by purchase order.
- Public Projects \$60,001-\$200,000 – informal bidding procedures set forth in CUPCCAA.
- Public Projects greater than \$200,000 – formal bidding procedures.

***Prevailing wage must be paid for all “public works,” which are defined broadly to include any “construction, alteration, demolition, installation, or repair work done under contract and paid for in whole or in part of public funds...” over \$1,000.***

## Revenue and Finance

The primary sources of revenue for special districts are ad valorem property taxes, special taxes, assessments, fees, grants, and bond proceeds. The California Constitution and various statutes play a large role in permitting, as well as limiting, districts' abilities to receive and utilize revenue from these sources. This guide will first address the fundamental statutes and constitutional provisions relating to these revenue sources. Next, we'll look at some of the laws that relate or restrict how special districts may spend revenues. Finally, this guide will highlight other important statutes related to special district revenue and financing.

### FUNDAMENTAL REVENUE PROVISIONS

A number of California State Constitution provisions and other statutes form the basic foundation of special district finance. These include laws that govern how tax and fee revenue is collected and used, limits on property tax increases, and the methods by which fees, assessments, and special taxes can be assessed.

- **Ad Valorem Property Tax**

*California Constitution Article XIII A and XIII A*

The term "ad valorem" is derived from Latin meaning "to the value" or "based on value." Ad valorem property taxes are taxes based upon the value of property. Proposition 13 of 1978 limited the amount of tax that can be levied to one percent of the property's value. Proposition 13 also gave the State the authority to distribute this revenue, which it has done through formulas contained in Assembly Bill 8 (1979) and subsequent legislation. The value of property is assessed upon a change in ownership and adjusted upward each year by a rate not to exceed two percent to account for inflation. Ad valorem property taxes are a fundamental source of funding for most local governments and the primary source of revenue for many special districts.

The only exception to the limitations of ad valorem property taxes under the Constitution is when voters approve the passage of a local general obligation bond by a two-thirds vote (or 55 percent in the case of school districts).

- **Assembly Bill 8 (1979)**

*Revenue and Taxation Code § 95, et seq.*

This is the primary statute used to implement the constitutional changes created by Proposition 13. AB 8 contains a formula, which is used to distribute each county's one percent ad valorem property tax among the local government agencies in the county. The proportionate share is generally based upon the property taxes each local government agency received prior to 1978. AB 8 was also designed to provide some relief to local government agencies struggling due to the effects of the passage of Proposition 13.

- **Assessments**

*California Constitution Article XIII D*

A special district may finance the maintenance and operation of public systems that include, but are not limited to, drainage, flood control, and street lighting. Assessments are involuntary charges on property owners, who pay for these public works based on the benefit their properties receive from the improvements through increased property values. Assessments include special, benefit, and maintenance assessments, and special assessment taxes. Assessments are subject to the majority approval of property owners through a weighted election.

- **Education Revenue Augmentation Fund (ERAF)**

*Revenue and Taxation Code §96, et seq.*

Starting in 1992, in response to the state's budget woes, the Legislature implemented the first ERAF, shifting property tax revenue from local governments to schools, thus relieving the state of some of its fiscal obligation to fund schools under the Proposition 98 school funding guarantee. A second shift (ERAF II) was implemented in 1993, but took less from local governments and exempted health and safety agencies. Both diversions are still ongoing. In 2004, in a compromise with the local governments, a third shift (ERAF III) was allowed to take place, but only for two years, and significant restrictions were placed on the state's ability to raid local government funding through Proposition 1A of 2004 and subsequently reinforced via Proposition 22 of 2010.

- **Fees**

*California Constitution Article XIII D*

A fee is a charge to an individual or a business for a service provided directly to the individual or business. Non-property related fees are not subject to majority vote requirements. Property related fees may not be extended, imposed, or increased without first complying with the procedural requirements, including the protest provisions, of Proposition 218. There are also substantive requirements that property related fees must comply with, the most important of which is that the fee imposed must not exceed the proportional cost of the service attributable to the parcel or person charged.

- **Proposition 1A (2004)**

*California Constitution Articles XI § 15, XIII § 25.5 and XII B § 6*

Proposition 1A amended the California Constitution to limit the ability of state government to shift tax revenue from local governments, as was done for the 1992-93 and 1993-94 ERAF shifts. Proposition 1A was a compromise between local governments and the state. This measure allowed a final shift (ERAF III) lasting two years, and created strict limitations for future shifts. CSDA was part of the Leave Our Community Assets Local Coalition (LOCAL) that worked to pass Proposition 1A.

- **Proposition 13 (1978)**

*California Constitution Article XIII A*

Proposition 13, officially named the “People’s Initiative to Limit Property Taxation,” was the first in a series of propositions directed at altering the way state and local governments levy and collect taxes. The primary feature of Proposition 13 was its limit on ad valorem property taxes contained in Section 1(a) of the measure: “The maximum amount of any ad valorem tax on real property shall not exceed one percent (1%) of the full cash value of such property...” Prior to Proposition 13 local governments generally had the authority to establish their own property tax rates. Proposition 13 transferred this authority to the state, which became responsible for allocating property tax revenue among local governments. It did this through Assembly Bill 8 (1979) and subsequent legislation. Finally, Proposition 13 eliminated the practice of annually assessing property value. Instead, Proposition 13 provides that property can only be reassessed upon a change of ownership, but also allows for assessed values to be increased based on an annual inflation factor not to exceed two percent.

- **Proposition 22 (2010)**

*California Constitution Article XIX*

This proposition prohibited the state government from shifting or borrowing locally imposed tax revenues away from local governments and to the state.

- **Proposition 62 (1986)**

*Government Code §53720, et seq.*

Proposition 62 provided further requirements for the adoption of special taxes by local agencies. This proposition prohibits a local agency from imposing a tax for specific purposes (a “special tax”) unless it is approved by two-thirds of the voters, or a tax for general purpose (a “general tax”), unless it is approved by a majority of the voters.

