



Prepared For
Placer Local Agency
Formation Commission

City of Rocklin

Municipal Services Review &
Sphere of Influence Study

Final
April 9, 2025

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Municipal Service Review & Sphere of Influence Study

City of Rocklin



April 9, 2025

Prepared for:



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Acronyms and Abbreviations

AB	Assembly Bill
ACF	Advanced Clean Fleets
ACFRs	Annual Comprehensive Financial Reports
ACO	Animal Control Officer
ACS	American Community Survey
ADA	Americans with Disabilities Act
ALS	Advanced Life Support
AMR	American Medical Response
APR	Annual Progress Report
ARPA	American Rescue Plan Act of 2021
BMPs	Best Management Practices
BRSP	Bickford Ranch Specific Plan
BSCC	Board of State and Community Corrections
CALEA	Commission on Accreditation of Law Enforcement Agencies
CAL FIRE	California Department of Forestry and Fire Protection
CalOES	Governor's Office of Emergency Services
CalPERS	California Public Employees Retirement System
CARES Act	Coronavirus Aid, Relief, and Economic Security Act of 2020
CASP	Certified Access Specialist
CASQA	California Stormwater Quality Association
CDBG	Community Development Block Grant
CDC	California Department of Conservation
CEQA	California Environmental Quality Act
CFD	Community Facilities District
CHP	California Highway Patrol

CINT	Crisis Incident Negotiations Team
CIP	Capital Improvement Plan
CIWQS	California Integrated Water Quality System Project
CKH Act	Cortese-Knox-Hertzberg Reorganization Act of 2000
COVID-19	Coronavirus Pandemic
CSO	Community Service Officer
CUPCAA	California Uniform Public Construction Cost Accounting Act
DIFs	Development Impact Fees
DOF	Department of Finance
DAC	Disadvantaged Community
DUC	Disadvantaged Unincorporated Community
DUI	Driving Under the Influence
DWR	California Department of Water Resources
EAs	Effectiveness Assessments
EIR	Environmental Impact Report
EOD	Explosive Ordinance Disposal
EMS	Emergency Medical Services
FMMP	California Farmland Mapping and Monitoring Program
FPPC	Fair Political Practices Commission
FTE	Full-time Equivalent
FTO	Field Training Officer
FY	Fiscal Year
GAAP	Generally Accepted Accounting Principles
GASB	Government Accounting Standards Board
GC	Government Code
GCC	Government Compensation in California
GIS	Geographic Information System

HCD	Department of Housing and Community Development
HIDTA/TRIDENT	High Intensity Drug Trafficking Areas/Tri-County Drug Enforcement Team
HOT	Homeless Outreach Team
HUD	Federal Department of Housing and Urban Development
ICAC	Internet Crimes Against Children
IS	Initial Study
ISO	Insurance Services Office
IT	Information Technology
JPA	Joint Powers Authority
JUA	Joint Use Agreement
K9	Canine Police Units
LAFCO	Local Agency Formation Commission
LLD	Landscape and Lighting District
LOS	Level of Service
MEP	Maximum Extent Practicable
MHI	Median Household Income
MND	Mitigated Negative Declaration
MOU	Memorandum of Understanding
MSR	Municipal Service Review
MS4s	Small Municipal Separate Storm Sewer Systems
MTP	Metropolitan Transportation Plan
NCCSIF	Northern California Cities Self Insurance Fund
NEVs	Neighborhood Electric Vehicles
NGOs	Non-Government Organizations
NIBRS/CIBRS	National (California) Incident Based Reporting System
NPDES	National Pollutant Discharge Elimination System
NRPA	National Recreation and Park Association

OPEB	Other Post Employment Benefit
OPR	Governor’s Office of Planning and Research
PAL	Prime Agricultural Land
PEAIP	Program Effectiveness Assessment and Improvement Plan
PEMHCA	Public Employees’ Medical and Hospital Care Act
PCAPCD	Placer County Air Pollution Control District
PCFCWCD	Placer County Flood Control and Water Conservation District
PCJDF	Placer County Juvenile Detention Facility
PCT	Placer County Transit
PCTPA	Placer County Transportation Planning Agency
PCWA	Placer County Water Agency
PG&E	Pacific Gas & Electric Company
POC	Pollutants of Concern
POST	Peace Officer Standards and Training
PSAP	Public Safety Answering Point
PSU	Professional Standards Unit
RAP	Recology Auburn Placer
RATTF	Regional Auto Theft Task Force
RFI	Request for Information
RMP	Regional Monitoring Program
ROW	Rights-of-way
RPD	Rocklin Police Department
RPOP	Reserve Police Officer Program
RTP	Regional Transportation Plan
RUSD	Rocklin Unified School District
SACOG	Sacramento Agency Council of Governments
SB	Senate Bill

SCS	Sustainable Communities Strategy
SIU	Special Investigations Unit
SMARTS	Water Boards Stormwater Multiple Applications & Report Tracking System
SOI	Sphere of Influence
SPMUD	South Placer Municipal Utility District
SR	State Route
STEAM	Science, Technology, Engineering, Art, and Math
SWAT	Special Weapons and Tactics
SWMP	Stormwater Management Plan
SWRCB	California State Water Resources Control Board
TGI	The Gathering Inn
THF	Temporary Holding Facility
TRIDENT	Tri-County Drug Enforcement Team
UAL	Unfunded Accrued Liability
UAS	Unmanned Aircraft Systems
UCR	Uniform Crime Reporting
UPRR	Union Pacific Railroad
VMT	Vehicle Miles Traveled
WPWMA	Western Placer Waste Management Authority

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Chapter 1. Executive Summary

This Municipal Service Review (MRS) and Sphere of Influence Study (SOI) (or MSR/SOI Study) examines how services are administered by the City of Rocklin. The City of Rocklin (Rocklin) provides municipal services including law enforcement; fire protection and emergency medical services; parks and recreation; and stormwater, drainage, and road maintenance. Placer County Water Agency (PCWA) provides water supply to Rocklin, South Placer Municipal Utility District (SPMUD) provides wastewater service, and Recology Auburn Placer (RAP) provides solid waste collection. As these are independent agencies, these services will not be covered as part of this service review. Fire protection and emergency medical services will also not be covered as part of this service review, apart from a brief overview, as this service is the subject of LAFCO Project No. 2022-03: Municipal Service Review Study and Sphere of Influence Update of Fire Agencies in Western Placer County. Therefore, this MSR/SOI Study will focus solely on law enforcement; parks and recreation; and stormwater, drainage, and road maintenance services. This MSR/SOI Study discusses municipal service delivery and efficiency, including an analysis and a written statement of conclusions, known as determinations, for each of the following factors:

- Accountability for government service needs;
- Growth and population projections for the City service area;
- Disadvantaged unincorporated communities;
- Present and planned capacity of public facilities and adequacy of public services;
- Financial ability for the City to provide services; and
- Opportunities for shared facilities and cost savings.

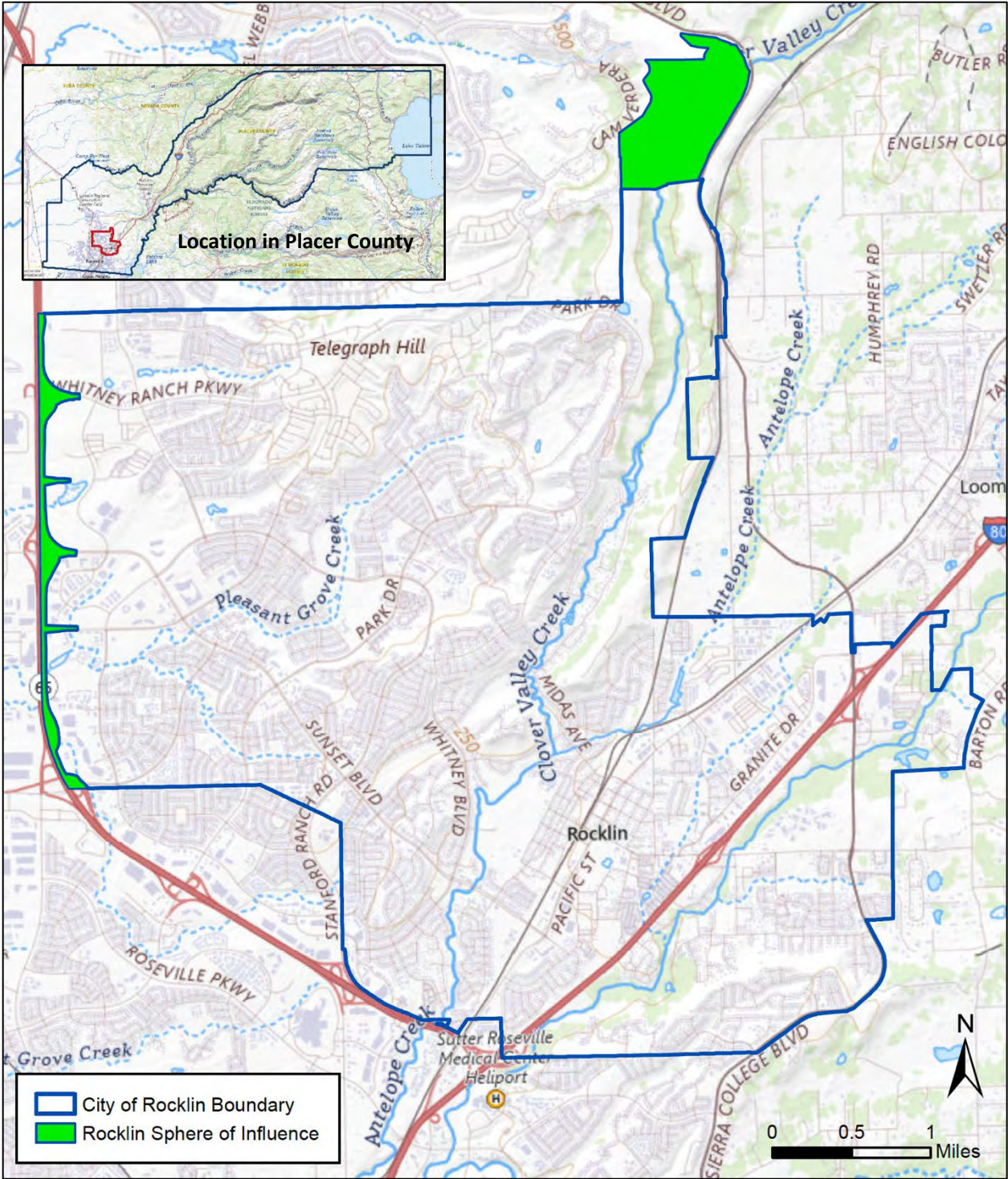
The key facts that support each determination are discussed within Chapters 4 – 9, with the determinations listed in one location in Chapter 10. The determinations are provided in the form of metrics rated on a scale of Above Average, Average, and Below Average when compared to nearby agencies and agencies of a similar size. Some determinations are statements of fact and are not rated. The areas of description and analysis contain the essential operational and management aspects for the City of Rocklin and constitute a review of the City's ability to provide adequate services to meet the municipal service needs of residents and visitors to the City. The City of Rocklin operates as a City Council-City Manager form of municipal government. The Placer Local Agency Formation Commission (LAFCO) determines the city limits and SOI for the City. The MSR chapters and determinations provide a "snapshot" of existing services and conditions for the City at the time this report was created.

This chapter summarizes the formation, boundary, government structure, population and land use, disadvantaged communities, finances, and the provision of municipal services provided by the City of Rocklin (City) as part of the Municipal Service Review (MSR) determinations and Sphere of Influence (SOI) determinations.

1.3 Summary of the City

This MSR/SOI Study considers the provision of municipal services for the City of Rocklin. Figure 1-1 on the next page presents a map showing the City boundary and SOI as well as the location of the City within Placer County. The City of Rocklin has not been the subject of a Municipal Service Review by Placer LAFCO. This report represents the first MSR/SOI analysis of the City by Placer LAFCO.

Figure 1-1: City of Rocklin Boundary and Sphere of Influence



1.3.1 Profile of the City of Rocklin

City of Rocklin		
Type of Agency	General Law Incorporated City	
Principal Act	General Law City under the California Constitution	
Date of Formation	February 24, 1893	
Functions/Services	General government, land use planning and building services, parks and recreation, fire protection and emergency services, law enforcement, stormwater drainage, and road maintenance.	
Main Office Address	3970 Rocklin Road, Rocklin CA 95677	
Mailing Address	Same	
Phone No.	(916) 625-5000	
Website	https://www.rocklin.ca.us/	
City Manager	Aly Zimmermann	Email: alyz@rocklin.ca.us
Assist. City Manager	Sherri Conway	Email: sherri.conway@rocklin.ca.us
Meeting Schedule	Regular City Council meetings are on the second and fourth Tuesday of each month at 6:00pm	
Meeting Location	Council Chambers, 3970 Rocklin Rd., Rocklin	
Area Served	21 sq. miles	
Population	71,179	
Staff	270 full-time equivalent staff for FY 2023/2024	
Gross Revenue	\$115 million for FY 2023/2024	
Principal LAFCO	Placer LAFCO	
Other LAFCO	None	

1.4 Summary of MSR Determinations

Chapters 4 through 9 provide more detailed information on the municipal services provided by the City of Rocklin and analyzed as part of this MSR/SOI Study, including information relevant to the MSR determinations. The full MSR determinations can be found in Chapter 10. For purposes of this Executive Summary, a short summary of each determination topic is provided below. If there is a recommendation related to a determination, it is listed at the end of each section for ease of reference.

1.4.1 Government Structure and Accountability

In an MSR, LAFCO is required to make a determination about a city's government structure and accountability. The City of Rocklin prides itself on being an accessible government body with a high standard of ethics. Adequate public notice in relation to City Council meetings is provided to the public

and City Council complies with the Brown Act, the Political Reform Act, and other similar laws. The City also provides transparency through an online presence, offering ease of accessibility to information and services to the public and customers as described in Chapter 4, Governance and Accountability. The City has a robust community outreach program and solicits feedback from residents on future planning and public design opportunities. Residents are kept up to date on City news via its website, and all website visitors are invited to subscribe to City newsletters for additional information. The City demonstrated accountability and transparency in its disclosure of information and cooperation with Placer LAFCO. The City cooperated with LAFCO's request for information and participated in an interview with the MSR/SOI consultants. The City has been involved in several claims or lawsuits each year over the last three years; however, the number of lawsuits experienced by the City is in the normal range for a City of this size. For the year 2023, the City had a turnover rate of 12.5 percent for employees in various City Departments, including several vacancies in leadership positions. This turnover rate is the same as the County for 2023. The City follows best practices for personnel training and certificates and has several Administrative Policies that ensure adequate safety and security for all City staff. Recommendations for determinations in this section are listed below:

Recommendation (1): It is recommended that the City provide results for City Council meeting minutes and agendas in its search browser. It is recommended that all information for FPCC forms be placed in one location such as the eRetrieval system and that the City add ethics training certificates and information on compliance with Gov. Code 53237 et. seq to the website for greater transparency.

Recommendation (2): For transparency purposes, it is recommended that the City consider adding specific line items to its annual budgets or an annual report related to litigation (amounts paid to claims, court awards, excess staff time, etc.).

1.4.2 *Growth and Population*

The City includes an area of approximately 19.8 square miles with an estimated population of 71,179 in 2023. Population growth for the City has accelerated since the 1980s and continues through the present day. Throughout its development, the City has placed high importance on the preservation of open space. Some open space areas have been designated to retain unique natural features and characteristics, while others have been established to preclude development in areas with significant physical constraints. The City's current General Plan extends the population planning horizon to 2035 and analyzes three different growth scenarios that anticipate a four to eight percent growth rate every five years from 2020 to 2035. The City's mid-growth scenario, as part of the General Plan, assumes an increase in population of five to seven percent every five years. However, the 5-year incremental increases from 2010 to 2020 ranged from 6.2 percent to 15.1 percent, significantly higher than anticipated. Based on the population in 2020 of 71,290 persons and in 2023 of 71,179, the City is generally following the mid-growth scenario. Under construction, approved, and proposed projects listed on the City's website (3,787 total new housing units) suggest that Rocklin will exceed its projected population buildout by approximately 5,874 people within the next five years or so. This time frame is, of course, dependent on several factors including the housing market and construction timelines. The City contains sufficient land area to accommodate projected growth in line with the City's mid-growth scenario. The City's General Plan was adopted in 2012 and is now 12 years old. The City General Plan is nearing the end of its useful life as buildout will rapidly be

reached. The City may wish to consider an update to the General Plan in the near future to plan for the expected population increase beyond the City’s current growth horizon. Recommendations for determinations in this section are listed below:

Recommendation (1): It is recommended that the Annual Progress Reports for the City’s General Plan and Housing Element either be posted, or a reference to their location posted, on the General Plan portion of the City’s website. In addition, it is recommended that the Regional Housing Needs Assessment be analyzed during the next MSR/SOI cycle.

Recommendation (2): It is recommended that when LAFCO provides a more comprehensive update to the City’s SOI, the Regional Housing Needs Assessment be analyzed and that this assessment include a vacant land inventory within the city limits to find opportunities for future development given that the City is landlocked.

1.4.3 *Disadvantaged Unincorporated Communities (DUC)*

The statewide annual Median Household Income (MHI) in California for the year 2022 was \$91,905 (U.S. Census, 2022). The year 2022 is utilized as the baseline year because it is the most recent year for which numerical and spatial (GIS) data is available. Eighty percent of the statewide MHI (2022) equates to \$73,524, the threshold used to determine which geographic areas qualify for classification as a disadvantaged community. There are no census tracts with median household income below the 80 percent of the statewide median household income threshold in Rocklin’s SOI. Unincorporated areas within the City’s SOI (and nearby) are provided public services from numerous local and state agencies. Water service to the SOI is from the Placer County Water Agency (PCWA) or private wells. Wastewater collection and conveyance are provided to the City’s SOI via private septic tanks placed on individual parcels. Fire protection service is provided to the City’s SOI by the Placer County Fire Department (Western Placer Fire CSA 28, Zone 76 and Sunset Industrial Area FPD CSA 28, Zone 97). All SOI areas receive essential municipal services of water, wastewater, and structural fire protection (or acceptable private alternatives). Therefore, no communities within the existing Rocklin SOI or adjacent to the City’s SOI lack public services, and no health or safety issues have been identified.

1.4.4 *Present and Planned Capacity of Public Services and Infrastructure*

This section details the present and planned capacity of public services and infrastructure by each municipal service analyzed as part of this Study.

1.4.4.1 Law Enforcement Services

The Rocklin Police Department (RPD and Rocklin PD) maintains a vast array of divisions, units, and services that support residents and visitors to the City. These services are well-managed and staffed with adequate equipment and facilities.

The Department has experienced a high number of complaints over the last two years compared to prior years. Department Annual Reports provide less information about complaints than in prior years. The number of Use of Force incidents has also increased over the last two years. The Department maintains

training standards that exceed those mandated by POST. The RPD receives its policy framework from Lexipol, the recognized expert in police policy, which is utilized by the vast majority of police agencies in California. In addition, the RPD reviews policies and procedures on a continuous basis.

The Police Department's existing facilities are adequate to meet service needs now and into the future. The Department continually replaces necessary equipment and vehicles through the City's budget process each year. The City maintains a robust Capital Improvement Plan (CIP) that sets forth the City's capital improvements for the next five years. The Police Department's needs, as outlined in the most recent CIP, are generally met through the City's long-range financial planning. The City has a current ratio of 0.89 officers per 1,000 residents. This is similar to other agencies in the area. Though the Department meets all response time goals for all priority call types for all years studied, staff expressed the need to increase staffing to meet current needs.

The Rocklin PD Communications Center is staffed with ten (10) public safety dispatchers and two (2) supervisors. According to the 2022 Annual Police Report, 95.38 percent of the 18,437 911 calls to the Dispatch unit were answered within 15 seconds. This is a third of a percent above the 95 percent standard set by CalOES. This suggests that the Rocklin Communications Center has adequate staff and can handle the volume of 911 calls received. Recommendations for determinations in this section are listed below:

Recommendation (1): It is recommended the Department add detailed information on complaints and the outcomes of those complaints (Unfounded, Exonerated, Not Sustained, Sustained) to provide transparency to future annual reports.

1.4.4.2 Parks and Recreation Services

The City of Rocklin maintains 581 acres of parks, including 29 neighborhood parks, five community parks, three special use parks, and over ten miles of multi-use trails. Since the 2017 Parks and Trails Master Plan was adopted, four new parks and approximately seven total miles of trails have been developed; for a total of 37 parks and over ten miles of trails. The City is also pursuing the implementation of a 2023 Master Plan for the Sunset Whitney Recreation Area (SWRA), including the construction of 16 new pickleball courts. Between 2018 and 2022, approximately 5.1 acres of trails were opened in the SWRA. The City has actively developed new facilities and continues to do so, and is on track to meet and exceed future demand.

The City adopted a Parks and Trails Master Plan in 2017 with a 20-year planning horizon. The City has multiple plans to review infrastructure for current and future needs, including a Capital Improvement Plan (2024-2028), a Reserve Study (2023), an Open Space Annual Monitoring Report (2021), and a Development Impact Fee Study (2022). These plans and programs address existing infrastructure needs and future development needs. The 2017 Parks and Trails Master Plan includes a policy to update the Plan every five years; however, the City is not in the process of updating any documents related to park and recreational facilities planning or programming. The City should consider initiating an update process soon to comply with its adopted policy.

A review of the National Recreation and Parks Association (NPRA) 2023 Agency Performance Review suggests that the City is maintaining adequate ratios of residents per park and acres of parkland per 1,000 residents compared to other agencies nationwide with similar populations. The City provides

programming activities similar to other agencies nationwide. For outdoor parks and recreation facilities, the City is providing a higher level of services for residents compared to national agencies with a similar population for many facilities. For inadequate service areas, the City has grants in place to construct facilities or has active plans in place that provide the opportunity to pursue funding for the construction of needed facilities, and the City is actively pursuing those funding opportunities. In addition, the City continues to meet benchmarks similar to other local parks and recreation agency providers in the region.

The City has internal construction, playground, irrigation, and backflow certified inspectors that continuously review infrastructure and provide recommendations to the Capital Improvement Projects (CIP) team. The City has two reserve studies, both updated in 2023, to provide guidance over the next 10 years of funding needed and the lifecycle of assets. Every park within the City has an unfunded reserve; however, the study identifies the amount that will be contributed each year toward paying down the unfunded reserves. For parks funded by the General Fund, as of 2023, there was an unfunded reserve of \$4,765,580. By 2033, the total ending reserve balance for these parks is anticipated to be \$472,563. For Community Facilities District (CFD) No. 5 funded parks, as of 2023, there was an unfunded reserve of \$4,245,734. By 2033, the total ending reserve balance for all parks within the CFD No. 5 is anticipated to be \$591,875. Recommendations for determinations in this section are listed below:

Recommendation (1): It is recommended that the City develop specific strategies and benchmarks to measure more qualitative service levels such as public satisfaction with various characteristics of park facilities. This could be accomplished through public surveys, website feedback mechanisms, and assessments relative to surrounding jurisdictions.

Recommendation (2): It is recommended that a future Parks and Trails Master Plan include a detailed inventory and assessment of all parks and recreation infrastructure that provides defined metrics to determine and plan for future infrastructure needs, repairs, and replacements.

Recommendation (3): An evaluation of the Park Development and Maintenance Tax should be conducted to determine whether the tax is sufficient to fund operations and maintenance, and whether a new tax or other funding mechanism (with an inflationary adjuster) should be pursued. The City could also pursue other maintenance funding mechanisms such as corporate sponsorships or joint use with non-profit organizations. It is also recommended that the City identify an acceptable threshold for the unfunded reserve to define a goal amount for each funding source and that a 15 to 30-year horizon be identified, which may provide a more realistic timetable for paying down the unfunded reserves.

1.4.4.3 Stormwater, Drainage, and Road Maintenance Services

The City has a well-functioning stormwater and drainage network that discharges stormwater into the creeks that transect the community. City staff proactively maintain the infrastructure system through routine maintenance practices and review all development plans to ensure the drainage systems are adequate to handle stormwater flows. Working closely with regional partners, the City and neighboring agencies have produced plans and policies to manage flood control issues, pollutants, and to plan for future storms. The City complies with all state regulations and continues to develop, replace, and maintain infrastructure to have an effective stormwater management program and system. Existing planning

documents identify areas prone to flooding and the City utilizes best practices to reduce flooding and increase public awareness around stormwater pollution.

The City's 2024-2028 CIP includes references to the Stormwater Assessment Report conducted by Michael Baker International in 2015, which identified major outfall work and other pipes that are reaching the end of their life cycle. This report includes recommended phasing for the replacement of infrastructure and associated costs. City staff informed the consultants that the City has invested in pipelining where feasible instead of remove-and-replace strategies for service efficiency and to reduce costs. City staff identified that future challenges include maintenance efforts related to unfunded state mandates. In addition, the City works collaboratively with neighboring agencies and the County to address stormwater issues on a regional scale.

The City's Public Works Department is responsible for maintaining roadway conditions, drainage, and appearance. The City performs an inventory of the entire road network on a rotating basis to determine where maintenance is needed. The City funds roadway improvements, maintenance, and necessary expansions annually through the CIP process and can fund the majority of the anticipated projects. Some funding is expected from grants to offset unfunded costs. City staff identified that future challenges include maintenance efforts related to unfunded state mandates. Recommendations for determinations in this section are listed below:

Recommendation (1) : It is recommended that the City provide the Stormwater Assessment Report on the City's website. It is also recommended that the City add to the existing disclaimer window, upon initially entering the Community Map tool, that the stormwater system information is only available for viewing at a specific scale or zoom level.

Recommendation (2) : It is recommended that the City provide updated data regarding creek water testing to the City's website for transparency.

1.4.5 *Financial Ability to Provide Services*

The City's publicly accessible Finance Division webpage includes budgets, audits, and financial information relevant to the City. The City also provides a quick reference guide to Municipal Finance. The City's budget process and financial procedures are in accordance with all applicable standards of the Government Accounting Standards Board (GASB), Generally Accepted Accounting Principles (GAAP), and the City's internal financial policies and Key Management Practices. The City's Key Management Practices provide a detailed accounting of all City reserve funds; and the size, and the purpose of those funds. Subsequent audits and budgets transparently articulate the existing status of these funds.

For the Government-Wide Statement of Activities for FY 2019/2020 through FY 2021/2022 and the City's Budgets for FY 2022/2023 and FY 2023/2024, revenues exceeded expenditures for all years studied except for the City's FY 2023/2024 budget. For Total Governmental funds, revenues exceeded expenditures for all years studied except for the FY 2023/2024 budget. According to City staff, the City's revised expenditure budget exceeds the revenue budget because it includes unspent appropriations from prior years, which are being carried forward to support ongoing projects until they are completed. The project carryforward policy was implemented starting in FY 2022/2023.

Fire and Police services make up approximately 55 percent of City expenditures, with costs for these services only likely to continue to rise. The City's net pension liability and its unfunded accrued liability (UAL) continue to pose a challenge. However, the City has made great efforts to reduce its UAL in recent years. New regulations, such as the electrification of fleet vehicles, are additional costs the City was not anticipating. The City's key management practices provide a financial safety net for the City and include building reserves, financially sound rules on how surplus is spent, and rules that support fiscal sustainability. The City is well-managed and has adequate staff to maintain and plan for future services. With continued solid management of financial resources and proactive measures to locate alternative funding sources, the City will likely maintain its high level of existing services and have the capacity to serve both current residents and accommodate small growth through the life of this report. Recommendations for determinations in this section are listed below:

Recommendation (1): It is recommended that the City consider exploring alternative revenue sources for the General Fund in the near future to keep pace with increases in costs associated with staffing, maintenance, and operational expenses for City services.

Recommendation (2): It is recommended that the next MSR review the impacts that the electrification of fleet vehicles may or may not have had on the City's financial position.

Recommendation (3): It is recommended that the City plan for increases in future pension costs through FY 2028/2029.

1.4.6 Opportunities for Shared Facilities

The City participates in countywide and regional agreements, as well as agreements with neighboring agencies for the provision of municipal services. The City takes proactive measures to reduce costs and improve service efficiency overall and within each City Department. The City generally takes advantage of opportunities for shared facilities with neighboring entities. Recommendations for determinations in this section are listed below:

Recommendation (1): The City should consider additional Joint-Use Agreements to allow public use of school fields after school hours and school use of City recreational facilities.

1.5 SOI Determinations

In determining the Sphere of Influence (SOI) for each local agency, Government Code 56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to five factors. LAFCO's Executive Officer has reviewed the following determinations for leaving the sphere of influence for the City of Rocklin unchanged and recommends them for the Commission's consideration:

1. Present and planned land uses

The City's SOI consists of approximately 419 acres, much of which is currently utilized for single family residential and rural land uses such as agriculture or is undeveloped. Since the SOI remains within unincorporated Placer County, the Placer County General Plan is the guiding land-use document. The City of Rocklin has indicated that land available in the SOI may be suitable for future development, pending

future studies and permits. The City's 2012 General Plan Update gives the SOI area a pre-annexation land use designation of Low Density Residential (LDR) in the north. Only two parcels in the west SOI area have pre-annexation land use designations: one Light Industrial (LI) and one Business Professional (BP). The remaining parcels in the SOI on the west side, consisting of Caltrans right-of-way, do not have pre-annexation land use designations. The City's General Plan is nearing the end of its useful life as buildout will rapidly be reached. The City may wish to consider an update to the General Plan in the near future to plan for the expected population increase beyond the City's current growth horizon.

2. Present and probable need for facilities and services in the area

The City of Rocklin provides a number of services, and the necessary facilities to provide those services, to the residents and visitors within the City boundary. The City provides law enforcement, fire and emergency services, parks and recreation, stormwater and drainage, and road maintenance. Other services include administrative services and community development. The remaining public services are provided by existing special districts, by Placer County, or by other agencies that operate in the region. According to the Placer County GIS mapping tool there are no existing sewer or park districts that provide services to the existing SOI. Fire services are provided by Placer County Fire Department as part of the Western Placer Fire (CSA 28, Zone 76 and Sunset Industrial Area FPD CSA 28, Zone 97) area. Water to these parcels is provided by the Placer County Water Agency (PCWA) or private wells and wastewater by individual septic systems. As City sewer services are provided by South Placer Municipal Utility District (SPMUD), an independent special district, any areas the City annexes into its boundary in the future must be concurrently annexed into SPMUD for sewer services. The existing roadways in the northern portion of the SOI include Fairway View Drive, Creekside Lane, and North Clover Valley Road are all privately maintained by the Clover Valley Ranch Estates homeowners. Other roadway infrastructure includes Sunset Boulevard, Highway 65 and interchange infrastructure, Blue Oaks Boulevard, and Whitney Ranch Parkway. Existing services are adequate to meet the developed land uses in the area.

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

As outlined in the Municipal Service Review, Chapter 7 of this report, the City provides adequate to exceptional public services to residents and visitors within the City's existing boundary. City Departments are properly staffed and funded, and the City is generally meeting local and regional benchmarks. Facilities for City services are adequate to meeting existing needs. Though the City is in a stable financial position, Fire and Police services make up approximately 55 percent of City General Fund expenditures with costs for these services only likely to continue to rise. The City's net pension liability as well as its unfunded accrued liability (UAL) continue to pose a challenge, however the City has made great efforts to reduce its UAL in recent years. The City's key management practices provide a financial safety net for the City and include: building reserves; financially sound rules on how surplus funds are spent; and implementing rules that support fiscal sustainability. The City is well managed and has adequate staff to maintain and plan for future services. It is likely that, with continued solid management of the City's financial resources and proactive measures to locate alternative funding sources, the City will be able to maintain its high level of existing services and have capacity to serve the residents of the City and any small growth that may occur through the life of this report.

4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency

The City of Rocklin is surrounded by the City of Roseville; the City of Lincoln; the Town of Loomis; the community of Granite Bay; the Horseshoe Bar/Penryn community; the Bickford Ranch community; and the Sunset Area plan. The area that encompasses the Sunset Area Plan was identified by the County as an area of economic interest to become the leading choice for investment in economic growth in the County. The objective of the Sunset Area Plan is to serve as a regional center for high-quality employment, entertainment, and education. No additional communities of interest are located within the area of the City of Rocklin.

5. The present and probable need for public facilities and services of any disadvantaged unincorporated communities

There are no Disadvantaged Unincorporated Communities (DUCs) within or contiguous to the City of Rocklin boundary or Sphere of Influence. Unincorporated areas within the City's SOI (and nearby) are provided public services from numerous local and state agencies. Water service to the SOI is from the Placer County Water Agency (PCWA) or private wells. Wastewater collection and conveyance are provided to the City's SOI via individual septic systems placed on individual parcels. Fire protection service is provided to the City's SOI by the Placer County Fire Department. All SOI areas receive essential municipal services of water, wastewater, and structural fire protection (or acceptable private alternatives). There are no communities within the existing Rocklin SOI or adjacent to the City's SOI that lack public services, and no health or safety issues have been identified.

1.5.1 Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby verify the existing functions and classes of services provided by the City of Rocklin as a General Law City under the California Constitution. Based upon the information contained in this report, it is recommended that the City of Rocklin Sphere of Influence remain unchanged.

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Chapter 2. Resolution

PLACER LAFCO RESOLUTION NO. 25-04

RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF PLACER COUNTY ACCEPTING THE MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE STUDY FOR THE CITY OF ROCKLIN AND DETERMINING THAT NO CHANGE TO THE SPHERE OF INFLUENCE IS NECESSARY

(LAFCO Project No. 2023-04)

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

WHEREAS, the Commission is required, under GC section 56430, to regularly conduct a service review for each local government agency whose principal jurisdiction is within Placer County; and

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

WHEREAS, LAFCO initiated and hired a consultant to prepare a service review and SOI study of the City of Rocklin (City); and

WHEREAS, the Commission received a draft service review and SOI study for the City on January 15, 2025, at a noticed public hearing; and

WHEREAS, LAFCO circulated the draft study for a 30-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, the Commission is required, pursuant to GC section 56425(e), to make a written statement of determinations regarding certain factors, which determinations are set forth in the final study and incorporated herein; and

WHEREAS, acting as the lead agency under the California Environmental Quality Act (CEQA), the Commission finds and determines that the service review study is exempt from CEQA under categorical exemption Class 6 of the State CEQA Guidelines (Cal. Code Regs., tit. 14, § 15306) because Class 6 exempts from CEQA projects that consist of basic data collection, research and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource, including a

study (such as a service review) leading to an action which a public agency has not yet approved, adopted, or funded; and

WHEREAS, under CEQA, the Commission further finds and determines that the SOI update for the City of Rocklin is not a project subject to CEQA because it will not cause either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment and alternately finds and determines that if the SOI update is a project subject to CEQA, it is exempt from CEQA under section 15061(b)(3) of the State CEQA Guidelines (Cal. Code Regs., tit. 14, § 15061(b)(3)) because it can be seen with certainty that there is no possibility that updating and affirming the City's SOI may have a significant effect on the environment; and

WHEREAS, at a public hearing at a regularly scheduled meeting of April 9, 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 Municipal Service Review and Sphere of Influence Study for the City of Rocklin is found to be adequate and complete pursuant to the requirements of GC section 56430 and GC section 56425(e).
2. The Commission independently makes written determinations for the City of Rocklin as set forth in section 11.7 of the final Municipal Service Review and Sphere of Influence Study, which determinations are by this reference incorporated herein.
3. The Commission determines that no change to the sphere of influence for the City of Rocklin is necessary and reaffirms the City's existing sphere of influence as set forth in Exhibit A hereto, which is incorporated herein.
4. 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 April 9, 2025, by the following vote:

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

NOES: None

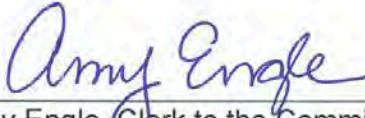
ABSENT: None

ABSTAIN: None



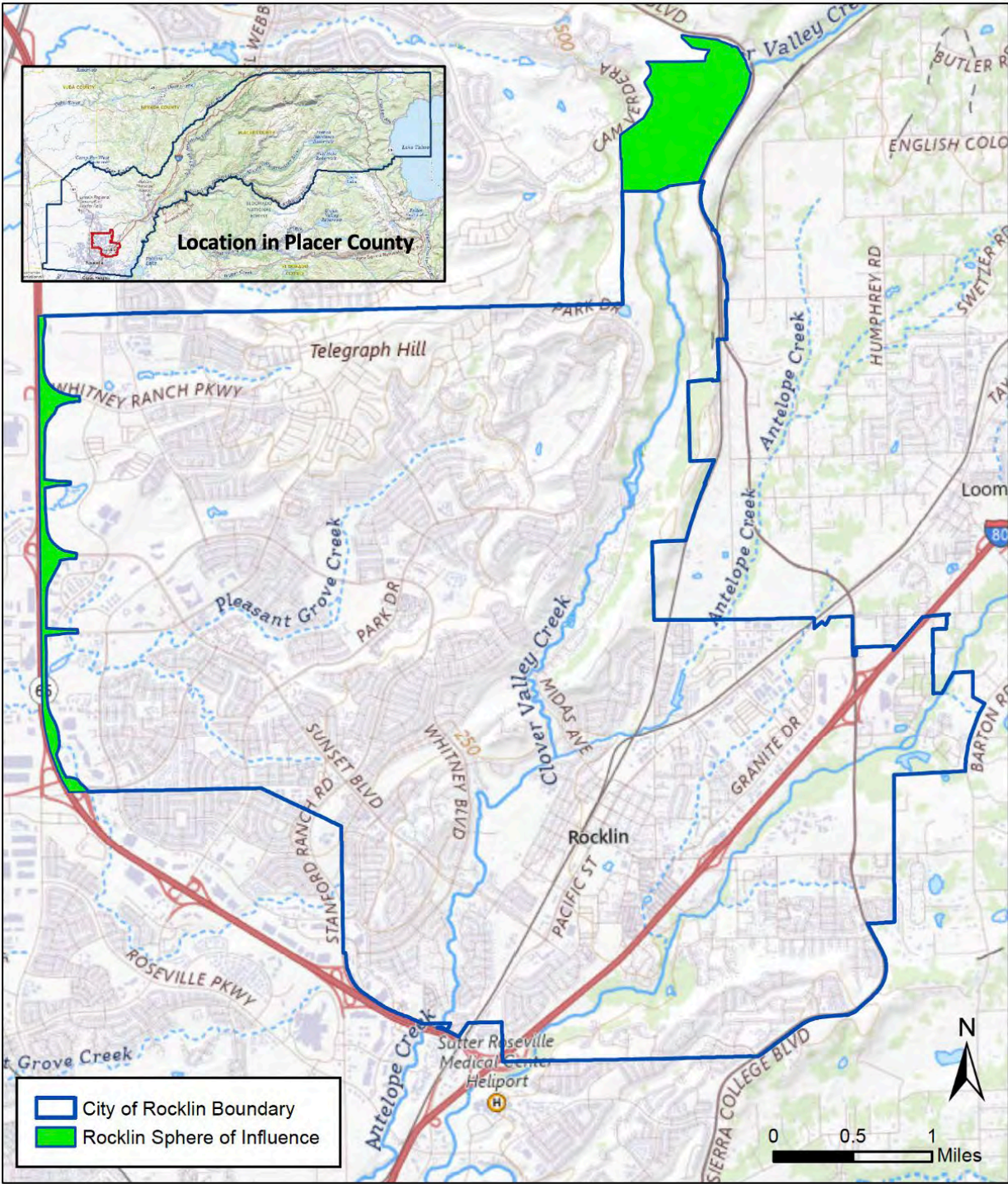
Cindy Gustafson, Chair
Local Agency Formation Commission County
of Placer, State of California

Attest:



Amy Engle, Clerk to the Commission
Exhibit A - Map of Reaffirmed Sphere of Influence

EXHIBIT A



Chapter 3. Introduction

This chapter provides an introductory overview of the City of Rocklin Municipal Service Review (MSR) and Sphere of Influence (SOI) Study (or MSR/SOI Study) including information about the Placer Local Agency Formation Commission (LAFCO), summary information about the City of Rocklin and the County of Placer, the MSR/SOI process, and additional details relevant to the MSR/SOI Study. As mentioned previously, this is the first MSR/SOI Study conducted for the City of Rocklin by Placer LAFCO.

3.1 Role and Responsibility of LAFCO

Local Agency Formation Commissions (LAFCOs) are independent agencies that were established by state legislation in 1963 in each county in California to oversee changes in local agency boundaries and organizational structures. It is LAFCO's responsibility to:

- oversee the logical, efficient, and most appropriate formation of local cities and special districts;
- provide for the logical progression of agency boundaries and efficient expansion of municipal services;
- assure the efficient provision of municipal services; and
- discourage the premature conversion of agricultural and open space lands. (Government Code [GC] §§ 56100, 56301, 56425, 56430, 56378).

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires each LAFCO to prepare a Municipal Service Review (MSR) for its cities and special districts. MSRs are required prior to and in conjunction with the update of a Sphere of Influence (SOI) (Assembly Committee on Local Government, 2020). This review is intended to provide Placer LAFCO with the necessary and relevant information related to the services provided by the City of Rocklin.

3.2 About Placer LAFCO

Each LAFCO works to implement the CKH Act to meet local needs through the flexibility allowed in how state regulations are implemented. Policies and Guidelines that guide its operations, were adopted by the Commission on March 10, 1999. LAFCO's Policies and Guidelines can be found on Placer LAFCO's website (<https://www.placer.ca.gov/2704/Local-Agency-Formation-Commission-LAFCO>). This MSR/SOI Study was written under the guidance of Placer LAFCO. Placer LAFCO promotes the provision of efficient and economical services while encouraging the protection of agricultural and open space lands (§56001, §56300). Further efforts include discouraging urban sprawl and encouraging orderly formation and development of local agencies based upon local conditions and circumstances (§56301).

An MSR is an information tool that can be used to facilitate discussion among local agencies and LAFCO to achieve efficient delivery of services. Describing existing efficiencies in service deliveries and potential constraints or challenges and opportunities to improve efficiencies are part of this MSR analysis, consistent with Placer LAFCO's purpose. The SOI Study will evaluate existing conditions and determine whether or not any changes need to be made to the existing SOI. Since this MSR/SOI Study will be published on the LAFCO website, it also contributes to Placer LAFCO's principle relating to public

accessibility and accountability. A public hearing will be conducted by Placer LAFCO on this MSR/SOI Study, thereby contributing to the aim of encouraging an open and engaged process.

3.2.1 Commissioners

Placer LAFCO is composed of seven regular Commissioners: two members from the Board of Supervisors; two members who represent cities; two members who represent special districts; and one public member who represents the public as a whole. In addition, there are five alternate Commissioners, one from each of the above membership categories and an additional City alternate. County members (regular and alternate) are appointed by the Placer County Board of Supervisors; while City members (regular and alternates) are appointed by the mayors of the five incorporated cities and one incorporated town in the County. Special district representatives (regular and alternate) are elected through a ballot process of the special districts themselves. The regular county, city, and special district members of LAFCO select one person to represent the public at large, as well as one alternate public member. The public member and alternate cannot be an elected or appointed official of any public agency in the County of Placer. The current Placer LAFCO Commissioners and their terms of office are listed in Table 3-1.

Table 3-1: Placer LAFCO Commissioners (2024)

Commissioner Name	Title	Position	Date Term Expires
Cindy Gustafson	Chair	County Supervisor, District 5	May 2025
Joshua Alpine	Vice Chair	Placer County Water Agency	May 2028
Shanti Landon	Commissioner	County Supervisor, District 2	Dec 2026
Susan Rohan	Commissioner	Public Member	May 2027
Vacant Seat	Commissioner	N/A	May 2026
Dan Karleskint	Commissioner	Mayor, City of Lincoln	May 2028
Trinity Burruss	Commissioner	Councilmember, City of Colfax	May 2026
Jim Holmes	Alternate	County Supervisor, District 3	Dec 2024
Judy Friedman	Alternate	Tahoe Public Utility District	May 2028
David Bass	Alternate	Councilmember, City of Rocklin	May 2028
Jenny Kinsley	Alternate	Councilmember, Town of Loomis	May 2026
Cherri Spriggs	Alternate	Public Member	May 2027
Source: https://www.placer.ca.gov/2704/Local-Agency-Formation-Commission-LAFCO			

3.2.2 Staff/Administrative

LAFCO's staff work to implement the CKH Act, and they can be contacted at the Auburn office at (530) 889-4097. LAFCO staff includes:

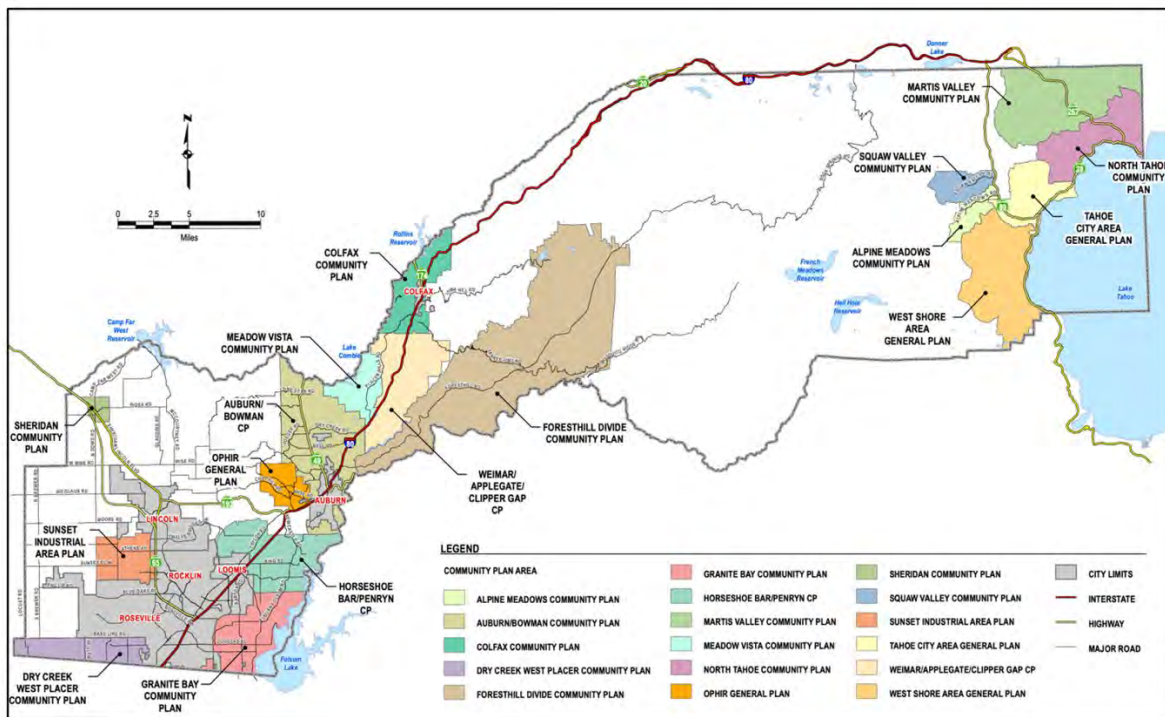
- Michelle McIntyre, Executive Officer
- Vacant, Assistant Executive Officer
- Amy Engle, Commission Clerk

Additionally, LAFCO retains Legal Counsel on a contractual basis with Michael Walker of Norman, Dowler LLP (Placer LAFCO, 2024).

3.3 About Placer County

Placer County was incorporated in April 1851 as one of the original 27 counties in the State of California. The County includes six incorporated cities and towns: the cities of Auburn, Colfax, Lincoln, Roseville, Rocklin, and the Town of Loomis. In addition to the incorporated cities and towns, the County has many small communities including: Alpine Meadows, Alta, Applegate, Bowman, Canelian Bay, Dutch Flat, Emigrant Gap, Foresthill, Gold Run, Granite Bay, Homewood, Iowa Hill, Kings Beach, Meadow Vista, Newcastle, Olympic Valley, Penryn, Sheridan, Tahoe City, Tahoe Vista, and Weimer as shown in Figure 3-1 below (Placer County, 2013).

Figure 3-1: Placer County, Incorporated Cities, and Community Plan Areas



The County encompasses approximately 1,506 square miles of diverse geography between Sacramento County on the west and the State of Nevada border on the east. Elevations vary greatly in the County with lows of 45-1,000 feet in the Sacramento Valley region to upwards of 8,000 feet in the Sierra-Nevada mountain range. The western portion of the County is part of the Sacramento Valley and is considered South Placer. South Placer contains the cities of Roseville, Rocklin, Lincoln, and Loomis. This area of the County has experienced the most significant growth over the past three decades. The central portion of the County includes the foothill region and is the heart of Gold Rush Country. The Foothills area includes

the cities of Auburn and Colfax as well as numerous unincorporated communities. The far eastern part of the County is in the High Sierra and includes resort communities around Lake Tahoe. Tourism and recreation are dominant industries in the Tahoe Basin (Placer County, 1994; 2013). Seventy-five percent of the County is forested or located within the wildland-urban interface (Placer County, 2024). A detailed report of demographics for Placer County can be found in Appendix A.

3.4 About the City of Rocklin

The City of Rocklin is located 21 miles northeast of Sacramento, California’s State Capitol, and 14 miles west of Auburn, the county seat of Placer County (Rocklin, 2012). The City boasts a tight-knit community, vibrant shopping and dining options, and world-class recreation. Quarry Park, a highlight of the City’s recreation offerings, is the nation’s only adventure park built within and atop a former rock quarry, a truly unique experience (Rocklin 2024; Quarry Park Adventures, 2024). Rocklin is located in rolling foothills, with elevations in the City ranging from 150 to 525 feet above sea level. The community consists of urban areas, grasslands used for limited grazing and riparian habitat areas, partially covered with native oaks and grasslands (Rocklin, 2012).