- **Proposition 218 (1996)**

*California Constitution Articles XIII C and XIII D  
Government Code § 53750, et seq.*

Proposition 218, officially named the “Right to Vote on Taxes Act,” made several changes to the California Constitution affecting the ability of special districts and local governments to assess taxes, assessments, and fees. This proposition established the initiative power allowing voters to reduce or repeal any local tax, assessment, fee, or charge. A new category of fee was created called “property related fees and charges” and required that such fees be no more than the cost of providing the service the fee is for. Proposition 218 also established a number of other procedural requirements for levying assessments and imposing new, or increasing existing, property related fees and charges.

- **Special Taxes**

*California Constitution Articles XIII A § 4 and XII C § 2  
Government Code § 50075, et seq., 53970, et seq.*

A special tax is a property tax imposed for a specific, or “special” purpose. Special taxes are not fees, charges, or special assessments – and as such the amount of the tax is not limited to the relative benefit each property owner will receive. Unlike the one percent ad valorem property tax, which is based on property value, these taxes are typically levied on parcels based either on square footage or as a flat charge. A local government may impose, extend, or increase a special tax only if the proposal is submitted to the electorate and approved by a two-thirds vote. Special taxes may be reduced or repealed by popular initiative. All taxes imposed by a special district are inherently special taxes (as opposed to general taxes) because districts are service specific and can only use funds for those specific purposes.



**SPENDING**

Special districts are limited in the way they spend public funds and the amounts that may be spent. Special districts are also subject to various reporting requirements to ensure the public can hold districts accountable for the prudent spending of public funds.

- **Appropriations Limit (Gann Limit)**  
*California Constitution Article XIII B*  
*Government Code § 7900, et seq.*

The Appropriations Limit (often referred to as the “Gann Limit”) provides a limit (or ceiling) on local government agency appropriations of tax proceeds. This limit is based on the amount of appropriations in the 1978-79 “base year” and is adjusted each year for population growth and cost-of-living factors. The limit applies to proceeds from taxes, investment earnings on taxes, and fees and charges. If the agency’s proceeds are in excess of the limit, excess amounts are to be turned over to the state to be used for school funding. Special districts are specifically included in the definition of “local government[s]” subject to the appropriations limit. However, there is an exception for “any special district which existed on January 1, 1978, and which did not as of the 1977-78 fiscal year levy an ad valorem tax on property in excess of 12 1/2 cents per \$100 of assessed value.” There is also an exception for districts that are funded entirely from proceeds other than taxes.

- **Bond Oversight**  
*Government Code § 53410, et seq.*

Any local bond that is subject to voter approval and provides for the sale of bonds by a special district must be transparent. A special district must file a report that indicates the purpose of the bond and the account into which the proceeds will be submitted, as well as an annual report on how bond proceeds were actually spent.

- **Special District Bonds – Public Notice**  
*Government Code § 5852.1*

Prior to issuing a bond with a term greater than 13 months, districts must disclose the full cost of using bond financing prior to approving the issuance. The information, to be disclosed in a public meeting, must include the true interest cost on the bonds, the sum of all fees and charges to issue the bonds, the amount of proceeds to be generated by the sale of the bonds, and the total amount of the issuer’s obligation to bondholders.

- **Gift of Public Funds**  
*California Constitution Article XVI § 6*

The California Constitution prohibits the giving, lending, and gifting of public money to any person, association, or corporation. However, the prohibition on “gifts” has been interpreted to exclude expenditures that incidentally benefit a private recipient, and which promote a valid and substantial public purpose within the authorized mission of the public agency appropriating the funds. Whether a certain expenditure falls within the prohibition of gifts of public funds can depend on the nature of the expenditure, the nature of the claimed public purpose, and the extent the expenditure will contribute to that purpose.

- **Special Taxes Oversight**  
*Government Code § 50075.1, § 50075.3, and § 50075.5*

- Local officials are required to issue annual reports on how they spend special tax revenues. The report includes the amount of funds collected and spent, as well as the status of projects for which the special tax was implemented.



**OTHER REVENUE PROVISIONS**

The following contains various laws which provide alternative revenue avenues available to special districts.

- **Benefit Assessment Act of 1982**  
*Government Code § 54703, et seq.*

This law provides a mechanism for financing the maintenance and operation of public systems such as drainage, flood control, and street lighting. Since it is considered a benefit assessment, the Act is not subject to Proposition 13 limitations. However, a district that uses this mechanism must first prepare a written report, hold a noticed public hearing, and obtain a majority vote through an assessment balloting procedure of the affected property owners.

- **California CLASS**  
*Government Code § 6500, et seq.*

California CLASS is a Joint Powers Authority investment pool that provides public agencies the opportunity to invest funds on a cooperative basis in rated pools that are managed in accordance with state law with the primary objectives of offering Participants safety, daily and next-day liquidity, and optimized returns. Learn more at [www.californiaclass.com](http://www.californiaclass.com)

- **Enhanced Infrastructure Financing Districts**  
*Government Code § 53398.50, et seq.*

Enhanced Infrastructure Financing Districts can be created by municipalities in partnership with other local agencies (except school-related agencies) to invest tax increment revenues in local infrastructure projects. Tax increment is the future incremental growth in property tax revenues. Special districts may “opt-in” by pledging part or all of their tax increment to these infrastructure projects.

- **Fire Suppression Assessments**

*Government Code § 50078, et seq.*

Combined with Proposition 218, this government code gives authority to a special district that provides fire suppression services to determine and levy an assessment for fire suppression services with two-thirds voter approval. The assessment may be made for the purpose of obtaining, furnishing, operating, and maintaining fire suppression equipment, or for the purpose of paying the salaries and benefits of firefighting personnel, or both.

- **General Obligation Bonds and Revenue Bonds**

*Government Code § 53400, et seq.; Various Provisions*

General obligation bonds are issued by special districts and other local and state governments to finance a variety of infrastructure projects and services. There are a variety of statutes that create authority for the issuance of bonds – some principal acts for district types contain bond provisions, and various other statutes grant bond authority for different uses and with different conditions. General obligation bonds are backed by all of an agency's revenues whereas revenue bonds are backed by a specifically identified revenue source.

- **Interest Rate Limit on Local Bonds**

*Government Code § 53530, et seq.*

State law limits the interest rate on local bonds. Although authority is provided to local agencies to issue bonds bearing interest at the coupon rate, or as determined by the legislative body in its discretion, the interest rate may not exceed 12 percent per year, unless some higher rate is permitted by law.

- **Investment of Funds**

*California Constitution Article XI §11*

*Government Code § 53600, et seq.*

The California Constitution provides that the Legislature may authorize local government agencies to invest funds in certain specified financing vehicles. The Legislature has provided that local government agency surplus funds may be invested, with certain conditions and limitations.

- **Local Agency Investment Fund**

*Government Code § 16429.1, et seq.*

The Local Agency Investment Fund is a trust in the custody of the State Treasurer. Local government agencies may deposit money not required for immediate needs into the fund for investment purposes. This fund gives special districts the opportunity to participate in a major portfolio, utilizing the investment expertise of the Treasurer's Office, at no additional cost to taxpayers.

- **Mello-Roos Community Facilities Act**

*Government Code § 53311, et seq.*

The Mello-Roos Community Facilities Act provides a method for special districts and other local government agencies to finance major capital improvements and some types of services. The act authorizes the creation of Community Facilities Districts which can levy special taxes subject to two-thirds voter approval or by landowner votes, weighted by acreage owned, if there are less than 12 registered voters within the district.

- **Mark-Roos Local Bond Pooling Act of 1985**

*Government Code § 6584, et seq.*

The Mark-Roos Bond Pooling Act allows local government agencies to enter into a joint powers agreement creating a Joint Powers Authority, which can issue Mark-Roos bonds and loan the proceeds to the local government agencies. The purpose of this act is to allow local government agencies to take advantage of the lower borrowing costs associated with bond pools.

- **Reserves**

*California Constitution Article XIII B § 5*

Special districts are authorized to establish contingency, emergency, reserve, or similar funds that the district deems to be reasonable and proper. Special districts designate money toward savings in order to balance their budget, respond to emergencies, keep rates affordable, maintain current infrastructure, and plan for future public works projects.

- **Securitized Limited Obligation Notes**

*Government Code § 53835, et seq.*

Special districts may issue securitized limited obligation notes (SLONs) and borrow up to \$2 million to be paid back from designated revenues over a ten-year period. SLONs are a more secure and less expensive alternative to promissory notes and do not require voter approval. However, a special district must secure its SLONs by pledging a dedicated stream of revenues. It takes a four-fifths vote of a district's government board to issue SLONs. In 2020, CSDA successfully sponsored a bill to extend the sunset for SLONs until December 31, 2024.

- **Surplus Land (sold by the state)**

*Government Code § 11011.1*

State departments that are selling surplus land (as defined) must first make that land available to local jurisdictions, including special districts, to purchase at fair market value.

- **State Assistance for Fire Equipment Act**

*Government Code § 8589.8, et seq.*

This act allows the Office of Emergency Services to acquire firefighting equipment and apparatus for resale to local government agencies. First priority for such sales is given to local agencies that serve rural areas. The Office has a system for identifying firefighting apparatus and equipment that is available for acquisition and local agencies interest in acquiring apparatus and equipment.

- **State Mandated Local Programs**

*California Constitution Article XIII B §6*

*Government Code § 17500, et seq.*

The California Constitution, as amended by Proposition 1A, requires local governments to be reimbursed for the cost of mandated new programs or higher levels of service. The Commission on State Mandates was established to determine if new laws impose reimbursable state mandated programs. If the Commission finds that a mandate is reimbursable, this automatically triggers a requirement that the state government either reimburse or suspend the mandate. If a mandate is suspended, the associated requirement for local government agencies becomes optional for the fiscal year, and no money will be allocated to local governments for reimbursements for that fiscal year.

- **Quimby Act Fees**

*Government Code § 66477*

The Quimby Act, within the Subdivision Map Act, authorizes the legislative body of a city or county to require the dedication of land or to impose fees for park or recreational purposes as a condition of the approval of a tentative or parcel subdivision map, if specified requirements are met. The district to which the land or fees are conveyed or paid shall develop a schedule specifying how, when, and where it will use the land or fees, or both, to develop park or recreational facilities to serve the residents of the subdivision. Any fees collected under the ordinance shall be committed within five years after the payment of the fees or the issuance of building permits on one-half of the lots created by the subdivision, whichever occurs later. If the fees are not committed, they, without any deductions, shall be distributed and paid to the then record owners of the subdivision in the same proportion that the size of their lot bears to the total area of all lots within the subdivision.

- **Development Impact Fees (or "Residential Impact Fees")**

*Government Code § 66000, et seq.*

Special districts may charge and collect development impact fees, or development impact mitigation fees, under the Mitigation Fee Act (Government Code 66000, et seq.) [Mitigation Fee Act]. Such fees are imposed to mitigate the costs of providing infrastructure and facility improvements needed to serve new development. Development impact fees are implemented to ensure that new development pays a proportionate share for infrastructure and facilities required to serve such new development. Special districts may consider and adopt development impact fees programs, but only public agencies with land use authority (such as cities and counties) may collect such fees. As such, in most instances, a special district will need to work with cities or counties that have land use authority over the territories of the special district.

*The California Constitution, as amended by Proposition 1A, requires local governments to be reimbursed for the cost of mandated new programs or higher levels of service. The Commission on State Mandates was established to determine if new laws impose reimbursable state mandated programs.*

# Special District Principal Acts

This guide outlines the statutes governing authorization for the formation and operation of independent special districts, whether created by voters or established by the California Legislature. It is important to note that not every district utilizes all the powers and functions authorized by its enabling act. Powers and functions that a district does not provide, but which are authorized by its enabling act, are called latent powers. Special districts must get approval from their Local Agency Formation Commission (LAFCo) before providing a latent power.