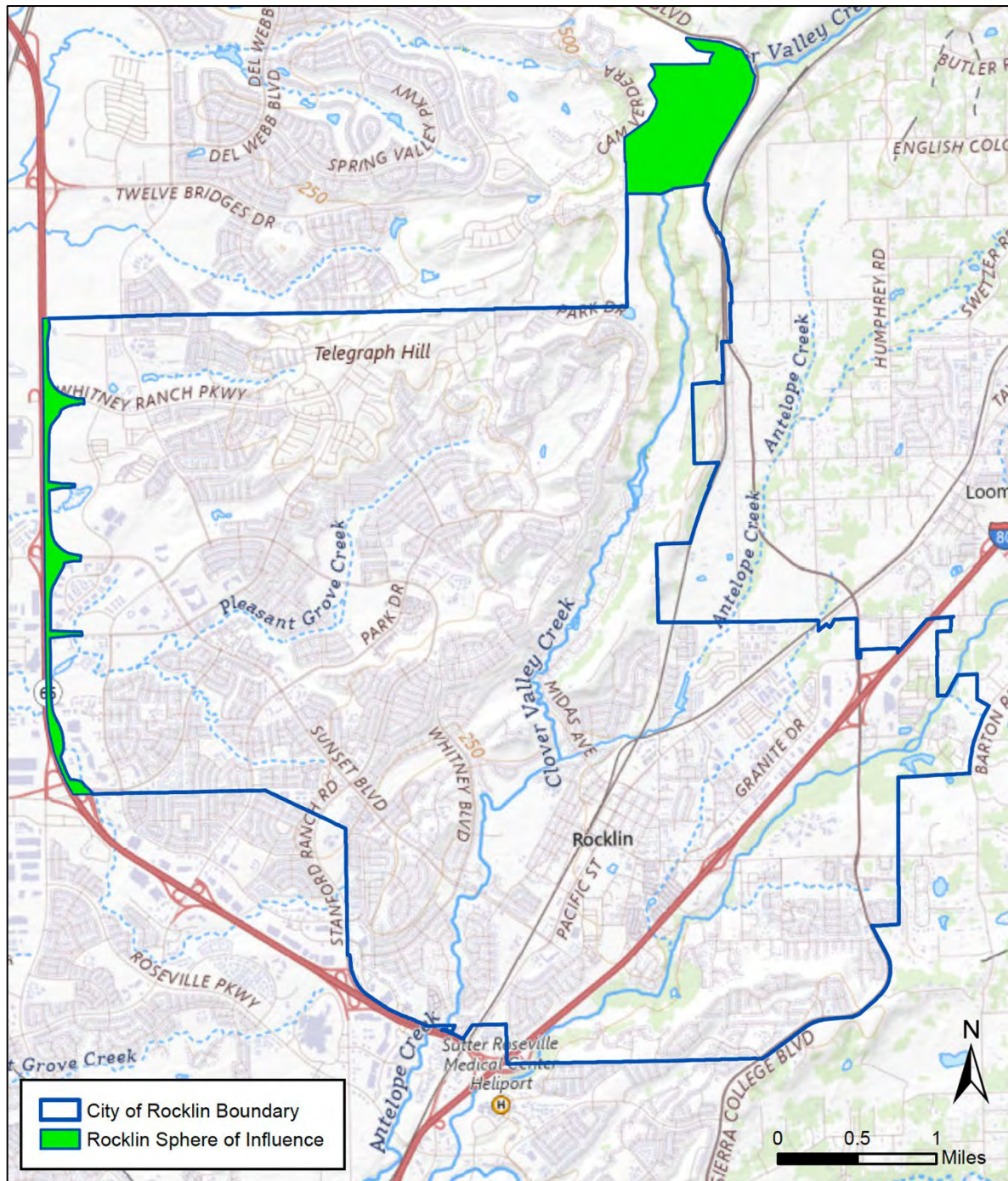
The City was first recognized as a destination along the transcontinental railroad in 1864, around the same time that granite mining began in the area. The City incorporated in 1893 and by 1910, 22 quarries operated in Rocklin supplying granite as far away as San Francisco. North of the City’s core was Spring Valley Ranch founded by the Whitney family. The ranch was comprised of 30,000 acres, including sheep-raising and a wide variety of agricultural products. This ranch was considered the first developed property in Rocklin. The ranch was developed into the Sunset Whitney neighborhood during the growth of the housing market in the City during the 1950s and 60s. The City’s commercial and residential development expanded again in the early 80s, and the City has enjoyed a steady period of growth. However, Rocklin is nearing the end of its growth phase, and the majority of the City has reached buildout. The City’s website states:

With few remaining large, undeveloped parcels and no opportunities for annexation, the City’s City leaders are shifting their focus from one of growth to long-term sustainability. Rocklin must ensure that the City’s high quality of life can be sustained in the years to come. This shift in focus requires innovative thinking, but also allows for unprecedented opportunities (Rocklin, 2024).

Rocklin’s General Plan went through its most recent comprehensive update in October of 2012. Notable amendments were completed in 2015 to address Urban Levels of Flood Protection (consistent with the Central Valley Flood Protection Act) and in 2022 to incorporate the 2022 Placer County Local Multi Hazard Mitigation Plan into the Rocklin Community Safety Element by reference. Additionally, the Housing Element, as well as the City’s Community Safety Element and Community Safety Action Plan were comprehensively updated in 2021. Additional demographics for the City can be found in Appendix B.

3.4.1 Formation & Boundary

The City of Rocklin was incorporated on February 24, 1893, becoming the 95th city established in California. A map of the City boundary can be seen in Figure 3-2 on the next page. The City boundary includes approximately 19.8 square miles and 24,063 parcels (Rocklin, 2024).

Figure 3-2: City Boundary and Sphere of Influence

The boundaries for the City are not expected to substantially change as Rocklin is bounded by the City of Roseville on the south and a portion of the west boundary; by Placer County and Highway 65 on a portion of its western boundary; by the City of Lincoln on the northern boundary; and by the Town of Loomis on the eastern boundary. A list of past annexations to the City boundary can be found in Table 3-2.

Table 3-2: Rocklin City Boundary Annexations

Year	LAFCO Resolution No.	Name of Annexation, Reorganization, or Detachment
1970	70-06	Sunset Annexation
1970	70-11	Clark Turner Annexation
1970	70-14	Southern Pacific Annexation
1972	72-12	Clark Turner Annexation
1974	74-15	Aitken Annexation
1975	75-07	North Area Annexation
1976	76-16	Sunset Heights Annexation
1977	19-77	Clover Valley Hills Reorganization
1978	20-78	Clover Valley Hills No. 3 Annexation
1979	08-79	Rocklin West Annexation
1979	79-15	Clover Valley Woods Reorganization
1981	04-81	Sierra Bluffs Annexation
1981	17-81	Brace Road Reorganization
1982	03-82	Rocklin Properties/Sunset Park Annexation
1984	18-84	Dias Lane Annexation
1984	19-84	Secret Ravine Detachment
1985	12-85	Monte Verde Annexation
1986	09-86	Sunset/Whitney Annexation
1989	14-89	Takahashi/Gateway Development Reorganization
1989	16-89	Hanzlick/Senior Corp Annexation
1990	05-90	Parcels L & J Annexation
1990	08-90	Sunset West Annexation
1990	10-90	Holder/Cook Annexation
1991	04-91	Croftwood Reorganization (28.3 acres)
1997	07-97	Clover Valley Lakes Annexation (660 acres)
1999	01-99	Reorganization including Sphere of Influence Amendments for the City of Rocklin & South Placer Fire Protection District & Annexations and Detachments involving the City of Rocklin, South Placer Fire Protection District, County Service Area 28, South Placer Municipal Utility District
2002	01-02	Sierra College Reorganization
2002	02-02	Northwest Rocklin/Sunset Ranchos Annexation
2016	2016-01	Greenbrae Island Annexation
<i>Source: LAFCO Resolution files, available from LAFCO upon request.</i>		

3.4.2 *Existing Sphere of Influence*

Placer LAFCO most recently affirmed the existing Sphere of Influence (SOI) for the City of Rocklin in 1999 via Resolution No. 01-99. Placer LAFCO has not conducted a Municipal Service Review and Sphere of Influence Study for the City. This document represents the first Municipal Service Review for the City.

The City's current SOI is made up of 32 parcels located adjacent to the upper northeast boundary of the City and approximately 24 parcels along the City's western boundary adjacent to State Route 65. Acreage within the SOI totals approximately 419 acres (Placer LAFCO, 1999; 2024). The City's existing SOI can be seen in Figure 3-2. More information on the City's boundary and Sphere of Influence can be found in Chapter 11, Sphere of Influence.

3.5 Purpose of the Municipal Service Review

Municipal Service Reviews (MSRs) are intended to provide a comprehensive analysis of the services provided by cities and special districts that are under the legislative authority of LAFCO. With this MSR/SOI Study, Placer LAFCO can make informed decisions based on the best available data for the service provider and the service area. This MSR/SOI Study makes determinations in each of the seven mandated areas of evaluation for MSRs. Ideally, an MSR will support LAFCO and will also provide the following benefits to the subject agencies:

- Provide a broad overview of agency operations including the type and extent of services provided;
- Serve as a prerequisite for a Sphere of Influence Update;
- Evaluate governance options and financial information;
- Demonstrate accountability and transparency to LAFCO and to the public; and
- Allow agencies to compare their operations and services with other similar agencies.

This is the first MSR for the City and is designed to provide technical and administrative information on the City of Rocklin to Placer LAFCO so that LAFCO can make informed decisions based on the best available data. Written determinations (similar to 'findings'), as required by law, are presented in Chapter 10 of this MSR/SOI Study for LAFCO's consideration (GC § 56425, 56430). These determinations are described in the MSR Guidelines from the Governor's Office of Planning & Research (OPR) as set forth in the CKH Act, and they fall into seven categories, as listed below:

1. Growth and population projections for the affected area;
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Present and planned capacity of public facilities and adequacy of public services including infrastructure needs or deficiencies;
4. Financial ability of agency to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including government structure and operational efficiencies; and
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

An MSR must include an analysis of the issues and written determination(s) for each of the above determination categories. The determinations listed in this report represent the best information available at this point in time. This MSR and associated determinations are not designed to be a complete analysis of the issues surrounding the City. Various state and local agencies continuously update the information contained herein, and the bibliographies refer the reader to the original data sources. LAFCO is ultimately the decision maker on approval or disapproval of any determinations, policies, boundaries, and discretionary items.

3.5.1 Existing City Services & Other Service Providers

The City of Rocklin provides municipal services including law enforcement; fire and emergency services; parks and recreation; and stormwater, drainage, and road maintenance. All other services are either contracted out to other service providers or are provided by special districts as shown in Table 3-3 below.

Table 3-3: City of Rocklin Municipal Services and Providers

Public Service	Service Provider
Law Enforcement	City of Rocklin
Fire and Emergency Services	City of Rocklin & CAL FIRE
Ambulance Service	Contract with Placer County
Schools	Rocklin Unified School District; Loomis Union School District; Placer Union High School District; Sierra Community College; Jessup University (private)
Libraries	Placer County Library
Parks and Recreation	City of Rocklin
Water Service	Placer County Water Agency (PCWA)
Sewer Service	South Placer Municipal Utility District (SPMUD) & South Placer Wastewater Authority (SPWA)
Stormwater and Drainage	City of Rocklin
Solid Waste	Western Placer Waste Management Authority (WPWMA) and Franchise Agreement with Recology Auburn Placer
Road Maintenance	City of Rocklin
Electricity & Natural Gas	Pacific Gas and Electric Company (PG&E) & Pioneer Community Energy (PCE)
Cemetery	Roseville and Newcastle, Rocklin, and Gold Hill Cemetery Districts
Transportation	South Placer Regional Transportation Authority (SPRTA); Sacramento Area Council of Governments (SACOG); Placer County Transportation Planning Agency (PCTPA)
<i>Source: City of Rocklin, 2008; JPA Agreements provided by Placer LAFCO; Interview with City Staff, December 8, 2023; Comments from City Staff, August 2024</i>	

This is the first Municipal Services Review conducted for the City of Rocklin. This MSR/SOI Study will cover the following services provided by the City:

- Law enforcement;
- Parks and recreation; and
- Stormwater, drainage, and road maintenance.

All other services will be reviewed in other reports produced by Placer LAFCO. Fire and Emergency Services is the subject of LAFCO Project No. 2022-03: Municipal Service Review Study and Sphere of Influence Update of Fire Agencies in Western Placer County. Existing and new MSR and SOI studies produced by Placer LAFCO can be found here: <https://www.placer.ca.gov/2721/Service-Reviews-Studies>.

3.6 Methodology

This MSR/SOI Study evaluates the structure and operation of the City of Rocklin and determines the capacity of the City to service the existing community and accommodate additional service demands. The data for this MSR has been compiled using a three-step method. This process included: a comprehensive review of pre-existing plans and data; a Request for Information (RFI) distribution to the City; and in-person interviews and other periodic discussions with City staff, LAFCO staff, and the consulting team. Key references and information sources for this study were gathered and include:

- published reports;
- review of city files and databases online (agendas, minutes, budgets, contracts, audits, etc. on the city's website);
- master plans;
- capital improvement plans;
- dispatch data;
- audited financial statements and budgets;
- General Plans, Regional Plans, and Community Plans; and
- State, regional, and national agency information (permits, reviews, communications, regulatory requirements, etc.).

Placer LAFCO staff and the consultants for this study sent City of Rocklin staff members a Request for Information (RFI) packet in November 2023. The consultant also personally interviewed City representatives during a kick-off meeting held on December 8, 2023. The City's response to LAFCO's request for information is a key information source utilized in this analysis.

3.6.1 *Local, State, and Federal Databases*

In addition to the information provided by the City, the consultant utilized data from the United States Census, Placer County, Sacramento Area Council of Governments (SACOG), and the California Department of Finance (DOF) among others.

3.7 California Environmental Quality Act

The California Environmental Quality Act (CEQA) is contained in Public Resources Code § 21000, et seq. Under this law, public agencies are required to evaluate the potential environmental effects of their actions. This MSR/SOI Study for the City of Rocklin is exempt from CEQA review pursuant to Section §15306 of the CEQA Guidelines, Class 6 – Information Collection.

3.8 Sphere of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO adopt and periodically update a Sphere of Influence (SOI or Sphere) for each city and special district within the county. A review of the City’s SOI is included in this MSR, and the analysis provides the basis for Placer LAFCO to consider future potential changes to the boundaries or SOI. An SOI is defined in GC § 56425 as “a plan for the probable physical boundary and service area of a local agency or municipality as determined by the Commission.” The CKH Act indicates that LAFCO should review and update a sphere of influence every five years, as necessary, consistent with GC § 56425(g) and § 56106¹. When reviewing and determining the City’s SOI in the future, LAFCO will consider and make recommendations based on the following information:

- The present and planned land uses in the area, including agricultural and open-space lands;
- The present and probable need for public services and facilities in the area;
- The present capacity of public facilities and adequacy of public services that the agency provides;
- The existence of any social or economic communities of interest in the area if LAFCO determines that they are relevant to the service provider; and
- The presence of disadvantaged unincorporated communities for those agencies that provide water, wastewater, or structural fire protection services.

In addition to the above, Placer LAFCO’s Policies and Procedures include five policies directly related to the sphere of influence updates and amendments. For example, Policy No. 3 is highlighted herein and states, “City Spheres of influence shall be reviewed when the general plan is updated or when there is a general plan amendment that would affect the city boundaries. In addition, at LAFCO’s request, cities shall review their spheres no more frequently than every five years, advising LAFCO of their findings and submitting sphere amendment requests to LAFCO if circumstances warrant” (Placer LAFCO, n.d.).

3.9 Public Participation

LAFCO will conduct a public meeting on the Public Review Draft MSR/SOI Study in December 2024. Comments from the public will be solicited. The Commission will hold a public meeting on the Final MSR/SOI Study at the next available hearing following a 30-day public comment period. After this MSR/SOI Study is finalized, it will be published on the Commission’s website (<https://www.placer.ca.gov/2721/Service-Reviews-Studies>), thereby making the information contained

¹ The CKH Act (GC § 56106) states that all timeframes are directives. Any provision governing the time in which Commission is to act, is deemed directory rather than mandatory.

herein available to anyone with access to an internet connection. A copy of this report may also be viewed during posted office hours at LAFCO's office located at 110 Maple Street Auburn, CA 95603. In addition to this MSR/SOI Study, LAFCO's office maintains files for each service provider, and copies of many of the planning documents and studies that were utilized in the development of this report. These materials are also available to the public for review.

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Chapter 4. Governance and Accountability

This chapter describes how the public’s trust in local government requires an examination of the City’s performance, accountability, transparency, and public engagement. LAFCO is required to make specific determinations regarding the City of Rocklin’s government structure and accountability.

4.1 Government Structure

The City of Rocklin is a General Law City, consistent with its Principal Act that enjoys only those powers specifically granted to it by the State Constitution. A general law city differs from a charter city which is governed by a charter that establishes its powers and authorities. As a City, Rocklin is empowered to provide a range of public services to the local community.

The City of Rocklin operates as a City Council-City Manager form of municipal government, which vests authority in an elected City Council. The City Council provides legislative direction, sets City policy and monitors its execution by City staff. The City Manager serves as the City’s chief administrative officer and is responsible for directing the day-to-day operations of the City. In addition to the appointment of the City Manager, the City Council also appoints the City Attorney; City Treasurer; City Clerk; and members of City commissions and boards. (Rocklin, 2022).

4.2 City Council

The City Council consists of five members elected at-large to staggered terms at the general election in November of even-numbered years to serve a four-year term. Council Members do not have term limits. The Mayor and Vice Mayor are elected by the City Council each December, usually for a one-year term (Rocklin, 2023a). All registered voters who reside within the City boundaries are eligible to vote for and/or run for a seat on the City Council. The City’s commissions and boards include the Arts Commission, the Board of Appeals, the Community Recognition Commission, the Parks and Recreation Commission, the Planning Commission, and the Investment Advisory Committee. City Councilmembers do not serve on City boards and commissions, as these are appointed positions. City Councilmembers serve on County and regional boards and committees. The current members of the City Council, their committee appointments and the expiration dates of their terms are shown in Table 4-1 below.

Table 4-1: Rocklin City Council

Name	Title	Term End	Committee Appointments
Greg Janda	Mayor	12/2024	Placer County Air Pollution Control District Board, Placer County City Selection Committee (Mayors), Pioneer Community Energy, Architectural Review Committee (internal)
Jill Gayaldo	Vice-Mayor	12/2026	Mosquito Abatement District, Sacramento Area Council of Governments Board

Name	Title	Term End	Committee Appointments
Ken Broadway	Councilmember	12/2024	Placer County Transportation Planning Agency Board, South Placer Regional Transportation Authority Board, Architectural Review Committee (internal)
David Bass	Councilmember	12/2024	Placer County Flood Control and Drainage District Board, Placer County Local Agency Formation Commission
Bill Halldin	Councilmember	12/2026	Highway 65 Interchange Financing JPA Board, Placer County Economic Development Board, Placer County Local Community Benefit Committee, Western Placer Waste Management Authority Board
<i>Source: Rocklin, 2023b.</i>			

The City Council holds regular meetings on the second and fourth Tuesday of each month in the Council Chamber at City Hall at 3970 Rocklin Road, Rocklin, at 6:00 PM. The City Council duties include adopting an annual budget and municipal ordinances along with approving General Plan amendments and zoning ordinance changes. The Council also appoints commission and committee members and hires the City Manager. The City Manager hires all employees including the City Clerk and City Treasurer; however, both the City Clerk and City Treasurer are appointed by City Council. The City manager has the sole authority to hire, promote, discipline, or terminate City employees. The City Attorney, per resolution has hiring/termination/discipline authority for the Assistant City Attorney and Department Administrative Specialist.

The City of Rocklin prides itself on being an accessible government body with a high standard of ethics. The City Council adopted a Code of Ethics in 2007 via Resolution No. 2007-279. The Code of Ethics provides a set of rules for all City officials (elected and appointed), as well as employees in order to ensure that they act in the public trust and interest, and that they conduct themselves in an ethical manner that does not conflict with their own interests. These guidelines ensure that the City government retains independence and impartiality in its judgments and actions. The City's Code of Ethics policy can be accessed here: https://www.rocklin.ca.us/sites/main/files/file-attachments/code_of_ethics_policy.pdf?1490995819 (Rocklin, 2007).

Payments made to City Councilmembers were queried through an on-line database². Query results for 2022 showed payments to City Councilmembers of \$8,220 each. The City Fiscal Year (FY) 2023/2024 Final Budget includes \$44,000 in salaries and benefits for City Councilmembers (Rocklin, 2023c). The City Council is also budgeted for \$23,000 in licenses and memberships, \$1,000 in supplies, and \$31,400 in travel/training/meals; which equates to a total of \$99,400 approved for FY 2023/2024. This is an increase

² Transparent California is a non-profit organization and is California's largest public pay and pension database. The pay and pension associated with most special districts up to the year 2022 are provided in this database. The on-line database is available at: <https://transparentcalifornia.com/salaries/2022/rocklin/>.

of \$1,600 over the previous year. All payments made to City Councilmembers are sourced from the General Fund.

4.2.1 *City Council Accountability and Ethics Compliance*

In California, elected members of city councils are required to comply with three laws regarding accountability and ethics including: 1) the Political Reform Act; 2) Assembly Bill 1234 (Salinas, 2005), which requires ethics training; and 3) Government Code 53237 et. seq. which mandates sexual harassment prevention training. An assessment regarding the compliance with these three ethics and accountability laws by elected Councilmembers is presented as part of this MSR process.

4.2.1.1 Political Reform Act

This Act applies to financial conflicts of interest. Public officials must disclose all personal economic interests. City Councilmembers are required to file a “Statement of Economic Interests” with the Fair Political Practices Commission (FPPC) (FPPC, 2024). The City adopted a Code of Ethics in September 2007 and has a Conflict-of-Interest policy as part of the City Council Procedural Rules, last updated in December 2022. The conflict-of-interest policy is Policy 4.7 (Rocklin, 2022). The Political Reform Act requires Councilmembers to disclose all personal economic interests with the FPPC. Information available from the City of Rocklin indicates that all of the City Councilmembers are complying with the Political Reform Act and have filed Statements of Economic Interests and Campaign Disclosure Forms. These forms are available for public review at <https://www.rocklin.ca.us/fair-political-practices-commission-forms> and <https://www.southtech hosting.com/Rocklin City/CampaignDocsWebRetrieval/> (Rocklin, 2023d; 2023e). However, some Councilmembers have a link to the FPCC forms under “Statement of Economic Interest,” and some are in the eRetrieval system. This lack of consistency with the placement of FPCC forms could be confusing to members of the public who are searching for it.

Recommendation: It is recommended that all FPCC forms be placed in one location on the City’s website.

4.2.1.2 Assembly Bill 1234 (Salinas, 2005)

Local government officials are required to take ethics training every two years with a requirement that they take their first training no later than one year after they start their first day of service with the City. Compliance with this law was assessed for the City of Rocklin. The City’s website does not post the certificates for completion of ethics training for each City Councilmember but indicates that “ethical standards [are] included in the regular orientation for newly elected officials and appointed officials, board members and commissioners, as well as for all City employees” (Rocklin, 2023a); and that all appointees must complete a two-hour ethics training program every other year (Rocklin, 2024c). City staff provided consultants with training completion dates. As of August 2024, all City Councilmembers had completed required ethics training (City staff, personal communication, October 2024).

Recommendation: It is recommended that the City add ethics training certificates to the City website for greater transparency.

4.2.1.3 Government Code 53237 et. seq.

Sexual harassment prevention training is mandated by Government Code 53237 et. seq., which was enacted by Assembly Bill (AB) 1661 (McCarty) in 2016. City Councilmembers must receive a required two-hour sexual harassment prevention training session every two years. Compliance with this law was assessed for the City. City staff provided consultants with training completion dates. As of October 2024, all City Councilmembers had completed required sexual harassment prevention training (City staff, personal communication, October 2024). Therefore, the City Council is in compliance with Gov. Code 53237 et. seq. It is recommended that the City include information on compliance with Gov. Code 53237 et. seq on their website.

Recommendation: It is recommended that the City add sexual harassment prevention training certificates to the City website for greater transparency.

4.2.2 *City Council's 2023-2025 Strategic Plan*

The City Council met in the spring of 2023 to establish a set of short-term priorities for policy and financial focus. The City Council agreed that five characteristics are to guide the City's decision making in the next two years: public safety; quality of life; economic vibrancy; financial sustainability; and infrastructure resiliency as shown in Figure 4-1 below. The Strategic Plan is available here: <https://www.rocklin.ca.us/node/3400> (Rocklin, 2023f).

Figure 4-1: Strategic Plan "5 Pillars"



The Council views the City's Strategic Plan as a "living document" with Action Plans for each department. Within each pillar, the City Council has approved objectives and provides a detailed accounting of progress every three months. As of December 2023, the City Council had completed 35 percent of the Safe objectives, 15 percent of the Sustainable objectives, 20 percent of Livable objectives, 30 percent of the Vibrant objectives, and 10 percent of the Resilient objectives. Updates for the City Council's progress can

be found here: <https://www.rocklin.ca.us/post/2023-2025-strategic-planning-framework> (Rocklin, 2023f).

4.3 Accountability and Transparency

This section details laws and regulations by which the City operates to provide transparency and accountability to its constituents.

4.3.1 *Brown Act*

The Ralph M. Brown Act³ was originally adopted in 1953 to assure the public has access to information on actions under consideration by public legislative bodies, and that the actions are conducted in open public forums. All meetings of the City Council and other advisory boards and commissions are open to the public in accordance with the Brown Act. The agenda for each City Council meeting includes a public comment period for items not on the agenda. Additionally, the Council meeting agendas reflect that the public is invited to speak on all items included on the agenda. All meeting agendas are publicly posted on the City website at <https://www.rocklin.ca.us/city-council-meetings>.

The State Legislature updated the Brown Act in 2016, as described in Government Code §54954.2 (See also Assembly Bill 2257). These new Brown Act requirements prescribe the methods and location by which an agenda must be accessible on an agency's website for all meetings. All meetings of the City Council and boards and commissions are open to the public in accordance with the Brown Act. Agendas are posted to the City website at <https://www.rocklin.ca.us/city-council-meetings> and hard copies are posted on the City's bulletin board at City Hall, 3970 Rocklin Road in Rocklin. Notices of public hearings are posted on the City's website and published in the Placer Herald. For planning entitlements, notices are also posted on each project site and mailed to property owners within 600 feet of the project site (City, 2024a). The agenda for each meeting includes a public comment period, and agendas are made available 72 hours before meetings. Agendas are also emailed via a web-based distribution list that individuals and entities may sign-up for. Notifications are automatically sent to the agenda distribution list when the agenda program publishes the agenda to those on the list. A calendar of meetings for City Council and other commission and boards is available on the City's website at <https://www.rocklin.ca.us/calendar> under "Government/Meetings Calendar."

The City and its representatives have a record of adherence to the requirements of the Brown Act, the Political Reform Act, and similar laws. The City makes the current agenda and agenda packet available as a direct link from the website homepage to the agenda management platform, which is embedded into the City Council Agendas and Minutes webpage. The most current agenda is available as a PDF document for download with other agendas in the same year located here: <https://www.rocklin.ca.us/city-council->

³ In the initial legislation for the Brown Act, and through amendments adopted over the years, provisions were included to permit legislative bodies to meet in closed session for very specific purposes. These included personnel matters, labor negotiations, existing litigation, potential litigation and real property negotiations. These closed sessions are not open to public participation, but the general topics to be discussed must be publicly announced in advance. Also, if any final action is taken by the legislative body in closed session, the action and any vote must be reported to the public in an open meeting immediately following the closed session.

[meetings](#) (Rocklin, 2024b). The year 2023 is found at the same address under the “2023” tab. Other past years’ agendas are provided at <https://www.rocklin.ca.us/city-council-meetings-archive> and <https://sirepub.rocklin.ca.us/sirepub/meet.aspx?pagetype=results&meettype=City%20Council>. The City provides meeting agendas to the public free of charge, without restrictions, and complies with the requirements of the Brown Act 2016 Updates described in AB2257.

4.3.1.1 COVID-19 Brown Act Changes

Due to the COVID-19 pandemic, Governor Gavin Newsom proclaimed a State of Emergency for California on March 4, 2020. On March 17, 2020, Governor Newsom issued Executive Order No. N-29-20 suspending parts of the Brown Act that require in-person attendance of Board members and citizens at public meetings provided that notice and accessibility requirements are met; the public members are allowed to observe and address the legislative body at the meeting; and that a legislative body of a local agency has a procedure for receiving and swiftly resolving requests for reasonable accommodation for individuals with disabilities; as specified. Effective October 1, 2021, AB 361 allows local legislative bodies to continue to allow remote meetings during a proclaimed state of emergency, if “state or local officials have imposed or recommended measures to promote social distancing.” Effective September 13, 2022, AB 2449 revises teleconferencing provisions until January 1, 2026, authorizing a local agency to use teleconferencing without complying with teleconferencing requirements that each location be identified in the notice and agenda and that each teleconference location be accessible to the public if at least a quorum of members participates in person from a singular physical location, allowing a member to participate remotely under specified circumstances, including participating remotely for just cause or due to emergency circumstances.

In response to these events, the City implemented teleconference/electronic meeting protocols effective March 17, 2020, consistent with State of California Executive Order (EO) No. N-29-20, which allowed for public participation through video conferencing and by telephone. Executive Order No. N-08-21 established a timeline to expire the provisions of EO No. N-54-20 on September 30, 2021. Currently, all City Council meetings are streamed live via Granicus and can be accessed by the public for free on the City’s website at <https://www.rocklin.ca.us/city-council-meetings>. Public comments can be emailed to the City Clerk at PublicComments@rocklin.ca.us by 3:00 p.m. on the meeting day (at least 3 hours in advance of the meetings). The City does not regularly offer livestream commenting for City Council and all other commission or committee meetings. Remote commenting is offered when councilmembers, commissioners, or committee members are participating remotely. When remote commenting is available, it is noted on the agenda (Rocklin, 2024b; 2024c; City staff, personal communication, August 2024).

Effective January 1, 2023, the Brown Act permits teleconferencing under traditional Brown Act teleconferencing rules, AB 361 state of emergency rules, and AB 2449 individual board member rules. It is not recommended that the City allow live online commenting due to “Zoombombing,” or disruptive intrusion and trolling of Zoom meetings, which has become pervasive at live online public meetings and hearings.

4.3.2 City's Website

The City's website is kept updated and is easily navigable with current and past agenda packets available for download. Additionally, the homepage features a number of topics highlighting public participation and government transparency such as "City Council Agendas" and "Agendas & Public Notices." Also featured on the homepage are News Alerts for the City such as office open and closure dates, mayoral appointments, and California Environmental Quality Act (CEQA) reports on large projects affecting the City. The City holds special meetings and workshops to solicit additional feedback from the community on topics such as strategic planning and the next fiscal budget. Contact information for the City is also posted on the bottom of the page. A pop-up feature appears on the homepage as well that allows users to sign up for email updates via the City newsletter or receive updates specific to topic areas such as economic development and parks and recreation issues (Rocklin, 2024d).

Features tabs at the top of the homepage allow citizens to quickly find more information about topics such as obtaining a permit, residential services, business and development services, and government. There are compensation reports available in the "Government Transparency" tab through the "Salary Schedules" link under "Human Resources." The City also provides numerous ways for citizens to connect with the City such as the "City Corner" at <https://www.rocklin.ca.us/city-corner-legislative-feature> and "City News" at <https://www.rocklin.ca.us/news-and-press-releases>.

4.3.3 General Accountability

The City demonstrated accountability and transparency in its disclosure of information and cooperation with Placer LAFCO. The City cooperated with LAFCO's request for information and participated in an interview with the MSR/SOI study consultants. The City's web portal service and mobile app "Access Rocklin" allows the public to send questions, comments, and complaints to City staff in all departments on many possible topics, including but not limited to accessibility, drainage, employment, grading complaints, parks and trails, permits, landscaping and streetlights, utilities, and zoning information. In 2023, 1,375 Code Compliance cases were opened, and 1,314 cases were resolved. The remaining cases are still under consideration. Additionally, the City complies with state and federal regulations.

4.3.3.1 Litigation

It is common for municipal agencies to bear some litigation exposure, and even to be involved in several lawsuits simultaneously. At times these lawsuits are calculated risks on the part of municipal service agencies. The extent of past and current litigation, however, can be indicative of poor risk management; noncompliance with local, state, and federal regulations and policies; and poor communication and mediation efforts with other public agencies, Non-Government Organizations (NGOs), the public, and special interest groups. Ultimately, the more litigation an agency experiences, the greater the loss of public resources such as tax and assessment funds, and staff hours spent on lawsuits.

The Brown Act permits legislative bodies to meet in closed session for existing and potential litigation. The closed sessions are not open to public participation, but the general topics to be discussed must be publicly announced in advance, and any actions taken must be reported to the public in an open meeting

immediately following the closed session. According to the City Council agendas on the dates shown below, recent litigation has included the following:

- Hogan v. City of Rocklin – November 14, 2023
- City of Rocklin v. Legacy Family Adventures and David Busch – February 14, 2023
- Citizens Voice Organization v. City of Rocklin, et al. – January 24, 2023
- Martin Holm v. City of Rocklin – October 25, 2022
- City of Rocklin v. Town of Loomis, et al. – July 25, 2022
- Natalie Constable v. City of Rocklin – July 25, 2022
- Jason Maschmeyer v. Quick Quack Car Wash – January 25, 2022
- Brad Alford v. City of Rocklin – April 13, 2021
- Michael Beaman et al v. City of Rocklin – February 23, 2021
- In Re Kathy Long – May 12, 2020

As shown in the list above, there were three lawsuits in 2023, four in 2022, two in 2021, and one in 2020. A search was performed to 2018, and no other lawsuits were found prior to 2020. This data would suggest that the number of lawsuits has increased in recent years. There are also a number of anticipated litigation cases, or initiation of lawsuits that have been discussed at City Council meetings on a regular basis. However, given the Brown Act provisions, it is unknown how many of these are different suits or the same suit discussed multiple times.

4.3.3.2 Grand Jury Inquiries

Placer County is required by law to impanel a grand jury. The major functions of a grand jury are divided into criminal indictments and civil investigations. The civil investigation portion generally takes up most of the time. The civil, or ““watchdog”” responsibilities of the grand jury include the examination of all aspects of local government, including cities and special districts, to ensure the county is being governed honestly and efficiently and county monies are being handled appropriately.

If an agency is subject to many grand jury inquiries, this can be indicative of poor performance or a high number of complaints about an agency. The City of Rocklin, along with other cities and special districts in Placer County, has recently been the subject of a grand jury report (Placer County, 2023). This MSR/SOI Study reviews the last four years of grand jury reports as they pertain to the City of Rocklin, summarized below. The City was included in more generalized reviews of specific topics for the grand jury reports from 2020 to 2023, and not the sole subject of any recent investigation of concern.

2022-2023 Grand Jury Report

According to the 2022-2023 Grand Jury Report, the City of Rocklin’s expenditures on homelessness in the previous year was \$110,475, with \$60,475 allocated to The Gathering Inn (TGI) Homeless Prevention and Rapid Rehousing Program in the Community Development Block Grant (CDBG) Low-and Moderate-Income Housing Asset Fund; and \$50,000 allocated to the TGI Homeless Prevention and Rapid Rehousing program in the CDBG Coronavirus 2019 CARES Act Fund. The 2022-2023 Grand Jury Report outlines the funds received by Placer County from the Federal Department of Housing and Urban Development (HUD). Placer County distributes HUD funding to the Cities of Roseville and Rocklin. In 2021, the last year for

which data was available, Placer County received \$1,499,064, which consisted of funds from eight different federal funding sources.

The Grand Jury had two findings relating to the City of Rocklin. The report found that there was insufficient spending coordination among the various Placer County City and County jurisdictions (Finding F3), and that Cities and County needed homeless budget line items to define funding and expenditure sources (Finding F5). Consequently, the Grand Jury recommended that “each of the five incorporated cities and one incorporated town in Placer County establish a full accounting of homeless funding and expenditures to its citizens on an annual basis by January 1, 2024, and include in the annual budget going forward” (Recommendation R2). The City’s response disagreed with Finding F3, indicating that they do coordinate and communicate with other Placer County jurisdictions on homeless-related spending, including participating in the Regional Working Group on homelessness, the Homeless Resource Council of the Sierras, and the City of Roseville and Placer County Housing Authorities, which have jurisdiction over Rocklin. The City partially disagreed with Finding F5 given that homelessness funding appears in line items for specific departments or programs, rather than as a single “homeless budget” line item. The City noted that a full accounting of homeless funding and expenditures will be partially implemented as part of the next annual budget; but because it uses fund-based budgeting and not project-based budgeting, it will not be able to completely resolve this issue without changing the budgeting process for the entire City, which is infeasible and impractical (Placer County, 2023).

2021-2022 Grand Jury Report

The Placer County Grand Jury conducted required inspections at the seven Placer County jails and holding facilities in Roseville, Rocklin, Auburn, and Tahoe City the months of July and November 2021. Grand juries are mandated by California Penal Code § 919(b) to inspect and report on juvenile detention facilities. The Rocklin Police Department (RPD) includes an adult temporary holding facility and a juvenile temporary holding facility. Historically, the adult temporary holding cells have experienced underutilization with only two adult detainees held at the facility in the two years prior to the grand jury inspection. As a result, the RPD requested the Board of State and Community Corrections (BSCC) to decommission the adult facility effective July 1, 2021. An agreement was reached and the BSCC officially decommissioned the Adult Temporary Holding Facility as requested. The Grand Jury also reviewed the two remaining holding cells used exclusively for juveniles who are brought in for brief periods of time before being released to parents, guardians, a medical facility, or sent to the Placer County Juvenile Detention Facility (PCJDF) in Auburn. The Grand Jury inspected the Rocklin Juvenile Detention Facility on September 15, 2021. The Grand Jury found the facility to be well-organized, neat, well maintained, and run by dedicated and knowledgeable staff. The Grand Jury also found that the Rocklin Juvenile Detention Facility is underutilized and is a waste of resources and space. The Grand Jury recommended that by January 1, 2023, the Rocklin PD close the two cells that are maintained to hold juveniles and re-allocate the space as they did when the adult detention cells were closed.

The Rocklin PD agreed with the Grand Jury’s findings that the juvenile detention facility was underutilized and an inefficient use of resources and space, and on August 22, 2022, sent a letter to the Board of State and Community Corrections officially decertifying the Juvenile Holding Area, effective September 1, 2022 (Placer County, 2023).

2020-2021 Grand Jury Report

There were no findings of investigation for the City of Rocklin, apart from the required inspection of the City’s holding facilities of which there were no recommendations. (Placer County, 2023)

2019-2020 Grand Jury Report

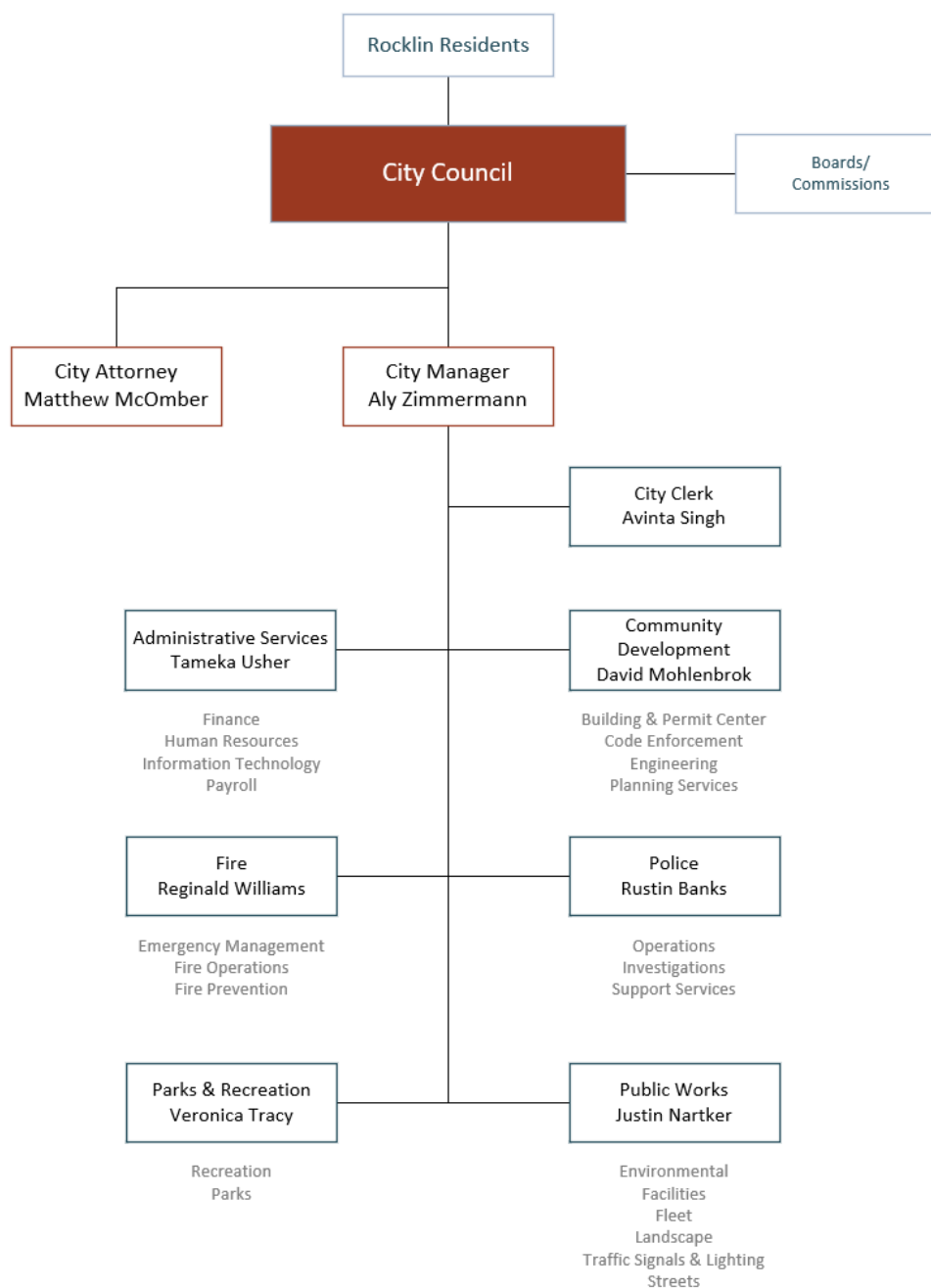
The Placer County Grand Jury investigated the City of Rocklin’s compliance with Assembly Bill 2257, codified in California Government Code § 54954.2, requiring all legislative bodies, such as city councils and boards of supervisors, to have a prominent, direct link to their agenda on their website’s homepage and other specific requirements related to the listing of that agenda after January 1, 2019. The grand jury found that the City of Rocklin website does not provide a prominent, direct link to the current City Council meeting agenda, nor does it provide a direct link to an agenda management platform listing of the City Council meeting agendas; therefore, it does not comply with AB 2257. The grand jury recommended the City of Rocklin update its website by incorporating a prominent, direct link to the current City Council meeting agenda or list of city council agendas by October 1, 2020. If the link is to include a list of agendas, the most recent agenda must be listed first.

The City disagreed wholly with the finding, providing a screenshot of their homepage that shows “Agendas and Public Notices” displayed prominently. As of January 15, 2024, the City continues to remain in compliance with AB 2257 by displaying a link to “City Council Agendas” on their main homepage (Placer County, 2023).

4.4 Management Efficiencies

This section considers the effectiveness of the City in providing efficient, high quality public services. Efficiently managed agencies typically implement benchmarking and monitor performance to improve service delivery, planning efforts, and emergency planning. LAFCO’s metrics for evaluating management efficiency relate to the ability of an agency to implement plans to improve service delivery, contain costs, reduce waste, eliminate duplications of effort, maintain qualified employees, and build and maintain adequate contingency reserves. A basic organizational chart for the City is shown in Figure 4-2.

The City Manager for the City of Rocklin is responsible for directing City operations and overseeing and implementing policies on behalf of the City Council. The City allocated 270 full-time equivalent employee (FTE) positions in the FY 2023/2024 budget (Rocklin, 2023c).

Figure 4-2: City of Rocklin Organizational Chart (FY 2022/2023)

(Source: City Staff, personal communication, August 2024)

An important part of management effectiveness is having a city-wide mission and vision statement that appear regularly in city documents, and which serve to guide the city's strategic decisions. The City of Rocklin has adopted a vision statement and vision principles as listed in Table 4-2 on the next page.

Table 4-2: Vision Statement and Vision Principles for the City of Rocklin

Vision Statement	To become a city that provides its citizens with exceptional quality of life while maintaining its small-town sense of community.
Vision Principles	<ul style="list-style-type: none"> • Rocklin views the safety of its citizens as vital and places a priority on public safety and emergency response; • Rocklin values education and its benefits to the community and is an active partner and supporter of community schools; • Rocklin is a community of neighborhoods; each unique and essential in preserving and promoting a diverse and welcoming community; • Rocklin emphasizes citizen engagement and views it as the cornerstone for community decision making; • Rocklin strives to be a sustainable community, both economically and environmentally; • Rocklin celebrates and builds on its rich history by protecting natural and cultural resources; and • Rocklin values community recreation programs and a park system serving all residents.
Source: Rocklin, 2014.	

4.4.1 City Departments

The City's 270 full-time equivalent employees are organized into the following departments: (1) Administrative Services, (2) City Manager, (3) Community Development, (4) Fire, (5) Parks and Recreation, (6) Police, and (7) Public Works. Over the last several years, the City has been consolidating departments to increase efficiencies and reduce redundancies. The Finance and Human Resources Departments were consolidated into the Administrative Services Department in FY 2020/2021. The Engineering Division was moved from Public Works to Community Development, the Housing Division was moved into the City Manager's Office, and the Information and Technology (IT) Department was consolidated into Administrative Services in FY 2023/2024.

4.4.1.1 City Attorney’s Office

The City Attorney’s Office advises City officials in all legal matters, frames ordinances and resolutions required by the City Council, and performs other legal services required by the City Council. The department has three staff members and a budget of approximately \$1.1 million for FY 2023/2024 (Rocklin, 2023c).

4.4.1.2 City Clerk’s Office

The City Clerk is the local official who administers democratic processes such as elections, access to City records and all legislative actions, and ensuring transparency to the public. The City Clerk acts as a compliance officer for federal, state, and local statutes including the Political Reform Act, the Brown Act, and the Public Records Act. The City Clerk manages public inquiries and relationships, and arranges ceremonial and official functions. The department is comprised of two staff members and has an operating budget of \$329,000 for FY 2023/2024 (Rocklin, 2023c).

4.4.1.3 Administrative Services Department

The Administrative Services Department provides financial, human resources, information technology, and payroll support to all City departments. The department’s budget for FY 2023/2024 is approximately \$15.4 million with 27 Full-time Equivalent (FTE) staff positions. The IT Division was consolidated into the Administrative Services Department as part of the FY 2023/2024 budget, moving all IT positions and associated budgets. The department also added a Department Administrative Specialist position to provide administrative and Citywide procurement support (Rocklin, 2023c).

4.4.1.4 City Manager’s Office

The City Council is the governing body of the Rocklin Municipal Government. The City Manager is appointed by the City Council and is responsible for implementing and carrying out the policies of the City Council. As the chief executive officer of the City, the City Manager supervises operations, directs departments and services, and enforces the laws and policies as adopted by the City Council. The City Manager’s Office coordinates: Administration; Economic Development; Legislative Advocacy; Housing; and Public Affairs. The Housing Division was consolidated into the City Manager’s Office as part of the FY 2023/24 budget. One position and associated budgets were moved from the Community Development Department to the City Manager’s Office. The office budget for FY 2023/2024 is approximately \$4.7 million with 5.50 FTE staff positions (Rocklin, 2023c).

4.4.1.5 Community Development Department

The Community Development Department oversees the responsible and sustainable growth of the City while ensuring safety and quality of life. The department consists of five divisions: Building Services; Code Enforcement; Engineering Services; Permit Center; and Planning Services. The Engineering Division was consolidated into the Community Development Department as part of the FY 2023/24 budget. Three positions and associated budgets were moved from the Public Works Department to the Community Development Department. The department also added a Public Works Business Technician position to

provide administrative support to all five divisions in the department. The department's budget for FY 2023/2024 is approximately \$18.3 million with 28 FTE staff positions (Rocklin, 2023c).

4.4.1.6 Fire Department

The Fire Department provides response to emergencies throughout the City in an effort to minimize injuries, loss of life, and property and environmental damage. The mission of the Fire Department is to minimize risk, increase safety, and improve the quality of life in our community by responding quickly, solving problems, and being nice. The department consists of four divisions: Fire Administration; Field Operations; Fire Prevention; and Emergency Management. The department's budget for FY 2023/2024 is approximately \$15.9 million with 44.5 FTE staff positions (Rocklin, 2023c).

4.4.1.7 Parks & Recreation Department

The Parks and Recreation Department provides parks, facilities and recreation experiences to enhance quality of life. The department consists of three divisions: Business Services; Recreation; and Parks. The department's budget for FY 2023/2024 is approximately \$10.3 million with 22.5 FTE staff positions. The department added a Recreation Coordinator position for special and co-sponsor events, and programs (Rocklin, 2023c).

4.4.1.8 Police Department

The Rocklin Police Department provides law enforcement services to the citizens of Rocklin. The department consists of four divisions: Administration; Police Operations; Investigations; and Support Services. The department's budget for FY 2023/2024 is approximately \$24.4 million with 94.5 FTE staff positions. The department added two Police Officer positions and vehicles in the Police Operations Division (Rocklin, 2023c).

4.4.1.9 Public Works Department

The primary responsibility of the Public Works Department is to maintain the City's infrastructure in support of the community, the City's General Plan, and other City departments. The department designs, builds and maintains facilities and other public areas, coordinates street excavation and pavement maintenance work, manages the City's vehicle and equipment fleet, monitors water quality, and regulates street and sidewalk use while enhancing and protecting the public rights-of-way. The department consists of seven divisions: Streets; Environmental Services; Landscape; Traffic Signals & Lighting/Operations; Facilities; Fleet Services; and Administration. The department's budget for FY 2023/2024 is approximately \$22.5 million with 38 FTE staff positions. A Landscape Services Worker position was added for inspection, construction, and repair of landscapes (Rocklin, 2023c).