Principal acts are statutes established for an entire category of special districts. Local voters create and govern special districts under the authority of these acts. Each special district type (for example, flood control, public utilities, or community services districts) has its own principal act. The following is a list of independent special district types, the location of the associated principal act, and other relevant information about the district types.

On the following pages is a list of special district principal acts by service type.



PRINCIPAL ACTS CONTINUED ON PAGES 27 - 31. FOOTNOTES AT END.

Special District Type	Powers and Functions	Formation	Independent Special Districts	Election Information	Number of Board Members
<b>Airport Districts</b>  <b>Public Utilities Code §22001 et seq.</b>	Assist in the development of airports, spaceports, and air navigation facilities	Any territories of one or more counties and one or more cities, all or any part of any city and any part of the unincorporated territory of any county; the boundaries of a district may be altered and outlying contiguous territory in the same or an adjoining county annexed to the district	10	Elected by resident voters to 4 year terms	5 Directors
<b>California Water Districts</b>  <b>Water Code §34000 et seq.</b>	Maintain the necessary works for the production, storage, and distribution of water for irrigation, domestic, industrial, and municipal purposes, and any drainage or reclamation works	Any area of land which is capable of using water beneficially for irrigation, domestic, industrial or municipal purposes and which can be serviced from common sources of supply and by the same system of works; area need not be contiguous	132	Elected by landowner voters to 4 year terms <sup>1</sup>	At least 5 Directors (may be increased to 7, 9, or 11) <sup>2</sup>
<b>California Water Storage Districts</b>  <b>Water Code §39000 et seq.</b>	Maintain the necessary works for the storage and distribution of water and drainage or reclamation works	Any land irrigated or capable of irrigation from a common source; under specific conditions the district need not be contiguous	8	Elected by landowner voters to 4 year terms	At least 5 Directors <sup>2</sup>
<b>Citrus Pest Districts</b>  <b>Food and Agriculture Code §8401 et seq.</b>	Control and eradicate citrus pests	Any county devoted exclusively to the growing of citrus fruits	9	Appointed by the Board of Supervisors to fixed 4 year terms	5 Directors <sup>3</sup>
<b>Community Services Districts</b>  <b>Government Code §61000 et seq.</b>	Provide up to 32 different services such as water, garbage collection, wastewater management, security, fire protection, public recreation, street lighting, mosquito abatement services, etc.	Any county or counties of an unincorporated territory or incorporated territory of a contiguous or noncontiguous area	321	Elected by resident voters to 4 year terms <sup>4</sup>	5 Directors
<b>CottonPest Abatement Districts</b>  <b>Food and Agriculture Code §6051 et seq.</b>	Control and prevent introduction of pests, and oversee cotton plants in areas that are at risk of pests	Any land in more than one of the counties of Imperial, Los Angeles, Orange, Riverside, San Bernardino, San Diego, and Ventura with the consent of the Board of Supervisors of the counties affected	1	Appointed by the Board of Supervisors to fixed 4 year terms	5 Directors <sup>5</sup>
<b>County Sanitation Districts</b>  <b>Health and Safety Code §4700 et seq.</b>	Maintain and operate sewage systems and sewage disposal or treatment plants	Any unincorporated or incorporated territory or both; the incorporated territory included in the district may include the whole or part of one or more cities with the permission of that city	37	Elected by resident voters to 4-year terms or may choose to have a mixed board <sup>6</sup>	At least 3 Directors

Special District Type	Powers and Functions	Formation	Independent Special Districts	Election Information	Number of Board Members
<b>County Water Districts</b>  <b>Water Code §30000 et seq.</b>	Develop regulations for the distribution and consumption of water; sell water; collect and dispose sewage, garbage, waste, trash and storm water; store water for future needs; may generate hydroelectric power; and provide fire protection under specified conditions	Any county or two or more contiguous counties or of a portion of such county or counties, whether the portion includes unincorporated territory or not	169	Elected by resident voters to 4-year terms <sup>4</sup>	At least 5 Directors (may be increased to 7, 9, or 11)
<b>Fire Protection Districts</b>  <b>Health and Safety Code §13800 et seq.</b>	Provide fire protection and other emergency services	Any territory, whether incorporated or unincorporated, whether contiguous or noncontiguous, may be included	346	Elected by resident voters to 4-year terms or appointed by the Board of Supervisors (and City Council where applicable) to fixed 4 year terms <sup>7</sup>	May be 3, 5, 7, 9 or 11 Directors (not to exceed 11)
<b>Harbor Districts</b>  <b>Harbors and Navigation Code §6000 et seq.</b>	Manage any bay, harbor, inlet, river, channel, etc. in which tides are affected by the Pacific Ocean	Any portion or whole part of a county, city, or cities, the exterior boundary of which includes a harbor	7	Elected by resident voters to 4-year terms	5 Commissioners
<b>Health Care/Hospital Districts</b>  <b>Health and Safety Code §32000 et seq.</b>	Establish, maintain, and operate, or provide assistance in the operation of, one or more health facilities or health services, including, but not limited to: outpatient programs, services, and facilities; retirement programs, services, and facilities; chemical dependency programs and facilities	Any incorporated or unincorporated territory, or both, or territory in any one or more counties; the territory comprising this district need not be contiguous but the territory of a municipal corporation shall not be divided	79	Elected by resident voters to 4-year terms	5 Directors
<b>Irrigation Districts</b>  <b>Water Code §20500 et seq.</b>	Sell and lease water; operate sewage collection and disposal system; deliver water for fire protection; dispose and salvage sewage water; protect against damage from flood or overflow; provide drainage made necessary by the irrigation provided; maintain recreational facilities in connection with any dams, reservoirs, etc.; and operate and sell electrical power	Any land capable of irrigation; includes land used for residential or business purposes capable of receiving water for domestic or agriculture purposes; need not be contiguous	92	Elected by resident voters to 4-year terms <sup>8</sup>	3 or 5 Directors
<b>Levee Districts</b>  <b>Water Code §70000 et seq.</b>	Protect the district's land from overflow by constructing and maintaining the necessary infrastructure	Any county or counties or any portion thereof of an unincorporated territory or incorporated territory in need of protection of the lands of the district from overflow and for the purpose of conserving or adding water to the sloughs and drains	13	Elected by landowner voters to 4-year terms	3 Directors

Special District Type	Powers and Functions	Formation	Independent Special Districts	Election Information	Number of Board Members
<b>Library Districts</b>  <b>Education Code §19400 et seq.</b>	Equip and maintain a public library in order to promote knowledge in a variety of areas	Any incorporated or unincorporated territory, or both, in any one or more counties, so long as the territory of the district consists of contiguous parcels and the territory of no city is divided	13	Appointed by the Board of Supervisors to fixed 4-year terms	3 or 5 Trustees
<b>Memorial Districts</b>  <b>Military and Veterans Code §1170 et seq.</b>	Operate and maintain memorial halls, meeting places, etc. for veterans	Any incorporated territory of the county together with any contiguous unincorporated territory thereof; or may be formed entirely of contiguous incorporated territory; or entirely of contiguous unincorporated territory	27	Elected by resident voters to 4-year terms	5 Directors <sup>9</sup>
<b>Mosquito Abatement and Vector Control Districts</b>  <b>Health and Safety Code §2000 et seq.</b>	Conduct effective programs for the surveillance, prevention, abatement and control of mosquitos and other vectors	Any territory, whether incorporated or unincorporated, whether contiguous or noncontiguous and districts may not overlap	47	Appointed by the Board of Supervisors or the City Council to fixed 2-4 year terms <sup>10</sup>	At least 5 Trustees
<b>Municipal Utility Districts</b>  <b>Public Utilities Code §11501 et seq.</b>	Manage and supply light, water, power, heat, transportation, telephone service, or other means of communication, or means for the collection, treatment, or disposition of garbage, sewage or refuse matter	Any public agency together with unincorporated territory, or two or more public agencies, with or without unincorporated territory; public agencies and unincorporated territory included within a district may be in the same or separate counties and need not be contiguous; no public agency shall be divided in the formation of a district	5	Elected by resident voters to 2-4-year terms <sup>11</sup>	5 Directors
<b>Municipal Water Districts</b>  <b>Water Code §71000 et seq.</b>	Develop and sell water; promote water use efficiency; operate public recreational facilities; provide fire protection; collect and dispose trash, garbage, sewage, storm water and waste; and generate, sell and deliver hydroelectric power	Any county or counties, or of any portions thereof, whether such portions include unincorporated territory only or incorporated territory of any city or cities; cities and unincorporated territory does not need to be contiguous	37	Elected by resident voters to 4-year terms	5 Directors
<b>Police Protection Districts</b>  <b>Health and Safety Code §20000 et seq.</b>	Provide police service to a community	May be formed in unincorporated towns	3	Elected by resident voters to 2-4-year terms	3 Commissioners
<b>Port Districts</b>  <b>Harbors and Navigation Code §6200 et seq.</b>	Maintain and secure the ports	Shall include one municipal corporation and any contiguous unincorporated territory in any one county, but a municipal corporation shall not be divided	5	Appointed by the Board of Supervisors and City Council to fixed 4-year terms, and approved by resident voters	5 Commissioners

Special District Type	Powers and Functions	Formation	Independent Special Districts	Election Information	Number of Board Members
<b>Public Cemetery Districts</b>  <b>Health and Safety Code §9000 et seq.</b>	Maintain public cemeteries in communities as necessary	Any territory, whether incorporated or unincorporated, whether contiguous or noncontiguous; districts may not overlap	248	Appointed by the Board of Supervisors to fixed 4-year terms	3 or 5 Trustees
<b>Public Utility Districts</b>  <b>Public Utilities Code §15501 et seq.</b>	Maintain the infrastructure to provide electricity, natural gas, water, power, heat, transportation, telephone service, or other means of communication, or the disposition of garbage, sewage, or refuse matter	May be incorporated and managed in unincorporated territory	54	Elected by resident voters to 2-4 Year terms <sup>12</sup>	At least 3 Directors
<b>Reclamation Districts</b>  <b>Water Code §50000 et seq.</b>	Reclaim and maintain land that is at risk of flooding for a variety of purposes	Any land within any city in which land is subject to overflow or incursions from the tide or inland waters of the state	150	Elected by landowner voters to 4 year terms	3, 5 or 7 Trustees
<b>Recreation and Park Districts</b>  <b>Public Resources Code §5780 et seq.</b>	Organize and promote programs of community recreation, parks and open space, parking, transportation and other related services that improve the community's quality of life	Any territory, whether incorporated or unincorporated, whether contiguous or noncontiguous	95	Elected by resident voters to 4 year terms or appointed by the Board of Supervisors to fixed 4 year terms	5 Directors
<b>Resource Conservation Districts</b>  <b>Public Resources Code §9151 et seq.</b>	Manage a diversity of resource conservation projects, including soil and water conservation projects, wildlife habitat enhancement and restoration, control of exotic plant species, watershed restoration, conservation planning, education, and many others	Any land shall be those generally of value for agricultural purposes, but other lands may be included in a district if necessary to conserve resources	99	Elected by resident voters to 4 year terms	5, 7, or 9 Directors
<b>Sanitary Districts</b>  <b>Health and Safety Code §6400 et seq.</b>	Maintain and operate garbage dumpsites, garbage collection and disposal systems, sewers, storm water drains and storm water collection, recycling and distribution systems	Any county, or in two or more counties within the same natural watershed area	66	Elected by resident voters to 4 year terms	5 Directors
<b>Transit Districts</b>  <b>Public Utilities Code §24501 et seq.</b>	Construct and operate rail lines, bus lines, stations, platforms, terminals and any other facilities necessary or convenient for transit service	Any city together with unincorporated territory, or two or more cities, with or without unincorporated territory may organize and incorporate as a transit district; cities and unincorporated territory included within a district may be in the same or separate counties and need not be contiguous; no city shall be divided in the formation of a district	17	Elected by resident voters to 2- 4-year terms <sup>13</sup>	7 Directors