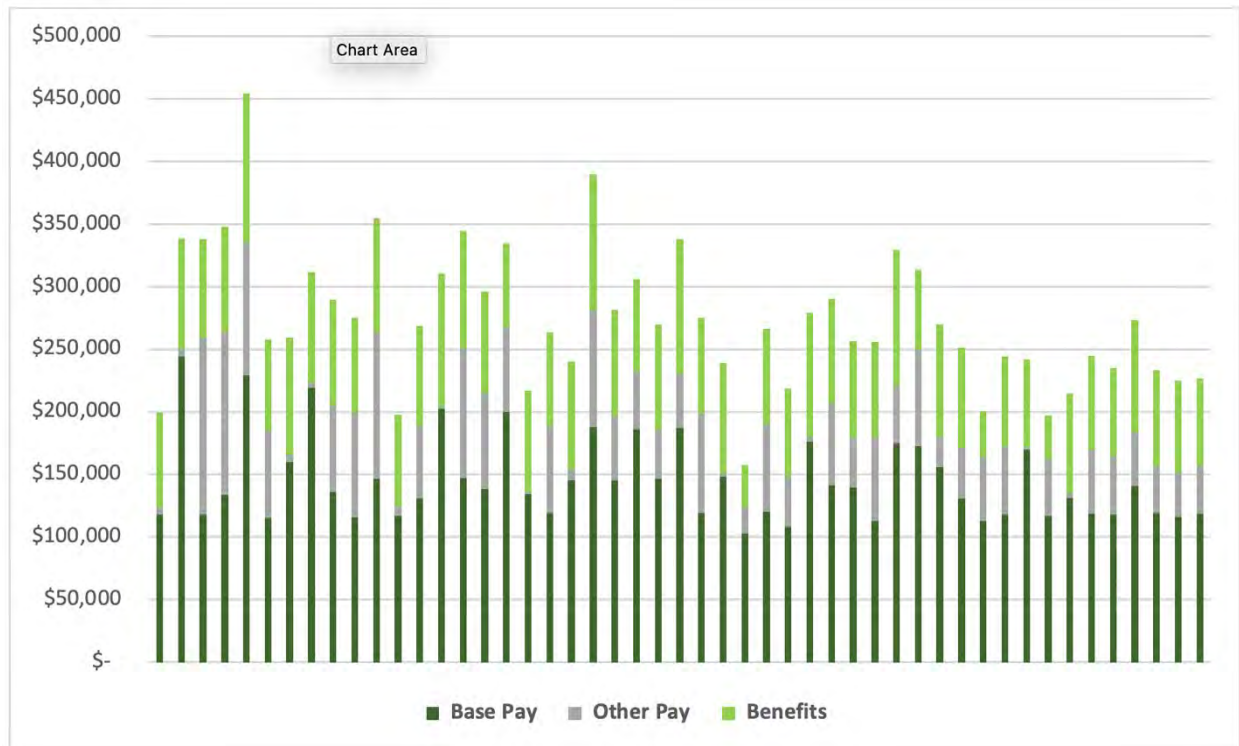
4.4.2 *City Staff*

As of July 1, 2023, the City has approved 270 full-time equivalent positions (FTE). The breakdown in staffing by department can be seen in Table 4-3 below. Approximately 35 percent of all City staff are employed by the Police Department, followed by the Fire Department at 16 percent.

Table 4-3: Staffing by Department

Department	Effective July 1, 2023
City Council	5
City Manager	5.5
City Attorney	3
City Clerk	2
Administrative Services	27
Community Development	28
Fire	44.5
Parks & Recreation	22.5
Police	94.5
Public Works	38
Total	270

The City added 6.65 FTE new staff positions from the prior fiscal year. Total pay and benefits for full-time, part-time, and seasonal staff in 2022 were queried from the California State Controllers Government Compensation website. Figure 4-3 shows the top 50 paid staff in 2022.

Figure 4-3: Top 50 Paid Staff (2022)

Approximately 359 staff were employed by the City in 2022 including part-time, full-time, and seasonal staff. Total pay and benefits ranged from a high of \$454,402 to a low of \$88. One hundred and eighty-nine (189) staff received pay and benefits over \$100,000 each in 2022. The top thirteen staff received pay and

benefits over \$300,000 each. Approximately \$2.87 million was paid to staff for overtime in 2022 with \$2.76 million of that overtime split almost evenly between the Police and Fire Departments. In total, the City spent approximately \$40.1 million on pay and benefits for employees in 2022. A breakdown in base pay, overtime pay, and benefits per Department in 2022 can be seen in Table 4-4.

Table 4-4: Base Pay, Overtime Pay, and Benefits by Department (2022)

Department	Base Pay	Overtime Pay	Total Pay	Benefits
Administrative Services	\$1,437,422	\$9,574	\$1,495,036	\$541,924
City Attorney	\$418,525	\$0	\$425,984	\$177,186
City Clerk	\$173,369	\$330	\$179,873	\$70,009
City Council	\$43,400	\$0	\$43,400	\$0
City Manager	\$623,266	\$0	\$654,317	\$208,599
Community Development	\$1,919,147	\$7,875	\$1,969,411	\$786,947
Fire	\$4,498,113	\$1,404,285	\$6,349,397	\$2,573,012
Information Technology	\$772,895	\$8,526	\$813,764	\$315,763
Parks & Recreation	\$1,469,668	\$51,274	\$1,579,530	\$623,977
Police	\$9,284,597	\$1,357,028	\$12,279,478	\$4,612,935
Public Works	\$2,958,606	\$32,276	\$3,156,734	\$1,282,520
Grand Total	\$23,599,008	\$2,871,168	\$28,946,924	\$11,192,872
<i>Source: California State Controllers Government Compensation, 2022</i>				

Rocklin's turnover rate for staff in 2023 was 12.5 percent. The departments with the highest turnover were the City Clerk's Office (2 of 2 positions), City Attorney's Office (2 of 3 positions), and Administrative Services (12 of 35 positions) (Rocklin, 2024a). High turnover, vacant leadership positions, and difficulty of recruiting staff could be indicative of compensation disparity between Rocklin and competing cities or industries; an insufficient benefits package; or other reasons. Loss of staff has the potential to disrupt service delivery and reduce efficiencies of service. The consultants for this study reviewed current job openings for the City of Rocklin on November 22, 2023. The City at the time was recruiting for the following full-time positions:

1. Chief Building Official
2. City Attorney
3. City Clerk
4. Director of Parks and Recreation
5. Information Technology Manager
6. Budget Officer
7. Finance Officer
8. GIS Analyst
9. Information Technology Analyst
10. Irrigation Maintenance Technician
11. Police Officer (Lateral)

12. Police Recruit
13. Public Safety Dispatcher II
14. Academy Graduate Police Officer
15. Senior Equipment Mechanic

Seven of the 16 positions open were either Director or management level positions. On November 22, 2023, there was no City Attorney, no Director of Parks and Recreation and no Chief Building Official. These top positions oversee 24 personnel across three City Departments. It is likely that lower management positions filled the gap. According to City staff the turnover in 2023 was attributed to several factors, such as new positions being created, retirements, and resignations. Despite the challenges in recruiting, staff worked diligently to fill these positions. Eleven of the sixteen positions have been filled, while others are continuously posted or at different stages of the hiring process (City staff, personal communication, August 2024).

The consultants queried City staff on the apparent high rate of turnover. City staff responded in February 2024 that the County's turnover rate for 2023 was also 12.5 percent. The highest net City Department turnover is the City Clerk's Office (100 percent with 2 positions), City Attorney's Office (66.7 percent with 2 positions), and Administrative Services Department (34.4 percent with 12 positions). In February 2024, the City was recruiting for positions in the Administrative Services Department (5 positions), Community Development (1 position), Fire Department (1 position), Parks and Recreation Department (2 position), Police Department (7 positions), and Public Works (1 position) (Rocklin, 2024a).

4.4.3 Training

The City follows best practices for personnel training and certificates. Personnel at the City receive on-going trainings for anti-harassment and ethics. Board and Commission members are required under AB 1234 to undergo two hours of ethics training every two years, and newly elected officials must receive the training within the first year of holding office (Rocklin, 2016). Fire and emergency services are not included in this summary as they are not being reviewed in this MSR.

The City has eleven Administrative Policies as follows:

1. Code of Ethics (Resolution No. 2007-279) – 2007
 2. COVID-19 Prevention Program Policy – 2021
 3. Employee Attendance at Union During Working Hours – 1993
 4. Employee/Employer Resolution (Resolution No. 2017-237) – 2017
 5. Equal Employment Opportunity Plan (Resolution No. 2014-250) - 2014
 6. Personnel Rules (Resolution No. 2014-248) – 2014
 7. Prohibition of Violence in the Workplace – 2004
 8. Reasonable Accommodation Policy – 2017
 9. Vehicle Use and Driving Standards Policy – 2023
 10. Smoke Free Workplace – 2012
 11. Whistleblower Protection Policy – 2016
- (Rocklin, 2023f)

4.4.4 *Certifications*

City personnel maintain current certifications as required by individual staff positions and agency best practices, such as Building Department certifications, Certified Access Specialist (CASP) for construction-related state accessibility requirements, California Residential Building or Combination Inspection Certification, and Building Official certification. Certifications are also required for Information Technology (IT) analyst and management positions; and mechanic and technician certifications for fleet services. Facilities that require County Environmental Health permits are maintained and all necessary facilities have passed recent inspections.

4.5 Awards to the City

In 2023, the California Society of Municipal Officers awarded the City the Operating Budget Meritorious Award for the FY 2022/2023 Adopted Operating Budget produced by the Administrative Services Department. The City has not sought out these awards in the past, and this was the first time the City provided a submission (City staff, personal communication, August 2024).

Chapter 5. Growth and Population

The growth and population projection for the City is a determination which LAFCO is required to describe, consistent with the MSR Guidelines from the Governor’s Office of Planning and Research (OPR) as set forth in the CKH Act. This section provides information on the existing population and future growth projections for the City of Rocklin. Historical and anticipated population growth is a factor which affects service demands.

5.1 Historic Population

The City of Rocklin was incorporated in 1893 with 1,050 residents according to the 1890 census. The number of residents declined until the 1950s when the population stabilized. Growth was slow but study up until the 1980’s when the population grew by 159 percent between 1980 and 1990 to a population of 19,033. From 1990 to 2008, the population almost tripled to 53,843. Population growth for the City has accelerated since the 1980s and continues through the present day. The City’s current General Plan extends the population planning horizon to 2035 and analyzes three different growth scenarios that anticipate a four to eight percent growth rate every five years from 2020 to 2035 (Rocklin, 2012). The planning horizon coincides with the Sacramento Region Blueprint adopted by the Sacramento Area Council of Governments (SACOG) in 2004. The Blueprint was a pioneering effort in regional planning for all 20 cities and six counties within the Sacramento area. Member cities have focused on implementing the Blueprint principles, including housing options, transportation choices, mixed land use, compact development, conserving natural resources, utilizing existing assets, and quality design. SACOG plans to complete an updated Blueprint by 2025 (SACOG, 2023).

5.2 Existing Population

As shown in Table 5-1 below, there were approximately 71,179 residents within the City boundary as of January 1, 2023 (CA DOF, 2023a). This is a decrease of 0.156 percent from the 2020 population of 71,290 (CA DOF, 2023b). However, population growth from the previous decade was much higher. From 2010 to 2015, the City grew from 56,974 to 60,550 persons, an increase of 6.2 percent; and from 2015 to 2020, the City grew from 60,550 to 69,702 persons, an increase of 15.1 percent (CA DOF, 2023c).

Table 5-1: City of Rocklin Existing Population (2023)

	Population ¹	Population in SOI ²	Percent of City Population of Total County Population ¹	Number of Registered Voters ³
City of Rocklin	71,179	78	17.3	55,405
Sources: ¹ CA DOF, 2023a. ² Estimated based on the number of parcels in the SOI with number of units per parcel from the Placer County Assessor property information for individual parcels multiplied by 2.8 persons per household from the US Census 2022 ACS Demographic and Housing Estimates. ³ This number is the total number of registered voters within County Supervisorial District 3, which encompasses Rocklin, Loomis, and the community of Penryn (CA SOS, 2024).				

5.2.1 Existing Population in SOI

Rocklin’s SOI population (outside the City Boundary) is estimated to be 78 people based upon an average of 2.8 persons per Assessor's Parcel in Placer County, as shown on the previous page. The SOI is composed of low-density, single-family residential properties and farmland adjacent to the Town of Loomis and Placer County unincorporated areas as well as along Highway 65.

5.3 Projected Population Growth

Projecting future population for a City is complicated due to uncertainty regarding the pace of population growth. The City of Rocklin General Plan Land Use Element (updated in 2012) includes a section on holding capacity, projecting population at buildout based on the number of housing units that may be developed over time multiplied by an average number of 2.6 persons per household (Rocklin, 2012a). The projections for population based on slow/low growth, mid-growth, and high-growth models found in the General Plan can be seen in Table 5-2 below.

Table 5-2: City of Rocklin Population Projection Scenarios, General Plan Land Use Element, 2012

Growth Scenario	2020	2025	2030	2035
Low Growth	60,934	63,534	66,134	68,734
Mid-growth	67,174	72,374	76,136	
High-growth	73,414	76,136		

Source: City of Rocklin, 2012a.

The slow growth scenario assumes that residential building permits issued will average 200 dwelling units per year. Under this scenario, the City would reach buildout by 2055. The mid-growth scenario assumes that residential building permits issued will average 400 dwelling units per year and that the City will reach buildout by 2030. The high-growth scenario assumes that residential building permits issued will average 600 dwelling units per year and that the City will reach buildout by 2025. The City’s General Plan assumes the mid-growth scenario is most likely and anticipates buildout to be 29,283 housing units or a population of 76,136 by 2030 (Rocklin, 2012a).

The City’s mid-growth scenario assumes an increase in population of 5 to 7 percent every 5 years. As noted above, the 5-year incremental increases from 2010 to 2020 ranged from 6.2 percent to 15.1 percent. This rate of growth would have resulted in the high growth scenario. However, based on the population decline from 71,290 people in 2020 to 71,179 people in 2023, the City is now closer to the mid-growth scenario.

The City’s January 1, 2023, estimated population was approximately 5,000 persons short of buildout. The consultants reviewed the number of approved, under construction, and proposed residential units per project listed on the City’s website to calculate an estimate for expected population growth in the City in the immediate future. Residential units approved and under construction totaled 2,814 units and proposed projects totaled 885 units for a total of 3,699 residential units. The 2022 ACS 5-year estimates from the US Census (Table S1101) establish the average household size for Rocklin at 2.86 persons per household. This average is used for this analysis as it provides the most recent data for average household size in the City. The 2.86 persons per household average is slightly above the City’s 2012 General Plan

average of 2.6 persons per household used to estimate the City’s growth scenarios. Multiplying the number of under construction and approved residential units by 2.86 residents yields an estimated population increase of 8,049 additional residents (rounded to the nearest whole person) to the City in the short-term. When adding in proposed projects, the population increases by an additional 2,532 residents for an estimated total of 10,581 new residents. This suggest that the City could reach and exceed buildout prior to 2030, with over double the number of new residents short of buildout, upon occupation of currently under construction, proposed, and approved projects (Rocklin, 2024c). Table 5-3 below shows projected population based on known projects through the mid-growth planning horizon. A breakdown in projected population by proposed, approved and under construction projects as of February 28, 2024, can be seen in Appendix C.

Table 5-3: City of Rocklin Projected Population (2020 – 2030)

	2020	2023	2030	2035	2040
City of Rocklin	67,174	71,179	81,760		
<i>Source: City of Rocklin, 2012a; 2024c</i>					

If all projects that are proposed, approved, and under construction are constructed (approximately 3,699 new housing units), Rocklin will exceed its projected population buildout by approximately 5,624 people within the next five years or so. This time frame is of course, dependent on several factors including the housing market and construction timelines. According to Redfin, the Rocklin housing market is very competitive as of May 2024. Homes in Rocklin receive two offers on average and sell in around 14 days. The median sale price of a home in Rocklin was approximately \$690,000 in April 2024, up 2.1 percent since April 2023. The median sale price per square foot in Rocklin is \$362, up 10.9 percent compared to 2023 (Redfin, 2024).

Recommendation: The City may wish to consider an update to the General Plan in the near future to plan for the expected population increase beyond the City’s current growth horizon.

5.4 Land-Use and Development

The land uses present in the City of Rocklin today are the result of decades of decisions by the City and activities by private developers. This section summarizes existing land use within the City. Land use is a factor that affects population growth and, therefore, demand for public services.

5.4.1 *Existing Land Uses*

The City of Rocklin General Plan Update was adopted by the City Council in October of 2012, and it serves as a comprehensive guide for making decisions regarding land use, housing, circulation, conservation, public health, public services, and safety. The City General Plan contains a comprehensive, long-term plan for the physical, economic, and environmental growth of the City. The updated 2012 General Plan extended the planning horizon to 2030, assuming that buildout of all residential development and non-residential development in Rocklin would occur within the 2030 timeframe for purposes of environmental analysis only. The General Plan provides the legal foundation for the City Zoning Ordinance and other

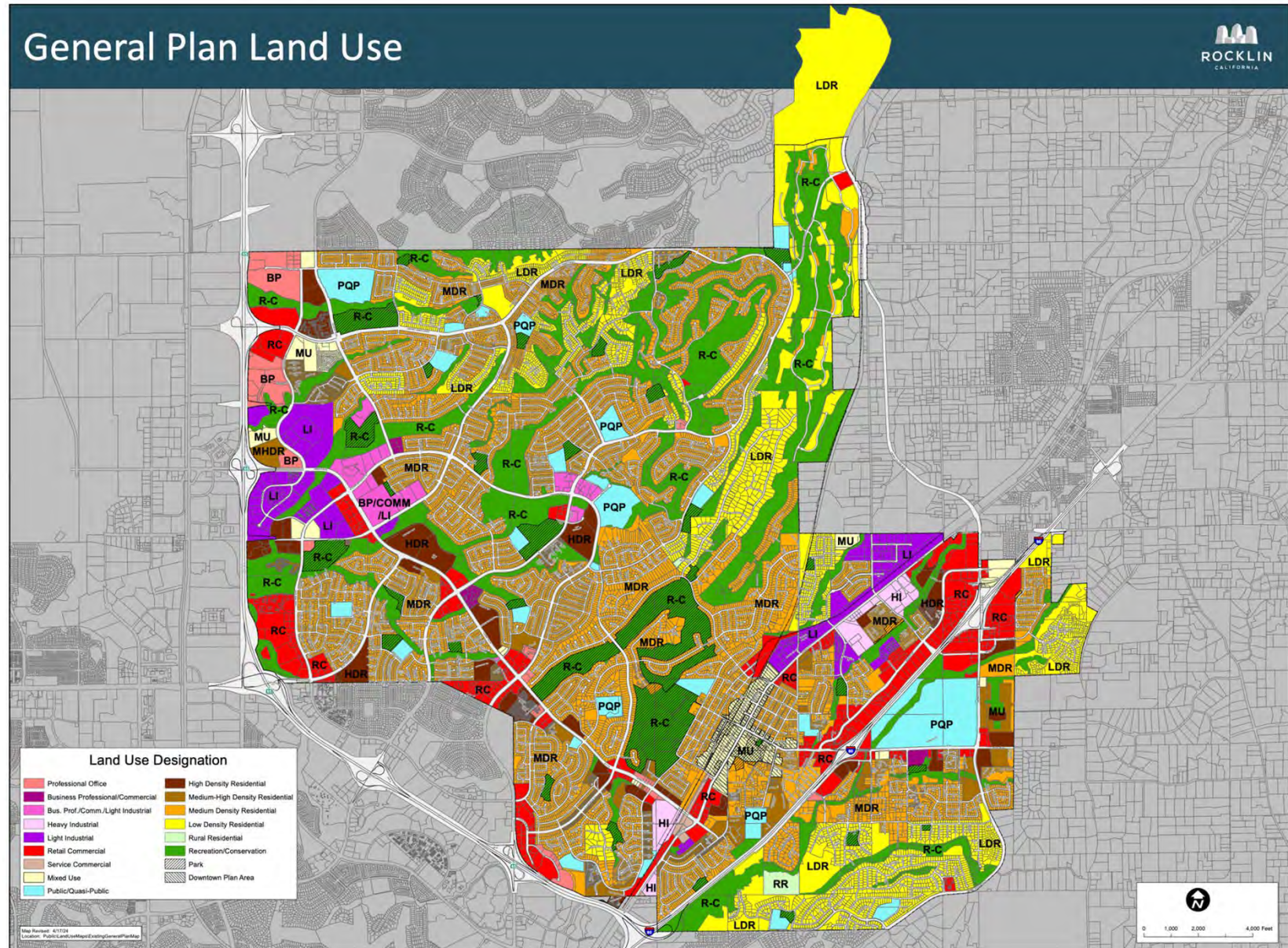
regulations. The General Plan also recognizes the municipal services provided to City residents and contains a Public Services & Facilities Element with numerous policies and background information regarding the provision of these services. For example, Policy PF-2 states that the City shall require a study of infrastructure, public facility, and financing needs for newly annexed areas (City of Rocklin, 2012c). The City of Rocklin has identified land uses designations and population density standards with development in the City limits and the SOI as shown in Table 5-4 below.

Table 5-4: City of Rocklin Population Projection Scenarios, General Plan Land Use Element, 2012

Land Use Designation	Description	Population Per Acre
Rural Residential	Large lot rural residential area on parcels ranging from one to ten acres.	3 or less
Low Density Residential	Residential estate areas on parcels ranging from 12,500 square feet (sf) to one acre.	3-9
Medium Density Residential	Areas where single family residential structures do not exceed 2 stories in height. Minimum lots from 5,000 sf to 12,500 sf.	9-21
Medium High Density Residential	Areas where single family and multifamily residential structures are located in close proximity to commercial and public facilities. Density from 8.5 to 15.4 dwelling units per acre (du/ac).	22-40
High Density Residential	Areas of multiple family development in close proximity to commercial and public facilities, arterial and collector streets and other intensive uses. Density of 15.5+ du/ac.	40+
Mixed Use	Areas where nonresidential (i.e., office, retail, service, civic, cultural, entertainment and other similar uses) and residential are permitted to be mixed, and typically include medium high density to high density residential land uses within the same building, lot, block or designated project. Density of 10 to 40 dwelling units per acre, and a Floor Area Ratio (FAR) between 0.25 and 1.6.	26-104
<i>Source: City of Rocklin, 2012a.</i>		

The General Plan contains a land-use map and associated policies that identify the types and intensities of permissible uses in relation to different land use designations. Figure 5-1 on the next page shows the City's General Plan Land-Use Designations as of the last update to the map which is dated April 17, 2024.

Figure 5-1: City of Rocklin Land Use Map



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Rocklin is a suburban community within commuting distance of Sacramento (21 miles southwest of Rocklin) and other major employment areas within Northern California. Rocklin’s topography includes the Sierra Nevada foothills with elevations ranging from 150 to 525 feet above sea level. The City contains urban areas, grasslands used for grazing, riverine areas, and oak woodlands. Topography varies from level to hilly, with a number of bluffs, ravines, creeks, and low-lying areas.

Some areas of the City are still undeveloped and feature oak woodlands and riparian areas with circulation patterns that follow the topography. The City’s 2012 General Plan notes that the City contains approximately 19.8 square miles with an additional 1.2 square miles outside the City boundaries within the Sphere of Influence (approximately 13,000 acres total within the planning area). The City is bounded by the City of Roseville on the south and west, Placer County and State Route 65 on the west, the City of Lincoln on the north, and the Town of Loomis on the east.

The City is divided into 17 neighborhoods or “Community Plan Areas,” many of which have been master planned as Planned Unit Developments. The City’s original development area is within the “Central/Downtown” planning area and includes historical structures, a grid street pattern, and a mix of industrial, commercial, and residential uses. The Central/Downtown area also includes several former rock quarries, one of which has been redeveloped as an adventure sports center with climbing, ziplining, and other recreational amenities. The Union Pacific Railroad tracks that bisect the City run through the Central/Downtown area, which is undergoing streetscape beautification improvements including walkways and landscaped medians. Newer areas of the City are dominated by low to medium density housing, newer commercial areas in Stanford Ranch, Sunset West, and the Granite Drive/Sierra Meadows planning areas; and industrial uses concentrated near the railroad. Rural residential uses are concentrated east of I-80 and north of Rocklin Road. Developed parks are interspersed throughout the residential neighborhoods, and one golf course also offers open space features (City of Rocklin, 2012a; City Staff, personal communication, August 2024).

The City’s top three industries are institutional (local government, education, and hospitals), retail, and professional/scientific/technical services. The largest employers in Rocklin are shown in Table 5-5 below in order of the number of employees. Employees are defined as having permanent full-time or part-time employment.

Table 5-5: Principal Employers 2023, City of Rocklin

Company	Industry/Business Description	Size (employees)
Horizon West Healthcare	Healthcare	1,204
Sierra Joint Community College District	Public Education	1,200
Rocklin Unified School District	Public Education	1,000
S.E. Scher Corporation	Employment Agency	663
Oracle Corporation	Computer Technology	500
American Healthcare Administrative Services	Healthcare	490

Company	Industry/Business Description	Size (employees)
United Natural Foods West Inc.	Food Wholesale/Distribution	385
City of Rocklin	Government	270
Educational Media Foundation	Media	200
SMA America Production LLC	Renewable Energy	200
Jeld-Wen Inc.	Window & Door Manufacturing	195
Golden Eagle Distributing Corporation	Manufacturing and Distribution	178
Financial Pacific Insurance Company	Insurance	178
Sonoran Roofing Inc.	Construction	160
J.R. Pierce Plumbing Co. Inc. of Sacramento	Construction	150
Infinity Energy	Renewable Energy	150
Bi Warehousing Inc.	Automotive Supply	144
Rocklin Physical Therapy P.C.	Healthcare	139
Road Safety Inc.	Construction	120
Esurance Holdings Inc.	Insurance	104
Cha-Dor Realty LLC	Realty	102
Pacific Secured Equities Inc.	Financial	100
<i>Source: City of Rocklin, 2023; City staff, personal communication, August 2024</i>		

Schools within the City of Rocklin include eleven elementary schools, two middle schools for grades 7-8, three high schools for grades 9-12 (which includes one continuation high school) all operated by the Rocklin Unified School District (RUSD); and four charter schools (one K-7, one K-8, and two K-12) within the City. Tuition-based private schools include Heritage Christian Academy (K-12), the Phoenix School (K-6), and Destiny Christian (K-5).

There are no major hospitals within the City of Rocklin, but there are medical clinics, including Rocklin Placer Center for Health, Sutter Medical Plaza Rocklin, UC Davis Medical Group, Concentra Urgent Care, El Camino Medical Clinic, and Placer Health & Wellness. The nearest hospitals to the City include Sutter Roseville Medical Center and Kaiser Permanente in Roseville.

5.4.2 Transportation Land Use

A significant amount of land within the City of Rocklin is dedicated to transportation, including: The Union Pacific Railroad line, which operates a double-tracked parallel mainline through downtown Rocklin; City streets; and Class 1 bikeway facilities in Sunset West, Whitney Ranch, and the Springview area along

Antelope Creek. Major travel routes through the City of Rocklin include Interstate 80, State Route 65, and the local arterials. The intersection of arterial roads in the City of Rocklin are considered major intersections and those arterials are listed as follows: Blue Oaks Boulevard, Granite Drive, Lonetree Boulevard, Pacific Street, Park Drive, Rocklin Road, Sierra College Boulevard, Stanford Ranch Road, Sunset Boulevard, University Avenue, Valley View Parkway, West Oaks Boulevard, West Stanford Ranch Road, Whitney Ranch Parkway, and Wildcat Boulevard. Class 2 on-street bike lanes exist on many City roads, including most of the local arterials listed above. Most city streets have a wide travel corridor with sidewalks for pedestrian access (City of Rocklin, 2012d).

5.4.3 SOI Land Use

Rocklin’s Sphere of Influence area consists of approximately 419 acres, much of which is currently utilized for rural land uses such as estate residential, agriculture, or is undeveloped. Since the SOI remains unincorporated, the Placer County General Plan is the guiding land-use document. The City of Rocklin has indicated that some land available in the SOI may be suitable for future development, pending future studies and permits.

5.4.4 Redevelopment

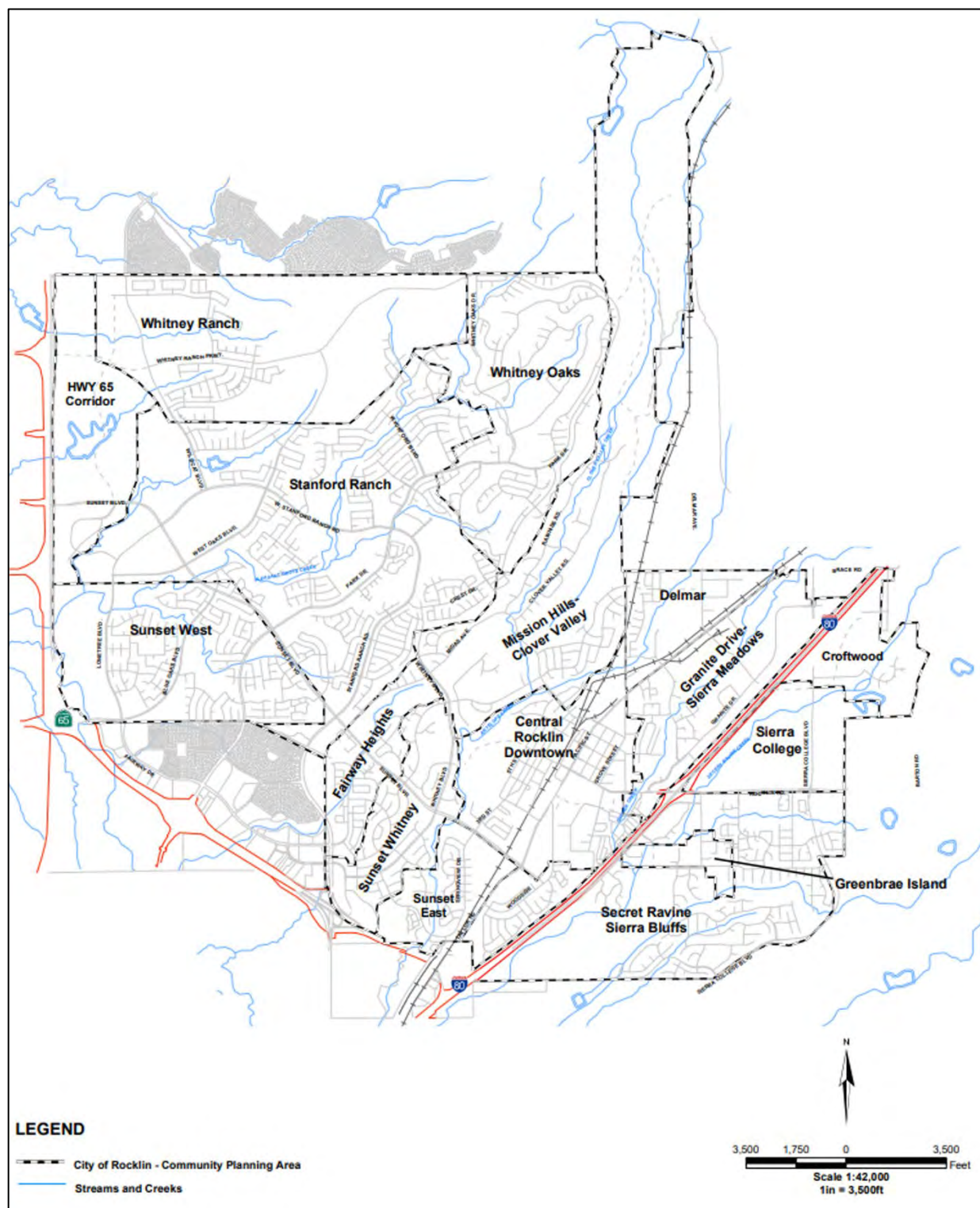
As of the writing of the City’s 2012 General Plan Land Use Element, the City had an adopted Redevelopment Plan, Redevelopment Plan Area, and Redevelopment Plan Agency. Pursuant to Assembly Bills 1X26 and 1484 (“the Bills”), all redevelopment agencies in the State of California were dissolved on February 1, 2012. The City of Rocklin is the Successor Agency to the former Rocklin Redevelopment Agency and is responsible for winding down the affairs of the former redevelopment agency which includes making payments due to contractors, bond debt service payments, loan payments, and the disposition of the assets of the former redevelopment agency. The former Redevelopment Plan encompassed the area between Interstate 80 and Pacific Street between Sunset Boulevard and the Sierra College Boulevard interchange. It included downtown Rocklin as well as the Sunset Plaza shopping center, the Civic Center Master Plan Area, the last active granite quarry (Big Gun), commercial properties along Granite Drive and I-80 east of Sierra Meadows Drive, as well as light industrial and residential areas. The purpose of the Redevelopment Area was to improve inadequate public facilities, develop underutilized areas, diversify the employment base, and provide affordable housing. With the passage of the Bills, however, these areas are no longer receiving Redevelopment funds (City of Rocklin, 2024d).

5.4.5 Special Planning Areas

The City is divided into 17 neighborhoods or “Community Plan Areas,” many of which have been master planned as Planned Unit Developments (referred to as “General Development Plans” in the Rocklin Zoning Ordinance). These areas are shown in Figure 5-2 on the next page. Most of the vacant land in the City already has approved development plans. Planning areas and their general land uses are summarized below:

- Highway 65 Corridor – A portion of the Northwest Rocklin Annexation Area designated for non-residential uses, including light industrial/manufacturing, tech, commercial, and business/professional.

Figure 5-2: City of Rocklin Community Planning Areas



Source: City of Rocklin, 2012b.

- Whitney Ranch – A part of the Northwest Rocklin Annexation Area approved for a development of up to 2,889 single family residences, 1,426 multi-family residences, and commercial, business/professional, parks, open space, and school uses.
- Whitney Oaks – Suburban residential development centered on a golf course with parks and one school.
- Woodside – Mixed use neighborhood consisting of residential, park, retail, and office uses.
- Stanford Ranch – The largest planning area with three distinct land use patterns: suburban residential, industrial and business parks, and commercial core, as well as open space, parks, and schools.
- Mission Hills/Clover Valley – This neighborhood area is comprised primarily of low and medium density residential development or areas of planned development, with some supporting park, school, and commercial uses.
- Fairway Heights – Developed with single- and multi-family residential uses and supporting commercial, office, park, and school uses.
- Sunset Whitney – Predominantly single-family residential with the Sunset Whitney Recreation Area and some commercial uses and undeveloped lands.
- Sunset East – Includes four specific plan areas for residential development with some trails, parks, a school, and two light industrial uses.
- Sunset West – Also a master planned area for residential development with parks, a school, and several commercial properties.
- Central Rocklin Downtown – A historic commercial area of the City encompassing many of the public uses in Rocklin, as well as several abandoned quarry pits and other industrial uses, and historic homes. Within the City's Redevelopment Area.
- Del Mar – Rural residential, undeveloped, commercial, and industrial uses predominate in this area.
- Granite Drive/Sierra Meadows – Newer commercial and industrial development, as well as single-family residences, churches, parks and vacant land slated for commercial and industrial development are located within this area. Within the City's Redevelopment Area.
- Sierra College – This area is oriented around Sierra Community College with surrounding property containing rural residential uses, a church, and vacant land.
- Croftwood – Consists primarily of rural residential uses and undeveloped land with a large area designated for commercial use.
- Secret Ravine/Sierra Bluffs – Dominated by residential uses and supporting parks and commercial uses.
- Greenbrae Island – Contains residential uses within an "island" of previously unincorporated Placer County territory that has since been annexed to the City.

(City of Rocklin, 2012b; City staff, personal communication, August 2024)

5.5 Agriculture and Open Space

5.5.1 Agriculture

Agricultural land is an essential resource in California, and the CKH Act specifies that one aim of LAFCO is to protect open space and agriculture. Placer LAFCO has an interest in documenting the conversion of agriculture and open space lands to other land use types, such as residential use. Placer LAFCO’s MSRs consider the present and planned land uses in the area, including agriculture and open-space lands. State law empowers LAFCO to “discourage urban sprawl, preserve open-space and prime agricultural lands, and encourage the orderly formation and development of local agencies based upon local conditions and circumstances” through the implementation of LAFCO’s tools such as MSRs and SOIs.

The Cortese-Knox-Hertzberg Local Government Reorganization Act, Government Code Sec. 56064 defines “Prime Agricultural Land” (PAL) as an area of land, whether a single parcel or contiguous parcels, that has not been developed for use other than an agricultural use and that meets any of the following qualifications:

- (1) Land that qualifies, if irrigated for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible;
- (2) Land that qualifies for rating 80 – 100 Storie Index Rating;
- (3) Land that supports livestock used for the production of food and fiber that has an annual carrying capacity equivalent to at least one animal per unit acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003; and
- (4) Land planted with fruit or nut bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual basis from production of unprocessed agricultural plant production not less than four hundred (\$400) per acre.

Placer LAFCO aims to protect open space and agricultural uses. The California Farmland Mapping and Monitoring Program (FMMP) managed by the California Natural Resources Agency has provided data for agricultural classifications in the City of Rocklin and Placer County unincorporated areas as shown in Figure 5-3. The most recent mapping data for Placer County is dated 2018.

The categories shown include Grazing Land, Farmland of Local Importance, Farmland of Statewide Importance, Other Land, and Urban and Built-up Land (CA DOC, 2018). The Rocklin planning area is primarily designated as Urban/Built-up Land and Grazing Land, with some Other Land. One small area of Farmland of Statewide Importance remains, which represents the remnants of a historical olive orchard that is no longer in production and has not been in production or actively irrigated for some time. Areas to the north, south, west, are predominantly Urban/Built-up Land, with a large area of Other Land to the east. Much of the undeveloped lands within City are classified as Grazing Land. A breakdown in acreage by farmland category type can be seen in Table 5-6.

Figure 5-3: City of Rocklin Important Farmland

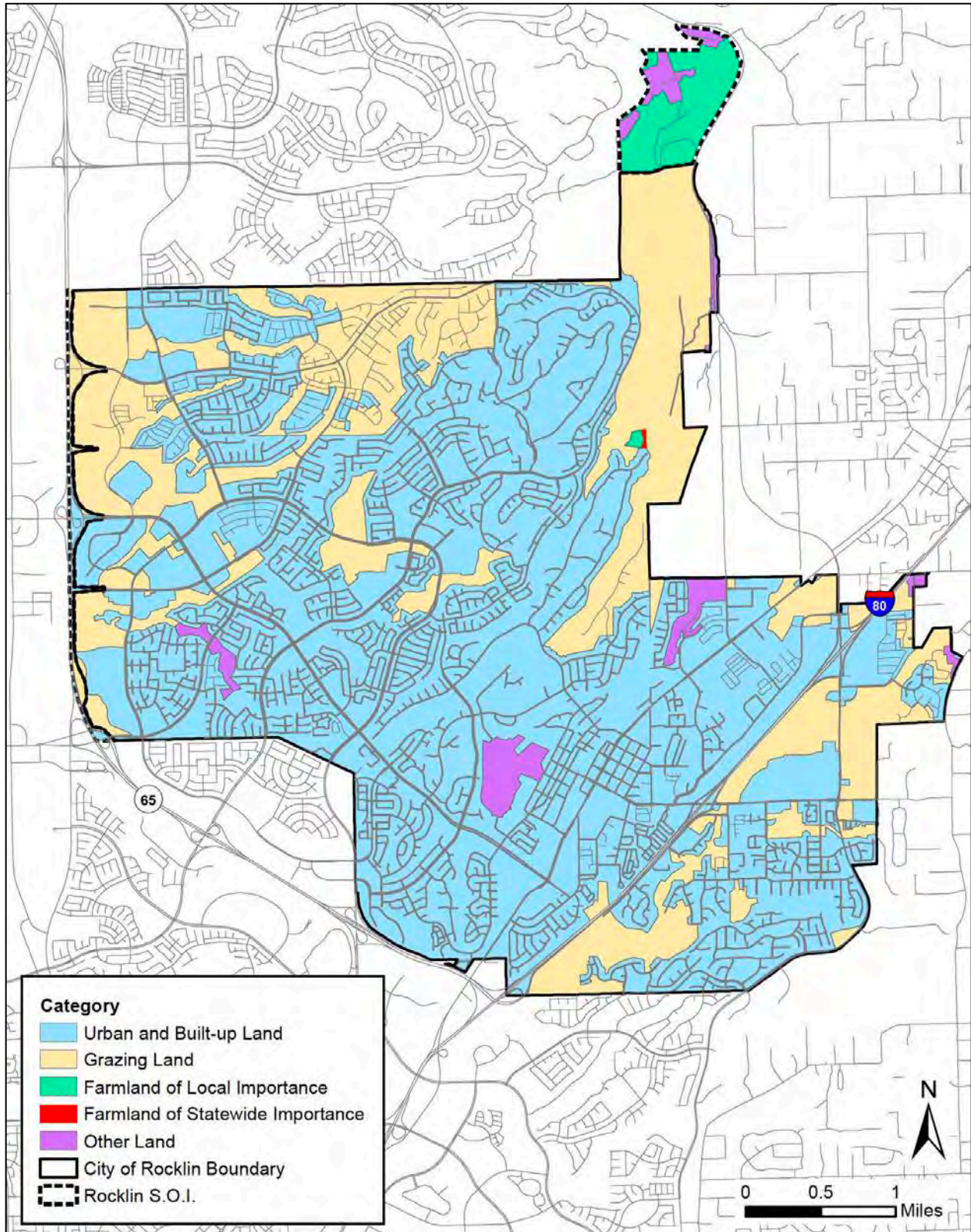


Table 5-6: Acreage by Category Type within the City Boundary

Category Type	Acres
Farmland of Statewide Importance	1.65
Farmland of Local Importance	6.37
Grazing Land	3,339.26
Other Land	214.06
Urban and Built-up land	9,064.13
Total	12,625.47
<i>Source: CA Dept. of Conservation, FMMP, 2018</i>	

Approximately 26 percent of land within the City boundary is designated as Grazing Land while Urban and Built-Up Land makes up 72 percent. Much of the land designated as grazing land follows major tributaries that flow through the City as described in Chapter 7, Present and Planned Capacity of Public Facilities and Services. In addition to agricultural lands, areas within the City boundary are designated as recreation/open space and include areas of important environmental or ecological qualities as discussed in the next section.

The City's Sphere of Influence (SOI) is 418.96 acres with 253.16 acres considered Farmland of Local Importance or approximately 60 percent. The remaining categories within the SOI are Urban and Built-up totaling 42.66 acres or approximately 10 percent, Other Land totaling 61.96 acres or approximately 15 percent, and Grazing Land totaling 61.18 acres or approximately 15 percent. More information about the City's SOI can be found in Chapter 11, Sphere of Influence.

5.5.2 Open Space

The City of Rocklin contains a variety of water-oriented sites including creeks, abandoned granite quarries, ponds, riparian forested wetlands, and seasonal wetlands. Antelope Creek, Secret Ravine Creek and Sucker Creek are perennial streams that provide riparian habitat for a variety of animals. Pleasant Grove Creek and Clover Valley Creek are also significant streams in the community. Other ephemeral streams exist during the rainy season. Seasonal wetlands in the Rocklin area commonly occur within the grassland habitat areas. Vernal pools are seasonal depression wetlands that are covered by shallow water for variable periods from winter to spring. The water-oriented environments found within Rocklin provide important resources to a wide variety of species.

Throughout its development, the City has placed high importance on the preservation of open space. Some open space areas have been designated to retain unique natural features and characteristics. Others have been established to preclude development in areas with significant physical constraints. The City has retained approximately 2,200 acres of open space including both improved and unimproved parkland. This equates to approximately 19 percent of the total acreage within the Planning Area and does not include the one golf course in the City or areas of private property (City of Rocklin, 2012). The City recently purchased the former Sunset Whitney golf course, and it now serves as a recreational area (City Staff, personal communication, August 2024).

5.6 Jobs/Housing Balance

Jobs to housing balance is a commonly used planning metric that enumerates the ratio of jobs to housing units. LAFCO utilizes this metric because it is indicative of the socio-economic factors and is required to consider under the following:

- Government code 56001 states that the Legislature recognizes the provision of housing for persons and families of all incomes is an important factor in promoting orderly development under LAFCO's purview.
- Government code 56668 requires the commission to consider 15 (a-q) specific factors when reviewing proposals for change of organization to help inform the Commission in its decision-making process.

A commonly accepted healthy jobs-to-housing balance is between 1.3 and 1.6. A jobs/housing balance below this margin is a sign of a bedroom community or mainly residential community, while a balance above this margin is a sign of a jobs-housing mismatch that could be indicative of restrictive housing regulations.

According to SACOG's 2023 Metropolitan Transportation Plan/Sustainable Communities Strategy Update, as of 2016, Rocklin had a jobs-to-housing ratio of 0.90. In 2005 the balance was 0.78, and by buildout, SACOG projects that Rocklin will have a 1.07 job housing ratio. The jobs-to-housing balance has therefore been increasing and is expected to continue to rise over time (SACOG, 2023; City of Rocklin, 2012b).

As of March 2023, the City of Rocklin had approximately 33,700 jobs (EDD, 2024). Around the same time, in January of 2023, the City had a total of 26,274 occupied housing units out of 27,106 total housing units. Of those total housing units, 20,950 are single family homes and 6,156 are multi-family dwelling units (CA DOF 2023b). Using these numbers, the jobs/housing balance is 1.28, which represents the ratio of number of employed persons to occupied housing units, and is close to a healthy jobs-to-housing balance.

As of 2018, the largest share of City residents (24 percent) had jobs in educational, health, and social services occupations. Retail trade (13 percent) had the second highest number of jobs in Rocklin, while professional, scientific, management, administrative, and waste management services had the third largest amount (12 percent). Typically, except for certain sales positions, relatively higher-paying jobs are in these categories, translating into higher incomes for Rocklin residents engaged in these occupations. These patterns are similar in Placer County as a whole (City of Rocklin, 2024b).

Recommendation: It is recommended that during the next MSR/SOI cycle, the Regional Housing Needs Allocation/Plan be analyzed.

5.7 Planning Documents

5.7.1 *City of Rocklin General Plan 2012*

The City's General Plan was adopted in 2012, making it now eleven years old. By statute, the General Plan is required to be updated "periodically." While there is no requirement for how often to update a general

plan, in California, the planning period has traditionally been 15-20 years. Some cities and counties update their General Plans as often as every 5 years, while others update selected Elements in portions over time. The Housing Element is the only portion of the General Plan on a mandated update schedule of four, five, or eight years, as listed by the California Housing and Community Development Agency. The City's General Plan Housing Element was updated on May 15, 2021, and revised in March 2024, covering an eight-year period from 2021 to May 15, 2029. The Housing Element is the guiding document for the development of housing, including a plan for accommodating the County's fair share of the regional housing needs. The City updates its housing element as mandated by the State of California. The City General Plan and associated Housing Element influence both the type and the rate of growth within the boundary area.

All cities and counties are required to provide the California Governor's Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD) with separate General Plan and Housing Element Annual Progress Reports (APRs) by April 1 each year, per Government Code Sections 65400 and 65700. The City of Rocklin has not posted the required APRs for the General Plan and Housing Element APRs on its website, although the 2022 General Plan and Housing Element Progress Reports can be found embedded in the City Council March 28, 2023, meeting agenda for these items. These reports cannot be found by searching on the City's website, but can be found by searching the City Council's meetings and agendas at <https://www.rocklin.ca.us/city-council-meetings>.

Since 2008, several new state laws have passed regarding General Plans. For example, SB 244 (Wolk, 2011) addresses local government land use, General Plans, and disadvantaged unincorporated communities (DUCs). This law requires the Land Use Element to include an analysis of the presence of island, fringe, or legacy unincorporated communities.

Additionally, several new state laws pertain to a General Plan Safety Element. For example, jurisdictions may also choose to do a comprehensive review of the Safety Element upon each Housing Element update to streamline review. The CA Office of Planning and Research provides guidelines for General Plan processes and documents. The most recent guidelines were approved in 2017 and are available on the OPR website at: <https://www.opr.ca.gov/planning/general-plan/guidelines.html>.

Recommendation: It is recommended that the Annual Progress Reports for the City's General Plan and Housing Element either be posted, or a reference to their location posted, on the General Plan portion of the City's website.

5.7.2 City Zoning Ordinance

The City of Rocklin adopted a Zoning Ordinance as part of its municipal code to implement its General Plan. The Ordinance prescribes allowable land use zones to parcels within the City boundary. The City's Zoning Ordinance was most recently updated on October 10, 2023, and can be found on the City's website at: <https://www.rocklin.ca.us/zoning>.

5.7.3 Placer County General Plan 2013

The City's Sphere of Influence area is entirely unincorporated and subject to the land -use policies and regulations of Placer County. Most land-use decisions in the SOI, initiated by private property owners over

the last decade, are secured via entitlements and land-use permits from Placer County and other agencies unless the subject property is first annexed to the City. The County plans for its future growth through its General Plan, a long-term comprehensive framework to guide physical, social, and economic development within the community's planning area. The Placer County General Plan was written in 1994 and updated on May 21, 2013. The County General Plan can be found here: <https://www.placer.ca.gov/2977/Placer-County-General-Plan>. The County recently updated the Safety Element of the General Plan (2021).

5.7.4 Regional Transportation Plans & Sustainable Community Strategies

All regions in California must complete a Sustainable Communities Strategy (SCS) as part of a Regional Transportation Plan (RTP), consistent with the requirements of state law, Senate Bill (SB) 373. Senate Bill 373 requires California's 18 metropolitan areas to integrate transportation, land use, and housing as part of an SCS to reduce greenhouse gas emissions from cars and light-duty trucks. Senate Bill 213 (Wiggins) was approved by the California legislature in 2009 and chaptered in 2010 as part of Government Code Section 36668, relating to local government. This bill requires LAFCOs to consider regional transportation plans and sustainable community strategies developed pursuant to SB 373 before making boundary decisions.