Special District Type	Powers and Functions	Formation	Independent Special Districts	Election Information	Number of Board Members
<b>Water Conservation Districts</b>  <b>Water Code §74000 et seq.</b>	Maintain, survey, and research water supplies	Unincorporated territory or partly within unincorporated and partly within incorporated territory, and may be within one or more counties that need water conservation services; territory does not need to be contiguous	13	Elected by resident voters to 4-year terms	3, 5 or 7 Directors
<b>Water Replenishment Districts</b>  <b>Water Code §60000 et seq.</b>	Replenish the water and protect and preserve the groundwater supplies	Any land entirely within unincorporated territory, or partly within unincorporated territory and partly within incorporated territory, and within one or more counties in this state	2	Elected by resident voters to 4-year terms	5 Directors



**SPECIAL DISTRICT PRINCIPAL ACTS ENDNOTES**

1. *Can be changed to resident voter by the Board of Supervisors through a resolution and a petition (See Water Code §35040)*
2. *Board member must be a holder or legal representative of title to land within the district or designated by a holder of title of land (See Water Code §34700)*
3. *Must be an owner of land devoted to the growing of the product for which the district is established (See Food and Agriculture Code §8502)*
4. *May be elected: At large, by divisions, or from divisions*
5. *Food and Agriculture Code §6060: "No person shall, at any time, be eligible to hold the office of director of any district unless he or she is a resident of the state, and a cotton grower, either individually or as a joint tenant of, or is a member of a partnership which owns, or is an officer of, a corporation which grows cotton within the district"*
6. *For specifics on the county sanitation district mixed board, please see Health and Safety Code §4730-4730.1*
7. *Dependent upon existence of cities within the district*
8. *Water Code §21552: "The number of divisions may be changed to three or five or the method of electing directors may be changed to election by the district at large or by divisions, or both changes may be made simultaneously"*
9. *Military and Veterans Code §1170: "A majority of the seats on the board shall be designated for veterans, as defined in Section 940. Any board seat that is so designated, but is not currently filled by a qualifying individual, shall be filled by a qualified individual at the next election at which that seat is to be filled"*
10. *Health and Safety Code §2024 (a): "..., the term of office for a member of the board of trustees shall be for a term of two or four years, at the discretion of the appointing authority"*
11. *Elected at large from nominees that represent each of the five wards within the district (See Public Utilities Code §11641-11656)*
12. *Elected at large and from territorial units in unincorporated areas situated within the county (See Public Utilities Code §15951-15976)*
13. *Elected at large from nominees that represent each of the five wards within the district and two are elected at large (See Public Utilities Code §24801)*

# Special District Special Acts

Special District Special Acts are statutes that address the specific needs of a community and establish a specific special district to address those needs. These districts (rather than district types) are uniquely created by the Legislature. Below is a list of special acts:

## AIR POLLUTION CONTROL

Bay Area Air Quality Management District.....	Health and Safety 40200 et seq.
South Coast Air Quality Management District .....	Health and Safety 40410 et seq.
San Joaquin Valley Air Quality Management District.....	Health and Safety 40600 et seq.
Sacramento Metropolitan Air Quality Management District. ....	Health and Safety 40950 et seq.
Mojave Desert Air Quality Management District .....	Health and Safety 41200 et seq.
Antelope Valley Air Quality Management District.....	Health and Safety 41300 et seq.

## AIRPORT

Monterey Peninsula Airport District Act.....	**
San Diego County Regional Airport Authority .....	Public Utilities 170000 et seq.

## DRAINAGE

Knights Landing Ridge Drainage District Law.....	Water* 21-1 (Year 1913) Chapter 99
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## FLOOD CONTROL AND WATER CONSERVATION

San Diego County Flood Control District Act .....	Water* 50-1 (Year 1966) Chapter 55
Flood Control and Flood Water Conservation District Act.....	Water* 38-1 (Year 1931) Chapter 641
Alameda County Flood Control & Water Conservation District Act .....	Water* 55-1 (Year 1949) Chapter 1275
American River Flood Control District Act.....	Water* 37-1 (Year 1927) Chapter 808
Contra Costa County Flood Control & Water Conservation District Act .....	Water* 63-1 (Year 1951) Chapter 1617
Del Norte County Flood Control District Act.....	Water* 72-1 (Year 1955) Chapter 166
Fresno Metropolitan Flood Control Act.....	Water* 73-1 (Year 1955) Chapter 503
Humboldt County Flood Control District Act.....	Water* 47-1 (Year 1945) Chapter 939
Lake County Flood Control and Water Conservation District Act .....	Water* 62-1 (Year 1951) Chapter 1544
Lassen-Modoc Cnty Flood Control & Water Conservation District Act.....	Water* 92-1 (Year 1959) Chapter 2127
Los Angeles County Flood Control Act. ....	Water* 28-1 (Year 1915) Chapter 755
Marin County Flood Control and Water Conservation District Act.....	Water* 68-1 (Year 1953) Chapter 666
Mendocino County Flood Control & Water Conservation District Act.....	Water* 54-1 (Year 1949) Chapter 995
Monterey County Flood Control and Water Conservation District Act .....	Water* 52-1 (Year 1947) Chapter 699
Napa County Flood Control and Conservation District Act.....	Water* 61-1 (Year 1951) Chapter 1449
Orange County Flood Control Act .....	Water* 36-1 (Year 1927) Chapter 723
Plumas County Flood Control and Waste Conservation District Act.....	Water* 88-1 (Year 1959) Chapter 2114
Riverside County Flood Control and Water Conservation District Act.....	Water* 48-1 (Year 1945) Chapter 1122
San Benito County Conservation and Flood Control District Act .....	Water* 70-1 (Year 1953) Chapter 1598
San Bernardino County Flood Control Act .....	Water* 43-1 (Year 1939) Chapter 73