The Sacramento Area Council of Governments (SACOG) is designated as the Metropolitan Planning Organization for six counties, including El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba counties. These six counties encompass 22 cities, including the City of Rocklin. In 2020 SACOG adopted the Metropolitan Transportation Plan (MTP) /Sustainable Communities Strategy (SCS) for the Sacramento Region. The MTP includes a corresponding Metropolitan Transportation Improvement Program, which identifies short-term projects (seven-year horizon). The MTP/SCS is federally required to be updated every four years. However, in November of 2022, SACOG pursued state legislation to extend the MTS/SCS schedule (now called the Blueprint), which would move the plan adoption date from Spring 2024 to Fall 2025. The 2025 Blueprint will emphasize three pathways: outward expansion, compact growth with phased expansion, and inward expansion (SACOG, n.d.). These pathways provide the analysis and metrics for learning how to manage issues over the next three decades. SACOG also has a memorandum of understanding with the Placer County Transportation Planning Agency (PCTPA) to govern federal transportation planning and programming for Placer County and is responsible for ensuring the 2040 Regional Transportation Plan (RTP) conforms to the State Implementation Plan. The PCTPA serves as a transportation planning agency for Placer County, including the City of Rocklin. Therefore, the City participates in the SACOG Blueprint activities. Within this framework, the City of Rocklin remains the local agency primarily responsible for addressing regional growth strategies within its jurisdictional boundaries.

5.8 Potential Future Development

The City's potential future development can be determined by evaluating the areas of proposed and approved development that have not yet been constructed or are currently under construction. This evaluation is more indicative of foreseeable development, relative to simply identifying undeveloped land in the City that may or may not be suitable or desirable for development.

Approved projects that are not yet under construction are clustered in the Highway 65 corridor and Central Rocklin Downtown. However, in addition to these two areas, approved projects also occur in undeveloped portions of Stanford Ranch and Secret Ravine/Sierra Bluffs. A few other projects are also proposed and approved in the Delmar area. Projects currently under construction or recently constructed are scattered throughout the City with two in Whitney Ranch, three in Stanford Ranch, two in the Downtown area, and four in the Croftwood and Sierra College planning areas. Proposed projects in the City are currently clustered in two areas: the City’s western areas around the Highway 65 corridor, and the Central Rocklin Downtown area. There are currently 35 residential projects, 17 commercial projects, 5 mixed use (mix of residential and commercial), 4 light industrial projects, 4 office projects, and 1 institutional project either proposed, approved, or recently constructed in the City of Rocklin (City of Rocklin, 2024). A map of the City’s approved, under construction, and proposed projects can be seen here: <https://storymaps.arcgis.com/stories/632bbef312ec415fa4833fa2eae51e8b>.

The current City General Plan calls for ‘buildout’ when the population reaches approximately 76,136 in 2030 (Rocklin, 2012a). Based on a current (2023) population estimate of 71,179, and assuming the ‘Mid-Growth Scenario’ of 400 dwelling units per year (1,040 residents per year), the General Plan holding capacity will reach buildout by 2029. However, based on the number of ‘under construction dwelling units’ (418 residents) and the number of ‘approved dwelling units’ (7,631 residents), the City will far exceed the current General Plan holding capacity. If all of these units are constructed (and not counting the 885 proposed dwelling units in the application phase) the City’s population will balloon to 81,760 (Rocklin, 2024c).

<p>Recommendation: The City may wish to consider an update to the General Plan in the near future to plan for the expected population increase beyond the City’s current growth horizon.</p>

Chapter 6. Disadvantaged Unincorporated Communities

A Disadvantaged Unincorporated Community (DUC) is an unincorporated area of a County in which the annual median household income (MHI) is less than 80 percent of the statewide MHI. LAFCO's MSRs describe Disadvantaged Unincorporated Communities (DUCs) as required by the CKH Act.

The statewide annual median household income (MHI) in California for the year 2022 was \$91,905 (U.S. Census, 2022). The year 2022 is utilized as the baseline year because it is the most recent year for which numerical and spatial (GIS) data is available. Eighty percent of the statewide MHI (2022) equals \$73,524, the threshold used to determine which geographic areas qualify for classification as a disadvantaged community. This DUC analysis used Census Tracts to determine DUCs because this level of analysis provides the most uniform income data available statewide. Data for this report was taken from the 2018-2022 American Community Survey 5-Year Estimates at the census tract level. Please note that since Rocklin is an incorporated City, there are no DUCs within its boundaries.

6.1 Disadvantaged Unincorporated Communities within the City's SOI

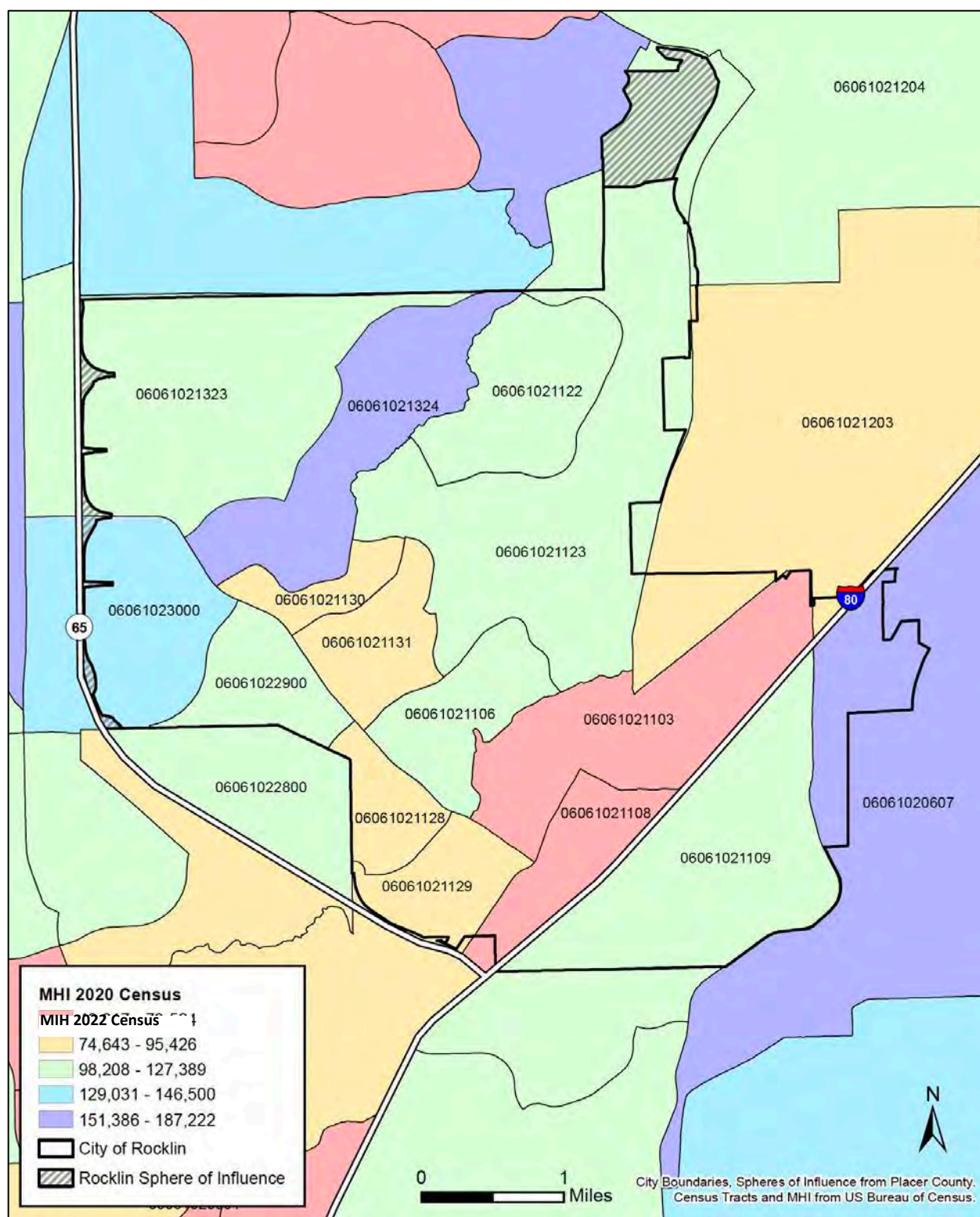
Disadvantage Unincorporated Communities (DUCs) within the City's Sphere of Influence is the topic of a mandated LAFCO determination. DUCs are defined as areas with the following features:

- Inhabited with ten or more homes adjacent or in close proximity to one another; and
- Either within a City's SOI, islands within a city boundary, or geographically isolated and have existed for more than 50 years; and
- The Median Household Income (MHI) is 80 percent or less than the statewide MHI.

Consultants produced a map of MHI for census tracts within the City of Rocklin and surrounding areas. The census tracts are color coded based on the range of MHI that they fall under. Census tracts in red are below the 80 percent threshold for the statewide MHI and would qualify as DUC's. There are no census tracts with median household income that meet the 80 percent or less of the statewide median household income threshold in Rocklin's SOI as shown in Figure 6-1 on the next page.

Unincorporated areas within the City's SOI (and nearby) are provided public services from numerous local and state agencies. Water service to the SOI is from the Placer County Water Agency (PCWA) or private wells. Wastewater collection and conveyance are provided to the City's SOI via individual septic systems placed on individual parcels. Fire protection service is provided to the City's SOI by Placer County Fire Department (Western Placer Fire CSA 28, Zone 76 and Sunset Industrial Area FPD CSA 28, Zone 97). All SOI areas receive essential municipal services of water, wastewater, and structural fire protection (or acceptable private alternatives). Therefore, no communities within the existing Rocklin SOI or adjacent to the City's SOI that lack public services, and no health or safety issues have been identified.

Figure 6-1: City of Rocklin Census Tracts and Median Household Income (2022)



Chapter 7. Present and Planned Capacity of Public Facilities and Services

The City of Rocklin provides municipal services of law enforcement; fire and emergency services; parks and recreation; and stormwater, drainage, and road maintenance services as shown in Table 7-1 below. All other municipal services are either contracted out to other service providers or are provided by special districts.

Table 7-1: City of Rocklin Public Services and Providers

Public Service	Service Provider
Law Enforcement	City of Rocklin
Fire and Emergency Services	City of Rocklin & CAL FIRE
Ambulance Service	Contract with Placer County
Schools	Rocklin Unified School District; Loomis Union School District; Placer Union High School District; Sierra Community College; Jessup University (private)
Libraries	Placer County Library
Parks and Recreation	City of Rocklin
Water Service	Placer County Water Agency
Sewer Service	South Placer Municipal Utility District & South Placer Wastewater Authority
Stormwater and Drainage	City of Rocklin
Solid Waste	Western Placer Waste Management Authority and Franchise Agreement with Recology Auburn Placer
Road Maintenance	City of Rocklin
Electricity & Natural Gas	Pacific Gas and Electric Company (PG&E) & Pioneer Community Energy
Cemetery	Newcastle, Rocklin, Roseville, and Gold Hill Cemetery Districts
Transportation	South Placer Regional Transportation Authority; Sacramento Area Council of Governments; Placer County Transportation Planning Agency
<i>Source: City of Rocklin, 2008; JPA Agreements provided by Placer LAFCO; Interview with City Staff, December 8, 2023</i>	

This is the first Municipal Service Review conducted for the City of Rocklin. This MSR/SOI Study will cover the following municipal services provided by the City:

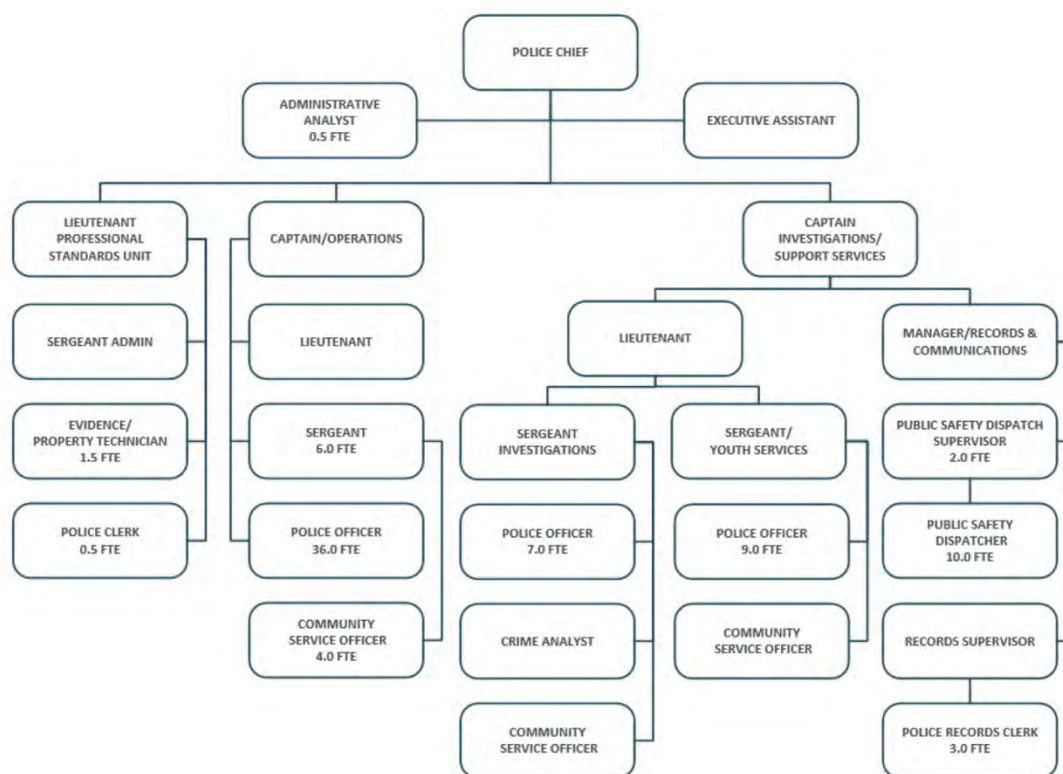
- Law enforcement;
- Parks and recreation; and
- Stormwater, drainage, and road maintenance.

All other services will be reviewed in other reports produced by Placer LAFCO. Fire and Emergency Services is the subject of LAFCO Project No. 2022-03: Municipal Service Review Study and Sphere of Influence Update of Fire Agencies in Western Placer County currently in progress and will not be analyzed in detail as part of this study. Municipal Service Reviews and Sphere of Influence reports produced by Placer LAFCO can be found here: <https://www.placer.ca.gov/2721/Service-Reviews-Studies>.

7.1 Law Enforcement

The City of Rocklin Police Department (RPD and Department) provides 24/7 municipal law enforcement services to the citizens of Rocklin. The Department anticipates a staff of 94.5 Full Time Equivalent (FTE) employees for FY 2023/2024 (City of Rocklin, 2023c). An organizational chart of RPD can be seen in Figure 7-1 below.

Figure 7-1: Police Department Organizational Chart



The Rocklin Police Department's Chief of Police is responsible for administering and managing the Rocklin Police Department. As of the 2022 Annual Report, police staff included 64 full-time sworn officers and 26 professional full-time and part-time staff (City of Rocklin, 2022d). The RPD is divided into four divisions, each with distinct tasks:

- Administration Division;
- Operations Division;
- Investigations Division; and
- Support Services Division.

(City of Rocklin, 2023c).

Main police operations are housed in a central police facility at 4080 Rocklin Road, which includes a public lobby and counter. The Department opened a substation at the northeast corner of Blue Oaks and Lonetree Boulevards in 2023. The substation is not regularly staffed, however, beat three and four officers frequently utilize it throughout their shifts. The Department has approximately 60 volunteers who support the Department's operations and provide a variety of community safety programs (City of Rocklin, 2022).

The RPD provides the public and the City Council with an annual report detailing data and statistics regarding crime, patrol and dispatch activities, complaints and commendations, investigations, youth services, records activity, volunteer activity, and any additional data available for that year. These reports show transparency, accountability, and provide important information to the public and to elected officials.

The message from the Chief for the 2022 Report states, “In 2023, you will see a continued focus on exemplary service. You will see RPD test and implement new technologies to ensure that we are conducting ourselves in the safest, most effective and efficient manner possible. You will see a continued effort to interact with our community whether through in person meetings, or electronically via social media. I believe that it is these community relationships that can make a great department even better. We will routinely audit our practices to ensure that we remain, ‘Committed to serve, protect and promote a safe community’” (City of Rocklin, 2022).

7.1.1 Department Policies, Procedures and Planning Documents

This section describes the documents that set policies, procedures, and future planning for the City's Police Department.

7.1.1.1 General Plan

The City's General Plan Public Services and Facilities Element includes specific policies relating to the provision of law enforcement services. Policies include those supporting community-oriented policing, strong crime prevention programs, adequate funding, addition of resources concurrent with new development, school resource officers and adequate crime prevention education in the schools. Specific staffing ratio goals are not included; to allow for a more flexible approach that encourages the Police Department to serve, protect, and promote a safe community (Rocklin, 2012a).

Community surveys conducted for the Public Services and Facilities Element Update in October 2012 indicated traffic-related issues and crime associated with growth were general areas of concern. The Public Services and Facilities Element provides that patrol resources be considered for such areas at the point of development. The Element also provides goals and policies to be followed in the design of community facilities, such as parks, to promote public safety. Policies that support the Police Department as follows:

- PF-11 Ensure the new development will not create a significant negative impact on the existing level of police and fire protections services;

- PF-13 Analyze the cost of fire protection, police services, and emergency medical response for annexations and major project developments and require a funding mechanism to offset any shortfall; and
- PF-18 Support community-oriented police services, including strong crime prevention and educational programs, school resource officers, and neighborhood watch programs (City of Rocklin, 2012).

7.1.1.2 RPD Policy and Procedures Manuals

The Rocklin Police Department's Policy Manual was last updated on June 1, 2023, and describes the practices or guidelines of the Department to ensure personnel operate within State and Federal laws, using the best practices possible. The Procedures Manual was last updated in November 2010 and is designed to work in concert with the Policy Manual. The Procedures Manual contains written descriptions of processes personnel employ and is intended to be a living document, with updates occurring as processes improve.

7.1.1.3 RPD Training Manual

The Training Manual was last updated in November 2017. The RPD Training Manual is intended to meet mandated training requirements, foster development and enhance employee knowledge and skills, enhance the level of law enforcements service to the public, increase technical expertise and effectiveness of personnel, provide for continued professional development of personnel, and create opportunities for career advancement.

7.1.2 *Crime Statistics*

The Police Department tracks the City's crime rate and presents trends in the annual reports. Data on crime for 2022 is repeated in this section and is the most recent available information. Overall crime in the City of Rocklin decreased 5.8 percent in 2022 compared to 2021. Compared to the previous year, violent crime also decreased by 17.0 percent and property crime by 4.6 percent. A breakdown in crime by violent and property crime can be seen in Table 7-2 below.

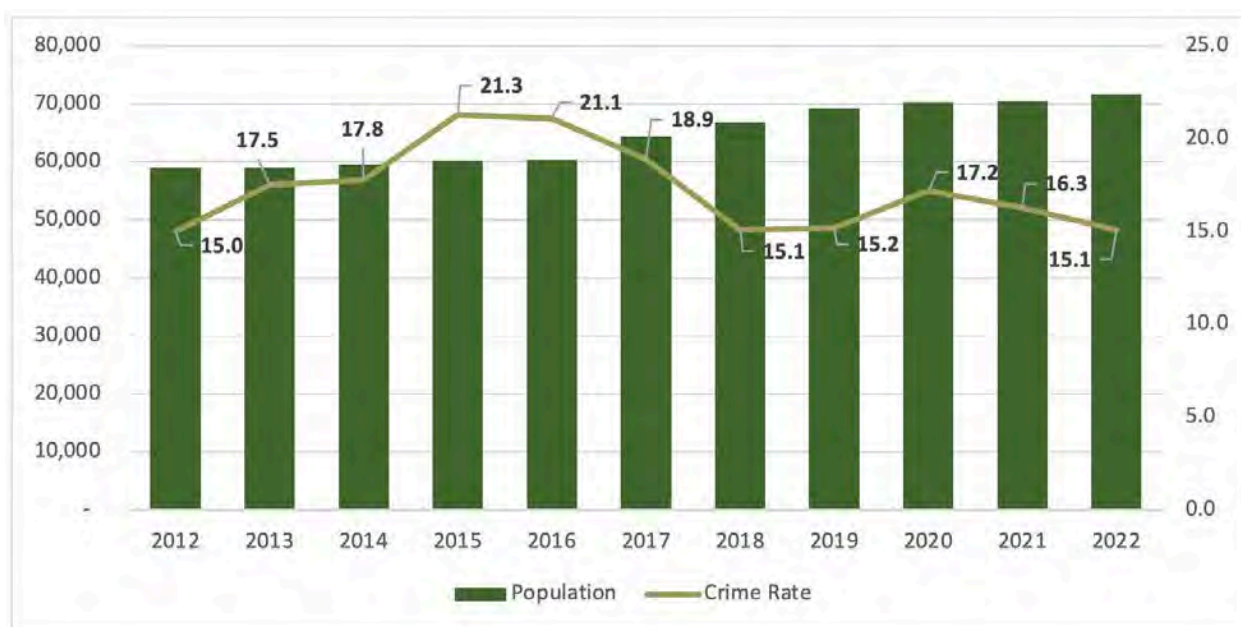
Table 7-2: 2022 Crime Statistics by Violent Crime and Property Crime

	2021	2022	Percent Change
Violent Crime			
Homicide	1	0	-100.0%
Rape	37	21	-43.2%
Robbery	17	19	11.8%
Aggravated Assault	51	48	-5.9%
Total	106	88	-17.0%
Property Crime			
Burglary	132	107	-18.9%
Larceny	772	773	0.1%
Vehicle Theft	122	102	-16.4%

	2021	2022	Percent Change
Arson	14	10	-28.6%
Total	1,040	992	-4.6%
<i>Source: City of Rocklin, 2023c</i>			

According to the 2022 Annual Report, Larceny theft accounted for 72 percent of total crime that year, while vehicle burglary accounted for 49 percent of all larceny and 35 percent of the total crime. While crime has continued to decrease, the City's population has continued to slowly increase with the highest population in 2022 at 71,663 residents. As shown in Figure 7-2 below, the City's crime rate has been declining since a high in 2015.

Figure 7-2: City of Rocklin Population and Crime Rate, 2022



Crime over the last ten years peaked in 2015 at 21.3 percent and is back down to roughly the same level in 2022 as in 2012. Overall crime in the City of Rocklin decreased 6 percent from 2021 to 2022. Compared to the previous year, violent crime also decreased by 17 percent and property crime by 5 percent. While crime has continued to decrease, the City's population has continued to slowly increase with the highest population in 2022 at 71,663 residents.

7.1.3 Administration Division

The Administration Division provides support to other divisions of the department. It also includes the Professional Standards Unit (PSU), which is primarily responsible for protecting the integrity and reputation of the Police Department. This entails managing the agency's mandated training requirements, and to overseeing the complaint and commendation processes of police personnel. The PSU, in collaboration with Human Resources, coordinates testing, interviewing and background investigations to recruit the best possible candidates (City of Rocklin, 2023c).

7.1.3.1 Professional Standards Unit

The Professional Standards Unit (PSU) identifies misconduct that discredits the organization and decreases police legitimacy within the community. The Unit's duties range from coordinating all Department training, to overseeing the complaint and commendation process of police personnel. The PSU reviews and investigates complaints made formally and informally to the Department by citizens as well as internal complaints (Rocklin, 2021). The Unit is staffed by one Sergeant for administration and overseen by a Lieutenant (City Staff, personal communication, August 2024).

The Unit also handles internal and external commendations as well as external recognition and awards. The 2022 Annual Report mentioned that the halls of the Department headquarters were recently decorated with a Wall of Honor and Memorial Wall to highlight employees' achievements and to remember those who lost their lives in the line of duty. Prior years of the Annual Report highlight internal and external commendations. For example, in 2021, two sergeants and two officers received the Life Saving Award; one corporal received the Distinguished Service Commendation; and one detective received the Matt Redding Guardian Award.

The ability to identify and address customer complaints is a key indicator of management efficiency and accountability for the Department. In 2022, there were 10 formal complaints against the Department. Over the last five years, the Department has seen the highest number of complaints in 2021 at 15 with 2022 being the next highest as shown in Table 7-3 below.

Table 7-3: Formal Complaints by Year, 2018-2022

Year	Complaints	Percent Change
2022	10	-33%
2021	15	200%
2020	5	67%
2019	3	50%
2018	2	-
<i>Source: City of Rocklin, 2018; 2019; 2020; 2021; 2022</i>		

The number of complaints increased 200 percent between 2020 and 2021. That same year, the Departments annual reports no longer included detailed information about complaint outcomes or if any informal or internal complaints were filed. Based on previous reports, the PSU investigates all complaints with the following outcomes:

- Unfounded: the alleged act did not occur, is frivolous, or did not involve department personnel;
- Exonerated: the act was justified, lawful, and/or proper;
- Not Sustained: there is insufficient evidence to sustain the complaint or fully exonerate the employee;
- Sustained: the act occurred and constituted misconduct;
- Pending: the investigation has not reached a final determination; and
- Policy Inquiries: the investigation resulted in a modification to existing policy or procedure.

Sustained allegations can result in discipline including training, reprimand, suspension, demotion, and/or termination. State law prevents the Department from disclosing the specifics of any disciplinary action, but the Department will notify the complainant of the outcome for each allegation in the investigation.

Table 7-4 below shows the outcomes of informal and formal citizen complaints as well as internal complaints for the years where the data is available. Of those complaints reviewed by PSU only two were sustained in 2020 and two in 2018. It should be noted that the status of the complaints listed in the table below may include the outcomes of pending previous year(s) complaints.

Table 7-4: Outcome* of Complaints by Year

Year	Unfounded	Exonerated	Not Sustained	Sustained	Pending	Policy Inquiry
2022	N/A	N/A	N/A	N/A	N/A	N/A
2021	N/A	N/A	N/A	N/A	N/A	N/A
2020	2	0	3	2	3	1
2019	3	0	0	0	2	1
2018	2	0	8	2	3	1
Source: City of Rocklin, 2018; 2019; 2020; 2021; 2022						
*Outcomes may include pending previous year(s) complaints						

Though the number of complaints has increased in recent years, the number of complaints in relation to total calls responded to by patrol is very low. In 2022, 10 complaints represent only 0.02 percent of the more than 50,834 calls responded to by patrol that same year. According to Department staff, after a complete and thorough investigation of all 10 formal complaints in 2022 the following results were yielded: 3 exonerated, 5 unfounded, and 2 sustained. Those that were exonerated or unfounded were closed. Those that were sustained were given corrective measures appropriate to the policy violation in question. None rose to the level of written reprimand or more serious discipline (Rocklin, 2024b). Data for this metric suggests that the department is well run and adequately addresses all complaints.

Recommendation: The consultant recommends the Department add detailed information on complaints and the outcomes of those complaints to provide transparency to future annual reports.

Property and Evidence Unit

The Property & Evidence Unit at the Rocklin Police Department is maintained by one full time technician and two part time technicians who report to the Investigations Division. This unit handles all evidence, safekeeping, found and destruction items not only for the Rocklin Police Department but for several other specialty task forces. The priorities of this unit include checking in, storing, and preserving the chain of custody of all evidence and property items from collection to case adjudication and/or the expiration of the statute of limitations. After which, items are either returned, disposed, donated, or auctioned. The technician is also responsible for providing copies to the District Attorney's Office for trial, transporting narcotics to the Department of Justice for analysis, and maintaining a clean and organized warehouse (City of Rocklin, 2021). In November 2022, the property and evidence unit began accepting High Intensity Drug Trafficking Areas/Tri-County Drug Enforcement Team (HIDTA/TRIDENT) property, which contributed

to a 19 percent increase in total property received compared to the previous year. In 2022 4,432 new evidence items were booked and 2,707 evidence items were disposed of.

Response to Resistance (Use of Force)

The Rocklin Police Department Policy Manual⁴, Policy 301, provides guidelines on the reasonable use of force. The Department tracks how often officers used a Response to Resistance (Use of Force) when making arrests every year. The Professional Standards Unit reports all statistical data regarding officer-involved shootings and incidents involving use of force resulting in serious bodily injury to the California Department of Justice as required by law. This Unit also provides the annual report and analysis of Use of Force to the Chief of Police for the preceding calendar year (Policy 301.7.2).

In the 2022 Annual Report, officers engaged in Use of Force 20 times, making up 1.6 percent of all arrests that year. When Use of Force was used, bodily force was used 14 times, Taser was used four times, baton was used once, and K9 was used once. Table 7-5 below shows the number of times Use of Force was used compared to total arrests, the percentage of Use of Force compared to total arrests, and the percent change from the previous year from 2014 through 2022.

Table 7-5: Use of Force Incidents, 2018 - 2022

Year*	Use of Force Incidents	Total arrests	Percent of Total Arrests	Percent Change
2022	20	1,215	1.6%	33%
2021	15	1,061	1.4%	114%
2020	7	942	0.7%	-13%
2019	8	1,134	0.7%	-20%
2018	10	1,175	0.9%	N/A
2017	11	1,046	1.1%	57%
2016	7	1,073	0.7%	17%
2015	6	1,148	0.5%	-33%
2014	9	1,208	0.7%	N/A
Source: City of Rocklin, 2018; 2019; 2020; 2021; 2022				
*Data for this metric was not available for the years 2013 or 2012 in the Department's Annual Reports.				

The number of times officers engaged in Use of Force when making an arrest increased by 114 percent between 2020 and 2021 and increased again by 33 percent between 2021 and 2022. When looking at trends over the last seven years, the average number of times officers engaged in Use of Force was approximately 10. In 2022, the number of Use of Force incidents was 20, double the average over the last seven years. That same year saw the highest number of arrests and also the highest number of Use of

⁴ The Department's Policy Manual (Dated June 1, 2023) can be found here: https://www.rocklin.ca.us/sites/main/files/file-attachments/rocklin_pd_policy_manual_july_21_2021_version.pdf?1685657381.

Force compared to total arrests. According to City staff, 2022 was a peak year for use of force incidents dropping to 15 for 2023. The Department believes that the growing community and the ending of the pandemic likely contributed to these numbers (City staff, personal communication, August 2024).

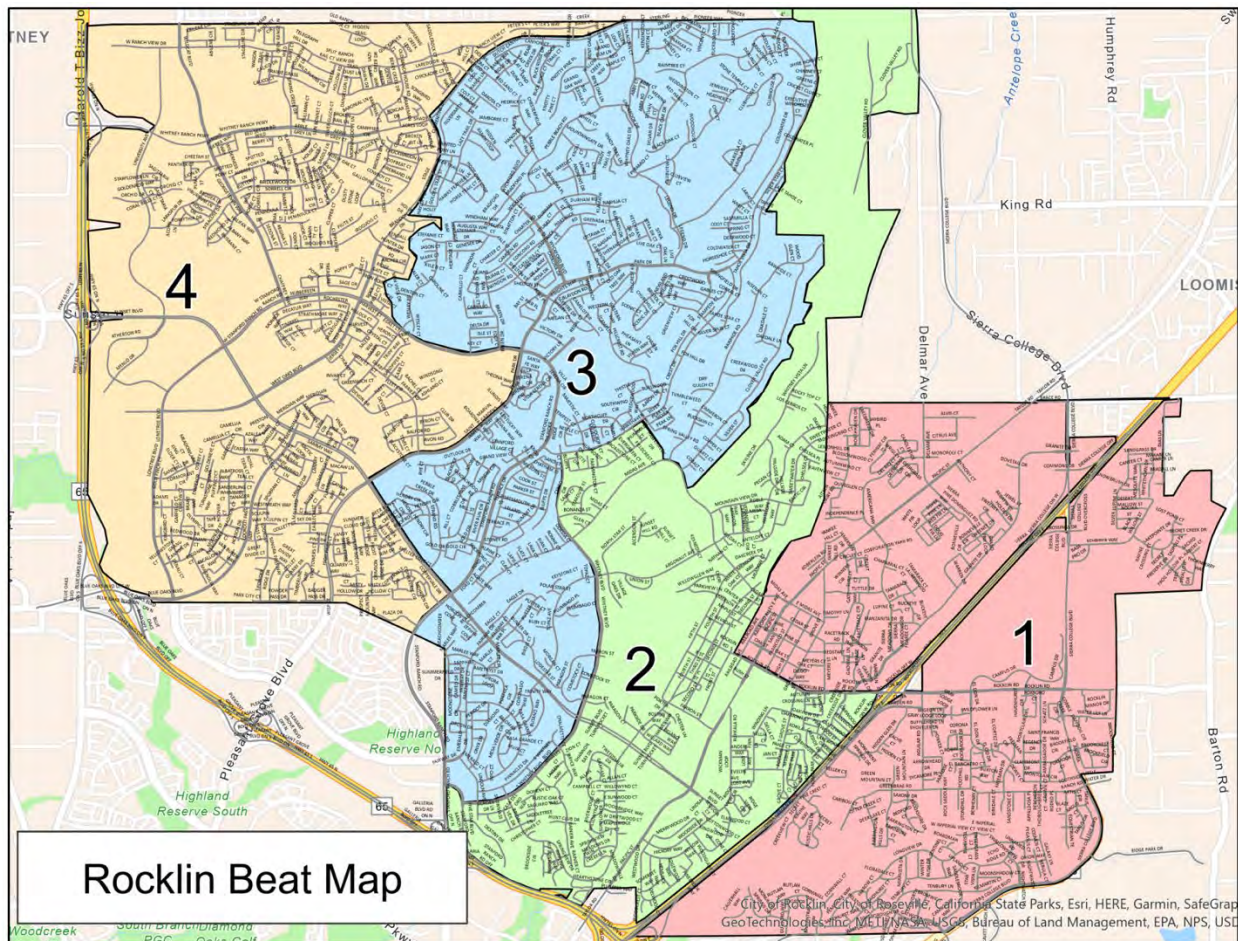
7.1.4 Operations Division

The Operations Division is the largest division in the department, and consists of several police units including Patrol, Canine, Community Services/Animal Control, SWAT, Traffic, and Reserve Officer Program (City of Rocklin, 2023c). In 2022, the Department transitioned from the Uniform Crime Reporting (UCR) data system to the National (California) Incident Based Reporting System (NIBRS/CIBRS). This change to the NIBRS/CIBRS system expands and improves the overall quality of crime data collected by the Department, giving a more accurate picture of crime occurring in the City, including circumstances and context for crimes such as location, time of day, and whether the incident was cleared.

7.1.4.1 Patrol Unit

Patrol is the largest unit of the Rocklin Police Department. The City of Rocklin is divided into 28 reporting districts and four beats. Figure 7-3 shows the patrol beats.

Figure 7-3: Rocklin Beat Map



Patrol officers are the first responders to all emergency and most nonemergency requests for traffic enforcement, crime reports, vehicle accidents, disturbance/noise issues, suspicious persons, parking, and most problems involving public safety and community caretaking (Rocklin, 2024). This unit is the backbone of the Department and leads the way in fulfilling the Department’s mission: “To Serve, Protect and Promote a Safe Community” (Rocklin, 2022d).

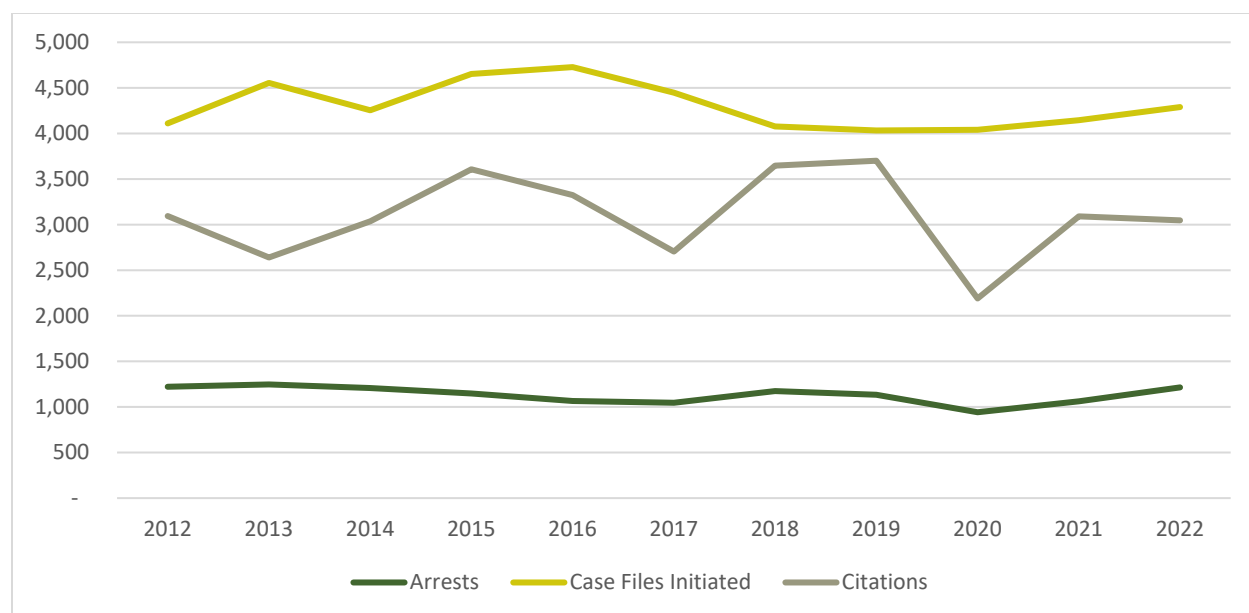
The Patrol Unit is comprised of 35 Officers, five Sergeants, and one Lieutenant overseen by the Operations Captain (City staff, personal communication, August 2024). Patrol officers are assigned to one of five patrol teams that cover 24/7/365. During their rotation, officers are assigned to a specific beat ensuring that patrol officers take personal ownership of their patrol area (Rocklin, 2022d).

While patrol personnel will occasionally utilize bicycle patrol and foot patrol, the geographical proportions of the City require vehicular patrol to ensure a rapid response to emergencies. Motorcycles are used for patrol and traffic enforcement (Rocklin, 2012). Patrol officers work a combination of 12-hour and 10-hour shifts. The patrol sergeant oversees the scheduling of all officers on their shift and is the contact person for any question as to availability, assignment, or officers working (Rocklin, 2024).

The Police Department uses a comprehensive patrol beat system designed to deploy officers throughout the city and reduce response times. Officers strive for quick response to service calls and to ensure a feeling of constant availability to the public. The patrol beats include smaller reporting districts which represent smaller neighborhood areas, which are largely used for statistical data gathering (Rocklin, 2024). Patrol activities include arrests, citations, and initiating case files as shown in Figure 7-4 below.

Though population has continued to increase in the City year-over-year, total arrests have remained relatively stagnant. The lowest number of arrests for the last ten years occurred in 2020 (20 percent less arrests than average), likely due to the COVID-19 pandemic. Arrests continued to trend up following 2020, with the number of arrests in 2022 up by 15 percent from 2021.

Figure 7-4: Operating Indicators for the Patrol Unit (2012-2022)



Misdemeanor arrests make up the majority of arrests for 2022 at approximately 69 percent. The Department has averaged 4,454 case per year files initiated over the last ten years. In 2022, there were 4,290 new case files initiated.

In 2022, arrests made up 4 percent and case files initiated made up 19 percent of calls for service for the Rocklin Police Department. The number of arrests and case files initiated as a percentage of calls for service for the City of Rocklin is similar to other cities in the area. For that same year, arrests made up 5 percent and case files initiated made up 17 percent of calls for service for the City of Roseville (City of Roseville, 2022). No data was available for the City of Lincoln for the year 2022, however data was available for 2021. In 2021, arrests made up 7 percent and case files initiated made up 16 percent of calls for service for the City of Lincoln (Placer LAFCO, 2023). This suggests that the City of Rocklin is adequately staffed and maintaining a similar level of service to other cities in the area. The Town of Loomis was not included in this analysis as they contract police services with the Placer County Sheriff's Office (Town of Loomis, 2024).

Homeless Outreach Team (HOT)

The Patrol Unit includes the Homeless Outreach Team (HOT). In 2022, the HOT team partnered with Placer County Probation to bring the Probation Outreach Vehicle (POV) to the City to assist the unhoused population with resources such as probation status check-in and inquiries about housing and treatment programs. The Team also worked with City Code Enforcement and Placer Health and Human Services to address unhoused campsites, connecting homeless individuals with resources. There were 78 homeless sites cleared, 123 outreach contacts made, and 64 outreach referrals made in 2022.

Unmanned Aircraft Systems (UAS) Program

The Unmanned Aircraft Systems (UAS) program expanded in 2022 with an upgraded DJI Advanced Mavic Drone. The UAS team was deployed for 177 incidents including traffic stops, missing persons, and outside agency assists for a total of 255 flights. The program has 15 pilots who possess an FAA Part 107 pilot's license.

7.1.4.2 Canine Unit

This unit has two patrol Canine (K9) units. One canine is used in the detection of narcotics, and the other a protection/tracking dog. Both canines are used in search warrants and searching buildings (Rocklin, 2024). The two K9 units were deployed 94 times in 2022 and confiscated more than 140 pounds of narcotics (Rocklin, 2022). The canine unit also makes regular appearances each year at the local schools and community events to demonstrate how the dogs are trained and how they interact with their handlers (Rocklin, 2024).

7.1.4.3 Animal Control & Community Service Officers (CSO) Unit

This unit has four Community Service Officers (CSOs), overseen by the Operations Captain, that responded to 2,155 calls for service and 730 officer initiated calls in 2022. In 2021, the Animal Control Unit successfully merged with the Community Service Officers, changing the unit from two Animal Control

Officers (ACOs) and two CSOs to four full-time CSOs on patrol. This merge increased coverage for both the ACO and CSO by increasing availability to seven days a week. This also freed up patrol officers to be more proactive and reduced response time to priority incidents. Rocklin Animal Control provides the following services: respond to loose dogs or dogs off leash; respond to dogs locked in parked vehicles; respond to injured, sick or dead animals; investigation of animal bite reports; investigation of complaints of animal care or welfare; investigation of barking/nuisance complaints; inspection of animal laws and ordinances; and enforcement of animal laws and ordinances (Rocklin, 2024). The Unit also handles licensing of canines over the age of four months and domestic swine as required by the City of Rocklin’s Animal Ordinance. There were 792 reports taken and 50 animal citations issued in 2022 by CSOs for animal control and community services.

7.1.4.4 Special Weapons and Tactics (SWAT) Unit

The Rocklin Police Department, in partnership with Roseville Police Department, maintains a regional Special Operations Unit consisting of Special Weapons and Tactics (SWAT) and Crisis Incident Negotiations Team (CINT). The Rocklin/Roseville PD partnership also includes Explosive Ordinance Disposal (EOD).

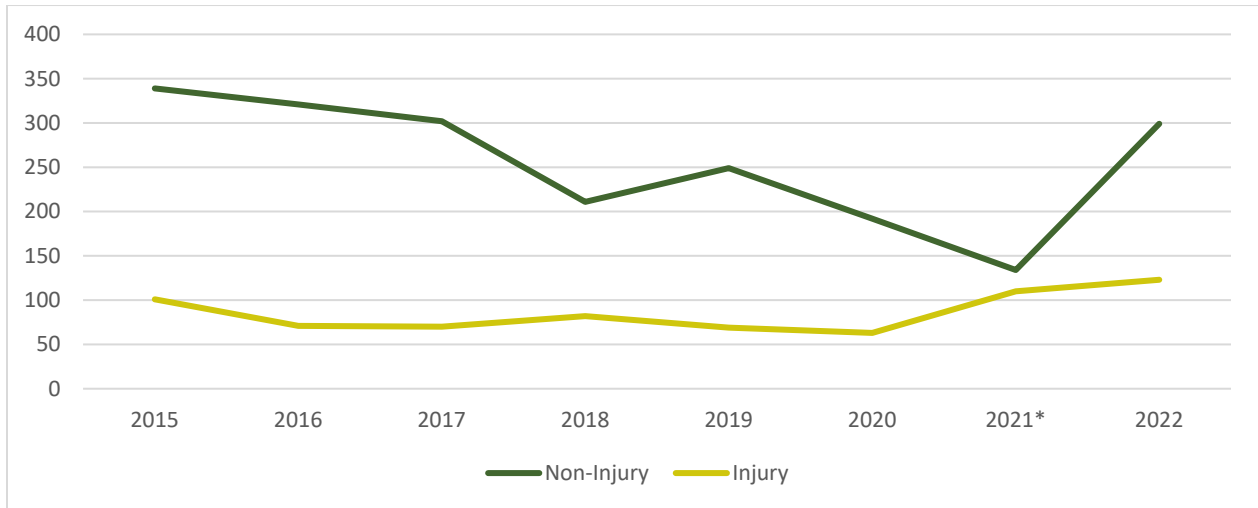
Each department dedicates officers to the team as a collateral assignment. Special Operations Unit teams are on-call and available to respond to critical incidents 7 days a week/24 hours a day. A critical incident may include barricaded suspects, hostage situations, high-risk arrests, search warrants or other serious critical incidents. Officers respond to incidents in both participating jurisdictions. Due to the specialized skills required for these teams, members participate in regular intense training. The Department website states “Rocklin/Roseville police partnership has proven to be a very effective use of resources for both agencies” (Rocklin, 2024).

7.1.4.5 Traffic Unit

The Traffic and Community Services Unit was created in 2020 and became operational in 2021. The unit is staffed by two Traffic Officers, four Community Service Officers, supervised by a Sergeant, and managed by a Lieutenant (Rocklin, 2021). The Traffic unit conducts traffic enforcement and promotes a safe environment for the motoring public (Rocklin, 2024).

In 2022, the Department was awarded grant funds through the National Highway Traffic Safety Association and the California Office of Traffic Safety, which allowed the traffic unit and patrol teams to perform focused enforcement, including saturations and checkpoints targeting driving under the influence (DUI) drivers. To streamline the citation process, the Department moved towards an electronic citation (e-cite) mobile solution. E-cite devices are currently utilized by traffic but will expand to patrol in the future (Rocklin, 2022).

Figure 7-5 shows injury and non-injury collisions from 2015-2022. In 2022 there were a total of 299 non-injury and 123 injury accidents, an increase in collisions by five percent from 2021.

Figure 7-5: Injury and Non-Injury Collisions (2015-2022)

*Data for 2021 was extrapolated by consultants by using the percent change for 2021 and the injury and non-injury collisions 2020 data to calculate injury and non-injury collisions for 2021.

Of the 422 accidents, 20 percent were hit and run. The Traffic Unit issued 1,340 citations in 2022 (Rocklin, 2022). Non-injury accidents decreased from 2015 through 2021 with an increase of 123 percent between 2021 and 2022. Injury accidents also decreased from 2015 through 2020 with a slight uptick in 2018. Injury accidents increased by 75 percent from 2020 to 2021 and by 12 percent from 2021 to 2022.

7.1.4.6 Reserve Officer Program

The Reserve Police Officer Program (RPOP) is composed of non-paid part-time employees or volunteers with Rocklin PD who are sworn peace officers. These officers work with full-time regular officers to provide law enforcement services for the City and augment regular, full-time officers in most units of the Department. Rocklin Reserve police officers may perform several general and specialized law enforcement assignments. Reserve police officers are required by the California Commission on Peace Officer Standards and Training (POST) to meet the same selection standards (e.g. personal history investigation, and medical and psychological screening) as full-time regular officers. California POST Commission⁵ outlines the minimum training requirements for reserve peace officers. All Rocklin Reserve Police Officers complete an in-house training program upon being hired prior to any Patrol training in the field. Once a reserve police officer has successfully completed the in-house training and has attained Level I status, they may elect to enter the Field Training Officer (FTO) program.

7.1.5 Investigations Division

The Investigations Division consists of several units: detectives assigned to the Rocklin Police Department; Placer County Special Investigations Unit (SIU); the Regional Auto Theft Task Force (RATTF); Tri-County Drug Enforcement Team (TRIDENT); and Youth Services covering Sierra College, Rocklin High School,

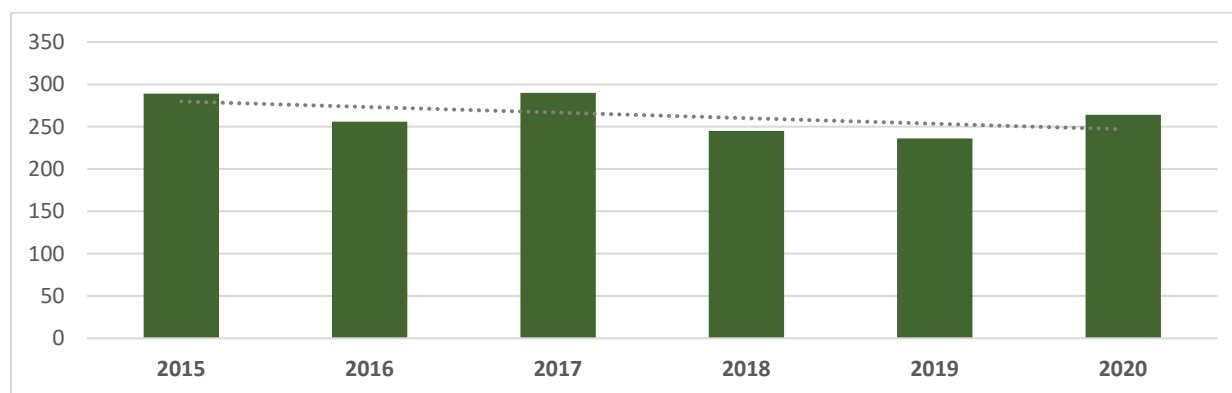
⁵ More information on Peace Officer Standards and Training can be found at <https://post.ca.gov/Training>.

Whitney High School, Victory High School, and all Rocklin Unified Middle and Elementary Schools (City of Rocklin, 2023c). Both the Investigations Division and Support Services Division are overseen by one Captain.

7.1.5.1 Investigations Unit

The Investigations Unit is a 24/7 investigation unit for the City of Rocklin. Each detective rotates on an “on-call” status to respond and assist uniformed patrol with any necessary investigation tools and resources that may be needed. Each detective receives specialized training to become subject matter experts in criminal investigation. The unit also has access to several task forces that operate in an undercover capacity to assist in vehicle thefts, narcotics, and special investigations that require a deeper level of investigation. The Rocklin Police Department Investigations Division consists of seven Detectives, a Crime Analyst, a Detective Sergeant, a Community Service Officer, a full-time property and evidence technician, and two part-time property and evidence technicians, all overseen by the Investigations Lieutenant (City of Rocklin, 2023c; City staff, personal communication, August 2024). In 2022, the Investigations Unit investigated 153 new cases and examined 654 fingerprints. This is a decrease of 16 percent in new cases investigated between 2022 and 2021. Figure 7-6 shows cases investigated from 2015 through 2020.

Figure 7-6: Cases Investigated, 2015-2020



Consultants could not include data from 2021 and 2022 due to changes in the Annual Report showing only “new” cases investigated, not total cases. Total cases investigated have remained relatively stable with a slight decrease in 2018 and 2019.

According to the 2022 Annual Report, the Investigations Unit partnered with the Sacramento Valley Hi-Tech Crimes Task Force and the Sacramento Internet Crimes Against Children (ICAC) Task Force to aid in the investigation and prosecution of internet sex predators. The Task Force also investigated high technology and identity theft crimes involving computers. In addition, the Crime Scene Investigation (CSI) Team acquired a Trimble 3D laser scanning device used for investigations, accident and crime scene reconstruction. The new technology significantly increases productivity and reduces the amount of time needed to document and measure crime scenes and major collision scenes. The CSI team expanded to include 13 formally trained members (Rocklin, 2022).

7.1.5.2 Youth Services Division

The primary goal of the Youth Services Unit is to keep the local campuses safe for students and staff. The Rocklin Police Department has formed a close partnership with both Sierra College and the Rocklin Unified School District (RUSD). The Youth Services Division consists of five officers, supervised by the Youth Services Sergeant and overseen by the Investigations Lieutenant. Two officers are assigned to the Sierra College campus and three officers are assigned to RUSD. There is one officer at each high school and one officer assigned to cover all of the middle schools. During the summer, the Department continues the goal of mentorship and education by hosting two week-long camps called the Junior Police Academy. This program is for local students who want to learn what it is like to be a police officer (Rocklin, 2022).

There were 2,237 total calls for service to RUSD campuses. Of those, 1,637 were for officer-initiated activity and 600 were calls for service from the public. Calls for service at RUSD campuses decreased by 25 percent and officer-initiated activity increased 29 percent from 2021 to 2022. Total calls increased by eight percent between 2021 and 2022. In 2022, Sierra College had 624 total calls with 560 of those being for officer-initiated activity. Calls for service on the Sierra College campus increased 64 percent and officer-initiated activity decreased by 10 percent between 2021 and 2022.

7.1.6 *Support Services Division*

The Support Services Division consists of the 911 Communications Center, Records, Technical Services, Crime Prevention, and Volunteers (Rocklin, 2023c). This Division is staffed by three Police Records Clerks, one Records Supervisor, ten Public Safety Dispatchers, two Public Safety Dispatch Supervisors, and one Manager of Records & Communications, all overseen by the Investigations/Support Services Captain. This report provides a general overview of the Communications Center (Dispatch Center or Dispatch unit) operated by the Rocklin Police Department. A more thorough analysis of the Dispatch Center can be found in LAFCO Project No. 2022-03: Municipal Service Review Study and Sphere of Influence Update of Fire Agencies in Western Placer County currently in progress.

7.1.6.1 Communications Center

The Rocklin Police Communications Center was made a primary Public Safety Answering Point (PSAP) for the City of Rocklin in August 1989 (City of Rocklin, 2010). As the PSAP, the Communications Center is the primary 24-hour answering point for all police, fire, and emergency medical calls within the Rocklin City limits. The Communications Center is equipped with the latest technology in computer aided dispatch, emergency medical dispatch software, enhanced 9-1-1 capabilities (including Text-to-911), and mapping software for location accuracy. All Rocklin Police Dispatchers are trained in Emergency Medical Dispatch protocols. Dispatchers can give life-saving emergency medical instructions over the telephone prior to the arrival of first responders. Communications Center services include:

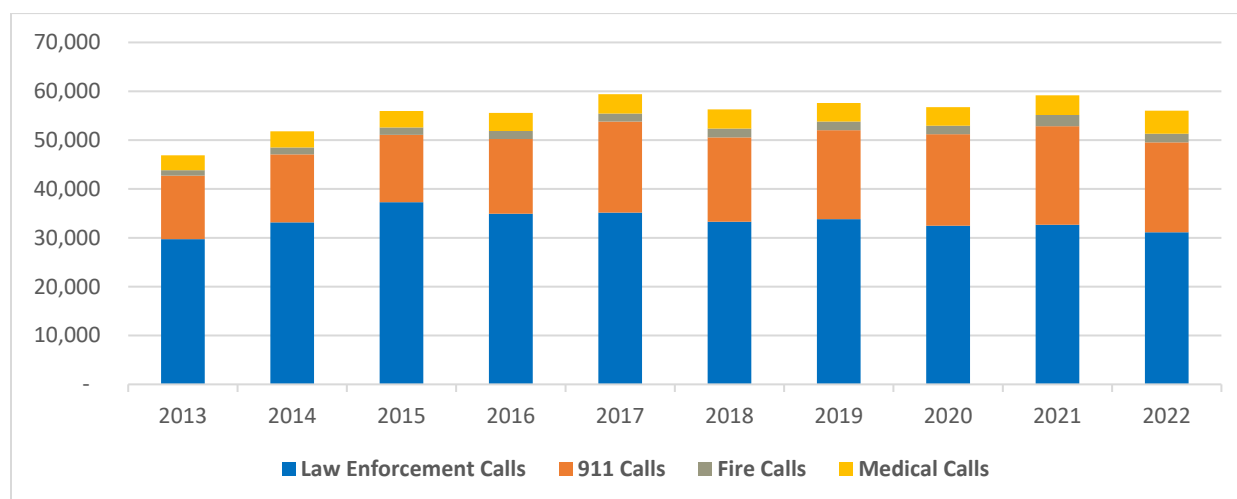
- Dispatch for Police and Fire Departments;
- Telecommunications for the deaf;
- Computer Aided Dispatch;
- Alternate answering point for Roseville Police Department and Lincoln Police Department;
- Primary public service answering point with “enhanced 9-1-1” capabilities;
- AT&T Language line with 123+ languages available for translation;

- “Emergency Medical Dispatch” with pre-arrival instructions; and
- Radio Communications with city departments and outside law enforcement agencies (City of Rocklin, 2024).

Until recently, California Highway Patrol (CHP) answered all 911 calls from a cellular telephone within the City limits. Rocklin Police Department has teamed with wireless telephone carriers to route calls directly to the Rocklin Communications Center when callers are within the city limits of Rocklin. Rocklin communications center is live with Cellular 911 calls from Cingular, Verizon, T-Mobile and Metro PCS wireless customers. The Rocklin Police Department was the first agency in the Placer/Sacramento region with the available technology to answer enhanced 911 cellular telephone calls (Rocklin, 2024).

According to the 2022 Report, the Communications Center dispatch unit answered more than 81,700 calls in 2022. Of those calls, 31,120 were law enforcement calls. Figure 7-7 below shows the number of calls handled by dispatch by type from 2012 through 2022 according to the Police Department Annual Reports for those years.

Figure 7-7: Dispatch Calls by Call Type (2012-2022)



This graphic does not include business phone calls which ranged from a high of 75,850 calls in 2016, to the lowest number of business calls in 2022 at 63,263 calls. Law enforcement calls make up the majority of calls as shown in Figure 7-7 for all years studied. Law enforcement calls reached a peak in 2015 at 37,278 calls and have steadily declined since. Law enforcement calls average 33,359 per year. 911 calls have continued to steadily increase since 2012, with the highest number in 2021 at 20,184 calls. Fire calls have remained relatively steady with a slight increase in 2021 at 2,281 calls. Fire calls average 1,657 calls per year for the last 10 years. Medical calls have continued to increase with the highest number of medical calls in 2022 at 4,742 calls. This is a 56 percent increase from 2013 at 3,031 medical calls for service. Total calls could not be calculated over multiple years using the existing data provided in the Annual Police Reports, as it appears some call types double count calls and only the 2022 and 2021 Annual Report provided an approximate total number of calls processed by the Dispatch Center. In 2021, the Dispatch Center answered 86,048 calls. Total calls to Dispatch decreased by 5.1 percent between 2021 and 2022.

Call Answering Time

By Legislative authority (California Government Code, Section 53114.2), the Governor's Office of Emergency Services (CalOES), Public Safety Communications, California 911 Emergency Communications Branch (CA 911 Branch) has established mandatory standards to provide the fastest, most reliable, and cost-effective telephone access to emergency services for any 911 caller in California. The CA 911 Branch has the responsibility to monitor all emergency communication systems related to the delivery of a 911 call to ensure they comply with these standards. Public Safety Answering Points (PSAPs) with funding from SETNA by the CA 911 Branch is contingent upon adherence to a set of mandatory standards. Included among these standards is that 95 percent of incoming 911 calls shall be answered within 15 seconds. The Rocklin Police Department uses this metric to determine compliance with CalOES. According to the 2022 Annual Police Report, 95.38 percent of the 18,437 911 calls to the Dispatch unit were answered within 15 seconds. This is slightly above the 95 percent standard set by CalOES. This suggests that the Rocklin Communications Center adequately staffed and able to handle the volume of 911 calls received.

Call Processing

Call processing is the amount of time measured between when the PSAP answers a 911 call, processes the information, and subsequently dispatches resources while the call is processed further. When calls need to be transferred, either for mutual aid or as part of the regular process, this can extend call processing times.

For the Rocklin Police Dispatch center, medical calls are simultaneously transferred verbally to a secondary PSAP operated by American Medical Response (AMR). The City of Rocklin Fire Department's recent Risk Assessment and Standards of Cover Report completed in January 2022 recommends the City invest in a CAD-to-CAD connection which would allow the Rocklin dispatcher to automatically transfer the emergency medical services (EMS) call information over to the ambulance dispatch center instantly without the need to verbalize the call information. This would relieve dispatch for other duties and limit the chances of errors inherent in verbal transfers of information. The Report recommends that if the City were to invest in this kind of direct transfer system, the City of Roseville and Placer County Sheriff Dispatch centers should be included as well to streamline efficiencies between mutual aid providers during emergencies and reduce call processing times by eliminating verbal transfers. Currently the Dispatch center has a CAD-to-CAD connection between the City of Rocklin and the City of Lincoln (City of Rocklin, 2022b).

On October 11, 2023, a Placer County LAFCO Commission hearing included a presentation by CentralSquare Unify to introduce opportunities for a CAD-to-CAD system that connects *existing* CAD systems. The Western Placer County Fire Service Providers MSR and SOI Update is currently being produced by LAFCO and includes a review of the existing emergency dispatch system. The presentation before the LAFCO Commission in October served as an introduction and high-level overview of Unify for the purpose of starting the conversation to improve efficiencies in the existing emergency dispatch system for western Placer County. Once the MSR/SOI Update for western Placer County Fire Service Providers is complete, it is likely the Commission will receive a more comprehensive presentation on the system and related technology. More information on the CAD-to-CAD system can be found in Appendix D.

7.1.6.2 Records

The Records Unit provides a variety of services and information to the community. The unit is staff with full-time employees, as well as several Police Volunteers. This unit assists citizens with services such as coordination for making a crime report and for speaking with a police officer; general information, directions, or special assistance; copies of police reports and traffic accident reports; fingerprinting; records checks for other agencies; and city permit and license applications among others. In 2022, the Records Unit handled 5,649 case files/supplements, processed 802 public records act requests, and released 4,753 documents.

7.1.6.3 Volunteers

The Volunteers of the Rocklin Police Department serve in many capacities for the Department including patrol, traffic control, vacation checks, special events, helping at the front counter, checking reports, and delivering cases to the District Attorney’s Office. Many of the Department’s volunteers have reached more than 4,000 hours of service to the community.

In 2022, 60 volunteers performed more than 6,165 hours of service, saving the City \$219,227. Volunteer activities in 2022 included 284 vacation checks, 411 school checks, and 709 park checks. Volunteers were instrumental in implementing Project Lifesaver, a new tool to aid in the locating of at-risk missing persons with cognitive disorders. In addition to their regular duties, volunteers are often called out during emergency events to assist patrol with traffic control, searches, and other needs. In 2022, volunteers assisted with 20 incidents of roadway traffic control, and nine traffic collision responses. Volunteers were also involved in 22 significant major supported events throughout the year including three Emergency Response Team callouts, multiple school graduations, high school football games, traffic control for special events, assisting patrol with training events, and the Department’s DUI checkpoints.

7.1.7 *Department Staffing*

The Department was approved for 94.50 full-time equivalent positions (FTE) in the FY 2023/2024 Budget. This is an increase in 2.06 personnel compared to the FY 2022/2023 Budget. Table 7-6 below shows staffing by position for the Department from FY 2020/2021 through FY 2023/2024.

Table 7-6: Staffing by FTE from FY 2020/2021 through FY 2023/2024

Position	FY 2020/ 2021	FY 2021/ 2022	FY 2022/ 2023	FY 2023/ 2024
Administrative Analyst	-	0.50	0.50	0.50
Animal Control Officer	2.00	-	-	-
Community Service Officer	4.00	6.00	6.00	6.00
Crime Analyst	1.00	1.00	1.00	1.00
Evidence/Property Technician	1.47	1.47	1.47	1.50
Manager of Police Records & and Communications	1.00	1.00	1.00	1.00
Police Captain	2.00	2.00	2.00	2.00
Police Chief	1.00	1.00	1.00	1.00

Position	FY 2020/ 2021	FY 2021/ 2022	FY 2022/ 2023	FY 2023/ 2024
Police Clerk	0.47	0.47	0.47	0.50
Police Lieutenant	2.00	3.00	3.00	3.00
Police Officer	48.00	48.00	50.00	52.00
Police Records Clerk	3.00	3.00	3.00	3.00
Police Records Supervisor	1.00	1.00	1.00	1.00
Police Sergeant	9.00	9.00	9.00	9.00
Public Safety Dispatch Supervisor	2.00	2.00	2.00	2.00
Public Safety Dispatcher I/II	10.00	10.00	10.00	10.00
Total	88.94	90.44	92.44	94.50
<i>Source: City of Rocklin, 2023c</i>				

Since FY 2020/2021, the City has increased the number of police officer positions by four, added an administrative analyst, and brought the police clerk and an evidence/property technician to part-time. The Department also transitioned the two animal control officer positions to Community Service Officer positions in FY 2021/2022, bringing the total to four.

In 2022, the Department had 64 sworn officers and a population of 71,663 residents. Based on the number of sworn officers, the City had a ratio of 0.89 officers to 1,000 residents. The City's ratio of officers per 1,000 residents similar to the neighboring City of Roseville that operated in 2022 with 0.99 officers per 1,000 residents. According to the City's response to the Request for Information (RFI), as of January 2024 the Department calculated the current City population at 75,381 with 67 sworn officers, which equals to the same ratio as 2022 of 0.89 sworn officers per 1,000 residents (Rocklin, 2024b). The Department does not have a policy regarding the number of sworn officers to 1,000 residents (City staff, personal communication, August 2024). Many cities utilize the ratio of officers per 1,000 residents as a policy metric to ensure adequate staffing of police departments. The City may wish to consider creating a similar policy for the Rocklin Police Department in the future.

The Department was queried by consultants regarding the number of vacant positions. As of the RFI completed in January 2024, the Department had eight vacant sworn officer positions. For the past year, the Department has conducted testing for sworn officers about every eight weeks. In addition, staff shared that over the last five years, the Department has experienced more retirements than has historically been the case. This, coupled with a slowdown in officer transfers, has created a deficit in sworn officer staffing (Rocklin, 2024b).

7.1.8 Department Training

The Rocklin Police Department maintains training standards that exceed those mandated by California's Commission on Peace Officer Standards and Training (POST). POST was established by the State Legislature in 1959 to set minimum selection and training standards for California law enforcement. The Department receives its policy framework from Lexipol, the recognized expert in police policy, utilized by the vast majority of police agencies in California. Lexipol policies are created by lawyers and police practice

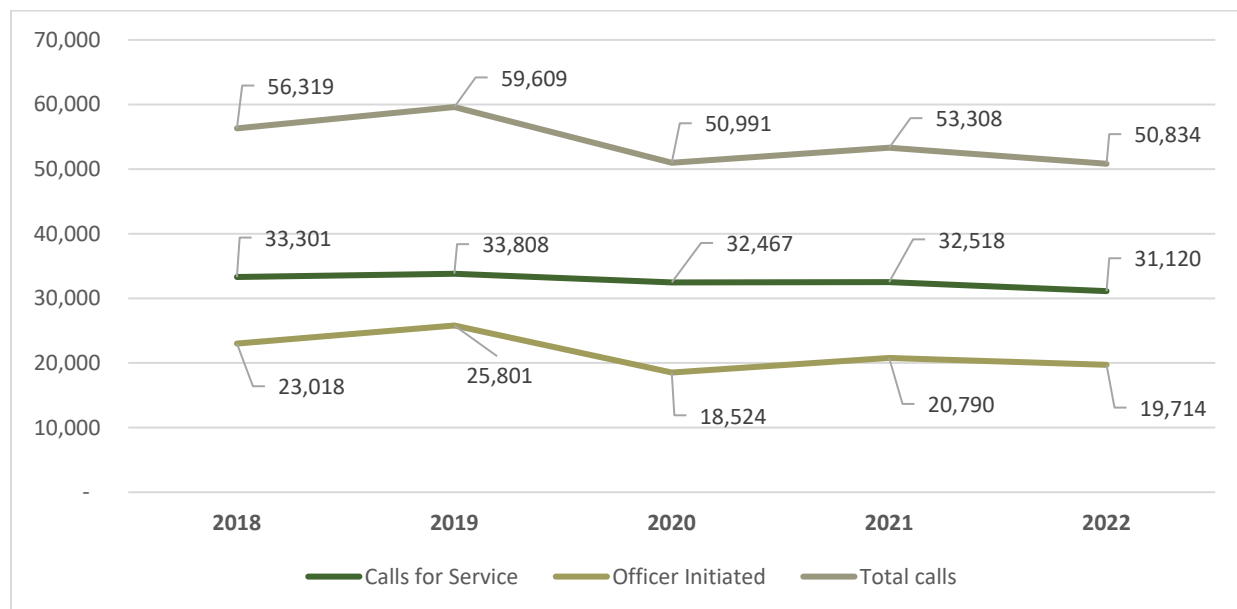
experts, and are kept up to date with current case law and best practices. In addition, the Department reviews policies and procedures on a continuous basis (Rocklin, 2024a).

The Department website includes details regarding “8Can’tWait” Campaign policies and recommendations. The City’s Police Department policies, procedures, and training webpage provides a response to each of these policies here: <https://www.rocklin.ca.us/post/policies-procedures-training-manuals>. More information about the 8Can’tWait campaign can be found here: <https://8cantwait.org/>.

7.1.9 Department Calls for Service

Patrol units responded to 50,834 total calls in 2022. Figure 7-8 below shows calls for service and officer-initiated activity over the last five years. Of the 50,834 calls in 2022, 31,130 were citizen generated calls for service and 19,714 were officer-initiated activity.

Figure 7-8: Calls for Service and Officer Initiated Activity (2018-2022)



Total calls for the Patrol unit have decreased by approximately 9.7 percent from 2018 to 2022. Calls for service have also decreased by approximately 6.5 percent from 2018 to 2022. Officer initiated calls have decreased the most -- by 14.4 percent from 2018 to 2022. From 2019 to 2020 during the COVID-19 pandemic, all calls decreased dramatically as shown in Table 7-7 below.

Table 7-7: Percent Change Pre-COVID to Two Years Post-COVID Pandemic

Pre-COVID Percent Change 2018/2019	COVID Percent Change 2019/2020	Post Covid Percent Change 2020/2021	Post Covid Percent Change 2021/2022
1.5%	-4.0%	0.6%	-4.8%
12.1%	-28.2%	12.2%	-5.2%
5.8%	-14.5%	4.5%	-4.6%

Prior to the COVID-19 pandemic, from 2019 to 2020, calls for service, officer-initiated calls, and total calls had increased by 1.5 percent, 12.1 percent, and 5.8 percent respectively. The year after the pandemic, calls increased to a similar amount as pre-COVID, only to decrease again between 2021 and 2022.

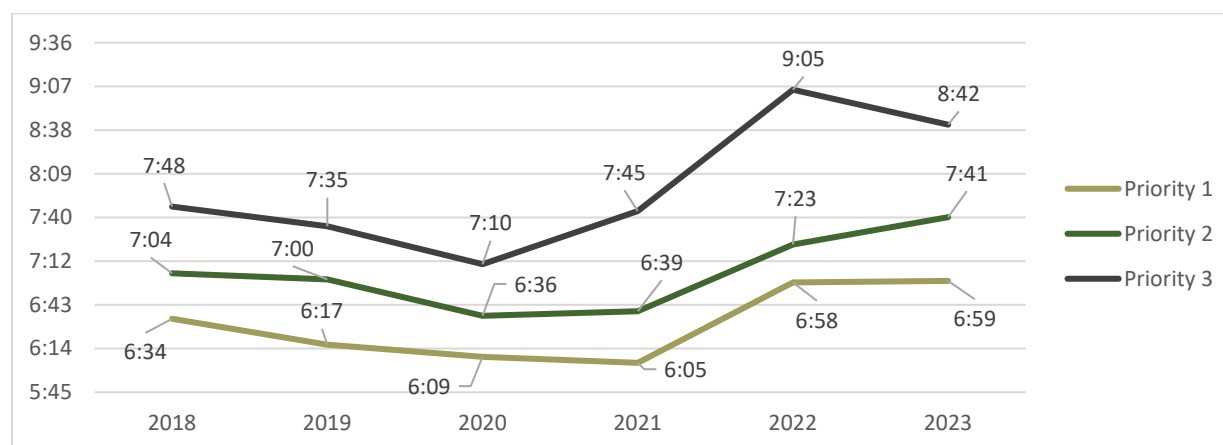
7.1.10 Department Response Times

The Annual Police Reports include incident response time averages per year for Patrol unit officers. Dispatched calls are broken down by Priority for each year as follows:

- Priority 1 - emergency situations requiring immediate police response;
- Priority 2 - incidents where the situation may escalate into an emergency situation; and
- Priority 3 - non-emergencies and report incidents that do not require an emergency response.

Figure 7-9 shows average response times by priority from 2018 through 2022. Response time is defined as the time it takes from when the Dispatcher answers the call to the time the officer arrives on scene.

Figure 7-9: Officer Yearly Average Response Times by Priority, 2018-2023*



*Response times for 2023 did not include the entire year (01/01/2023 – 11/21/2023) as provided by the Department to consultants in response to the RFI (Rocklin, 2024b).

The total average response times by type decreased from 2018 to 2020. From 2020 to 2022, Priority 2 and Priority 3 calls increased by 12 percent and 27 percent respectively. The Priority 1 call response time average decreased slightly from 2020 to 2021. Average response times for Priority 1 calls were 6 minutes and 58 seconds in 2022. This is a 15 percent increase in average response time or 53 seconds longer between 2021 and 2022. The longest average response time for all call types over the last five years was in 2022. Average response times for Priority 2 calls also increased between 2021 and 2022 by 11 percent or 44 seconds longer. Average response times for Priority 3 calls increased by 1 minute 20 seconds between 2021 and 2022. For 2023, Priority 1 calls increased by one second, Priority 2 calls increased by 18 seconds, and Priority 3 calls decreased by 23 seconds compared to 2022.

City staff provided consultants with the Department's response time goals as described below:

- Priority 1 calls: these are the highest priority calls, and they have a target response time of **7 minutes**. These are calls where there is a present or imminent danger to life or major property damage.
- Priority 2 calls: target response time of **10 minutes**. These calls are for incidents where a crime has just occurred, and where there is the potential for damage to property.
- Priority 3 calls: target response time of **15 minutes**. Calls where there is no present or potential danger to life or property are categorized as Priority 3 calls.

The Department is meeting all response time goals for all years studied. Staff stated “RPD continues to seek out, and implement, methods to lower our response times. One recent example was the addition of a substation on the west side of the city. In the six months that followed the substation’s opening, we saw a 40 second reduction in our beat 4 response times” (City staff, personal communication, August 2024; October 2024).

7.1.11 Department Interagency Agreements

The City of Rocklin has automatic agreements for assistance with all of the surrounding jurisdictions, whereby each agency will assist with incidents such as emergency situations or on vehicle stops on the border of affected agencies. The closest California Highway Patrol (CHP) station is located north of Rocklin in Newcastle. When necessary, the CHP provides back-up services to the Rocklin Police Department and surrounding jurisdictions. The Placer County Sheriff’s Department provides County Coroner’s services and serves legal papers throughout the county (City of Rocklin, 2012; City staff, personal communication, August 2024).

7.1.12 Department Infrastructure & Equipment

This section summarizes the infrastructure and equipment utilized by the City’s Police Department. Jail services are provided by Placer County. The Sheriff’s Department does not maintain a designated level of service standard of personnel-to-residents because of the variation in population and terrain within the County. The Sheriff’s Department does, however, determine staffing levels necessary to meet its requirements.

7.1.12.1 Police Station and Substation

The City of Rocklin Police Department operates out of one police station at 4080 Rocklin Road and a substation at the northeast corner of Lonetree and Blue Oaks Boulevards in the Beat 4 area. Figure 7-10 shows images of the Police Station taken by FLINT Builders, the company that developed the station (FLINT, 2024). The station is a single-level, 40,000 square foot full-service police facility developed on a 5-acre site with a 158-car surface parking lot. The building features a 3,600-square-foot storage building; a 25-yard firing range; patrol and support services; a 200-square-foot fitness and training room; and a 1,560-square-foot state-of-the-art dispatch center and command center in times of emergencies with projected status and mapping, individual ergonomics, and climate systems (FLINT, 2024; Rocklin, 2024). The station also includes a full-service public lobby and spacious multi-purpose community room. The station opened on June 8, 2005, and cost \$15 million to construct at that time. The station building is almost 20 years old as of this MSR report (Rocklin, 2024a).

Figure 7-10: Police Station Images

According to Department staff, the current police department building is adequate to meet Department needs. In addition, the Department has decommissioned its Temporary Holding Facility (THF) and plans to re-purpose this space for future needs (Rocklin, 2024b).

During 2022, the police department began the planning process of opening a substation on the west side of Rocklin. The City of Rocklin entered into a lease agreement to rent a suite in 2023 located at 6827 Lonetree Blvd., suite D101A. The suite is 1,310 square feet and is part of the Rocklin West retail center. The purpose of the substation is to decrease response times, increase the Department's visibility and give field staff a convenient location to work and use for breaks. The substation is not regularly staffed, however, beat three and four officers frequently utilize the substation throughout their shifts.

7.1.12.2 Police Vehicles and Equipment

The Police Department maintains equipment and vehicles for each division that assist law enforcement in carrying out their duties. This section details the equipment and vehicles used by the Department.

Military Equipment Inventory

The Department maintains 14 pieces of equipment for use by the Special Weapons and Tactics (SWAT) team in conjunction with the Roseville Police Department under the procedural rules of the SWAT Manual. Some of the equipment is also available for use by the Rocklin Police Department personnel under specific policies for the Department. A list of the equipment and the policies associated with their use can be found in Appendix E. The equipment includes two quadcopter drones, three remote operated robots, an armored vehicle, a mobile command trailer, breaching shotgun and rounds, AR-15 rifles and ammunition, one light-sound distraction device, 40 MM Launchers and rounds, less lethal shotguns and rounds, and PepperBall SA-200 launchers.

Vehicles and Equipment Inventory

An inventory of the Police Department's vehicles and equipment that was provided to consultants through the Request for Information can be found in Appendix F. The inventory list includes 67 vehicles and six pieces of equipment. Of the vehicles, the Department has 11 mid to small sized cars, 39 SUVs, 11 trucks, two vans, and four motorcycles. The additional equipment includes a speed radar trailer and monitor, a utility trailer, and a radar unit. The Department is diligent in maintaining and replacing aging vehicles and equipment. Of the vehicles and equipment with model years, only 25 percent are over 10 years old. The

City funds the cost of replacement vehicles and equipment over the useful life of the asset. This ensures the systematic replacement of vehicles and equipment to keep the City’s vehicular fleet safely and properly operating (Rocklin, 2022c).

7.1.13 Department Funding

According to the City’s Fiscal Year (FY) 2023/2024 Annual Budget, the Police Department’s approved budget was approximately \$24.37 million. This equates to approximately 21 percent of the City’s total budget. The Department’s budget increased by \$2,027,750 between FY 2022/2023 and FY 2023/2024. The Department’s budget has increased by 21 percent from FY 2020/2021 to FY 2023/2024 as shown in Table 7-8 below (Rocklin, 2023c).

Table 7-8: Department Budget FY 2020/2021 through FY 2023/2024

Fiscal Year	Budget Total	Percent Change
FY 2020/2021	\$ 19,864,800	
FY 2021/2022	\$ 21,500,100	8%
FY 2022/2023	\$ 22,340,700	4%
FY 2023/2024	\$ 24,368,450	9%
<i>Source: City of Rocklin FY 2023/2024 Annual Budget</i>		

Of the total budget for FY 2023/2024, 85 percent or \$20,595,200 is budgeted for staffing, 11 percent or \$2,716,750 for operating expenses, three percent or \$816,800 for professional services, and the remaining \$239,700 for other uses/debt service/depreciation. The Department is anticipated to bring in \$1,851,500 in revenue which leaves a net operating total of \$22,516,950 for FY 2023/2024. As shown in Figure 7-11 below, the majority of the Department’s funding comes from the General Fund as expected as police services are funded primarily through property tax revenues. The amount of funding has increased year over year as costs to maintain the Department continue to increase (Rocklin, 2023c).

Figure 7-11: Police Department Funding Sources FY 2020/2021 through FY 2023/2024

	Actual FY2020/21	Actual FY2021/22	Original Budget FY2022/23	Revised Budget FY2022/23	Approved Budget FY2023/24	Change Increase/ (Decrease)
FUNDING SOURCES						
General Fund	18,569,885	19,328,096	21,494,000	21,680,100	23,931,150	2,251,050
Asset Forfeiture - State	102,151	144,045	15,000	109,700	50,000	(59,700)
Grants/Other Reimbursables	-	92,640	-	-	-	-
Low & Moderate Income Housing Asset	-	-	-	-	2,500	2,500
Quarry Park Amphitheater Events	4,481	13,591	18,500	13,500	8,800	(4,700)
Supp Law Enforcement Services AB 3229	166,830	173,673	183,800	183,800	189,300	5,500
Traffic Safety/Police Grants	338,845	443,199	256,100	353,600	186,700	(166,900)
TOTAL	19,182,193	20,195,244	21,967,400	22,340,700	24,368,450	2,027,750
Department Revenues	2,162,744	2,322,001	1,769,200	1,959,300	1,851,500	(107,800)
Net Resources/(Uses)	\$ (17,019,448)	\$ (17,873,243)	\$ (20,198,200)	\$ (20,381,400)	\$ (22,516,950)	\$ (2,135,550)

Other sources for the Department include state funding, grants, AB 3229, and contracts the Rocklin Unified School District, Sierra College, and the Quarry Park Amphitheater Events. Department revenues have fluctuated with an overall decrease of \$311,244 between FY 2020/2021 and FY 2023/2024 (Rocklin, 2023c).

7.1.14 Department Needs and Deficiencies

The 2023/2024 Annual Budget provides a list of goals and objectives for the Department. Some of the goals and objectives that speak to Department needs and deficiencies are as follows:

- The department is working towards an overall Health & Wellness Program for staff to include enrichment training, physical and mental health, and a strong peer support team. The department recently received a \$41,000 grant from the State of California to use for this purpose, and is in the process of determining where the funds will have the largest impact for personnel.
- Implement a fully operational Rocklin Police Department substation on the west side of the City to allow remote access to report writing stations and a place to interview reporting persons at a more convenient location on the far side of the City. (COMPLETED)
- Continue research and plan for future implementation of an innovative intelligence center, expanding the City's ability to work collaboratively with surrounding allied agencies by sharing information and increasing crime solvability potential.
- Maintain, improve, and expand City partnerships that aid in crime prevention, and creating a safe community.
- Work towards increasing Police staffing.
- Evaluate the creation of a Real-Time Crime Center.
- Reduce interagency response times through improved technology.
- Improve interoperability between law enforcement, fire, and EMS agencies.

This list indicates that the Department may not currently have enough staff to support all of the services that the Department provides to the community. This is likely due to difficulties with replacing sworn officers with those that have been retiring over the last five years as discussed in Section 7.1.7 above. Department staff indicated that there are no deficiencies in the Request for Information (Rocklin, 2024b).

The City's 2024-2028 Capital Improvement Plan (CIP) identified facility and equipment/vehicle needs for the Department from 2024 to 2028. The Department was approved for vehicle and facility needs as part of the FY 2022/2023 budget. Total vehicle requirements for the Police Department are anticipated to be \$2.271 million through FY 2026/2027 (Rocklin, 2022c). The following needs were identified in the CIP as part of proposed future budgets (FY 2023/2024 through FY 2027/2028) or do not have funding identified.

7.1.14.1 Facility Needs

- Replacement of the Police Station's HVAC and roof: The facilities reserve study shows replacement of the Police Station heating, ventilation, and air conditioning (HVAC) units in FY 23/24. According to the CIP, there have been some premature failures of the single ply roofing and some major repairs have been made to prevent leaks. The roofing needs to be replaced before any catastrophic failures occur. In order for the roofing to be replaced, all HVAC units must be removed from the roof. Since the HVAC units are scheduled for replacement in FY 23/24 it makes the most sense financially to replace the roof at the same time. This work is estimated to be completed by end of 2024. Funding has been identified and the project is estimated to cost the City \$1.275 million.
- Public Safety Training Center: Neither the City nor the Fire Department has a dedicated public safety training facility. The training center would benefit the Rocklin Police Department as they train to conduct search operations, provide forcible entry training, canine training, and other law enforcement activities. Additionally, training on City property will reduce liabilities that are common when training on private property. This project was previously known as "Fire Training Tower". Funding has not been identified and the project is estimated to cost the City \$671,300.

7.1.14.2 Equipment/Vehicle Needs

- Community Services Officer Vehicle: The existing vehicle is a 2007 Ford F-150 with 80,290 miles (Unit 5211). The vehicle has reached the end of its useful life and costly repairs and maintenance will be required in order to keep it operationally ready. Funding for the vehicle has been identified from the General Fund and the vehicle is estimated to cost the City \$37,500 as part of the FY 2024/2025 Budget.
- Fleet Replacement, Marked Patrol Units: Fleet recommends replacing five marked patrol units (MPU) Unit No. 5248, 5249, 5250, 5260, and 5261 in FY 2023/2024 in order to keep the MPUs rotating through, while still covered under the manufacturer's warranty. These vehicles see extreme service and usually have 1 transmission replaced during their lifetime. Funding for these vehicles has been identified from the General Fund and the vehicles are estimated to cost the City \$427,000 as part of the FY 2023/2024 Budget.
- Fleet Replacement, Marked Patrol Units: Fleet recommends replacing six marked patrol units (MPU) Unit No. 5253, 5254, 5255, 5256, 5257, and 5258 in FY 2025/2026 in order to keep the MPUs rotating through, while still being covered under the manufacturer's warranty. Funding for these vehicles has been identified from the General Fund and the vehicles are estimated to cost the City \$528,000 as part of the FY 2025/2026 Budget.
- Fleet Replacement, Marked Patrol Units: Fleet recommends replacing six marked patrol units (MPU) Unit No. TBD in FY 2026/2027 in order to keep the MPUs rotating through, while still covered under the manufacturer's warranty. Funding for these vehicles has been identified from

the General Fund and the vehicles are estimated to cost the City \$536,400 as part of the FY 2026/2027 Budget.

- Volunteer Vehicle: The existing vehicle is a 2002 Ford Ranger with 80,499 miles (Unit 5208). The vehicle has reached the end of its useful life and costly repairs and maintenance will be required in order to keep it operationally ready. Funding for the vehicle has been identified from the General Fund and the vehicle is estimated to cost the City \$37,500 as part of the FY 2023/2024 Budget.

As the City has generally reached buildout with little to no opportunities for annexation, new development impact fees to fund upgrades to police facilities or pay for new equipment are unlikely. The City is aware of these constraints and is committed to shift the focus from growth to long-term sustainability. The City is proactive in planning for replacement of aging equipment and the Department is well funded with two-thirds of vehicles and equipment 10 years old or less.

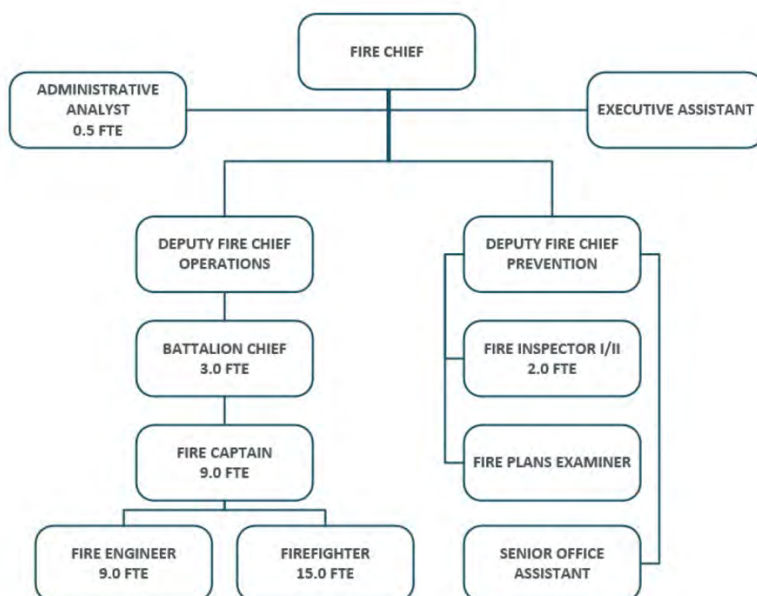
7.2 Fire and Emergency Services

As mentioned at the beginning of this Chapter, fire and emergency services for the City of Rocklin are provided by the City of Rocklin Fire Department and California Department of Forestry and Fire Protection (CAL FIRE). Fire and emergency services will be reviewed in detail in a Placer County West Slope Fire and Emergency Medical Services report currently in process. However, as this is an MSR/SOI analysis for the City as a whole, this section will provide a short description of the Department and a brief financial overview.

CAL FIRE provides fire protection to 613.2 acres within the City of Rocklin through a Local Responsibility Area Wildland Protection Reimbursement Agreement (WPA). This agreement covers a section of the City of Rocklin (Clover Valley Lakes area) that is within a Local Responsibility Area (LRA) for the City. CAL FIRE does not have jurisdiction over this area; however, the City provides reimbursement through the WPA for CAL FIRE to provide a full level of response to the area identified in the contract. The area of the contract has changed over the years as development has increased. For Fiscal Year 2023/2024, the agreement covered 613.2 acres at a total cost of \$25,036. The funds were appropriated into the Fiscal Year 2023/24 Operating Budget in Fire Prevention, and are reimbursed by the property owner; thus the agreement has no additional fiscal impact.

7.2.1 *Fire Department Overview*

The City of Rocklin Fire Department provides fire protection, community risk reduction, and Advanced Life Support (ALS) emergency medical treatment to residents and visitors within the City boundary. The Department has a total of 44.5 full-time equivalent (FTE) positions and operates three fire stations staffed full time with 36 career personnel (City of Rocklin, 2023). The City received a Fire Protection ISO Rating of 2 from the Insurance Services Office (ISO) in December 2018 (Rocklin, 2023c).

Figure 7-12: Fire Department Organizational Chart

The Department consists of four divisions: Fire Administration, Field Operations, Fire Prevention, and Emergency Management. The Fire Administration Division is responsible for managing department contracts, recruiting new personnel, purchasing personal protective equipment, apparatus acquisition, scheduling of school tours, overseeing the department's operating budget and providing general information to the public. The Field Operations Division is responsible for all emergency and non-emergency responses in the community, which include responses for fires, medical emergencies, technical rescues, motor vehicle accidents, and other natural or man-made disasters. The Fire Prevention Division supports the community by providing fire plan review services for new and tenant improvement projects, conducting life safety inspections, providing operational permits for increased hazards, investigation of suspicious fires, and providing public education to reduce the occurrence of fires and other hazardous conditions. The Emergency Management Division is responsible for the oversight of the City's Emergency Operations Center (EOC) and serves at the will of the Director of Emergency Services (City Manager) to provide and coordinate training, policy development, staffing, and activations of the EOC (Rocklin, 2023c).

According to the FY 2023/2024 Annual Budget, the Department responded to 6,422 incidents in 2022 and provided mutual aid to neighboring agencies 168 times. Firefighters were deployed on three wildfire disasters during the 2022 fire year. The Department provided public education at 42 community events, and completed 824 fire inspections; 352 re-inspections; and reviewed 390 building, fire, and engineering plans in 2022. In addition, the Department instituted an Arson Unit Program designed to investigate suspicious fires within the City. As part of Emergency Management, the Department revised the City Emergency Operations Plan for emergency preparedness, participated in updating the Placer County Local Hazard Mitigation Plan, and conducted emergency operations training for City staff in 2022 (Rocklin, 2023c).

7.2.2 Fire Department Finances

According to the City's Fiscal Year (FY) 2023/2024 Annual Budget, the Fire Department's approved budget was approximately \$15.9 million. This equates to approximately 13 percent of the City's total budget. The Department's budget increased by \$1,189,250 between FY 2022/2023 and FY 2023/2024. The Department's budget has increased by 18 percent from FY 2020/2021 to FY 2023/2024 as shown in Table 7-9 below (Rocklin, 2023c).

Table 7-9: Department Budget FY 2020/2021 through FY 2023/2024

Fiscal Year	Budget Total	Percent Change
FY 2020/2021	\$ 13,394,200	
FY 2021/2022	\$ 14,659,400	10%
FY 2022/2023	\$ 14,675,800	0.1%
FY 2023/2024	\$ 15,865,050	8%

Source: City of Rocklin FY 2023/2024 Annual Budget

Of the total budget for FY 2023/2024, 72 percent or \$11,409,600 is budgeted for staffing; 16 percent or \$2,548,700 for other uses/capital outlay; 10 percent or \$1,630,400 for operating expenses; and the remaining \$276,350 for professional services. The Department is anticipated to bring in \$5,103,800 in revenue which leaves a net operating total of \$10,761,250 for FY 2023/2024. As shown in Figure 7-13 below, the majority of the Department's funding comes from the General Fund as expected as fire services are funded primarily through property tax revenues. The amount of funding has increased year over year as costs to maintain the Department continue to increase (Rocklin, 2023c).

Figure 7-13: Fire Department Funding Sources FY 2020/2021 through FY 2023/2024

	Actual FY2020/21	Actual FY2021/22	Original Budget FY2022/23	Revised Budget FY2022/23	Approved Budget FY2023/24	Change Increase/ (Decrease)
FUNDING SOURCES						
General Fund	11,183,681	12,363,717	11,992,400	12,465,000	13,580,750	1,115,750
Capital Construction Fees	6,248	-	-	15,000	-	(15,000)
Community Facilities District No. 1	1,935,422	2,092,017	2,195,800	2,195,800	2,284,300	88,500
TOTAL	13,125,350	14,455,733	14,188,200	14,675,800	15,865,050	1,189,250
Department Revenues	2,954,255	2,921,833	2,711,200	2,758,400	5,103,800	2,345,400
Net Resources/(Uses)	\$ (10,171,095)	\$ (11,533,900)	\$ (11,477,000)	\$ (11,917,400)	\$ (10,761,250)	\$ 1,156,150

Other sources for the Department include Capital Construction Fees and a Community Facilities District No. 1 special tax. Department revenues generally remained steady; however, the Department anticipates an 85 percent increase in revenues or \$2,345,400 between FY 2022/2023 and FY 2023/2024 (Rocklin, 2023c).

7.2.3 Fire Department Needs and Deficiencies

According to the FY 2023/2024 Annual Budget, the Department has a number of goals and objectives for the upcoming fiscal year. These include needs and deficiencies of the Department and are as follows:

- Continue to seek grant opportunities to maintain and/or enhance service delivery;
- Upgrade department station alerting system (COMPLETED);
- Improve communications by expanding digital radio program;
- Promote and hire new firefighters;
- Maintain fiscal responsibility by identifying areas to increase efficiencies;
- Implement technology-based solutions to improve report writing for emergency medical incidents and fire inspections;
- Provide post-traumatic stress syndrome training for first responders;
- Improve survivability for victims of fire, hazardous material release, entrapment, or other crisis incidents;
- Improve survivability of patients experiencing acute medical emergencies through education and training in citizen CPR;
- Improve firefighter safety and survival;
- Work towards increasing Fire staffing;
- Enhance functionality of the EOC, and provide incident command system training to employees responsible for staffing the EOC for emergency preparedness;
- Work towards constructing and staffing a fourth Rocklin Fire Station south/east of Interstate 80; and
- Improve programs to reduce fire loss and increase community preparedness.

(Rocklin, 2023c; City staff, personal communication, August 2024)

Though this MSR/SOI is not providing a detailed analysis including determinations for the Fire Department for the City of Rocklin, it can be inferred from the Departments goals and objectives listed in the most recent annual budget that the Department is in need of additional financial resources to increase staffing and construct a fourth fire station within the City. A detailed review of the City's Fire Department can be found in the Municipal Service Review Study and Sphere of Influence Update of Fire Agencies in Western Placer County currently in progress.

7.3 Parks and Recreation

According to the City's Park Finder Interactive mapping GIS tool accessed on November 30, 2023, the City manages approximately 581 acres of parks and trails. This acreage equates to 8.15 acres per 1,000 residents⁶. The 581 acres are divided among 29 neighborhood parks totaling approximately 303 acres; five developed community parks totaling approximately 258 acres; and three special use facilities and

⁶ This calculation is based on the total acres of land uses identified in the City's GIS map as "Parks" at approximately 580.55 acres and the population of the City from CDF at 71,179.

eight multi-use trails totaling approximately 19.5 acres and covering over ten miles of terrain. At build-out the City will have 33 or 34 parks totaling over 440 acres of improved and unimproved land (City of Rocklin, 2017a; 2023a; 2023b). A map of existing parks, bikeways, and land designated as Recreation-Conservation in the City's General Plan can be seen in Figure 7-14 on the next page.

7.3.1 Existing Planning Documents

In order to plan for maintenance and growth of the City's present and planned recreation and parks facilities and services, the City has developed and adopted multiple documents as described below:

- *The City of Rocklin Parks and Trails Master Plan (2017)*: General Plan Policy Action Step OCRA-13 within the Open Space, Conservation and Recreation Element requires the preparation and adoption of a Park and Recreation Master Plan. This document includes an assessment of recreational facilities and programming within the City, and includes a set of strategies, policies, and actions to improve identified deficiencies in recreation planning, facilities, and programming.
- *Trails Strategy and Action Plan (2017)*: This study is a planning document to support a coordinated trail network throughout the City. The Plan responds to the high use of existing trails in the City and the public's overwhelming requests for new trail development. The Plan identifies existing and planned trail development and a set of design guidelines for different trail types.
- *Development Impact Fee Study (2022)*: This study provides the basis of the City's Community Park Fee to fund park improvements for both neighborhood and community parks as well as the City's existing public facilities impact fee which encompasses community and recreation facilities.
- *5-year Park Capital Improvement Plan (2022-2026)*: The City's current 5-year Park Capital Improvement Plan encompasses the years 2022 to 2026. The CIP is reviewed and updated regularly to implement the community's changing needs, priorities, and funding opportunities for municipal infrastructure, facilities and equipment.

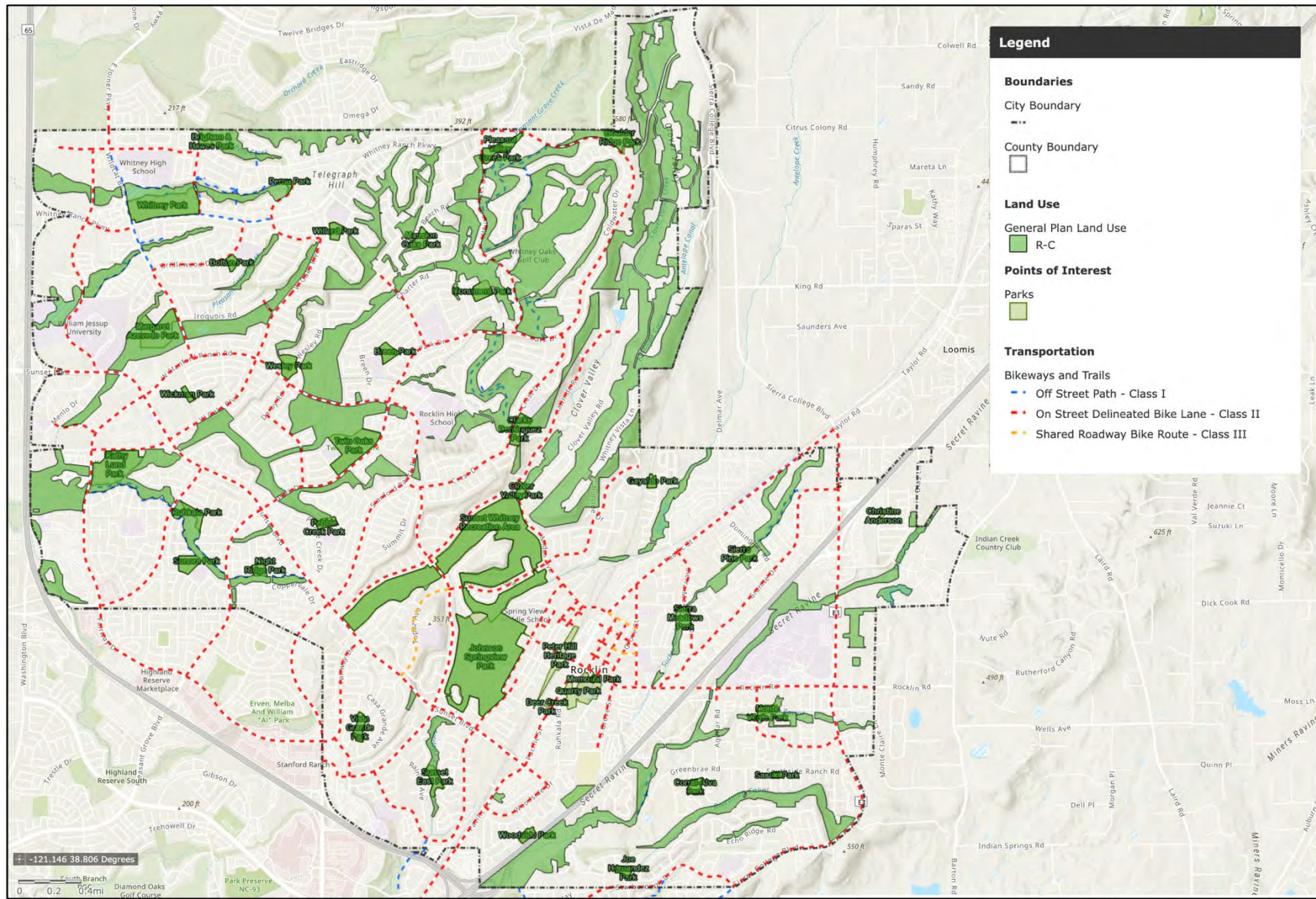
The 2017 Parks and Trails Master Plan includes a policy to update the Plan every five years; however, as far as the consultants and LAFCO are aware, the City is not currently in the process of updating any documents related to park and recreational facilities planning or programming. The City should consider initiating an update process soon to comply with its adopted policy.