SPECIAL DISTRICT SPECIAL ACTS CONTINUED

San Joaquin County Flood Control & Water Conservation District Act .....	Water* 79-1 (Year 1956) Chapter 46
San Luis Obispo Cnty Flood Control & Water Conservation District Act.....	Water* 49-1 (Year 1945) Chapter 1294
San Mateo County Flood Control District Act .....	Water* 87-1 (Year 1959) Chapter 2108
Santa Barbara Cnty Flood Control & Water Conservation District Act.....	Water* 74-1 (Year 1955) Chapter 1057
Santa Cruz County Flood Control and Water Conservation District Act .....	Water* 77-1 (Year 1955) Chapter 1489
Sierra County Flood Control and Water Conservation District Act.....	Water* 99-1 (Year 1959) Chapter 2123
Siskiyou County Flood Control and Water Conservation District Act .....	Water* 89-1 (Year 1959) Chapter 2121
Solano County Flood Control and Water Conservation District Act .....	Water* 64-1 (Year 1951) Chapter 1656
Stanislaus County Flood Control and Enabling Act .....	Water* 120-1 (Year 1981) Chapter 421
Tehama County Flood Control and Water Conservation District Act .....	Water* 82-1 (Year 1957) Chapter 1280
Ventura County Flood Control Act .....	Water* 46-1 (Year 1944) Chapter 44
Yolo County Flood Control and Water Conservation District Act.....	Water* 65-1 (Year 1951) Chapter 1657
Tulare County Flood Control and Water Conservation District Act .....	Water* 111-1 (Year 1969) Chapter 1149
Madera County Flood Control and Water Conservation District Act.....	Water* 110-100 (Year 1983) Chapter 916
Colusa County Flood Control and Water Conservation Act.....	Water* 123-1 (Year 1984) Chapter 926
Sutter County Flood Control and Water Conservation District Act.....	Water* 125-1 (Year 1984) Chapter 688
Placer County Flood Control and Water Conservation District Act.....	Water* 126-1 (Year 1984) Chapter 689
Bay Area Water Supply and Conservation Agency .....	Water 81300 et seq.
Napa County Flood Protection and Watershed Authority .....	Revenue and Taxation 7285.5 et seq.

HARBOR AND PORT

San Diego Unified Port District Act .....	** (Year 1970) Chapter 1283
Humboldt Bay Harbor Recreation and Conservation District Act.....	**

LOCAL HEALTH DISTRICTS

Monterey County Special Health Care Authority Act.....	Health and Safety 1170 et seq.
Santa Barbara County Health Care Authority Act .....	Health and Safety 1175 et seq.
Coast Life Support District Act.....	General Law (Year 1986) Chapter 375

MUNICIPAL IMPROVEMENT

Montalvo Municipal Improvement District Act .....	** (Year 1955) Chapter 549
Guadalupe Valley Municipal Improvement District Act.....	** (Year 1959) Chapter 2037
Bethel Island Municipal Improvement District Act .....	** (Year 1960) Chapter 22
Embarcadero Municipal Improvement District Act.....	** (Year 1960) Chapter 81
Estero Municipal Improvement District Act.....	** (Year 1960) Chapter 82

LEVEE

Levee District Number One of Sutter County.....	Water* 1-1 (Year 1873) Chapter 349
City of Marysville Levee District.....	Water* (Year 1875) Chapter 134
Protection District Act of 1880 .....	Water* 4-1 (Year 1880) Chapter 63
Sacramento River West Side Levee District.....	Water* 26-1 (Year 1915) Chapter 361
Lower San Joaquin Levee District Act.....	Water* 75-1 (Year 1955) Chapter 1075
Brannan-Andrus Levee Maintenance District Act.....	Water* 106-1 (Year 1967) Chapter 910

LIBRARY

Union High School District Public Libraries.....	Education 18301 et seq.
NAPA County Winegrape Pest And Disease Control District Law .....	Food and Agriculture 6292 et seq.

SPECIAL DISTRICT SPECIAL ACTS CONTINUED

RECLAMATION

Reclamation District No. 10..... Water\* 24-1 (Year 1913) Chapter 194  
 Reclamation District No. 70 ..... Water\* 10-1 (Year 1905) Chapter 552  
 Reclamation District No. 317 ..... Water\* 3-1 (Year 1877) Chapter 379  
 Reclamation District No. 800 ..... Water\* 12-1 (Year 1907) Chapter 213  
 Reclamation District No. 830 ..... Water\* 15-1 (Year 1911) Chapter 171  
 Reclamation District No. 833 ..... Water\* 17-1 (Year 1911) Chapter 403  
 Reclamation District No. 900 ..... Water\* 14-1 (Year 1911) Chapter 100  
 Reclamation District No. 999 ..... Water\* 23-1 (Year 1913) Chapter 161  
 Reclamation District No. 1000 ..... Water\* 19-1 (Year 1911) Chapter 412  
 Reclamation District No. 1001 ..... Water\* 18-1 (Year 1911) Chapter 411  
 Reclamation District No. 1500 ..... Water\* 22-1 (Year 1913) Chapter 100  
 Reclamation District No. 1600 ..... Water\* 25-1 (Year 1913) Chapter 195  
 Reclamation District No. 1660 ..... Water\* 27-1 (Year 1915) Chapter 591  
 Reclamation District No. 2031 ..... Water\* 30-1 (Year 1919) Chapter 338  
 Union Island Reclamation District No. 1 and 2 ..... Water\* 7-1 (Year 1903) Chapter 36

RECREATION AND PARK

Lake Cuyamaca Recreation and Park District Act ..... \*\* (Year1961) Chapter 1654  
 Mount San Jacinto Winter Park Authority Act..... \*\* (Year1945) Chapter 1040

SANITATION AND FLOOD CONTROL DISTRICT ACT

Vallejo Sanitation and Flood Control District Act of 1952 ..... Water\* 67-1 (Year1 952) Chapter 17  
 Tahoe-Truckee Sanitation Agency District Act of 1971 ..... \*\* (Year 1971) Chapter 1560

SEWER AND SEWER MAINTENANCE

Fairfield-Suisun Sewer District Act ..... \*\* (Year 1951) Chapter 303

RESOURCE CONSERVATION DISTRICTS

Tahoe Resource Conservation District Act..... Public Resources 9951 et seq.