7.3.2 Recreational Programming

The City offers numerous classes and programs throughout the year at its various parks and community facilities. These are divided into the following categories and include:

- **S.T.E.A.M.**: Science, Technology, Engineering, Art, and Math (STEAM) classes encourage students to engage in experiential learning through a creative process engaged with the science, engineering, art, and math disciplines, and position young learners for careers in these disciplines as adults. STEAM classes include Lego robotics, public speaking, dance, and chess classes.

Figure 7-14: Existing City Parks, Bikeways, Trails, and Land Use Designated Recreation-Conservation



- **Youth Sports:** Youth sports include classes, camps and clinics in karate, cycling, tennis, baseball, t-ball, flag football, lacrosse, golf, archery, track and field, volleyball, basketball, soccer, and swimming.
- **Active Adults:** Programming for active adults includes bridge groups, tap dancing classes, language, and senior fitness classes.
- **Rocklin Events:** Rocklin recreational programming also includes community events such as Evenings in the Park (movies/music/family activities), and a summer concert series at Quarry Park.
- **Community Services, Programs & Parks:** Other recreational opportunities include Quarry Park Adventures (a rock climbing/zip lining adventure park) and splash pads (water cooling playgrounds) at Whitney Park, Kathy Lund Park, and Johnson-Springview Park.

In addition to the above listed classes and programs, the City offers XOSO, a sport and social league for adults with offerings in cornhole, kickball, pickleball, softball, and volleyball. More details on the City's year-round programs can be found in the City's Recreation Guides here: <https://www.rocklin.ca.us/post/recreation-guide>.

7.3.3 Parks and Community Center Services

The City manages approximately 581 acres of parks and 10 miles of trails (City of Rocklin, 2017a; 2023a; 2023b), including 29 neighborhood parks, five community parks, and three special use parks. These parks offer residents and visitors various amenities including picnic tables, playgrounds, restrooms, basketball courts, splash/spray pads, soccer fields, multi-use fields, softball and/or baseball fields, little league fields, tennis courts, and various other similar amenities, as shown in Figure 7-15 and Figure 7-16. Since the City adopted its 2017 Parks and Trails Master Plan, the City has increased recreational facilities with four new parks, some additions to existing parks, and two miles of new trails.

7.3.3.1 Neighborhood and Community Parks

The City manages 29 neighborhood parks totaling approximately 303 acres, five community parks totaling approximately 258 acres; and three special use facilities totaling approximately 19.5 acres. Since 2017, the City has developed four new parks, for a total of 37 parks:

- Wickman Park at Monroe Court
- Pernu Park at 877 Old Ranch House Road
- Willard Park at 820 Lazy Trail Drive
- Christine Anderson Park at 4221 Silver Lupine Lane

The City has also added recreational assets at existing facilities:

- Gayaldo Park Phase 2: This project involves the installation of additional amenities at the existing Gayaldo Park, including turf, shrub beds, additional trees to provide shade, and a retaining wall and irrigation to support drainage.

- Vista Grande Park: This park is a new playground that was completed in the summer of 2020. It includes a large play structure, a dome climber, zip lines, shade cover, therapy swing, and a ten spin.

A few large community parks offer more specialized services such as the Sunset Whitney Recreation Area and Quarry Park. In 2018 the City purchased the Rocklin Golf Club, a 184-acre area which is now the subject of a 2022-2023 master plan process to develop the area as the Sunset Whitney Recreation Area. Approximately 5 acres of trails are open to the public and the 2023 Master Plan includes a 3-mile trail cross country course loop, mountain bike flow course, playgrounds, picnic areas, pickleball courts, interpretive panels and integration of prehistoric features, and natural preserves. Quarry Park is a central gathering place in the downtown Rocklin area with an amphitheater, trails, open space, and Quarry Park Adventures; a paid adventure park that is owned by the City and operated by a private company.

Figure 7-15: Park Distribution throughout the City of Rocklin

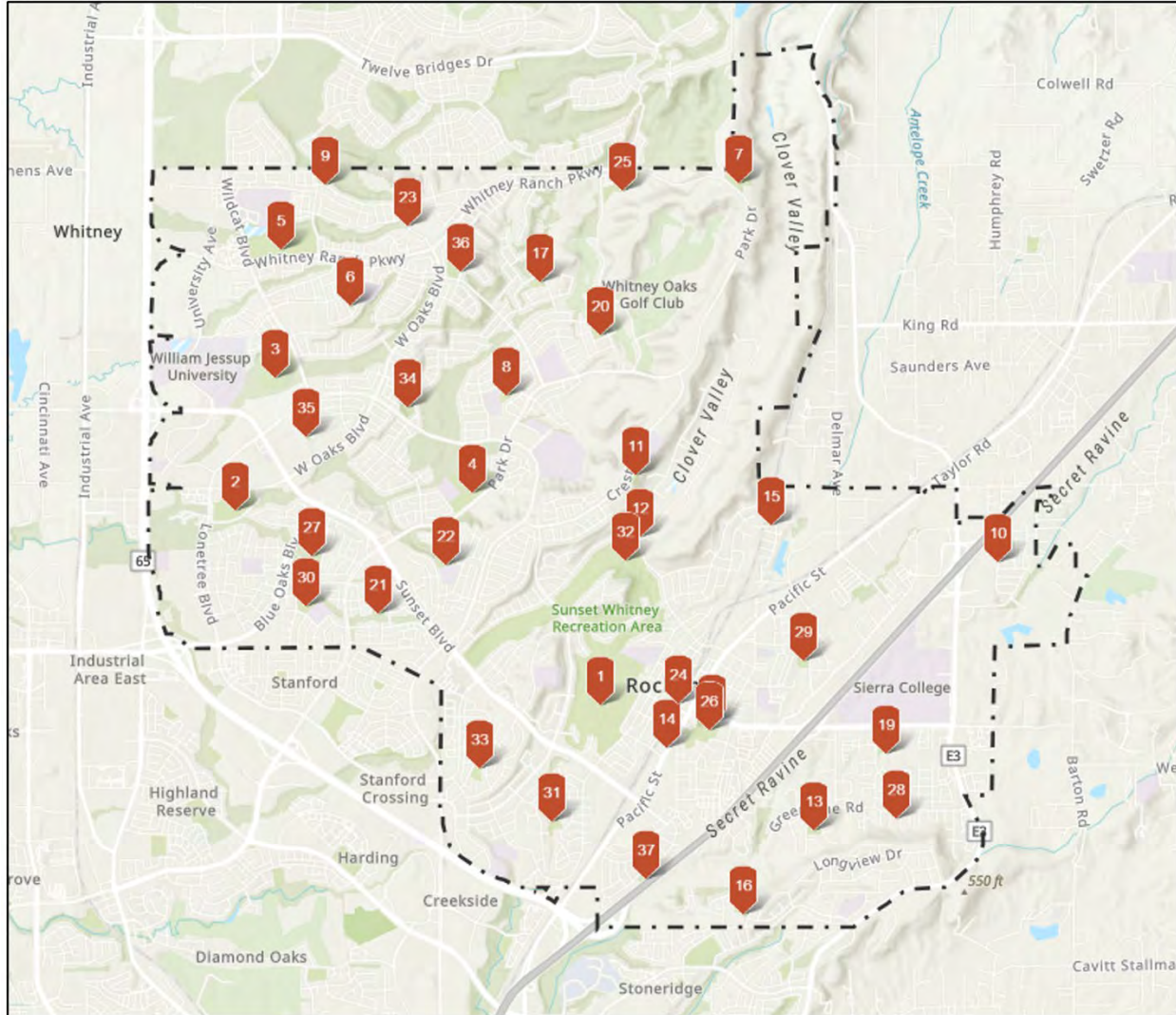
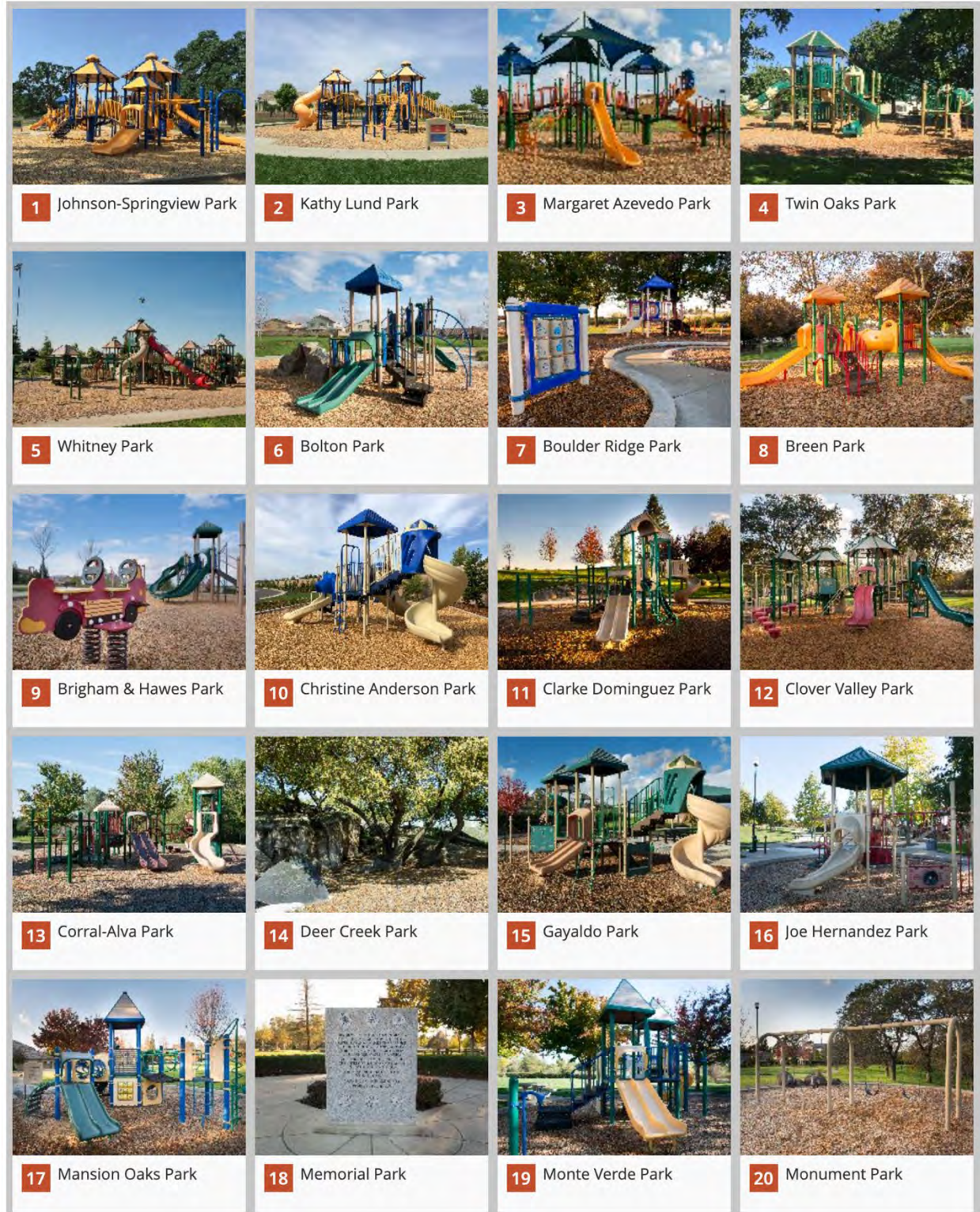
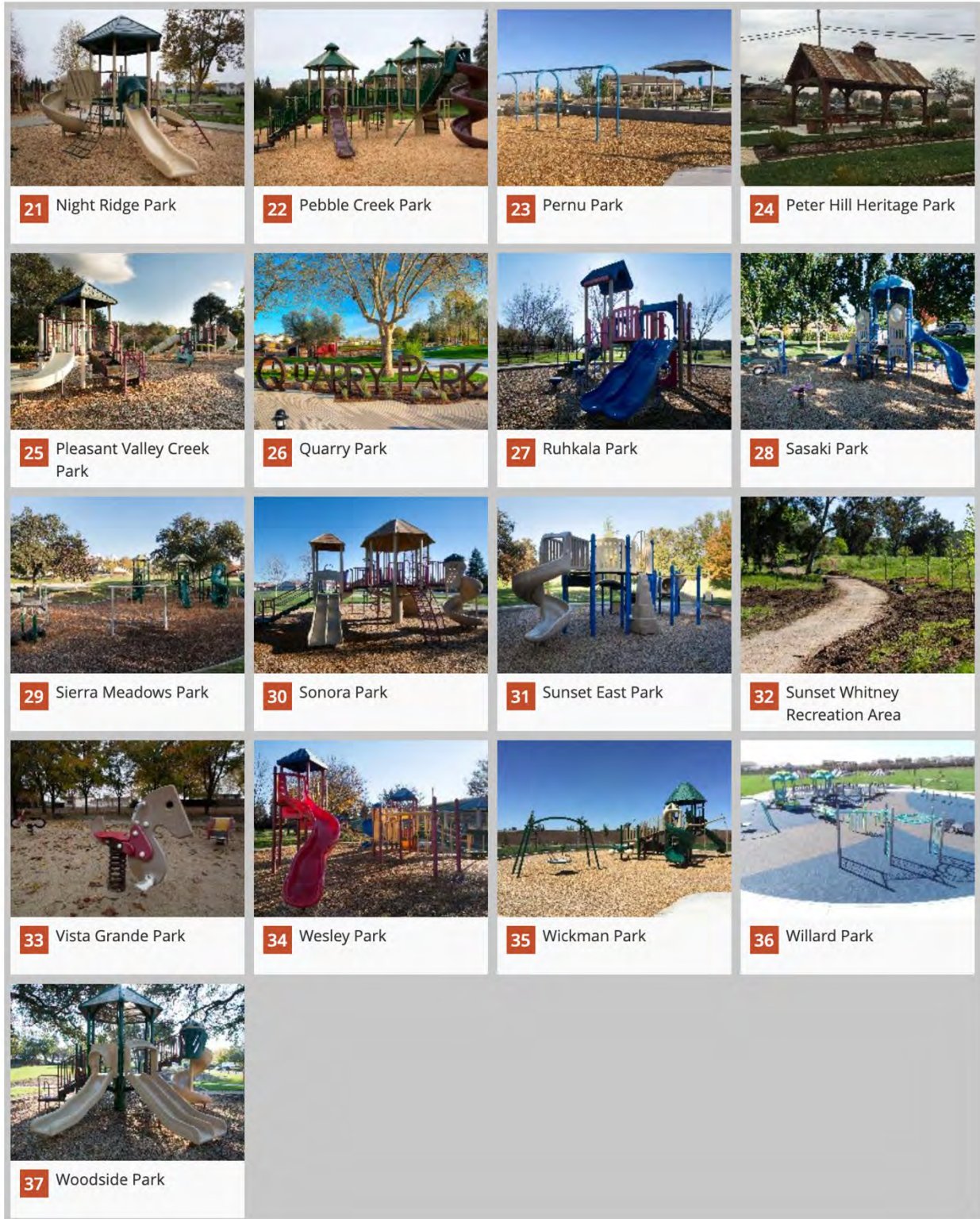


Figure 7-16: Representative Photographs of Existing Parks in the City of Rocklin





A list of common park amenities, the number of parks that offer those amenities by park type, and the percent of total by type can be seen in Table 7-10. Of the parks listed below, 31 parks are defined as neighborhood parks, and 6 parks are defined as community parks (special use parks are classified in both categories).

Table 7-10: Number of City Parks by Type with Common Amenities and as a Percent of Type Total

Amenities	No. of Neighborhood Parks ¹	Percent of Total	No. of Community Parks ¹	Percent of Total
Barbecue	21	68%	4	67%
Basketball court	16	52%	2	33%
Baseball/Softball field	0	0%	5	83%
Benches	24	77%	6	100%
Covered picnic area	20	65%	5	83%
Dog park	0	0%	1	17%
Horseshoe pits	1	3%	0	0%
Pathways	24	77%	6	100%
Pickleball	0	0%	2	33%
Picnic tables	26	84%	6	100%
Playground	28	90%	5	83%
Restrooms	2	6%	6	100%
Roller hockey	0	0%	1	17%
Skate park	0	0%	1	17%
Soccer fields	0	0%	3	50%
Tennis court	0	0%	2	33%
Turf	23	74%	6	100%
Volleyball courts	1	3%	1	17%
Splash/Spray Park	0	0%	5	83%
WiFi	0	0%	5	83%
Total	31		6	
<i>Source: City of Rocklin, 2023a.</i>				
¹ <i>Note that special use parks have been folded into neighborhood and community parks.</i>				

Figure 7-17 and Figure 7-18 on the next page show the percentage of amenities available by neighborhood park and community park compared to the total of each park type in graphic form.

A vast majority of the parks offer benches, paths, picnic tables and picnic areas, playgrounds, and multi-use and/or soccer fields. Nearly half of the City's parks offer sports courts such as basketball, tennis, and volleyball. Six percent of neighborhood parks and one hundred percent of community parks have restrooms available for visitors. Roughly 60 percent of all parks offer baseball and/or softball fields, basketball courts, and tennis courts. In addition to the amenities listed above, the City manages one dog park, one amphitheater, a park with a public orchard, three parks with splash/spray pads for kids, and five parks with free WiFi.

Figure 7-17: Percentage of Neighborhood Parks with Common Amenity Compared to Total Neighborhood Parks

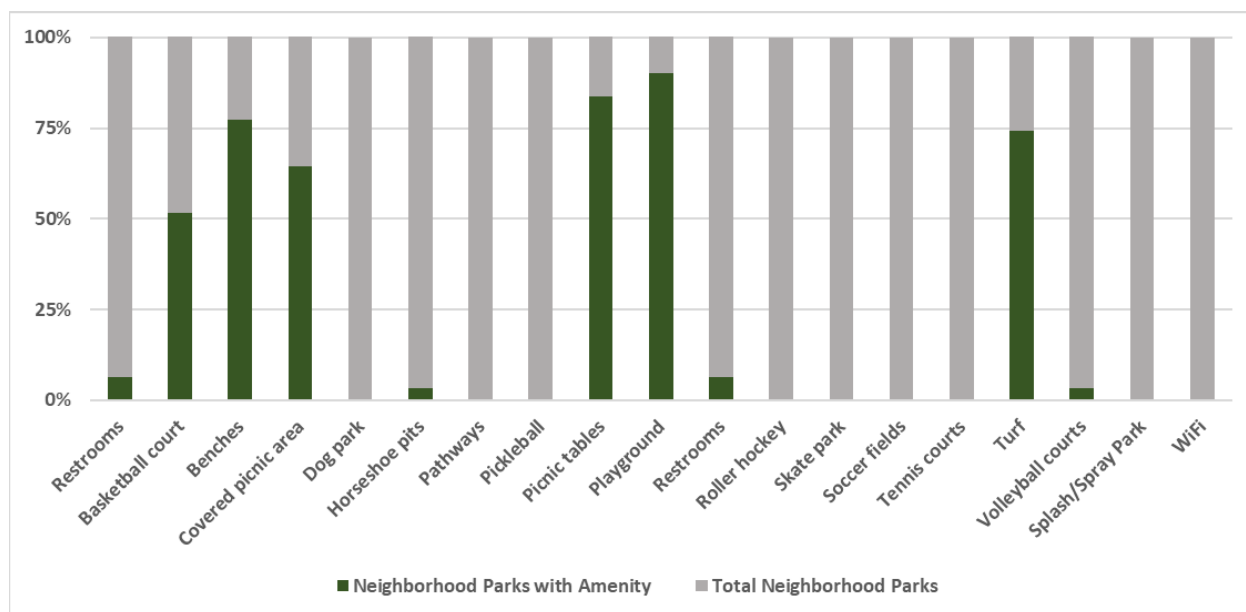
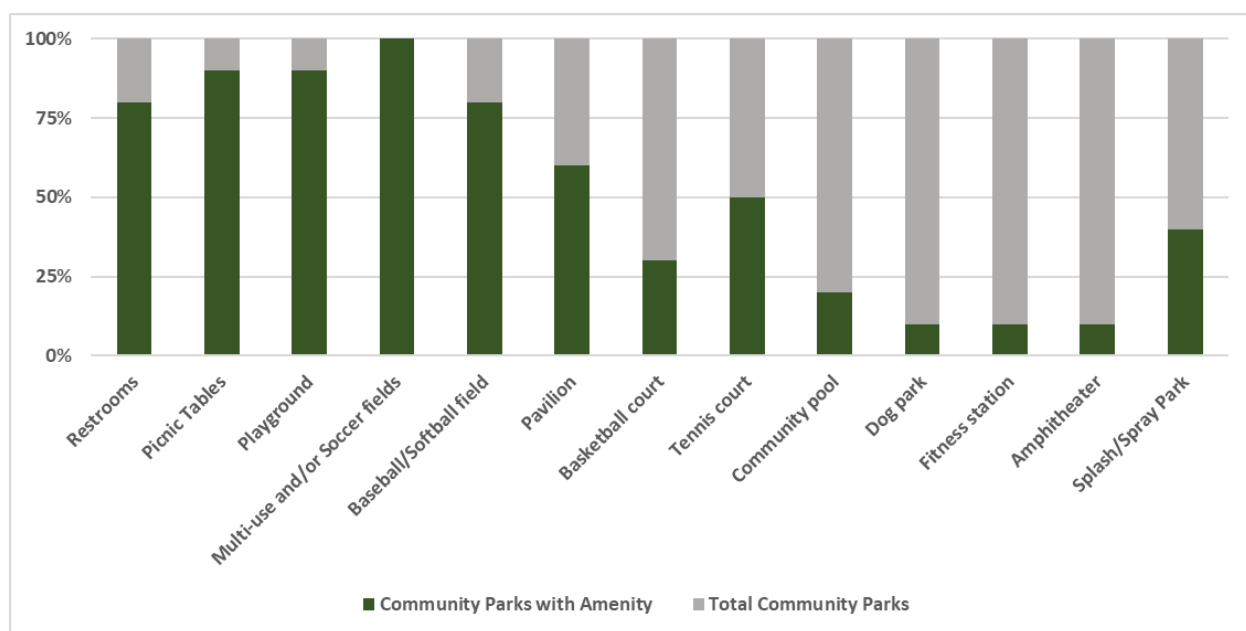


Figure 7-18: Percentage of Community Parks with Common Amenity Compared to Total Community Parks



7.3.3.2 Trails and Bikeways

The City of Rocklin has begun to develop a bikeway network during construction of new development. This includes Class I, II, and III bikeways. Bikeways are defined by the State of California Street and Highways Code as:

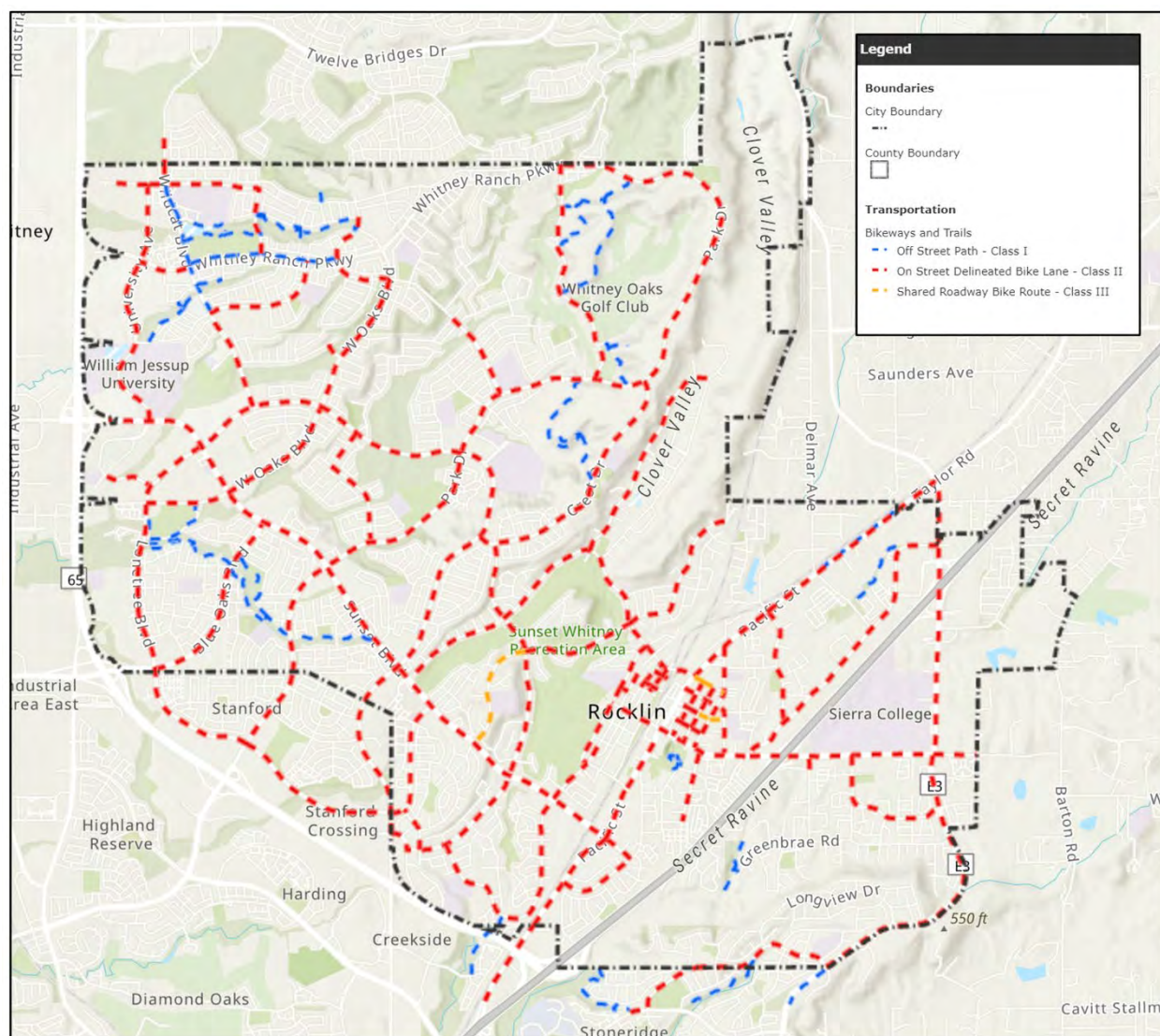
- Class I Bikeways provide a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with crossflows by motorists minimized (also called a bike path or trail).
- Class II Bikeways provide a restricted right-of-way designated for exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and crossflows by pedestrians and motorists permitted (also called a bike lane).
- Class III Bikeways provide a right-of-way designated by signs or permanent markings and shared with pedestrians or motorists (also called a bike route).

According to the Parks and Trails Master Plan, regional and community trails as multipurpose recreational trails are often defined and intended for the use of equestrians, hikers, joggers, non-motorized bicyclists, and casual walkers. Regional trails connect parks and provide linkages between residential areas, commercial areas, schools, parks, employment centers, and open space. Comparatively, community trails create linkages similar to regional trails, but are local serving. The development of regional and community trails can also support connections to a larger network of hiking and biking trails established in the Circulation Element of the General Plan (City of Rocklin 2017a).

Since the adoption of the 2017 Parks and Trails Master Plan, an additional 2.2 miles of paved paths were added to the Sunset Whitney Recreation Area East Trails. The City now has 5.47 miles of hiking trails and 4.98 miles of Class I bicycle facilities.

Figure 7-19 shows existing trails and bikeways in the City as of the 2017 Parks and Trails Master Plan. Master Plan Recommendation 4.2.5 supports the establishment of a Citywide bicycle and hiking trails education program, including a trail map, on-site signage, and a City webpage with route finding information. New proposed trail loops include the following:

- Northern Loop – A 10.62-mile trail route traversing the northern area of the city, utilizing existing Class II bicycle facilities, William Jessup University paths, open space, and Class 1 paved trails.
- Southern Loop – A 16.10-mile trail route with two to three freeway overcrossings to connect areas on the east and west sides of the freeway to downtown Rocklin, Sierra College, and other areas in the southern portion of the city. This loop trail uses Class I and Class II trails as well existing sidewalks.
- Western Loop – A 4.28-mile trail with a combination of Class I and Class II bicycle facilities and sidewalks through the western area of the city.

Figure 7-19: Existing Trails and Bikeways

7.3.3.3 Special Use Facilities

Special Use Facilities generally possess a unique character or function focused on a single type of activity. An equestrian facility, golf course, BMX course, museum, vista points, or community buildings without an associated park might be considered Special Use Facilities. The City manages three special use facility locations as listed in Table 7-11 below.

Table 7-11: City Special Use Facility by Location, Size, and Description

Facility Name	Location	Size	Description/Amenities/Programs
Finnish Temperance Hall (aka Finn Hall)	4090 Rocklin Rd.	1.7 ac	Theater and performing arts hall used for community theater and performing arts programming

Facility Name	Location	Size	Description/Amenities/Programs
Quarry Park	4060 Rocklin Rd.	21.8 ac	Quarry Park is a community gathering place that includes Quarry Park Adventures, Quarry Park Amphitheater, trails, and open space.
Rocklin Event Center	2650 Sunset Blvd.	6.4 ac	The Event Center is a large wedding venue with ballrooms, gardens, gazebo, chapel, and open space.
<i>Source: City of Rocklin, 2017a.</i>			

7.3.4 Facilities and Services Standards

The City's Parks and Trails Master Plan 2017 sets policies and strategies to provide a comprehensive 20-year projection of achievable and measurable action items for the City to prioritize in relation to the City's existing and future parks and trails. For parks, the City's Policy OCR-19 for Open Space for Outdoor Recreation, as described in the Open Space, Conservation, and Recreation Element of the General Plan, is to utilize locational and size guidelines that will allow the City to maintain a minimum of 5 acres of parkland per 1,000 residents (City of Rocklin, 2012). At the time of this report, the City exceeded this minimum standard at 8.15 acres of parkland per 1,000 residents (581 acres of parks for 71,179 residents as of January 1, 2023).

7.3.4.1 Service Level Standards

The City's service level standard is identified in Policy OCR-19 of the Open Space, Conservation, and Recreation Element of the General Plan. This policy indicates a level of service standard of 5 acres of parkland per 1,000 residents (City of Rocklin, 2012). This standard is adopted from the Quimby Act in California, and recreation activity participation rates reported by American Sports Data as it applies to activities that occur in the United States. Park service areas and standards are defined in the City of Rocklin Open Space, Conservation & Recreation Element (2012) as follows:

- **Mini-Park:** Mini-parks are defined as parks of 1 acre or less with a service radius of ¼ mile or less. A mini park is a specialized facility that serves a limited population or specific group such as toddlers or senior citizens.
- **Neighborhood Park Standards:** Neighborhood parks are defined as parks of 1 to 10 acres in size with a service radius of ¼ to ½ mile. Neighborhood parks are typically developed with playgrounds, unlighted turf fields, pathways, basketball courts, volleyball courts, covered picnic areas, and open space area. Neighborhood parks do not typically contain lighted sports fields and restrooms, but the parks master plan calls for additional restrooms.
- **Community Park Standards:** Community parks are defined as parks that are 10 acres or greater in size with a service radius of 1 to 2 miles. Community parks are typically developed with more active uses in mind and often include lighted sports fields, community centers, recreation buildings, large group picnic areas, pathways, playgrounds, off-street parking, aquatics centers,

restrooms, and other heavy-use recreational facilities. Community parks often also have larger areas of undeveloped open space that may include oak tree groves and creeks.

- **Special Use Park Standards:** Special use parks do not have any defined specific size or service area, but vary depending on the specific use. They may include areas for single-purpose or specialized recreational activities, such as golf courses, nature centers, zoos, conservatories, arboreta, display gardens, arenas, outdoor theaters, gun ranges, or areas that preserve, maintain, and interpret sites of historical or cultural significance. They can be located outside typical neighborhood and community areas, such as in commercial urban areas.
- **Conservancy Standards:** Conservancies also have no specific size or service area. Their primary purpose is to provide for the protection and management of the natural or cultural environment, with recreation use as a secondary objective.

7.3.4.2 Industry Standards

The consultants for this study reviewed information developed by the National Recreation and Parks Association (NRPA) which provides best practices and guidelines for parks and recreation officials throughout the nation. The *2023 NRPA Agency Performance Review* summarizes the key findings from NRPA Park Metrics — the benchmarking resource that assists park and recreation professionals in the effective management and planning of their operating resources and capital facilities (NRPA, 2023). Staff informed consultants that the City is meeting their own self-established benchmarks (City of Rocklin, 2024). In terms of the amount of park and recreation facilities per capita, this assessment is correct.

Recommendation: It is recommended that the City develop specific strategies and benchmarks to measure more qualitative service levels such as public satisfaction with various characteristics of park facilities. This could be accomplished through public surveys, website feedback mechanisms, and assessments relative to surrounding jurisdictions.

Parks Facilities

The data presented in the *2023 NRPA Agency Performance Review* allows for comparisons between “typical” agencies using jurisdiction population or population density. The population density options range from less than 20,000 to more than 250,000 (NRPA, 2023). The City of Rocklin lands within the 50,000 to 99,999 population range used in the report with an existing population of approximately 71,179 (CDF, 2022). The report provides a list of park facilities metrics for agencies within the 50,000 to 99,999 population range. Table 7-12 below shows the metric, the median for agencies within that population range, the lower quartile, the upper quartile, and the level provided by the City of Rocklin.

Table 7-12: NRPA Metrics for Agencies with 50,000 to 99,999 Population Range (2023)

Metric	Median	Lower Quartile	Upper Quartile	City of Rocklin Service Level
Residents per park	2,240	1,461	3,655	1,924
Acres of Parkland per 1,000 residents	11.2 acres	5.0 acres	17.3 acres	8.15 acres

Metric	Median	Lower Quartile	Upper Quartile	City of Rocklin Service Level
Outdoor Park and Recreation Facilities by Median Number of Residents per Facility				
Playgrounds	3,779			2,157
Basketball courts	8,790			3,954
Tennis courts	5,577			35,590
Multipurpose Fields	13,244			2,454
Dog parks	54,119			71,179
Swimming Pools	43,100			35,589
Skate Parks	62,927			71,179
Pickleball	11,150			35,590
Soccer fields (adult)	17,741			23,726
Soccer fields (youth)	7,207			23,726
Baseball fields (adult)	27,566			14,236
Softball fields (adult)	17,078			14,236
Softball fields (youth)	12,716			14,236
<i>Source: NRPA, 2023;</i>				

The City ranks above the lower quartile of agencies that responded to the NRPA with the 50,000 to 99,999 population range for number of residents per acres of park land per 1,000 residents. The City falls below the median within the population range and meets the General Plan goal of a minimum of 5 acres of parkland per 1,000 residents. This suggests that the City manages similar parkland per 1,000 residents to similar sized agencies throughout the country. Therefore, the City offers adequate facilities for residents when compared to other similar agencies nationwide with similar populations.

For outdoor park and recreation facilities, the City provides more facilities based on the median number of residents per facility when compared to the national median for playgrounds, basketball courts, multipurpose fields, swimming pools, and adult baseball and softball fields. The City provides fewer facilities based on the number of residents per facility when compared to the national median for dog parks, pickleball courts, skate parks, soccer fields, and youth softball fields. This analysis shows that the City provides adequate amounts of certain facilities and inadequate amounts of other facilities compared to national agencies with a similar population and could improve in some areas.

The 2017 Parks and Trails Master Plan recommended a new sports park facility either within Johnson-Springview Park or as part of a Whitney Park expansion that could include a dog park, youth softball field, and nine new soccer fields. While the 2017 Parks and Trails Master Plan did not include any data or analysis of pickleball courts in the City, in 2022-2023 the City developed a Sunset Whitney Recreation Area Master Plan concept that included a large 15-court pickleball complex, and at the November 14, 2023, City Council meeting, the City accepted a \$400,000 grant from Placer Valley Tourism for the installation of a 16-court pickleball facility at the Sunset Whitney Recreation Area. The City has therefore made significant steps towards meeting and exceeding all national park standards through ongoing planning, funding acquisition, and planned construction.

Programming

Programming provided by agencies nationally span a variety of park and recreation activities. Registration fees for special programming are the largest source of non-tax revenue for most agencies with typical agencies offering 179 programs each year (NRPA, 2023). Key programming activities offered by at least seven in 10 park and recreation agencies include:

- Themed special events (offered by 89 percent of agencies)
- Social recreation events (88 percent)
- Team sports (86 percent)
- Fitness enhancement classes (81 percent)
- Health and wellness education (80 percent)
- Individual sports (77 percent)
- Safety training (71 percent)
- Racquet sports (71 percent)
- Aquatics (69 percent)

Source: NRPA, 2023

The City provides programming activities in all of the categories described above. More information on the year-round programs typically offered by the City can be found in the City's Recreation Guides here: <https://www.rocklin.ca.us/post/recreation-guide>. The NRPA also looked at targeted programs for children, seniors, and people with disabilities. Table 7-13 below lists programs reviewed by the report and the percent of agencies which offer those programs that have a jurisdictional population of 50,000 to 99,999. Programs that the City offers have a check mark next to them.

Table 7-13: Programs for Children, Seniors, and People with Disabilities by Percent of Agencies with 50,000 to 99,999 Population

Metric	50,000 to 99,999	City Offers Programming (✓)
Summer Camps	93%	✓
Specific senior programs	87%	✓
Specific teen programs	77%	✓
Programs for people with disabilities	80%	✓
Science, technology, engineering, and math (STEM) programs	68%	✓
After-school programs	53%	✓
Preschool	44%	N/A
Before-school programs	21%	N/A
Full daycare	11%	N/A

Source: NRPA, 2022; City of Rocklin, 2024.

The City provides programming for the majority of the metrics listed in Table 7-13 above. Less than half of agencies nationwide with a similar population offer those programs for which the City does not provide programming.

Trails

According to the NRPA, 84 percent of park and recreation agencies have trails, greenways, and/or blueways as part of their outdoor infrastructure. The typical park and recreation agencies in a city locale have a median of 16 miles of trails for walking, hiking, running, and/or biking. Agencies serving a population of 50,000 to 99,999 have a median of 19 miles, a lower quartile of 8 miles and an upper quartile of 33 miles. The City of Rocklin maintains about 10.5 miles of trails, comprised of 5.47 miles for hiking and 4.98 miles of Class I biking trails. This is below the national range for a city of this size compared to other similar populated agencies.

7.3.5 Infrastructure

The City maintains a wide variety of infrastructure that supports recreation and parks activities. Types of infrastructure include picnic area tables and concrete pad sites (some covered), park benches, trash receptacles, water fountains, dog waste stations, irrigation pumps, monument and wayfinding signage, kiosk and message boards, playgrounds, shade structures, sports fields, bleachers, sports courts, bike racks, turf and landscaping, skate parks, aquatic and spray parks, event facilities, offsite structures, parking, irrigation systems, restrooms, sidewalks, BBQ grills, landscaping, and walking trails among others at various locations throughout the City. A detailed inventory of infrastructure managed by the City that was conducted in 2017 can be found in Exhibit 3.4-3 of the Parks and Trail Master Plan in Appendix G. For ease of reference, the consultants have provided a short summary of some of the large-scale community infrastructure in the following section.

7.3.5.1 Community Parks



Johnson-Springview Community Park

Located in central Rocklin, this community park features many major recreation facilities and is the most popular park as reported by households polled for the City of Rocklin Parks and Trails Master Plan. The park includes over 90 acres of open space made up of heritage oak trees and Antelope Creek. The park includes lighted baseball and softball fields, pickleball, a football field, lighted tennis courts, a splash pad, an 18-hole disc golf course, restrooms, and dog park. There is a covered picnic area available for rent, a skate park, an area for roller hockey, and a sand volleyball court. In addition, the park includes one classroom/meeting room with a kitchen. The picnic pavilion is available to reserve and is surrounded by oak trees and 132 acres of open space (City of Rocklin, 2017).



Kathy Lund Park (Formerly Lone Tree Park)

Located in northwest Rocklin, this community park offers lighted soccer fields, three youth softball fields (four are lighted), a 1,200 square-foot restroom/concession building, 12.65 acres of open turf, parking for 118 vehicles, playground for youth ages 5-12, and a water play area. Additional amenities include benches, picnic tables, and free wi-fi (City of Rocklin, 2023b).



Twin Oaks Park

Twin Oaks Park's lighted sports fields are host to many sport organizations, including youth baseball, softball, and soccer teams. The park contains public restrooms, a children's playground, a mile of paved pathway, benches, turf fields, picnic tables, tennis courts, and free wi-fi. This park is located in central Rocklin.



Margaret Azevedo Park

Located in the Whitney Ranch area of northwest Rocklin, this community park offers lighted soccer fields, a regulation-size baseball/softball field, youth playgrounds, restrooms, and off-street parking. Other amenities include benches, pathways, picnic tables, and free wi-fi.



Whitney Park

Whitney Park is also located in the Whitney Ranch area. It includes lighted sports fields for soccer, baseball, and softball, a splash pad, restrooms, preschool-aged and school-aged playgrounds, and covered picnic facilities. Other amenities include free wi-fi, benches, and barbecues.

7.3.5.2 Special Use Parks



Quarry Park

Located in downtown Rocklin, Quarry Park is a central gathering place for Rocklin residents and contains both Quarry Park Adventures, a private adventure park located in an old quarry, as well as Quarry Park Amphitheater which is host to community events and concerts. Quarry Park also contains, trails, open space, and wildlife.



Finnish Temperance Hall

Finnish Temperance Hall is used as a theater and performing arts venue for community theater and performing arts programming. It is located adjacent to Quarry Park in downtown Rocklin.



Rocklin Event Center

Rocklin Event Center is a large wedding venue with ballrooms, gardens, gazebo, chapel, and open space. It is rented for weddings and other events that can take place in its large open conference area that seats up to 512 seated guests or 775 standing guests, or in its garden room which has a view to the outside gardens with pergola, gazebo, and fountain.

7.3.6 *Infrastructure Needs and Deficiencies*

The City's *Parks and Trail Master Plan* completed in 2017 provided an assessment of infrastructure for existing parks operated by the City of Rocklin and included a list of recommended projects for existing facilities by park. Some of the more significant recommendations include:

- **Johnson-Springview Park** – Install a water play area, create a master plan for the undeveloped portion of the park, and renovate Community Center and consider expansion of facility;
- **Kathy Lund Park** – Create master plan for open field area;
- **Twin Oaks Park** – Master Plan for small undeveloped area and installation of new play equipment;
- **Margaret Azevedo Park** – Master Plan for undeveloped area in middle of park, convert 2 soccer fields to multi-use synthetic turf field;
- **Whitney Park** – Create master plan for undeveloped 20-acre area;
- **Boulder Ridge Park** – Turf renovation;
- **Corral-Alva Park** – Create master for Phase II undeveloped area;
- **Gayaldo Park** – Create master for Phase II undeveloped area;
- **Peter Hill Heritage Park** – Design park facilities from the Roundhouse to Emerson Street and design and develop future phases of the B Street Corridor;
- **Memorial Park** – Redesign park to match Quarry Park theme;
- **Quarry Park** – Design and develop Phases II, III, and IV;
- **Sierra Meadows Park** – Renovate turf;
- **Vista Grande Park** – Master plan Phase II of the site; and
- **Rocklin Event Center** – Parking lot repair and replacement.

A full list of recommended projects for existing facilities can be found in Appendix H.

The City anticipates a total population of 76,136 at buildout of the undeveloped areas of the City, an addition of approximately 4,957 people to the City. Anticipated Quimby parkland dedications for known projects will add approximately five acres of new parkland to the City, bringing the total parkland to approximately 586 acres. The City's existing service capacity is 8.15 acres per 1,000 residents. This exceeds the City's General Plan goal of 5 acres per 1,000 residents. The Parks and Trails Master Plan suggests that the level of services provided by the City meets the current population needs, and the City plans to continue with a high level of service with future development and population.

The City's 2017 Parks and Trail Master Plan provided an assessment of infrastructure for future parks and included a list of recommended projects for future facilities by park. Some of the more significant recommendations include:

- Sports Park Facility – This is a planned new facility on either a new site or part of the expansion of the existing Whitney Park or Johnson-Springview Park. This facility would include 15 new sports fields, a fitness course, dog park, and climbing walls;
- Zipline/Ropes Course; and
- Expansion and further connectivity of existing pedestrian and bicycle trails.

The City has also identified four new areas for future parks:

- Vista Oaks on China Garden Road;
- Sierra Pine Park on Ponderosa Pine Lane; and
- College Parks at the corner of Sierra College Boulevard and Rocklin Road (2).

Recommendation: It is recommended that a future Parks and Trails Master Plan includes a detailed inventory and assessment of all parks and recreation infrastructure that provides defined metrics to determine and plan for future infrastructure needs, repairs, and replacements.

7.3.7 Parks and Recreation Department Finances

According to the City's Fiscal Year (FY) 2023/2024 Annual Budget, the Parks and Recreation Department's approved budget was approximately \$10.3 million. This equates to approximately nine (9) percent of the City's total budget. The Department's budget increased by \$1,189,250 between FY 2022/2023 and FY 2023/2024. The Department's budget has increased by 39 percent from FY 2020/2021 to FY 2023/2024 as shown in Table 7-14 below (Rocklin, 2023c).

Table 7-14: Department Budget FY 2020/2021 through FY 2023/2024

Fiscal Year	Budget Total	Percent Change
FY 2020/2021	\$ 7,019,613	
FY 2021/2022	\$ 7,848,339	13%
FY 2022/2023	\$ 11,266,000	35%
FY 2023/2024	\$ 10,326,500	-8%
<i>Source: City of Rocklin FY 2023/2024 Annual Budget</i>		

Of the total budget for FY 2023/2024, 31 percent or \$3,163,600 is budgeted for operating expenses; 29 percent or \$3,037,900 is budgeted for staffing; 21 percent or \$2,146,800 is budgeted for other uses/capital outlay; and the remaining \$1,978,200 for professional services. The Department is anticipated to bring in \$5,828,100 in revenue which leaves a net operating total of \$4,498,400 for FY 2023/2024. As shown in Figure 7-20 below, the majority of the Department's funding comes from the General Fund and Community Facilities District No. 5. The amount of funding has generally increased year

over year as costs to maintain the Department continue to increase apart from the anticipated decrease in the budget by eight (8) percent for FY 2023/2024 compared to the previous year (Rocklin, 2023c).

Figure 7-20: Parks and Recreation Department Funding Sources FY 2020/2021 through FY 2023/2024

	Actual FY2020/21	Actual FY2021/22	Original Budget FY2022/23	Revised Budget FY2022/23	Approved Budget FY2023/24	Change Increase/ (Decrease)
FUNDING SOURCES						
General Fund	4,044,932	4,377,866	6,284,600	6,769,800	6,524,900	(244,900)
American Disabilities Act	15,660	-	-	-	-	-
CASp Certification & Training	7,205	-	-	-	-	-
Community Facilities District No. 5	2,169,060	2,331,854	2,488,900	2,526,400	2,739,300	212,900
Community Park Fees	16,619	5,571	12,500	12,500	-	(12,500)
Grants/Other Reimbursables	-	354,238	-	43,900	-	(43,900)
North West Rocklin Community Park Fees	-	-	920,000	920,000	-	(920,000)
Oak Tree Mitigation Fees	63,032	64,869	74,000	74,000	74,000	-
Park Development Fees	-	-	43,000	87,000	-	(87,000)
Park Tax Special Assessment	627,285	637,420	645,400	645,400	653,200	7,800
Quarry Park Amphitheater Events	9,328	25,023	36,500	151,000	295,100	144,100
Recreation Facilities Contribution	39,000	-	-	-	-	-
Technology Fee	27,492	51,497	36,000	36,000	40,000	4,000
TOTAL	7,019,613	7,848,339	10,540,900	11,266,000	10,326,500	(939,500)
Department Revenues	2,797,619	3,254,151	4,009,800	4,657,900	5,828,100	1,170,200
Net Resources/(Uses)	\$ (4,221,994)	\$ (4,594,188)	\$ (6,531,100)	\$ (6,608,100)	\$ (4,498,400)	\$ 2,109,700

Other sources for the Department include oak tree mitigation fees, a park tax special assessment, Quarry Park Amphitheater event revenues and a technology fee. Department revenues from park usage fees, rentals, etc. have slowly increased and the Department anticipates a 25 percent increase in revenues or \$1,170,200 between FY 2022/2023 and FY 2023/2024 (Rocklin, 2023c).

7.3.7.1 Department Funding Overview

Costs for parks and recreation can be divided into two broad categories: 1) capital costs, which pay for the acquisition and development of new park lands and facilities, or the renovation of existing recreational facilities, and 2) operations and maintenance costs for existing facilities. Capital costs are often paid through one-time grant, loan, or other funding programs, whereas operations and maintenance costs must be through long-term, sustainable funding sources. It is typically more difficult for agencies to provide stable, long-term funding for maintenance and operations than it is to acquire a one-time funding source for the development of a new facility.

Through its policies, the City prioritizes the maintenance and operations of existing facilities over the development of new facilities, as in Policy D.2.2 of the Parks and Trails Master Plan, which states, “Target unspent, unencumbered funds for maintenance and upgrades” and Policy D.2.3, which states, “Approve development of new facilities only when funding for ongoing maintenance and operations is identified and will not result in a reduction of maintenance levels at current facilities.”

Operations and Maintenance Funding

Operations and maintenance of existing facilities are financed through only a few local sources, including current sources and potential future sources as detailed below. The City's current sources are as follows:

- **City's General Fund** – The City's General Fund is used to fund a portion of the City's ongoing maintenance and operations of recreational facilities.
- **Reserve Funds** – A Reserve Study was performed in 2023 to provide guidance over the next 10 years of funding needed and the lifecycle of assets. This study provides a maintenance and replacement program for aging infrastructure.
- **User Fees** – Such fees provide some contribution toward maintenance, but are not sufficient to provide any capital funds or even all operations and maintenance funds. Some of the sources of such fees include: participation fees for classes and special programs; field rental fees for the use, maintenance and lighting costs associated with using a sports field; public facilities rental fees for meetings, parties and special events; charges for play, such as for tennis court reservations and/or golf green fees; group picnic shelter use charges; and charges for the use of park sites for special events such as arts & crafts fairs, tournaments, antique shows, auto shows, weddings, concerts, carnivals, Christmas tree sales, etc. Rocklin offers three community park locations with pavilions available to rent including Johnson-Springview Park, Margaret Azevedo Park, and Whitney Park.

The City has identified some potential future funding sources as part of the 2017 Parks and Trails Master Plan as follows:

- **Corporate Sponsorship of Events** – This is most popular for sports teams and other various activities and should be actively pursued according to the 2017 Parks and Trails Master Plan.
- **Joint-Use with non-profit organizations** – Examples include sports teams renovating fields and/or providing field maintenance (labor or costs) in exchange for guaranteed use of the field during the season.

Capital Projects Funding

Acquisitions, development, and redevelopment are financed through local, State, or federal infrastructure funding programs. The City has a number of current funding sources for capital projects which include the following:

- **Development Impact Fees (AB 1600 fees)** – Development Impact Fees are exactions based on the premise that new development generates new demand for park and recreation facilities. The fees only apply to new development and may only be assessed for new capital cost related to the development. A defined nexus or benefit/beneficiary relationship must be established. The fees are not limited to the cost of land and can be assessed for improvements. Impact fees can be assessed for non-subdivision land uses under the premise that tourists, employers, and employees all benefit from and use community parks, which allows for assessment of commercial and industrial development. The City collects three park impact fees in various sections of the city.

1. Bonds - Most bond issues require a two-thirds vote of the electorate and are therefore used with great preparation, research and care to predict voting outcome. Some of the most common forms of these bonds are general obligation bonds and revenue bonds.
 2. Certificates of Participation - This is a form of lease purchase agreement that does not constitute indebtedness under the State constitutional debt limit and does not require voter approval.
 3. Fund-Raising Events - (concerts, raffles, etc.) While these are not a major source of funds, such events could contribute to an overall effort toward capital funding for a specific facility. Funds raised from such events could be channeled through a non-profit foundation.
- **Quimby Act** – The Quimby Act is a widely used source of funding which enables local government to exact dedication of land or in-lieu fees from new residential development to maintain a minimum ratio of park land to population. The Quimby Act applies only to residential subdivisions and does not address additional park demands created through the construction of new units on existing lots or to condominium conversions.
 - **Grants (County, State, and Federal agencies)** – While grant sources have been declining in recent years, they do provide funding to many projects. Many require matching funds from the City, which can be a barrier. There is usually strong competition for such grants. Some examples of such funding are:
 - The California Department of Parks and Recreation administers grants which have been established by State propositions or are provided for by other State programs such as the Habitat Conservation Fund Grant Program under the California Wildlife Protection Act of 1990 and/or the Recreational Trails Program.
 - Caltrans provides for on- or off-street bike trails and some foot trails through such funding mechanisms as ISTEA Transportation Enhancement Activities and Bicycle Lane Account Funds.
 - Community Development Block Grant (CDBG) funding is available for upgrading parks for ADA requirements and other improvements. These funds are also used for some limited program funding.
 - The California Department of Resources manages many grant programs, through several departments such as the Department of Conservation, Wildlife Conservation Board, State Coastal Conservancy and others, that can be used for open space acquisition, habitat restoration, trails, etc. Much of the funding comes from State Bond Act Propositions 50 and 84.

As with operations and maintenance funding, the 2017 Parks and Trails Master Plan recommended potential future funding sources for capital projects. The one recommendation was for the development of a non-profit foundation such as a 501(c) (3). There is no existing non-profit foundation devoted specifically to parks and recreation in the City of Rocklin. A non-profit foundation can act as a conduit for receiving private donations from entities that might otherwise be reluctant to donate to a City. In addition, the donor would have the ability to receive tax benefits, which could incentivize donations. The City would be able to use the foundation to solicit private foundations, corporations and other businesses, local

organizations and individuals (gifts, bequests, trust funds, etc.). The foundation would also be able to partner with other non-profits (such as churches, service clubs, and organizations) as well as private companies to jointly develop park and recreation facilities. The recommendation for the establishment of such a non-profit parks and recreation foundation has not yet been implemented.

Other Funding Sources

The City has other sources that can be used to fund parks and recreation projects as well as maintenance and operations. A summary of those sources are listed below:

- **Special City Assessments** – These include Benefit Assessment Districts (under state law AB1600), Landscape and Lighting Act Districts, and Mello-Roos Districts. A special assessment or levy is placed on a property to finance improvements and/or maintenance that specifically benefit that property. The City collected \$2.6 million for maintenance from CFD 5 in FY 2023/2024.
- **Park Development and Maintenance Tax** – The City has an existing Park Development and Maintenance Tax which is levied as an assessment of residential parcels within the City. The taxed amount is based on the type of residential parcel and does not exceed \$30. There is no inflationary provision on the tax as that was rejected by the voters in 2008. This tax was extended in 2018, but according to Parks and Recreation Department staff, no evaluation was conducted to determine whether the tax was sufficient to fund both operations and maintenance and capital projects. City staff have indicated to the consultants that this tax is not sufficient to fund development, installation, servicing, maintenance, repair, and operation of parks and related recreation and accompanying facilities which are operated, serviced and maintained by the City of Rocklin (City of Rocklin, 2024).
- **Concessions** – By contracting with a concessionaire to build and/or operate a facility, the City can generate income which could cover the capital costs and maintenance of the facility. Examples of such concession-operated facilities include baseball or softball diamonds, equestrian facilities, handball courts, tennis courts, miniature golf, roller hockey facilities and food and beverage concessions. In most cases, the City provides a site for the facility and either the City or the concessionaire funds the construction of the facility. The City currently owns Quarry Park Adventures and leases it to a private operator.

In addition to the funding sources listed above, there could be opportunities for other sources of revenue that the City could consider pursuing. These are as follows:

- **Sales Tax Increase** – The cornerstone of the state-local revenue system in virtually every region of the country, the sales tax is the second largest source of income for state and local governments and typically the most popular tax among voters.
- **User Group Contributions** – Sports groups sometimes have an interest in constructing and maintaining fields for their use if the City would provide a nominal lease of land for a reasonable time span so that they can capture the value of the improvements. This relieves the City of the associated costs; however, it precludes the use of the fields by other user groups unless that is made a condition of the lease.

Recommendation: An evaluation of the Park Development and Maintenance Tax should be conducted to determine whether a new tax or other funding mechanism (with an inflationary adjuster) should be pursued in order to adequately fund operations, maintenance, and capital parks and recreation projects. The City can also pursue other maintenance funding mechanisms such as corporate sponsorships or joint use with non-profit organizations.

7.3.8 *Cost Savings and Efficiencies*

There are a number of ways that the City currently provides efficiencies in its recreational system. These include the following agreements and programs as detailed below. The City has Joint-Use Agreements with Rocklin Unified School District (RUSD) to allow public use of two school pools and one gymnasium. More information can be found in Chapter 9, Status and Opportunities for Shared Facilities.

7.3.8.1 Volunteer Programs

The City’s Parks and Recreation Department maintains a number of volunteer programs to provide opportunities for residents to volunteer for the Department. These volunteer programs are listed as follows:

- **Adopt-a-Park Programs** – Rocklin Parks & Recreation’s “Adopt-A-Park” program provides an opportunity for individuals, volunteer groups, neighborhood associations and businesses to take an active role in the maintenance and improvement of local parks. Funds or volunteers are generated through this program to provide maintenance for City parks or facilities;
- **Park Ambassadors** – The Park Ambassadors program trains voluntary park rangers to ensure park visitor safety;
- **Parks Leadership Academy for Youth** – This program uses middle school-aged to college-aged volunteers to lead park projects;
- **Single Day Project** – In this program, volunteers can volunteer for projects that occur on only one day. This program is used for park and open space cleanups, for example;
- **Trail Keepers** – This program allows volunteers to clean up and patrol local trails;
- **Solar projects** – This program allowed the City to invest in one-time resources into upgrades that will lower ongoing and total costs of the assets useful life. The City is completing solar projects which include Kathy Lund Park, Rocklin Event Center, City Hall Administration located at Adventure Park and the Corp Yard;
- **Contract services** - Contract services have given the department the ability to perform and balance the high level of service the community receives while keeping overall staffing and legacy costs down. The City has been able to utilize outside contracts who have expertise and efficiencies in their fields to provide the same services at a lower cost; and
- **Instructor operation changes** – By contracting the majority of the City’s instructor led programs, the Parks and Recreation Department has been able to keep staffing overhead and legacy costs down while still offering a high level of service and programs that residents deserve and have come to expect.

Sale or Lease of Surplus Lands

The sale or lease of land or other capital facilities for which the City has no further use can sometimes be a major source of revenue. One-time receipts from the sale of land can be used for the acquisition of new park lands, recreation facilities, or the development of new community service facilities. Revenues from long-term leases can be used to provide maintenance or underwrite programs. Surplus parcels also may provide opportunities for trading land elsewhere in the City with other agencies that own land more suitable for park purposes. According to the Parks and Recreation Department staff this option has been evaluated and rejected. At this time the City does not have surplus park or open space land that the City is considering selling (City staff, personal communication, August 2024).

7.3.9 *Certifications and Deferred Maintenance*

The City has internal construction, playground, irrigation, and backflow certified inspectors that continuously review infrastructure and provide recommendations to the Capital Improvement Plan (CIP) team. All City personnel are up to date with any needed certifications for the Parks and Recreation Department, including Traffic Safety Control, Qualified Applicator's Certificates, Class A Licenses, and Playground Auditing Certifications. The City informed consultants that no deficiency infractions or regulatory violations are active for the City (City staff, personal communication, August 2024).

The City has two reserve studies, both updated in 2023, to provide guidance over the next 10 years of funding needed and the lifecycle of assets. The studies include one for those parks funded by General Fund monies, and one for those parks funded by Community Facilities District (CFD) 5 funds. For individual parks under their respective funding umbrellas, each study identifies the reserve contribution provided, total projected expenditures for maintenance and improvements (including replacement and repair of existing structures), the ending reserve balance, and any unfunded reserve remaining. Every park within the City currently has an unfunded reserve. However, the study identifies the amount that will be contributed each year toward paying down the unfunded reserves, with a goal to reach a sustainable unfunded reserve. For General Fund-funded parks, as of 2023 there was an unfunded reserve of \$4,765,580. By 2033, the total ending reserve balance for these parks will be (\$472,563). By 2033, most parks will still have an unfunded reserve and negative reserve balance. For CFD 5 parks, as of 2023 there was an unfunded reserve of \$4,245,734. By 2033, the total ending reserve balance for all parks within the CFD will be (\$591,875).

Recommendation: It is recommended that the City identify an acceptable threshold for the unfunded reserve in order to define a goal amount for each funding source. It is also recommended that the reserve identify a 15 to 30-year horizon, which may provide a more realistic timetable for paying negative balances down.

7.4 Stormwater, Drainage, and Road Maintenance

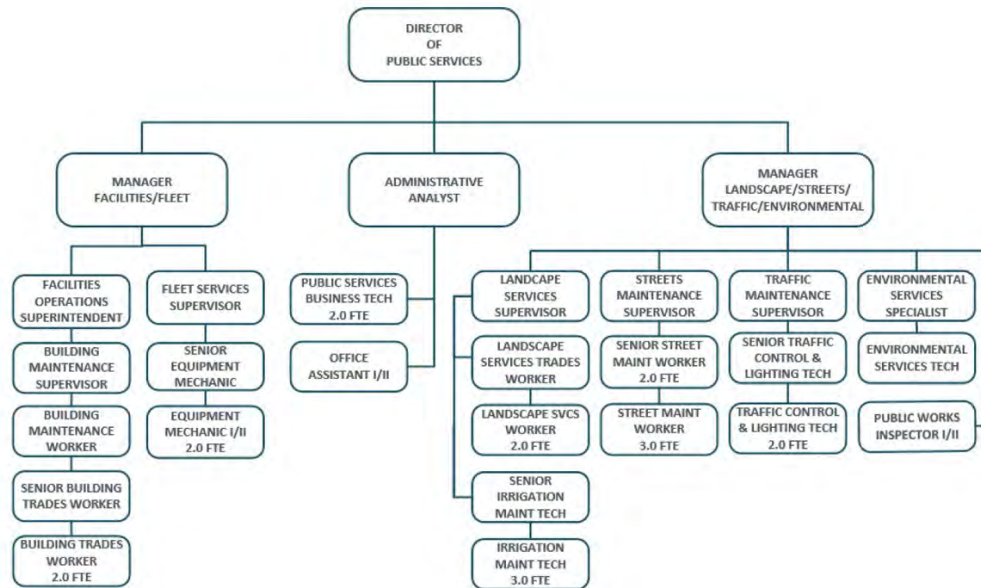
The City of Rocklin Public Works Department maintains the City’s streets, landscaping, streetlight and traffic signal system, plus creeks and open space areas. This section details the City’s stormwater, drainage, and road maintenance services.

7.4.1 *Public Works Department*

The primary responsibility of Public Works is to maintain the City’s infrastructure in support of the community, and to support the City’s General Plan and other City departments. The Department: designs, builds and maintains facilities and other public areas; coordinates street excavation and pavement maintenance work; manages the City’s vehicle and equipment fleet; monitors water quality; and regulates street and sidewalk use while enhancing and protecting the public rights-of-way (Rocklin, 2023c). An organizational chart of Public Works Department can be seen in Figure 7-21 on the next page.

The department consists of seven divisions: Streets; Environmental Services; Landscape; Traffic Signals & Lighting/Operations; Facilities; Fleet Services; and Administration. The Divisions and their responsibilities are as follows:

- The Streets Division is responsible for streets and alleys, storm water and creek maintenance, open space maintenance, and the City’s rights-of-way.
- The Environmental Services Division is responsible for federal/state/local regulatory processes, procedures, permitting, and programs. Also, the City’s grazing, weed abatement, environmentally related community partnerships, and departmental risk management oversight are managed by this division.
- The Landscape Division manages and repairs all landscapes on City-owned streets, rights-of-way, and pocket parks. This includes the installation and maintenance of all City-owned fencing within a City right-of-way.
- The Traffic Signals & Lighting/Operations Division is responsible for the safe and efficient movement of people, goods, and services throughout City roadways. The division manages the traffic signals, streetlights, and all signs and roadway markings.

Figure 7-21: Public Works Organizational Chart

- The Facilities Division is responsible for the design, development, and maintenance of all City facilities. This includes City Administrative Offices, Police, Fire, Recreation, and Rental Facilities.
- The Fleet Services Division acquires and maintains all City vehicles, including fire trucks, police vehicles, and construction and maintenance equipment.
- The Administration Division provides administrative assistance/support to all divisions within the department. This includes, but is not limited to; project bid development and tracking; contract documentation management; financial and budget development and monitoring; as well as general administrative duties. (Rocklin, 2023c)

For the Fiscal Year (FY) 2023/2024 Budget, the Department had 38 Full Time Equivalent (FTE) approved positions, a decrease of two positions from the prior budget. The Landscape Division added a Landscape Services Worker position (1.0 FTE) for inspection, construction, and repair of landscapes. The majority of this position cost is offset by deleting non-permanent part-time budgets in the Department. The Engineering Division was consolidated into the Community Development Department as part of the FY 2023/24 budget. Three positions (3.0 FTE) and associated budgets were moved from the Public Works Department to the Community Development Department. Thus, the relocation of three positions to a different department and gain of one new position led to a decrease in approved positions by two.

The Department's approved budget for FY 2023/2024 totaled \$22,450,900, a decrease of approximately \$7.6 million from the previous budget. The difference between the current budget and the prior year includes the transfer of the Engineering Division to the Community Development Department, which transferred their budget of \$9.47 million out of the Public Works Department. Removing that budget from the change shows an increase in the Public Works Department budget by approximately \$1.8 million. The majority of the Department's budget comes from the General Fund at 22 percent (approximately \$4.97

million) followed by Sales Tax SB 325 Fund at 17 percent (approximately \$3.86 million) and Vehicle Fleet Management Fund at 15 percent (approximately \$3.46 million).

7.4.2 Public Works Department Funding

According to the City's Fiscal Year (FY) 2023/2024 Annual Budget, the Public Works Department approved budget was approximately \$22.5 million. This equates to approximately 19 percent of the City's total budget. The Department's budget decreased by \$7,634,900 between FY 2022/2023 and FY 2023/2024. The Department's budget has decreased by 15 percent from FY 2020/2021 to FY 2023/2024 as shown in Figure 7-15 below (Rocklin, 2023c).

Table 7-15: Department Budget FY 2020/2021 through FY 2023/2024

Fiscal Year	Budget Total	Percent Change
FY 2020/2021	\$ 26,450,400	
FY 2021/2022	\$ 26,761,600	1%
FY 2022/2023	\$ 30,085,800	12%
FY 2023/2024	\$ 22,450,900	-25%
<i>Source: City of Rocklin FY 2023/2024 Annual Budget</i>		

Of the total budget for FY 2023/2024, 32 percent or \$7,108,700 is budgeted for other uses/debt service/depreciation/capital outlay, 28 percent or \$6,256,700 for operating expenses, 28 percent or \$5,444,500 for staffing, and the remaining 16 percent or \$3,641,000 for professional services. The Department is anticipated to bring in \$6,053,000 in revenue which leaves a net operating total of \$16,397,900 for FY 2023/2024. As shown in Figure 7-22 on the next page, funding sources for the Department are numerous. The amount of funding has increased year over year as costs to maintain the Department continue to increase with the first decrease in budget funding occurring for this most recent annual budget (Rocklin, 2023c).

The reduced budget for FY 2023/2024 appears to be due to a loss of \$5.1 million in Streets Sr/Grants Fund and reduced funding from the Gas Tax as well as the SB 1 – Road Maintenance and Rehabilitation Fund compared to the previous year's budget. There is also an increase in capital construction fees compared to the previous year, and a reduction in funding for the Whitney Ranch Trunk Sewer Project compared to the previous year. Department revenues have also increased year over year; however, the most recent annual budget anticipates a decrease in revenues by approximately \$2.6 million (Rocklin, 2023c). This decrease is due grant revenues being moved to the Community Development Department along with the Engineering Division from the Public Works Department as part of the FY 2023/2024 budget (City staff, personal communication, August 2024).

Figure 7-22: Public Works Department Funding Sources FY 2020/2021 through FY 2023/2024

	Actual FY2020/21	Actual FY2021/22	Original Budget FY2022/23	Revised Budget FY2022/23	Approved Budget FY2023/24	Change Increase/ (Decrease)
FUNDING SOURCES						
General Fund	3,471,868	3,310,957	5,545,100	5,501,800	4,972,100	(529,700)
American Rescue Plan Act	-	100,295	-	38,000	500,000	462,000
Bicycle and Pedestrian	-	-	70,000	70,000	-	(70,000)
Boroski Landfill Monitoring	34,254	28,324	28,100	28,100	28,100	-
Capital Construction Fees	621,938	113,435	136,300	136,300	1,298,700	1,162,400
CDBG - HUD Entitlement	187,255	197,467	184,800	184,800	195,100	10,300
CFD No. 6 Open Space Maintenance	282,878	235,954	355,000	355,000	310,500	(44,500)
Community Facilities District No. 5	2,166,286	2,236,690	2,645,100	2,645,100	2,562,700	(82,400)
Gas Tax	1,449,002	1,471,830	2,103,500	2,103,500	707,100	(1,396,400)
Grants/Other Reimbursables	-	-	100,300	100,300	60,300	(40,000)
Lighting Maintenance District No. 1	226,528	234,683	228,900	228,900	231,800	2,900
Oak Tree Mitigation Fees	66,387	74,506	79,000	79,000	78,500	(500)
Public Facilities Impact Fees	-	-	-	111,300	-	(111,300)
Rocklin PFA - Capital	360,885	-	-	-	-	-
Sales Tax SB 325	3,272,765	3,000,872	3,048,900	3,541,200	3,864,800	323,600
SB 1 - Road Maintenance & Rehabilitation	891,388	1,861,608	532,800	1,738,300	729,600	(1,008,700)
SB 325 Transit Fund	411,858	590,582	902,900	902,900	1,023,600	120,700
Streets Maintenance Reserve	237,508	-	-	-	-	-
Streets Sr/Grants Fund	438,963	3,129,317	4,527,700	5,103,400	-	(5,103,400)
Traffic Circulation Impact Fee	28,852	-	32,200	32,200	-	(32,200)
Vehicle Fleet Management	2,310,032	2,474,894	2,966,800	3,054,300	3,459,800	405,500
Wetlands Maintenance Parcel 34	2,345	2,427	2,500	2,500	2,600	100
Whitney Ranch Interchange Fees	10,883	3,279	-	-	-	-
Whitney Ranch Trunk Sewer Project	12,826	29,848	-	1,750,100	-	(1,750,100)
Landscaping & Lighting Maint. District No. 2	2,242,962	2,191,222	2,378,800	2,378,800	2,425,600	46,800
American Disabilities Act	3,500	4,331	-	-	-	-
TOTAL	18,731,160	21,292,522	25,868,700	30,085,800	22,450,900	(7,634,900)
Department Revenues	3,670,053	6,520,074	8,015,100	8,628,800	6,053,000	(2,575,800)
Net Resources/(Uses)	\$ (15,061,107)	\$ (14,772,447)	\$ (17,853,600)	\$ (21,457,000)	\$ (16,397,900)	\$ 5,059,100

In addition to the funding sources outlined above, voters in the City of Rocklin, Roseville, and Lincoln will vote on a 30-year half-cent sales tax increase to support \$1.58 billion in road and highway improvements as outlined in the Placer County Transportation Agency's Draft South Placer County District Transportation Expenditure Plan. The Plan outlines major improvements including the widening of state Route 65 from three to five lanes in each direction between Galleria Boulevard and Twelve Bridges Road. Another major project under the plan is a safety and capacity improvement project for the Interstate 80 and state Route 65 interchange. Additionally, a portion of the sales tax funding will go towards local road improvements within the three cities – such as pothole repair, paving and other projects. Smaller percentages of the funding will go toward enhancing local transit systems and bicycle and pedestrian pathway projects.

7.4.3 Stormwater and Drainage

The City's Public Works Department provides the majority of the responsibility for stormwater services. The Streets Division is responsible for stormwater and creek maintenance, and open space maintenance. The Environmental Services Division is responsible for federal/state/local regulatory processes, procedures, permitting, and programs including stormwater discharge permitting through the California State Water Resources Control Board (SWRCB). The City maintains a SWRCB Water Quality Order No. 2013-0001-DWQ, and a National Pollutant Discharge Elimination System (NPDES) General Permit No.

CAS000004 Certification. Other City Department have some role in managing stormwater for the City. A breakdown in City Departments and each Department’s stormwater responsibilities can be found in Table 7-16 below (Rocklin, 2015).

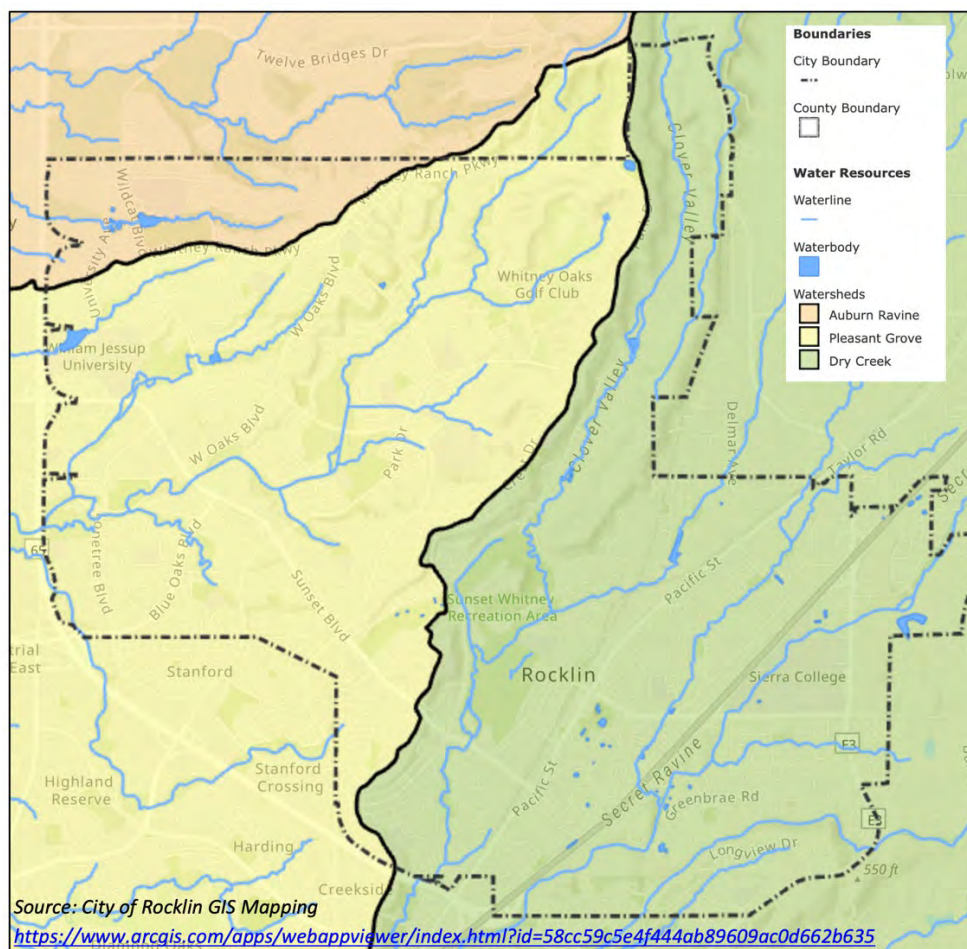
Table 7-16: City Department Stormwater Section Responsibility

Department/Division	Stormwater Responsibility
Public Works	<ul style="list-style-type: none"> • Overall Program oversight • Education and outreach • Public involvement and participation • Illicit discharge detection and elimination • Post-construction stormwater management • Water quality monitoring • Program effectiveness assessment and improvement • Annual report • Post-construction stormwater management • Pollution prevention/good housekeeping for permittee operations at public services yard and other public facilities • Develop an enforcement response plan
City Attorney/Code Compliance	<ul style="list-style-type: none"> • Establishing legal authority through Ordinance No. 8.30 • Enforcing Municipal Code
Police Services	<ul style="list-style-type: none"> • Enforcing Municipal Code • Pollution prevention/good housekeeping for permittee operations at police station
Fire Services	<ul style="list-style-type: none"> • Emergency spill response • Pollution prevention/good housekeeping for permittee operations at fire stations
Community Development	<ul style="list-style-type: none"> • Post-construction stormwater management
Recreation and Parks	<ul style="list-style-type: none"> • Pollution prevention/good housekeeping for permittee operations at parks and recreation facilities
<i>Source: Rocklin, 2015</i>	

7.4.3.1 Hydrology

Drainage within the City is dominated by a variety of watersheds flowing westward from the Sierra Nevada foothills east of Rocklin. Placer County is made up of 14 different watersheds. Three of the 14 watersheds flow through the City of Rocklin as shown in Figure 7-23 below. These three watersheds are: the Auburn Ravine watershed in the northern part of the City; the Pleasant Grove watershed through the central and northwestern portion of the City; and the Dry Creek watershed through the central, northeast and southeast portions of the City (Rocklin, 2024d).

Figure 7-23: City of Rocklin Watersheds



Each watershed has a plan in place for either ecosystem restoration or flood control as detailed below:

- Auburn Ravine Watershed:** The Auburn Ravine/Coon Creek Ecosystem Restoration Plan focuses on the restoration of three major watersheds, which include Auburn Ravine, Markham Ravine, and Coon Creek. The Plan identifies the goals and objectives of the restoration effort, provides background information and baseline data regarding the watersheds, and discusses the specific ecosystem restoration goals, opportunities, and requirements for implementation within the planning area. The primary factors identified in the Plan to improve aquatic habitats, reduce flood potential, and improve water quality were a reduction in sediment delivery to the stream channel from unstable banks, improving the transport of sediment (particularly in the middle and lower reaches of a particular stream) through the system, and improving the quantity and quality of associated riparian vegetation for bank stability, improved terrestrial wildlife, and improved food production for anadromous salmonids. More information about the plan can be found here: <https://www.placer.ca.gov/3486/Auburn-Ravine-Coon-Creek-Restoration-Pla>.
- Pleasant Grove Watershed:** The Pleasant Grove and Curry Creek Ecosystem Restoration Plan (2006) was developed to examine growth in the Pleasant Grove and Curry Creek watersheds,

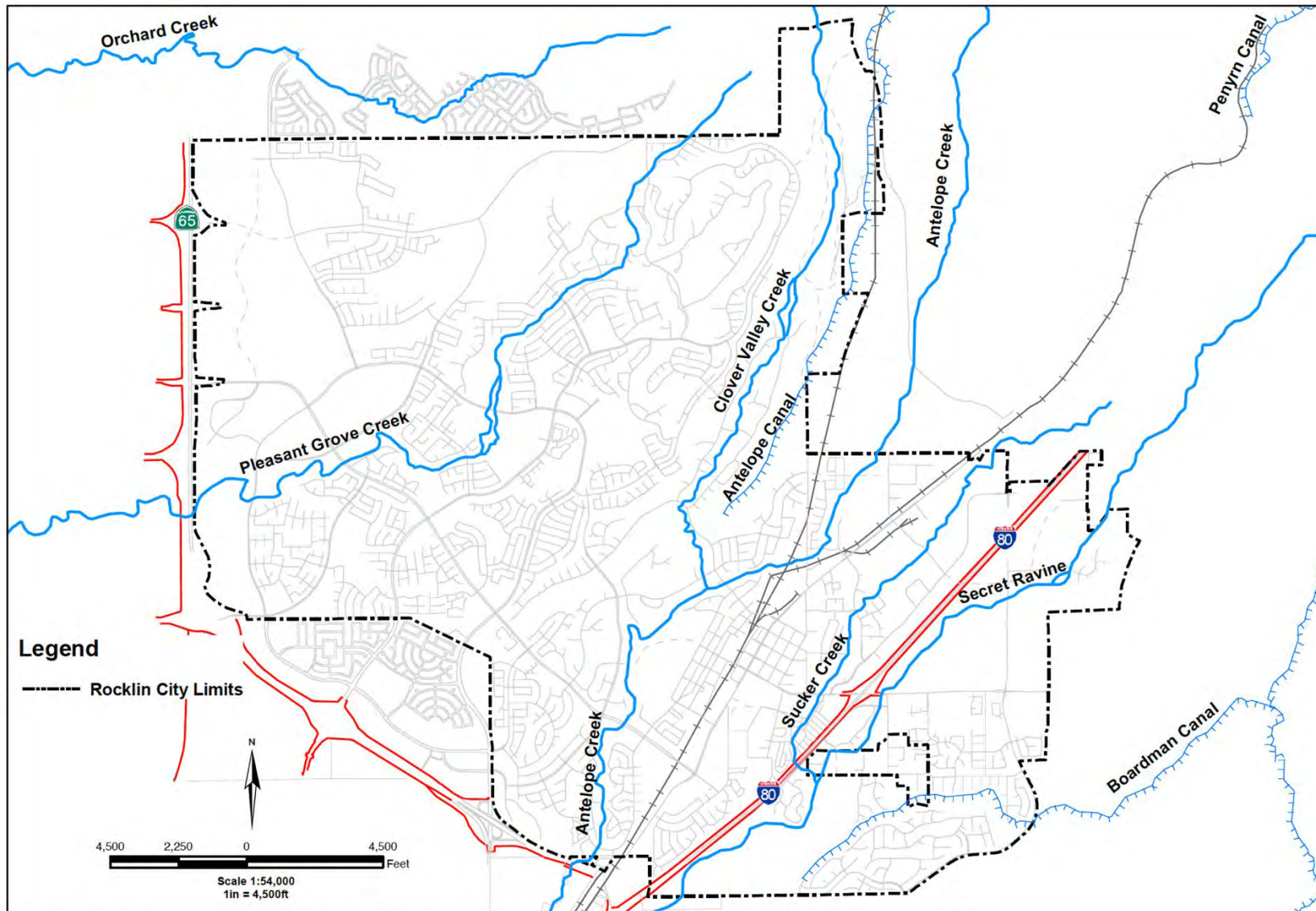
project potential impacts of that development on habitat, hydrology and water quality, and makes recommendations for strategies and projects to help reduce those impacts. The City of Rocklin is part of the watershed regional strategies list within the Plan.

- **Dry Creek Watershed:** The Dry Creek Watershed Flood Control Plan (1992), updated in 2011, provides a detailed hydrological analysis of the Dry Creek watershed, recommendations for feasible regional flood control projects, means to mitigate development projects, and recommends an updated facility plan and fee program. The updated Plan includes five potential mitigation measures to reduce peak storm water flows. More information on the updated Plan can be found here: <https://www.placer.ca.gov/DocumentCenter/View/1397/Full-Version-PDF>.

The watersheds within the City drain into five major stream systems, identified in Figure 7-24 on the next page. These stream systems are Pleasant Grove Creek, Clover Valley Creek, Antelope Creek, Sucker Creek, and Secret Ravine Creek which flow through the Rocklin area. Secret Ravine Creek (with the Aguilar Tributary) and Sucker Creek drain the eastern side of the Loomis basin, and Antelope Creek and the Clover Valley Creek (with the Second Street Tributary) drain the central areas. These two systems all discharge ultimately into Dry Creek. Pleasant Grove Creek drains the Stanford Ranch area in the northern and western portion of the City, and ultimately flows westward into Sutter County where it discharges into the Sacramento River.

The land adjacent to these streams is heavily wooded and dotted with native oak trees. Antelope Creek, Secret Ravine Creek, and Sucker Creek are perennial streams, which provide riparian habitat areas for a variety of animals. Both Antelope Creek and Secret Ravine Creek are known to be salmon spawning areas and are closed to fishing by the State during spawning season. Pleasant Grove Creek and Clover Valley Creek are also significant streams.

Figure 7-24: City of Rocklin Major Stream Systems



Source: City of Rocklin General Plan, Open Space, Conservation and Recreation Element updated in October 2012

A number of ephemeral streams exist during the rainy season, providing drainage for undeveloped areas. Seasonal wetlands in the Rocklin area commonly occur within the grassland habitat areas. Vernal pools are seasonal depression wetlands that are covered by shallow water for variable periods from winter to spring. The water-oriented environments found within Rocklin provide important resources to a wide variety of species (Rocklin, 2003; 2012a).

7.4.3.2 Stormwater Regulations, Policies, and Planning Documents

This section details regulations, policies, and planning documents related to stormwater and drainage.

State Regulations

The City of Rocklin’s stormwater discharge is regulated by the SWRCB Water Quality Order No. 2013-0001-DWQ under the NPDES General Permit No. CAS000004. These Waste Discharge Requirements (WDRs) control stormwater discharges from Small Municipal Separate Storm Sewer Systems (MS4s) or the NPDES Phase II MS4 Permit (MS4 Phase II Permit). The Regulated Facility Report for the City of Rocklin was queried by the consultants for this study on the SWRCB California Integrated Water Quality System Project (CIWQS) website.

The City of Rocklin operates as a Discharger under program MNSTW2, which was effective on August 27, 2013. As of March 2024, the City had no enforcement actions or violations within the last five years. One unplanned inspection occurred in November of 2018 due to a complaint (Inspection ID S2040429) and no violations were reported (SWRCB, 2024).

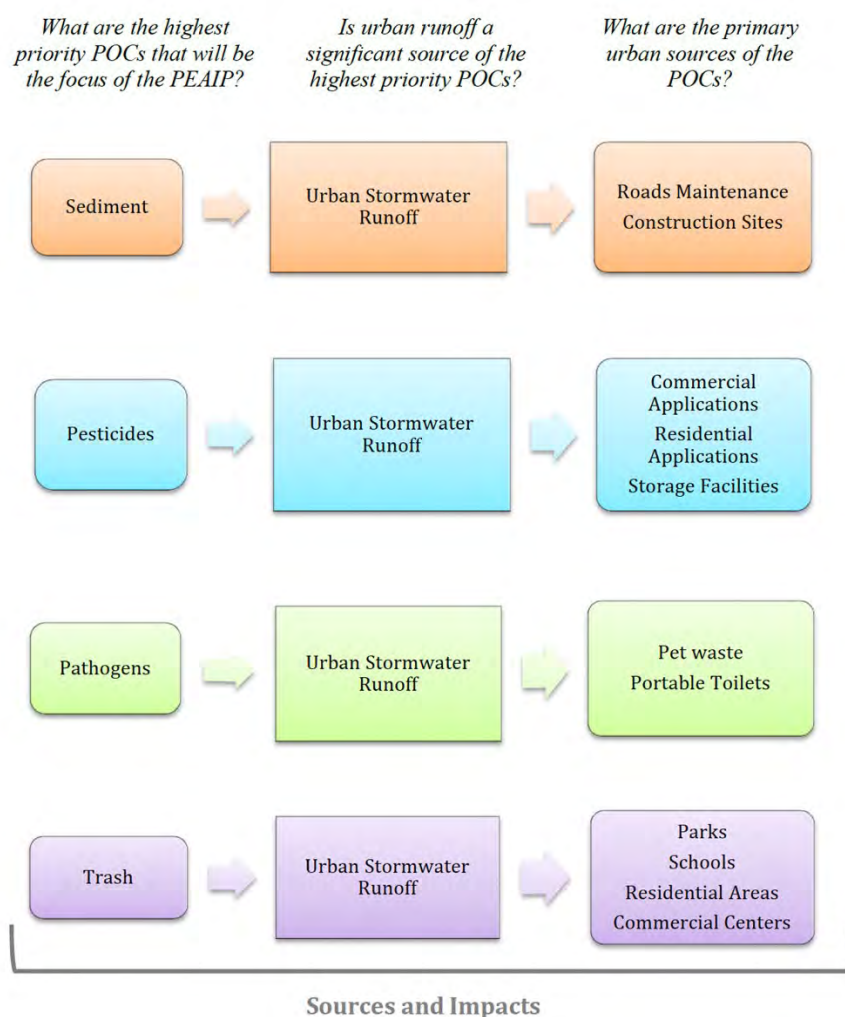
In addition to the regulations outlined in the Water Quality Order, the MS4 Phase II Permit requires the development and implementation of a Program Effectiveness Assessment and Improvement Plan (PEAIP) by all agencies under the permit. The PEIAP for Rocklin was created in June 2015 and includes strategies the City will use to track the short- and long-term effectiveness of the City’s stormwater program. The City’s stormwater program was designed by City staff to address specific pollutants of concern (POC) and to implement a wide range of best management practices (BMPs). The PEIAP focuses on high priority POCs identified through a list created from knowledge of local water quality issues, common urban pollutants, and the professional judgment of City staff (Rocklin, 2023d). The pollutants that have been identified as high priority POCs are sediment, pesticides, pathogens, and trash as shown in Figure 7-25 on the next page.

The City developed the PEAIP as a guidance document for stormwater staff to assist with conducting program effectiveness assessments (EAs) as required by the MS4 Phase II Permit. The PEAIP is modeled after the methodology described in the California Stormwater Quality Association (CASQA) document titled *A Strategic Approach to Planning for and Assessing the Effectiveness of Stormwater Programs* dated in February 2015. The PEAIP outlines the approach that the City of Rocklin uses to adaptively manage its stormwater program, improve its effectiveness at reducing identified high priority POCs, and achieving the maximum extent practicable (MEP) standard to protect water quality (Rocklin, 2015). The PEAIP is focused on the impact of the stormwater program rather than the strict implementation of the program in order for the City to better understand if the stormwater program is achieving intended outcomes and to help the City identify necessary modifications to the program in order to make it more effective (Rocklin, 2015).

As part of the MS4 Phase II Permit, the City must perform EAs of the stormwater program every year. These assessments review the effectiveness of the City's BMPs for the high priority POCs and whether any modifications are necessary. They include management questions to help assess the effectiveness of the BMPs in controlling pollution from the sources identified in the PEIAP.

The consultants for this study queried the Water Boards Stormwater Multiple Applications & Report Tracking System (SMARTS) on April 9, 2024 (Rocklin, 2023d). Records were pulled for the most recent report (attachment ID 3475137), for the July 1, 2022, to June 30, 2023, reporting period.

Figure 7-25: City of Rocklin Primary Urban Sources of High Priority POCs



The most recent annual assessment represents the tenth year of the Phase II Permit. The annual assessment included some modifications to how the City can implement some BMPs. Overall, the City's most recent assessment affirms that the City has an effective stormwater management program with some recommended modifications (Rocklin, 2023d).

Delta Regional Monitoring Program

The City participates in the Delta Regional Monitoring Program (Delta RMP). The Delta RMP was initiated under the encouragement of the Central Valley Water Board with the primary goal of tracking and documenting the effectiveness of beneficial use protection and restoration efforts through comprehensive monitoring of water quality constituents and their effects on the Delta. The main focus areas of the Delta RMP include mercury, nutrients, constituents of emerging concern and pesticides/toxicity. The most recent Annual Report for MS4 Reporting dated September 2023 can be found on the Water Boards Stormwater Multiple Application & Report Tracking System under Application ID 438270 for the City of Rocklin Phase II Small MS4 Attachments (Attachment ID 3474938), here: <https://smarts.waterboards.ca.gov/smarts/faces/PublicDataAccess/PublicNoiSearchResults.xhtml#>

General Plan

The City of Rocklin General Plan includes policies and procedures related to stormwater drainage and maintenance. The Open Space, Conservation, and Recreation Element (updated in October 2012), includes information on existing hydrology for the City and policies related to floodplain management, use of Best Management Practices (BMPs) and erosion control plans to protect water quality, and public outreach to minimize pollution. The Public Services and Facilities Element (updated in October 2012), includes information on storm drainage infrastructure and areas prone to flooding within the Dry Creek watershed, described above. Policies for storm draining include requiring Drainage Master Plans for new development proposals; and that the City acquire easements to creeks and waterways to allow for maintenance, inspection, and construction of storm drainage facilities. The Safety Element (updated August 2021) includes information on flood hazards within the City boundaries and sphere of influence. Policies include coordinating with the Placer County Flood Control and Water Conservation District (PCFCWCD) and other entities, maintaining the City's Flood Hazard Ordinance (Chapter 15.16), requirements for new development that reduce flood risk, and that new development annex into an existing drainage maintenance district where warranted (Rocklin, 2012a; 2012b; 2021b).

City of Rocklin Stormwater Management Plan (2003)

As required by the NPDES Phase II Permit, the City has developed a Stormwater Management Plan (SWMP), last updated in September 2003. The Plan includes: an overview of the City's permit requirements; physical and social characteristics of the City; and the best management practices (BMP), measurable parameters, and goals for the City (Rocklin, 2003). According to City staff, the plan will be updated when the new MS4 permit requirements are released (City staff, personal communication, March 2024).

Other City Plans

- *The City of Rocklin General Open Space Management Plan (updated 2017)*: This document was adopted to assist with the management, protection and preservation of the City's 586 acres of open space preserves, which include riparian and riverine habitats and adjoining upland habitats. The City worked in coordination with US Army Corps of Engineers in developing the plan and implementing it. The plan includes oak tree preservation guidelines, adaptive management

guides, an invasive plant inventory and management plan, a grazing plan, and planning for an urban forest.

- *Rocklin Open Space Annual Monitoring Report (2021)*: The City's General Open Space Management Plan requires the preparation of an annual monitoring report to identify whether special-status species occur within the Rocklin Open Space Preserve, to compare the vegetative and hydrologic condition of the Preserve to the recorded baseline conditions, and to make recommendations for active management to address potential problems including vandalism, dumping, invasive species infestations, excessive fuel buildup, and fencing issues.

Update to the Dry Creek Watershed Flood Control Plan (2011)

The primary purposes of the Update to the Dry Creek Watershed Flood Control Plan (Plan Update), prepared for the PCFCWCD, are to update the hydrologic analysis of the watershed, provide recommendations for feasible means to reduce future flood damages, identify possible means to mitigate development impacts related to flooding, and recommend an updated funding plan. The 1992 Plan recommended structural and non-structural measures to correct existing deficiencies and mitigate for impacts of future development. Some of the original recommendations have been implemented, however, many have not due to environmental and/or economic constraints. The Update evaluates the hydrology of the watershed and provides five mitigation measures to correct existing deficiencies and mitigate impacts of future development. Costs associated with these five projects total \$9.5 million. None of the projects in this document are located within Rocklin city limits.

7.4.3.3 Flooding

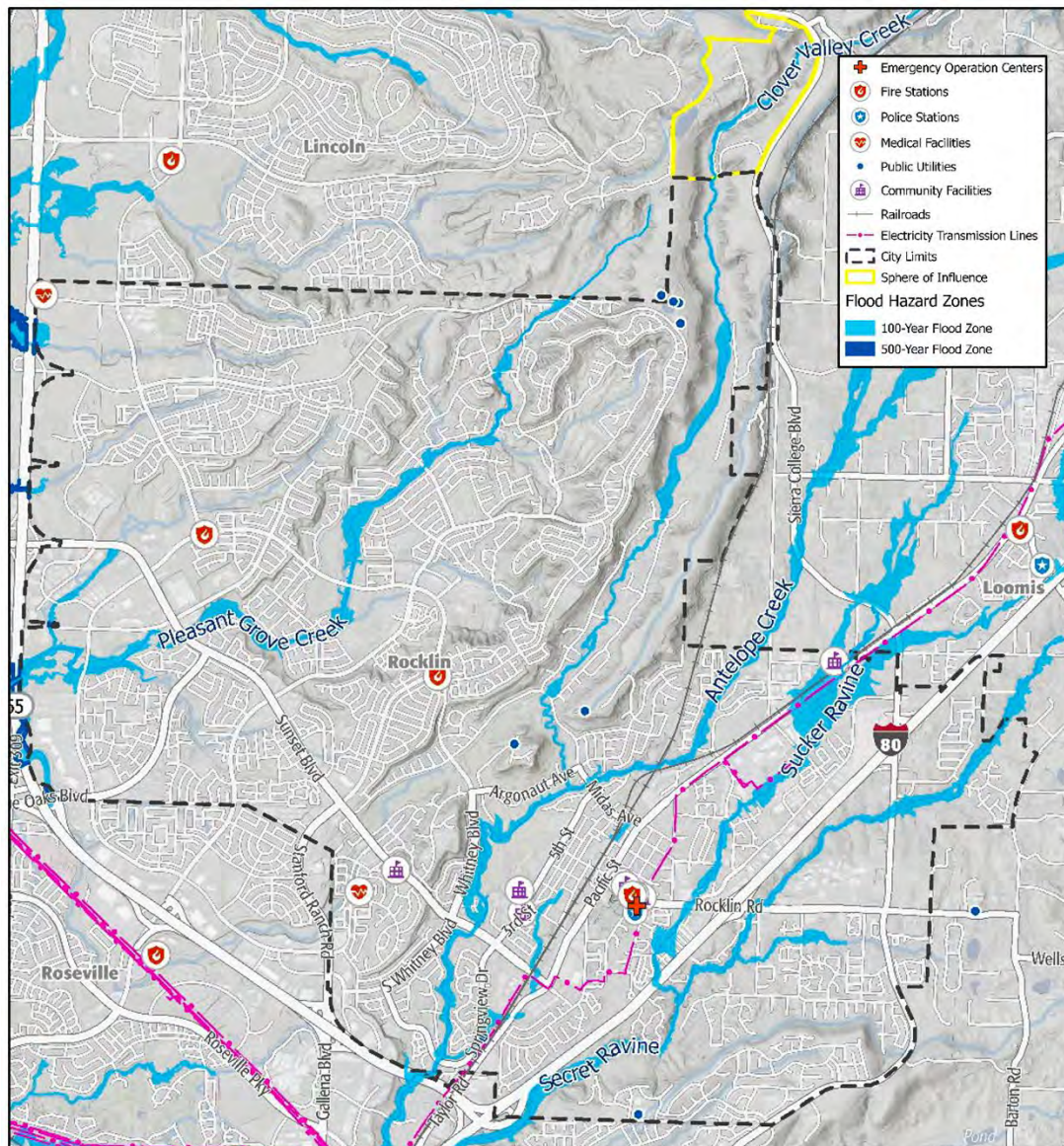
Areas at an elevated risk of flooding are generally divided into 100-year flood zones and 500-year flood zones, as identified by the Federal Emergency Management Agency (FEMA) (Rocklin, 2021b). Subsurface drainage problems are prevalent in Rocklin, due to the occurrence of a subsurface hardpan and rock layers, which inhibit the infiltration of rainwater. During extended periods of rainfall, surface soils frequently become saturated, resulting in areas of standing water (Rocklin, 2003). Figure 7-26 on the next page shows the City's flood hazard zones taken from the City's 2021 Safety Element.