STORM WATER DRAINAGE AND MAINTENANCE

Contra Costa County Storm Drainage District Act..... Water\* 69-1 (Year 1953) Chapter1532

TRANSIT

San Francisco Bay Area Rapid Transit District Act..... Public Utilities 28500 et seq.  
 Stockton Metropolitan Transit District Law ..... Public Utilities 50000 et seq.  
 Southern California Rapid Transit District Law ..... Public Utilities 30000 et seq.  
 Marin County Transit District Act of 1984 ..... Public Utilities 70000 et seq.  
 Santa Barbara Metropolitan Transit District Act of 1965..... Public Utilities 95000 et seq.  
 Santa Cruz Metropolitan Transit District Act of 1967 ..... Public Utilities 98000 et seq.  
 Santa Clara County Transit District Act ..... Public Utilities 100000 et seq.  
 Golden Empire Transit District Act ..... Public Utilities 101000 et seq.  
 Sacramento Regional Transit District Act ..... Public Utilities 102000 et seq.  
 San Mateo County Transit ..... Public Utilities 103000 et seq.  
 North San Diego County Transit Development Board..... Public Utilities 125000 et seq.  
 North Coast Railroad Authority Act ..... Public Utilities 93000 et seq.

PUBLIC UTILITY

Olivehurst Public Utility District Act..... Water\* 56-1 (Year 1950) Chapter 12  
 Donner Summit Public Utility District Act..... Water\* 58-1 (Year 1950) Chapter 15  
 Metropolitan Water District..... Water\* 109-1 (Year 1969) Chapter 209

SPECIAL DISTRICT SPECIAL ACTS CONTINUED

WATER AGENCY OR AUTHORITY

Alpine County Water Agency Act .....	Water* 102-1 (Year 1961) Chapter 1896
Amador County Water Agency Act .....	Water* 95-1 (Year 1959) Chapter 2146
Antelope Valley-East Kern Water Agency Law.....	Water* 95-50 (Year 1959) Chapter 2146
Contra Costa County Water Agency Act.....	Water* 80-1 (Year 1957) Chapter 518
Desert Water Agency Law .....	Water* 100-1 (Year 1961) Chapter 1069
El Dorado County Water Agency Act.....	Water* 96-1 (Year 1959) Chapter 2139
Kern County Water Agency Act .....	Water* 99-1 (Year 1961) Chapter 1003
Mariposa County Water Agency Act.....	Water* 85-1 (Year 1959) Chapter 2036
Mojave Water Agency Act.....	Water* 97-1 (Year 1959) Chapter 2146
Nevada County Water Agency Act.....	Water* 90-1 (Year 1959) Chapter 2122
Orange County Water District Act .....	Water* 40-1 (Year 1933) Chapter 924
Placer County Water Agency Act.....	Water* 81-1 (Year 1957) Chapter 1234
Sacramento County Water Agency Act.....	Water* 66-1 (Year 1952) Chapter 10
San Geronio Pass Water Agency Act.....	Water* 101-1 (Year 1961) Chapter 1435
Santa Barbara County Water Agency Act.....	Water* 51-1 (Year 1945) Chapter 1501
Shasta County Water Agency Act .....	Water* 83-1 (Year 1957) Chapter 1512
Sutter County Water Agency Act.....	Water* 86-1 (Year 1959) Chapter 2088
Yuba County Water Agency Act.....	Water* 84-1 (Year 1959) Chapter 788
County Water Authority Act .....	Water* 45-1 (Year 1943) Chapter 545
Monterey Peninsula Water Management Act.....	Water* 118-1 (Year 1977) Chapter 527
Yuba-Bear River Basin Authority Act.....	Water* 93-1 (Year 1959) Chapter 2131
Crestline-Lake Arrowhead Water Agency Act.....	Water* 104-1 (Year 1962) Chapter 40
Castaic Lake Water Agency Law.....	Water* 9099B (Year 1962) Chapter 28
Bighorn Mountain Water Agency Act.....	Water* 9099D (Year 1969) Chapter 1175
Sonoma County Water Agency Act.....	Water* 7757 (Year 1949) Chapter 994
Santa Clara Valley Water District .....	Water* 7335 (Year 1973) Chapter 56
North Delta Water Agency Act.....	Water* 115-1 (Year 1973) Chapter 283
South Delta Water Agency Act.....	Water* 116-1 (Year 1973) Chapter 1089
Central Delta Water Agency Act .....	Water* 115-1 (Year 1973) Chapter 1133
Tuolumne County Water Agency Act.....	Water* 113-1 (Year 1969) Chapter 1236
Pajaro Valley Water Management Agency Act .....	Water* 124-1 (Year 1984) Chapter 257
Ojai Basin Groundwater Management Agency Act .....	Water* 131-101 (Year 1991) Chapter 750

WATER CONSERVATION

Kings River Conservation District Act .....	Water* 59-1 (Year 1951) Chapter 931
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TOLL TUNNEL AUTHORITY

El Dorado County Toll Tunnel Authority Act .....	Streets and Highways 31100 et seq.
Los Angeles County Toll Tunnel Authority Act .....	Streets and Highways 31100 et seq.

\* Uncodified acts referenced are in the Water Code of West's Annotated California Codes.  
\*\* Uncodified acts referenced in the statutes of California.



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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,



Dominick Casey  
City Manager



# PCCP w/ Curry Creek Community Plan and Regional University

Development Services