According to the Dry Creek Watershed Flood Control Updated Plan, the 2006 Central Rocklin Drainage Master Plan identified three locations along Antelope Creek and four locations along Sucker Ravine where City of Rocklin roadways would be expected to be overtopped during a 100-year storm event. These areas and one more are listed in the Updated Plan as follows:

- *Sucker Ravine at Dominguez Road (1)*: Smaller crossings downstream of Dominguez Road cause backwater problems upstream, including the Dominguez Road crossing which may impact future developments.
- *Pacific Street near Brace Road (2)*: Sheet flooding in the roadway due to backwater in the western part of Sucker Ravine and inadequately sized culverts forces road closures.
- *Brace Road on the eastern tributary of Sucker Ravine (3)*: Overtopped due to an inadequately sized 24-foot corrugated metal pipe culvert.

- *Sucker Ravine at Racetrack Road (4)*: A house adjacent to Sucker Ravine on Racetrack Road lies in the floodplain. Future development may increase flood depths and frequencies at the house.
- *Sucker Ravine at Sierra Meadows (5)*: The water surface elevations are close to overtopping the road, although it has historically not been overtopped.
- *Antelope Creek/Antelope Creek Tributary/Sierra Meadows/Circuit Court (6)*: A small creek starts west of Sierra Meadows Drive, crosses Circuit Drive, passes under Pacific Street and continues west where it enters Antelope Creek near Yankee Hill Road. Culverts under Circuit Drive are undersized for the current runoff from an industrial area on Sierra Meadows Drive.

Figure 7-26: City of Rocklin Flood Hazard Zones



- *Sucker Ravine at Rocklin Road (including I-80, Lakeside Drive, and Sierra Lakes Mobile Home Park) (7)*: Sierra Lakes Mobile Home Park flooded in the February 1986 storm, resulting in the need to

evacuate residents under emergency conditions. Extensive flooding may occur in the Sierra Lakes Mobile Home Park due to backwater from the I-80 culvert. The City of Rocklin Drainage Master Plan indicates that Rocklin Road may be overtopped by one to two feet causing disruption to a major artery.

- *Midas Avenue upstream to Del Mar Avenue (8)*: All the bridges including, and between, these two bridges are overtopped by 2.25-6.47 feet of water in 100-year event.

A 100-year flood zone has a 1 percent chance of experiencing a major flood in any given year; a 500-year flood zone has a 0.2 percent chance (one in 500) of flooding in any given year. Very small portions of the city are located inside of the 100- and 500-year flood zone, which occur along Pleasant Grove Creek, Clover Valley Creek, Antelope Creek, Sucker Ravine, and Secret Ravine. Approximately 133 acres, or 20 percent of total mapped floodplain, is for residential uses. Commercial uses account for the majority of mapped floodplain within the city at approximately 357 acres, or 53 percent (Rocklin, 2021b).

The City's 2021 Safety Element lists the potential likelihood of future flooding occurrences to be "occasional." According to the Safety Element, Rocklin is traversed by several stream systems and is at risk to both riverine flooding and localized stormwater flooding. Placer County and the City of Rocklin have been subject to previous occurrences of flooding. In the City of Rocklin, much of the flood damage occurs in the floodplains of Antelope Creek, Secret Ravine Creek, Clover Valley Creek, and Sucker Ravine (Rocklin, 2021b).

According to the General Plan Public Services and Facilities Element, updated in October 2012, and the Safety Element updated in August 2021, flood control services in Placer County are provided by the Placer County Flood Control and Water Conservation District (PCFCWCD). The PCFCWCD boundaries are the same as Placer County boundaries and the District's Board consists of one representative from each of the six incorporated cities (including Rocklin), two representatives from the Board of Supervisors, and one member at large appointed by the Board of Supervisors and representatives of various organizations (Rocklin, 2012b).

The PCFCWCD implements watershed master plans and hydrologic models, sets standards for development, has developed a county flood warning system, reviews development, and provides technical assistance in an effort to prevent flooding. The District encourages cooperating agencies, including the City of Rocklin, to emphasize development of regional detention efforts and other projects recommended in the Dry Creek Watershed Flood Control Plan discussed above. The City's Public Services and Facilities Element policies in the General Plan address this issue. The PCFCWCD also stresses the importance of continuing to ensure that new developments conform to storm water manual requirements. The Rocklin Engineering Division works closely with PCFCWCD to ensure compliance (Rocklin, 2012b).

Rocklin has also adopted a Flood Hazard Ordinance as part of its Municipal Code (Title 15, Chapter 16). The ordinance contains regulations to restrict or prohibit land uses and activities that create or exacerbate flooding or related risks, require that developments and land uses that may be at risk from floods are adequately protected, and governs alternations to floodplains, stream channels, and protective barriers (Rocklin, 2021b). The majority of the floodplains in Rocklin are located in open space preserves with no development (Rocklin, 2024b).

According to the updated Dry Creek Watershed Flood Control Plan, the City of Rocklin was in the process of investigating the feasibility of a flood damage reduction project along Sucker Ravine in 2011. City staff informed consultants that none of the purposed solutions were determined to be feasible (City staff, personal communication, August 2024).

7.4.3.4 Existing Stormwater and Drainage System

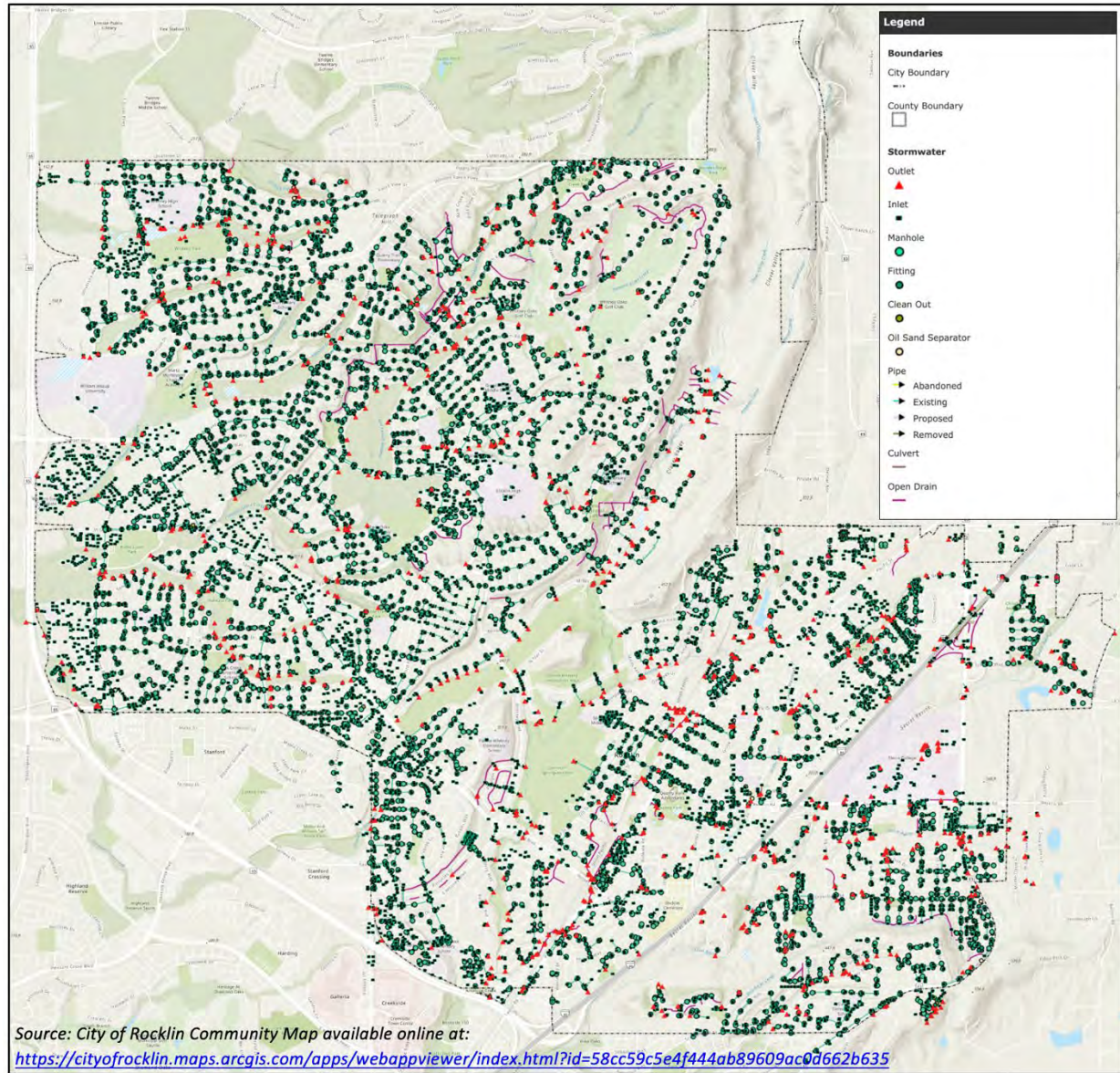
The Rocklin Public Works Department is responsible for maintenance of all City-owned portions of the stormwater drainage system in the City. The City's urban drainage system discharges into the creeks that transect the community. The City's drainage infrastructure consists of a combination of valley gutters at street intersections, underground pipes and drop inlets, and open channels which discharge into the various creeks within the City. The system also includes a number of perennial and intermittent ponds and multiple stormwater detention/retention ponds. A map of the City's stormwater infrastructure and drainage system can be found in Figure 7-27 on the next page. The map is a compellation of images taken from the City's Community Map GIS online tool on April 1, 2024 (Rocklin, 2024d).

The City's Engineering Services Division reviews all development plans to ensure that the drainage systems are adequate to handle stormwater flows (Rocklin, 2012b). In addition, to assure that future development does not add significantly to storm water flows, the City requires new developments to detain drainage such that runoff is maintained at predevelopment levels. Rocklin also has designed a variety of open recreational areas, such as golf courses and soccer fields, to function as large storm water detention basins during the winter months (Rocklin, 2003).

Figure 7-27 includes outlets, inlets, manholes, fittings, clean outs, oil and sand separators, pipes, culverts, and open drains. According to the City's GIS mapping online tool, some stormwater infrastructure is located outside of the City's boundaries into the community of Granite Bay, the Town of Loomis, and the City of Roseville. City staff informed consultants that the City does not maintain drainage infrastructure outside of the city limit.

The City's mapping of the system includes records of 940 outlets, 8,890 inlets, 134 culverts, 3,849 manholes, 211 fittings, 342 oil sand separators, 61 clean outs, 10,181 pipes, and 255 open drains. The consultants utilized the filtering tool of the City's stormwater system from the GIS online database attribute tables to determine the number of pieces of infrastructure owned by the City. These attribute tables include other details of the infrastructure system such as type, date of installation, status, who owns the infrastructure, and who manages the infrastructure.

Of the 24,863 individual records of stormwater system infrastructure, the City of Rocklin owns approximately 79 percent or 19,602 items of infrastructure according to attribute tables with the City's GIS mapping tool and shown in Table 7-17 below. It is likely that the data in these tables is incomplete as many of the records had missing data. Other owners of infrastructure within the City include the Department of Transportation, Homeowners Associations (HOAs), private owners, the City of Roseville, schools, and some records designated as "Other" (Rocklin, 2024d).

Figure 7-27: Stormwater Infrastructure and Drainage System**Table 7-17: Stormwater Infrastructure Owned by Rocklin Compared to Total Infrastructure**

Infrastructure Type	Total No.	No. Owned by Rocklin	Percent Owned by Rocklin
Outlets	940	618	66%
Inlets	8,890	5,801	65%
Culverts	134	130	97%
Manholes	3,849	3,099	81%
Fittings	211	147	70%
Oil Sand Separators	342	191	56%
Clean outs	61	6	10%

Infrastructure Type	Total No.	No. Owned by Rocklin	Percent Owned by Rocklin
Pipes	10,181	9,402	92%
Open Drains	255	208	82%
Total	24,863	19,602	79%

According to City staff, the infrastructure owned by others is maintained by others. The City of Roseville, South Placer Municipal Utility District (SMPUD), and Placer County Water Agency (PCWA) all own and maintain facilities within the City of Rocklin. The City of Rocklin does not maintain these private drainage systems or the private drainage systems on private commercial or residential property unless there is an easement, and the infrastructure is serving the surrounding area (City staff, personal communication, August 2024).

Within the City’s Community Map, some types of infrastructure included a “proposed” status. These were three fittings, nine cleanouts, and 67 pipes located in the community of Granite Bay just south of Nightwatch Drive and Sierra College Boulevard at the location of the private Granite Bay Hilltop Seventh-day Adventist Church. The drainage system for the church is all on private property and will be privately maintained (Rocklin, 2024d; City staff, personal communication, August 2024).

Michael Baker International conducted an assessment of the City’s existing storm drain conveyance system and submitted a report dated December 22, 2015. Based on the results of the outlet site assessment, limited closed-circuit television (CCTV) investigation, and desktop analysis of pipe age and material, the report recommended that the City implement the following actions:

1. Replace and/or repair the 43 damaged outlets, prioritizing the structures with severe damage to be completed in the first year, critical structures to be completed in the second year, and marginal structures to be completed in years 3–5.
2. Replace and/or rehabilitate all corrugated metal pipe (CMP) in the city over 5 years.
3. Establish a replacement program for corrugated metal pipe arch (CMPA) starting in 2016 and complete in 2035 years.
4. Establish a systematic rehabilitation and replacement program for all storm drain pipes expected to reach the end of their useful life over the next 20 years.
5. Establish a systematic method to clear, clean, and maintain the 180 existing storm drain outlets with an observed maintenance concern.
6. Implement a citywide storm drain CCTV program with a goal to inspect all storm drain pipes in the system within 5 years.
7. Implement an annual citywide flushing and cleaning program to be coordinated with CCTV efforts.
8. Explore options to stop trash and debris from entering the system at the source, such as the installation of inlet filters in all of the City’s inlets.

City staff did not provide the consultants or LAFCO staff with any other documentation regarding stormwater system infrastructure and were instead referred to the City’s webpage regarding stormwater and to the City’s GIS mapping tool Community Map available here: <https://www.arcgis.com/apps/webappviewer/index.html?id=58cc59c5e4f444ab89609ac0d662b635>. It should be noted that

stormwater infrastructure is only visible and accessible on the GIS map to viewers at a specific scale or zoom level which is not specified. The data is greyed out on the Community Map at the initial scale or zoom level, becoming accessible by zooming in.

Recommendation: It is recommended that the City provide the Stormwater Assessment Report on the City’s website. It is also recommended that the City add to the existing disclaimer window, upon initially entering the Community Map tool, that the stormwater system information is only available for viewing at a specific scale or zoom level.

Maintenance

The City of Rocklin Public Works Department maintains the storm drainage infrastructure within the City. The City has historically addressed the issue of storm drainage on a priority basis in the various City neighborhoods. In order to properly plan and maintain storm drainage infrastructure, the City must have access to creeks and waterways that collect drainage. The City continues to pursue access to creeks and waterways located on private property through use of easements (Rocklin, 2012b). The Public Works Department is responsible for all storm drain maintenance in the City of Rocklin including:

- Pipe cleaning and replacement;
- Catch basin cleaning & repair;
- Ditch cleaning & regrading;
- Inlet/outlet stabilization;
- Easement maintenance; and
- Detention pond maintenance (Rocklin, 2024c).

The Department conducts annual creek maintenance throughout the dry season to prevent a backlog of work when the rainy season returns. Crews physically walk entire lengths of Rocklin creeks to identify and address downed trees, beaver dams, trash, and other potential hazards prior to the wet season. Creek channel maintenance to maintain water capacity is done during August-October per City permits with the California Department of Fish and Wildlife to minimize impacts to wildlife. The work is done using a phased approach so that each section has a year to regrow and recover before the next section is worked on (Rocklin, 2024b).

Detention and retention basins are inspected each year and necessary maintenance is scheduled. Storm drains and culvert outlets are inspected during dry months and vegetation is cleared in the area 15 to 20 feet from the pipe outlets and 10 to 15 feet from culvert inlets. Inspection of critical infrastructure occurs before, during and after rain events. The primary objective is to remove any loose or floatable debris that will obstruct flow through box culverts, culverts, and/or drainage ditches. The type of material usually removed can vary from large tree limbs, tires, pieces of plywood and discarded pallets. The inspections begin in the fall and end in the spring (PCFCWCD, 2011)

City crews on are standby during storms, with additional staff periodically placed on standby during anticipated heavier storms. In addition, the City is proactive during winter storm events and has a tree removal contractor on standby during heavy storms for fast response times.

The City is required to maintain a program to prevent discharge of pollutants to the storm drain system, which ultimately flow to waterways within the community and downstream. According to the City’s

website, the City maintains compliance with the NPEDS program’s requirements. The Public Services and Facilities Element includes policy encouragement for such efforts (Rocklin, 2012b).

Stormwater Pollution Prevention

The City’s Environmental Services staff implement permit compliance tasks and track stormwater regulations for the City of Rocklin. Staff document information on illegal discharge detection and elimination, street and storm drain cleaning, creek maintenance, stormwater and creek protection controls for development projects, business inspections, and public outreach, education, and participation.

The City of Rocklin’s Stormwater Program’s goals are to:

- Prevent stormwater pollution;
- Protect and enhance water quality in creeks and wetlands;
- Preserve beneficial uses of local waterways; and
- Comply with State and Federal regulations.

The City posts creek water testing data on the City’s website at <https://www.rocklin.ca.us/stormwater>. The City tests specific criteria for the five major stream systems in the City. No data was available after December 16, 2016.

Measurable amounts of urban pollutants are associated with street and road surfaces resulting from pavement and vehicle wear, atmospheric deposition, and littering. The City’s 2003 Stormwater Management Plan (SWMP) includes a control program focused on municipal operations to address these sources with the goal of preventing and reducing pollutant runoff from municipal operations. Municipal operations include parks and open-space maintenance, fleet maintenance, planning, building oversight, and stormwater system maintenance (Rocklin, 2003).

Following the City’s 2003 SWMP, the City conducts monthly inspections of the Corporation Yard and other areas to determine the need for improving the operation and maintenance of existing controls or providing additional controls to reduce or eliminate pollution runoff. The City has an established inspection and maintenance program for catch basins and storm drain inlets to occur at least once before the onset of the rainy season and annual cleaning of sand and oil traps. Procedures have also been developed for the proper disposal of waste gathered from these systems. The City has identified areas that have suffered repeated illegal dumping incidents and make these areas known to cleanup crews and first responders (Rocklin, 2003).

<p>Recommendation: It is recommended that the City provide updated data regarding creek water testing to the City’s website for transparency.</p>

7.4.3.5 Stormwater and Drainage Needs and Deficiencies

The FY 2023/2024 Budget identified goals and objectives for the Public Works Department which includes stormwater and drainage needs. A future goal for the Department is to update the Stormwater Conveyance System and Drainage Infrastructure Prioritization Plan. This plan was not provided to consultants or LAFCO and no additional information could be found on the City’s website.

The City annually allocates funding for stormwater pipe replacement and upgrades through the Capital Improvement Plan (CIP) process (Rocklin, 2024b). The 2024-2028 CIP includes stormwater and drainage projects to replace, improve or maintain existing stormwater infrastructure through FY 2027/2028. Stormwater pipe improvements throughout the City are anticipated to have a total estimated cost of \$3,622,500, for which all funding has been identified from Sales Tax revenues. The CIP also identified that dirt alleyways in the Quarry District need to be paved to allow for proper drainage through the system for a total cost of \$982,300 for which no funding has been identified.

The CIP includes a statement that the Stormwater Assessment Report conducted by Michael Baker International in 2015 identified major outfall work and other pipes that are reaching the end of their life cycle. This report includes recommended phasing for replacement of infrastructure. City staff informed the consultants that the City has invested in pipelining where feasible instead of remove-and-replace strategies for service efficiency and to reduce costs. City staff identified that future challenges include maintenance efforts related to unfunded state mandates (Rocklin, 2024b).

7.4.3.6 Summary of Stormwater and Drainage Services

The City has a well-functioning stormwater and drainage network that discharges stormwater into the creeks that transect the community. City staff proactively maintain the infrastructure system through routine maintenance practices and review all development plans to ensure that the drainage systems are adequate to handle stormwater flows. Working closely with regional partners, the City and neighboring agencies have produced plans and policies to manage flood control issues, pollutants, and to plan for future storms. The City complies with all state regulations and continues to develop, replace, and maintain infrastructure to have an effective stormwater management program and system.

7.4.4 *Road Maintenance*

The Streets Division is responsible for streets and alleys, storm water and creek maintenance, open space maintenance, and the City’s rights-of-way. The Streets Division also maintains the Class I bike paths throughout the City in conjunction with the Parks and Recreation Department. The Landscape Division manages and repairs all landscape on City-owned streets, fencing, rights-of-way, and pocket parks. The Traffic Signals & Lighting/Operations Division is responsible for the safe and efficient movement of people, goods, and services throughout City roadways. The division manages the traffic signals, streetlights, and all signs and roadway markings (Rocklin, 2023c). The City of Rocklin’s webpage for street and storm drain information is located under the Public Works Department at: <https://www.rocklin.ca.us/streets-and-drains>.

7.4.4.1 Existing Roadway System

The City’s General Plan Circulation Element states that the City has embraced the concept of establishing “Complete Streets”⁷ through goals and policies within various elements of the General Plan. Some policies

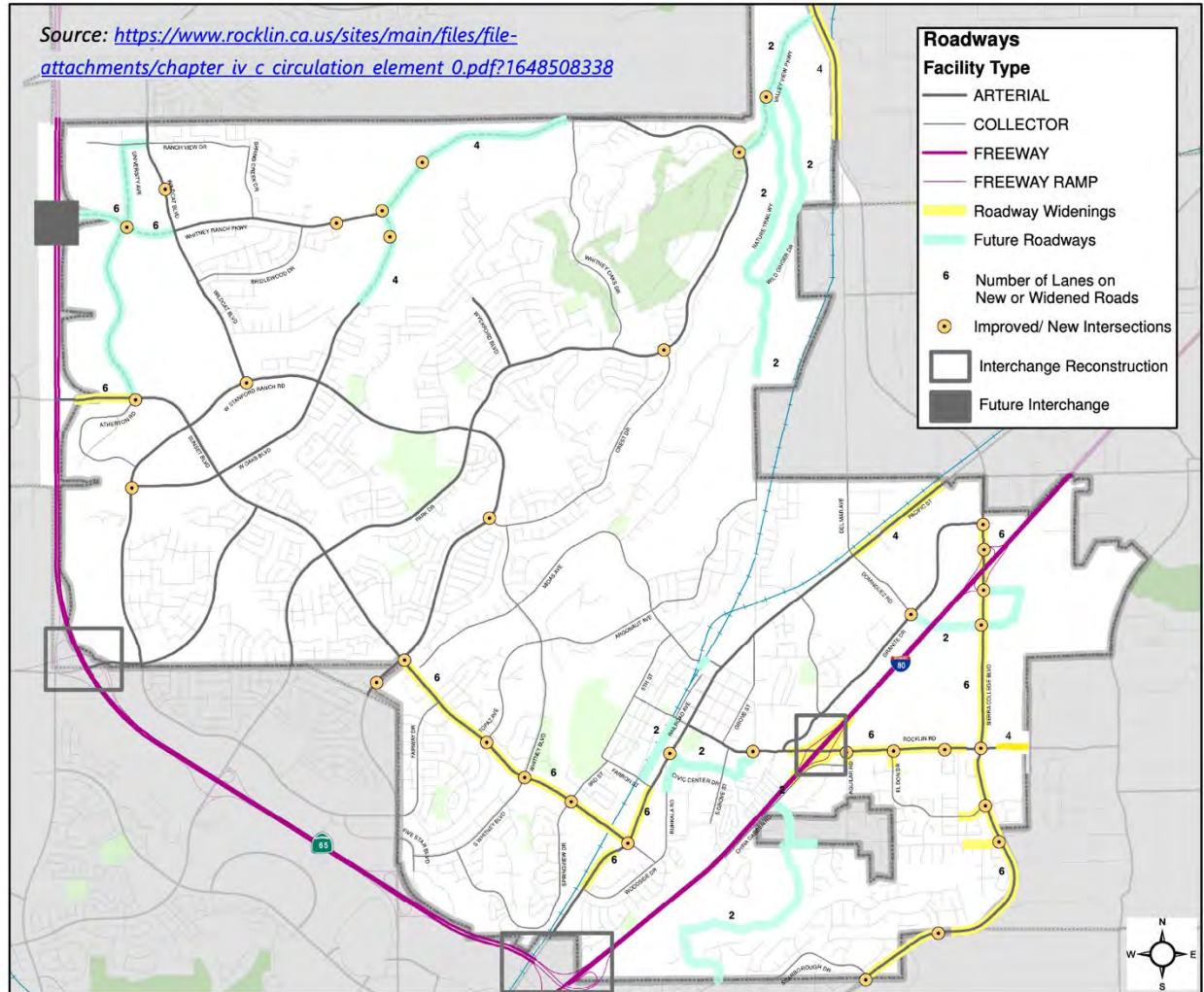
⁷ Complete streets are defined by the California Department of Transportation (Caltrans) as, “A transportation facility that is planned, designed, operated and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit,

and actions include encouraging mixed land use development patterns; producing plans to accommodate bicycles, pedestrians, and Neighborhood Electric Vehicles (NEVs) on new streets, and to upgrade existing streets where possible; pursuing grants for Complete Street improvements; applying land use patterns to reduce vehicle miles traveled; and emphasize the need for non-vehicular connections, among others. The City's Circulation Element includes a map of major freeways, arterials, collectors and the projected 2030 travel lane development as shown in Figure 7-28 on the next page.

Interstate Route 80 (I-80) and State Route 65 (SR 65) provide regional access to and from the City. I-80 provides the primary regional access to Rocklin, Roseville, Loomis, and the remainder of Placer County. I-80 access to Rocklin is provided via interchanges at Taylor Road (located in Roseville), Rocklin Road and Sierra College Boulevard. Through the City of Rocklin, I-80 has three travel lanes in each direction. SR 65 is a north-south state highway that begins at I-80 in Roseville and extends north through Rocklin and Lincoln to State Route 70 near Marysville. SR 65 is a four-lane freeway between I-80 and Industrial Avenue and a two-lane to four-lane conventional highway from Industrial Avenue to Lincoln and beyond. Access to Rocklin is provided through interchanges at Sunset Boulevard, Blue Oaks Boulevard, Pleasant Grove Boulevard (Park Drive), Stanford Ranch Road/Galleria Boulevard, and Whitney Ranch Parkway.

Major arterials in the City include Sierra College Boulevard, Rocklin Road, Sunset Boulevard, Stanford Ranch Road, Pacific Street, Park Drive, Granite Drive, Blue Oaks Boulevard, Lonetree Boulevard, West Oaks Boulevard, Wildcat Boulevard, Whitney Ranch Parkway, and University Avenue.

vehicles, truckers, and motorists, appropriate to the function and context of the facility. Complete street concepts apply to rural, suburban, and urban areas" (Rocklin, 2012c).

Figure 7-28: City of Rocklin Existing and Future Roadways by Type, 2012

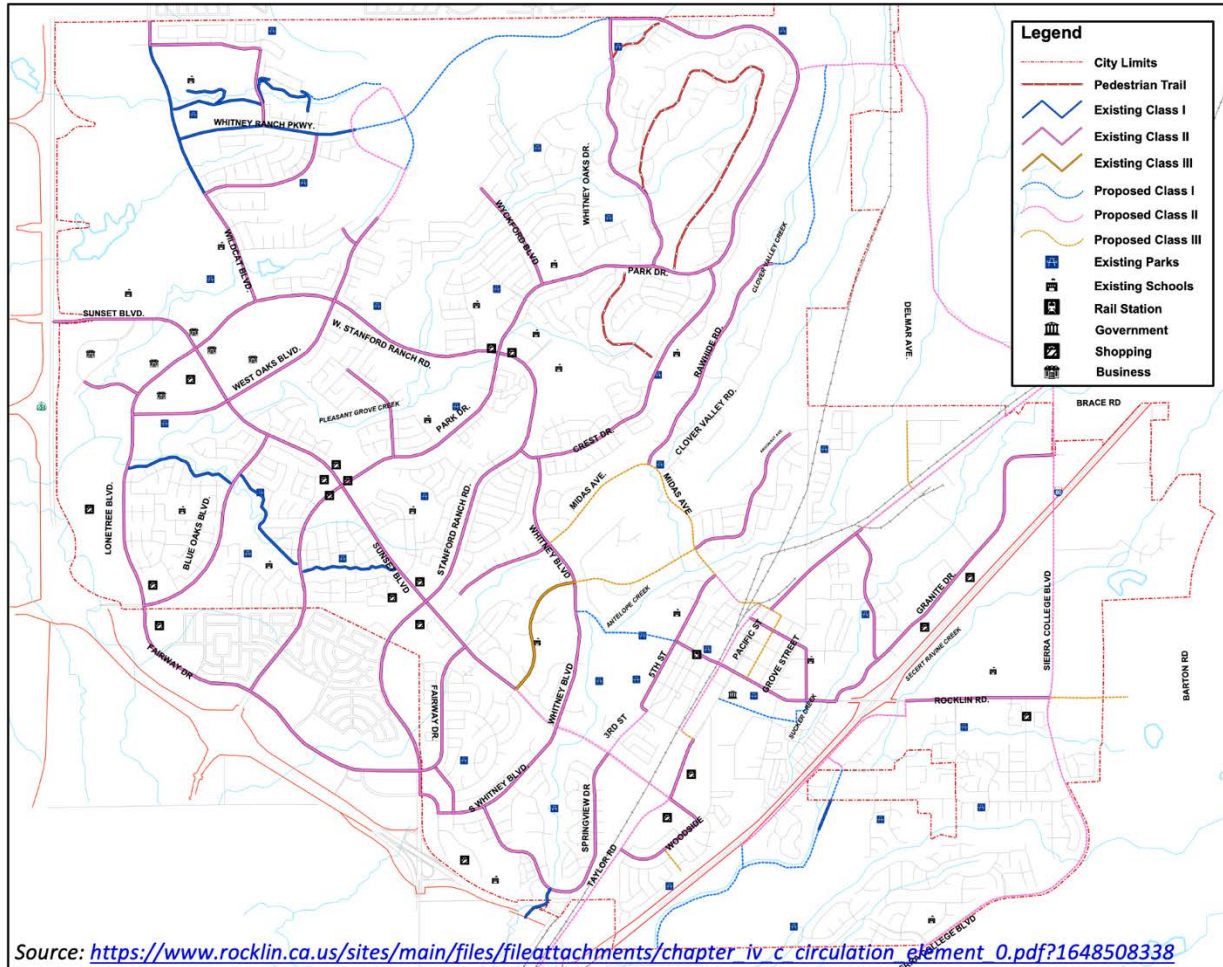
As shown Figure 7-28 above, the 2012 Circulation Element plans for the addition of lanes to specific roadways through 2030 including portions of three arterials (Rocklin Road, Park Drive, and Pacific Street) widening from 4 lanes to 6 lanes. The Element also plans for the development of numerous new roadways to in the northern and southern areas of the City. One future interchange is also planned off SR 65 as well as two interchange reconstructions at SR 65 and Blue Oaks Boulevard and SR 65 and I-80 Interchange.

The Union Pacific Railroad (UPRR) operates a double-tracked parallel mainline through the center of downtown Rocklin along the north side of Pacific Street. There are six (6) public railroad crossings in the City. Only one crossing, at Sunset Boulevard, is grade separated. The City has conducted a study which looked at the feasibility of constructing a railroad undercrossing or overcrossing at Midas Avenue. Both options are considered viable depending upon the availability of funding. The City has submitted information to the State Grade Separation Funding Program and included the project in Rocklin's Capital Improvement Program (CIP) for the General Plan. The crossing at Midas Avenue is still at grade as of the writing of this report and the 2024-2028 CIP does not include this railroad under or overcrossing at Midas Avenue in the list of projects.

7.4.4.2 Existing Bikeway System

The City of Rocklin's circulation network includes Class I, Class II and Class III bikeways⁸. Class I bikeways existing in the open space areas within Sunset West, portions of Whitney Ranch, and in the Springview area. The 2012 Circulation Element includes proposed Class I facilities within Whitney Ranch, Clover Valley and along Secret Ravine Creek in southeast Rocklin. Class II on-street bike lanes existing on a number of roadways including main arterials as shown in Figure 7-29.

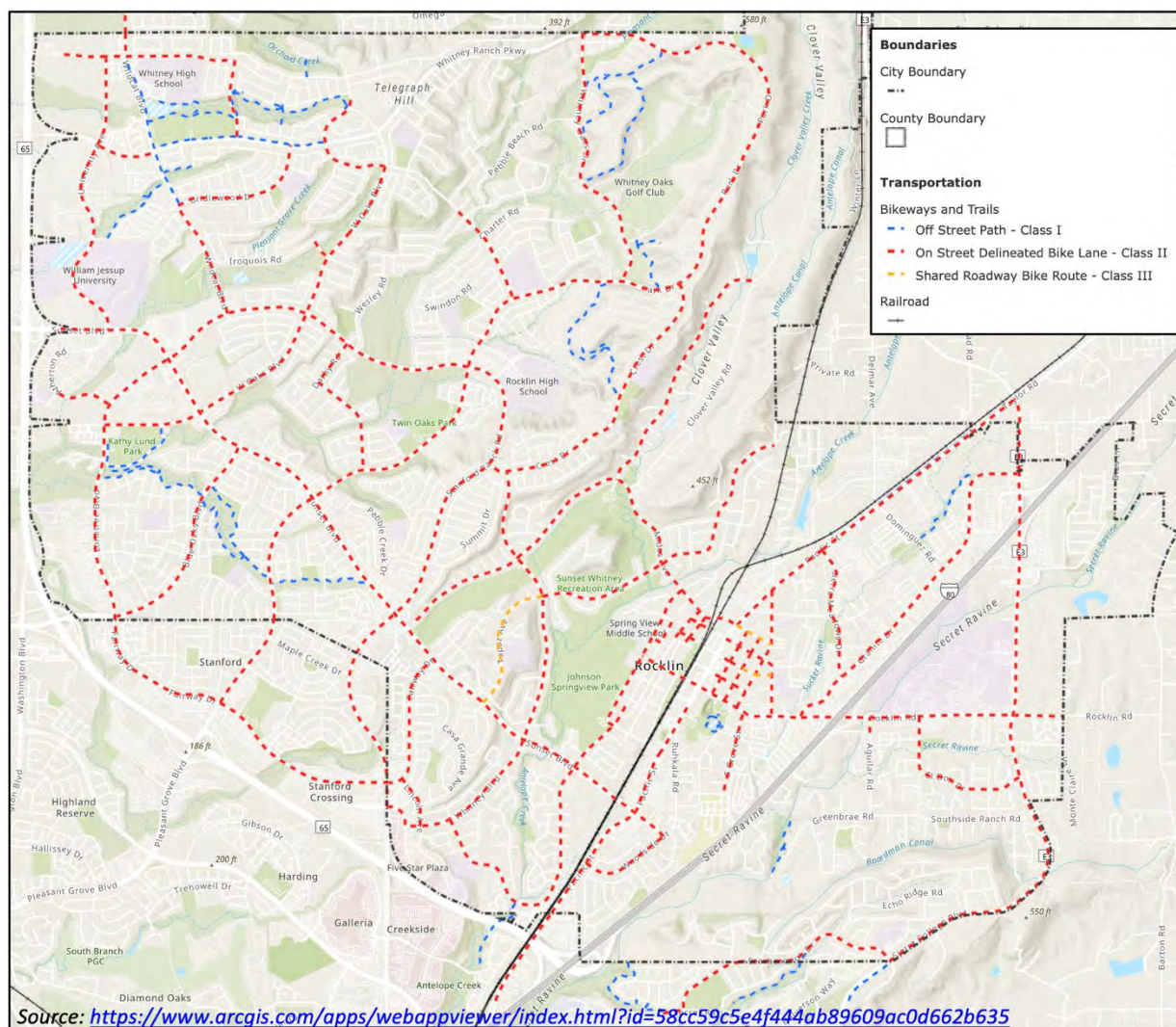
Figure 7-29: 2012 Circulation Element Bikeway Diagram



⁸ Bikeways are defined by the State of California Street and Highways Code as follows: Class I Bikeways provide a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with crossflows by motorists minimized (also called a bike path or trail). Class II Bikeways provide a restricted right-of-way designated for exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and crossflows by pedestrians and motorists permitted (also called a bike lane). Class III Bikeways provide a right-of-way designated by signs or permanent markings and shared with pedestrians or motorists (also called a bike route) (Rocklin, 2012c).

The consultants reviewed the City’s GIS Community Mapping Tool for existing Class I, Class II, and Class III bikeways on April 8, 2024. Some planned bikeways have been constructed since the 2012 Circulation Element Update and new bikeways that were not included in the Circulation Element have been constructed. A map of existing bikeways and trails can be seen in Figure 7-30 below.

Figure 7-30: Existing Bikeways and Trails



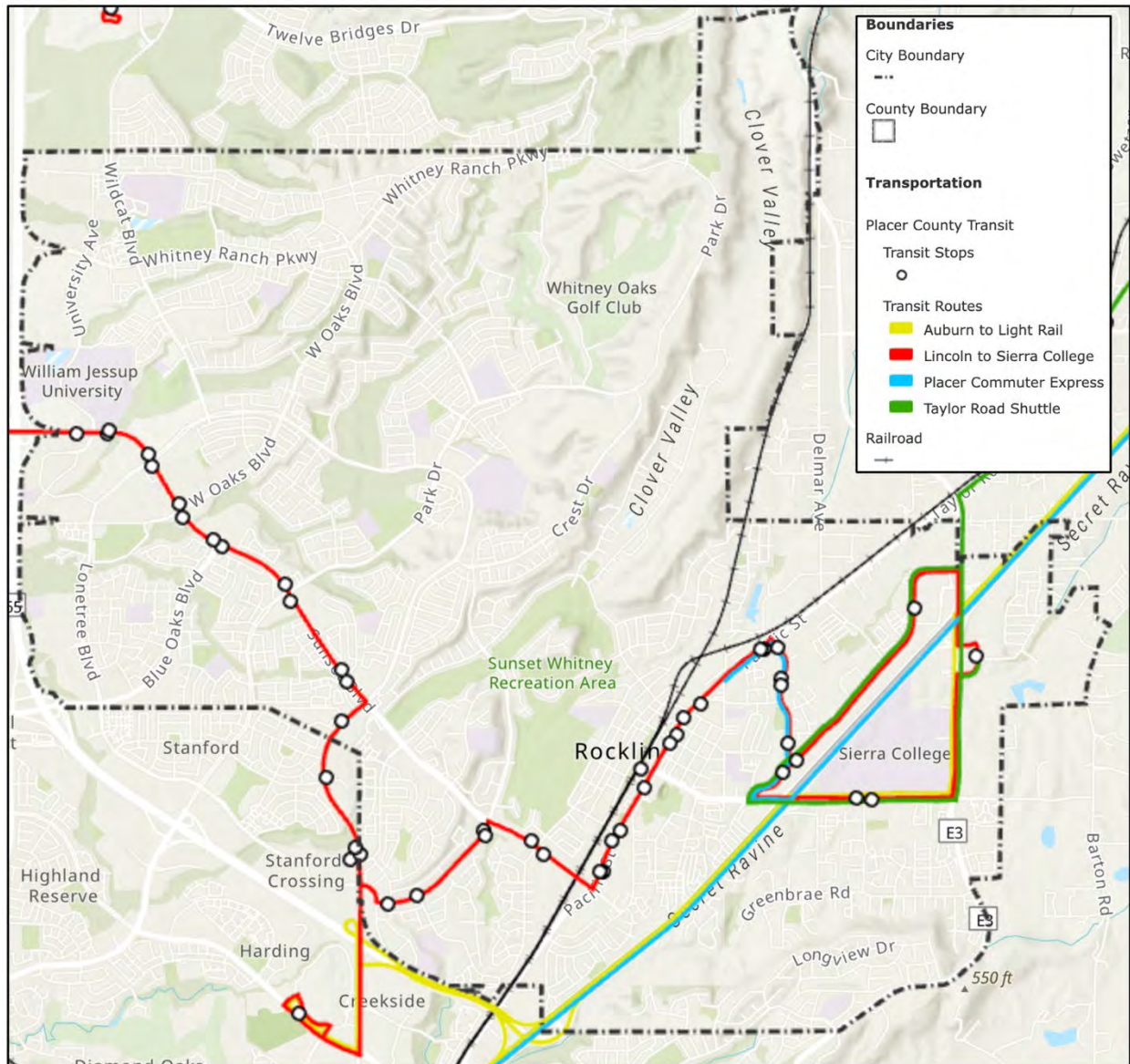
As shown in Figure 7-30 The consultants reviewed the City’s GIS Community Mapping Tool for existing Class I, Class II, and Class III bikeways on April 8, 2024. Some planned bikeways have been constructed since the 2012 Circulation Element Update and new bikeways that were not included in the Circulation Element have been constructed. A map of existing bikeways and trails can be seen in Figure 7-30 below.

Figure 7-30, new Class I bikeways that have deviated from the 2012 General Plan Circulation Element Update have been constructed northwest of the Whitney Oaks Golf Course, near Kathy Lund Park, and just east of Rocklin High School.

7.4.4.3 Existing Public Transit

Rocklin is served by four Placer County Transit (PCT) bus routes as shown in Figure 7-31. PCT is a fixed-route scheduled transit system operated by Placer County and serves the I-80 corridor area between Alta and Roseville, the Highway 65 corridor area into Lincoln, and the Highway 49 corridor. PCT also provides paratransit services such as dial-a-ride and coordinates commuter vanpool programs.

The Rocklin Multimodal Train Station is a permanent building for rail users located along the Union Pacific Railroad track at the Rocklin Road crossing. Rocklin is served by the Amtrak Corridor service. Passenger service is available westbound from Rocklin to Sacramento and the San Francisco Bay area metro services; and eastbound from Rocklin to Auburn, Colfax, Reno and beyond. The Capitol Corridor Intercity Train Service provides passenger rail service between Auburn and San Jose daily. There are three stations in Placer County: Auburn, Rocklin and Roseville. Amtrak provides bus connections from Rocklin to the Sacramento Amtrak station to connect to these additional Capitol Corridor runs. Railroad lines can be seen in Figure 7-31.

Figure 7-31: City of Rocklin Existing Public Transit, 2024

7.4.4.4 Existing Traffic

The City regularly monitors traffic on City streets to include in the City's Capital Improvement Plan (CIP). The CIP includes those improvements needed to maintain an acceptable level of service under the City's Circulation Element through the use of traffic fees and other financing mechanisms.

The City's General Plan Circulation Element states that traffic issues in the City of Rocklin are part of the larger south Placer region. The City of Rocklin is mostly surrounded by other cities. Traffic to and from the cities of Roseville, Lincoln, the Town of Loomis, and unincorporated Placer County, all which Rocklin shares a boundary with, affects roadway volumes and Level of Service in Rocklin, and must be factored into traffic forecasts and future transportation system improvements. Traffic from Interstate 80 and State Route 65

also must be considered. The goals and policies of the Circulation Element aim to address these regional traffic issues.

SB 743 which was signed into law in 2013, initiated an update to the CEQA Guidelines to change how lead agencies evaluate transportation impacts under CEQA, with the goal of better measuring the actual transportation-related environmental impacts of any given project. Traditionally, as with the City of Rocklin's 2012 Updated Circulation Element of the General Plan, transportation impacts have been evaluated by examining whether the project is likely to cause vehicle delay at intersections and congestion on nearby individual highway segments; and whether this delay will exceed a certain amount (this is known as Level of Service or LOS analysis). Starting on July 1, 2020, agencies analyzing the transportation impacts of new projects must now look at a metric known as vehicle miles traveled (VMT) instead of LOS. VMT measures how much actual vehicle travel (additional miles driven) a proposed project would create on California roads. If the project adds excessive car travel onto our roads, the project may cause a significant transportation impact. The California Office of Planning and Research has provided guidance on the inclusion of VMT in General Plans going forward (OPR, 2017; 2024).

7.4.4.5 City Maintenance

Street and Sidewalk Maintenance

Public Works is responsible for maintaining street and roadway conditions, drainage, and appearance. The City performs an inventory of the entire road network on a rotating basis to determine where maintenance is needed (Rocklin, 2024c). According to the General Plan Public Services & Facilities Element, the City has developed a Pavement Management System, which is a database of the City's street and road conditions. The Pavement Management System is updated yearly and is used to prioritize road-related projects, consistent with the dollars available. As roads are constructed and improved, the database is updated (Rocklin, 2012b).

Street maintenance utilizes several methods to address problems depending on the severity of the road condition, including crack sealing, base repair, patching, and resurfacing. Sidewalk maintenance is the responsibility of the property owner adjacent to the sidewalk. Sidewalks in front of houses are the responsibility of the homeowner. The City only maintains sidewalks in front of City owned property. The City has a Sidewalk, Curb, and Gutter Repair and/or Replacement Policy (Resolution No. 89-214) that defines the responsibility for replacement and/or repair of curb, gutters, and sidewalks within the City limits (Rocklin, 2024c).

The Traffic Division is responsible for a variety of functions such as traffic signals, streetlights, and signs and roadway markings. The City of Rocklin follows the California Vehicle Code and national guidelines for traffic control devices such as signal lights, traffic signs, and paint markings. Several factors are considered when deciding to place traffic control devices including traffic volumes, accident rates, pedestrian traffic, and travel delays (Rocklin, 2024c).

Medians and Parkway Maintenance

Re-landscaping of medians is conducted by staff for the City of Rocklin. Irrigation systems for all median and parkway landscaping is also maintained by staff as well as over ten miles of wood fencing. Regular

maintenance, weed control, hedging and pruning are handled by various contract landscape companies hired by the City (Rocklin, 2024c).

Bikeway Maintenance

Bikeway maintenance is the responsibility of both the Streets Division (responsible for bikeways that run parallel and adjacent to the roadway and adjacent to open space parcels) and the Parks and Recreation Department (bikeways that actually enter formal park areas). These amenities are a priority of the City, and are inspected and maintained regularly throughout the year (City staff, personal communication, August 2024).

7.4.4.6 Road Maintenance Needs and Deficiencies

The 2024-2028 Capital Improvement Plan (CIP) includes a list of 16 roadway improvement projects. Total funding for roadway improvement projects through FY 2027/2028 is estimated at approximately \$70.9 million. Funding for these improvements are anticipated from multiple funds including the General Fund, Gas Tax Fund, SB1/RMRA Fund, SB325 Sales Tax Fund, Bike/Ped Fund, Streets Grants Fund, CDBG HUD Fund, and Traffic Circulation Impact funds plus a small contribution from developers. Of the 16 identified projects approximately \$21.15 million is unfunded. The unfunded projects include \$9.6 million for the construction of an I-80 Westbound Auxiliary lane and \$21.15 million for eastbound and westbound on/off ramps at the I-80 and Rocklin Road Interchange.

The City publishes current projects through an online GIS interactive mapping tool available here: <https://cityofrocklin.maps.arcgis.com/apps/MapTour/index.html?appid=bd8f93c29e9746289b92dbf5f2596f59>. The projects shown on the map include those proposed, approved, under construction, and completed. The City is proactive in managing its roadway network and plans for future needs through the annual CIP process. The City is able to fund the majority of the anticipated projects and expects some funding from grants to offset unfunded costs. City staff identified that future challenges will include maintenance efforts related to continued cost increases associated with pavement management projects and unfunded state mandates (Rocklin, 2024b). According to City staff, the recent draft report prepared by NCE Consultants shows that the City will need additional funds in order to maintain or improve the existing Pavement Condition Index (City staff, personal communication, August 2024).

7.4.4.7 Summary of Road Maintenance Services

The City's Public Works Department is responsible for maintaining roadway conditions, drainage, and appearance. The City performs an inventory of the entire road network on a rotating basis to determine where maintenance is needed. The City funds roadway improvements, maintenance, and necessary expansions annually through the CIP process and is able to fund the majority of the anticipated projects. Some funding is expected from grants to offset unfunded costs. City staff identified that future challenges will include maintenance efforts related to continued cost increases associated with pavement management projects and unfunded state mandates.

Chapter 8. Financial Ability to Provide Services

LAFCO is required to make determinations regarding the financial ability of the City of Rocklin to provide public services. This section provides an overview of the financial health of the City and a context for LAFCO's financial determinations. For this MSR/SOI Study, the Annual Comprehensive Financial Reports (ACFRs) for the fiscal years (FY) 2018/2019, FY 2019/2020, FY 2020/2021, FY 2021/2022 were used as the primary source of all information for this section as well as the annual budgets for FY 2022/2023 and FY 2023/2024 (Rocklin, 2018; 2019; 2020; 2021; 2022a; 2022b; 2023). All data for the ACFRs and the budgets are analyzed separately throughout this section as the accounting practices for the budgets differ from the ACFRs making comparisons over different fiscal years challenging.

Two state databases provide City-wide financial summaries, including:

- California Auditor's website at: https://www.auditor.ca.gov/local_high_risk/lhr-main-landing.
- The State Controller's Office (<https://cities.bythenumbers.sco.ca.gov>) is responsible for the Government Financial Reports database that includes detailed financial data from 58 California counties and more than 450 cities, as well as pension-related information for state and local government.

This MSR provides city-wide financial data to establish the fiscal context. The City's services include general government, community development, public safety (police and fire), parks and recreation, and public services (stormwater and road maintenance). Though this MSR is intended to only review those services listed in Chapter 7, this chapter will review the financial health of the City as a whole, including fire and emergency medical services. The City has multiple major funds, proprietary funds, and fiduciary funds which will be described in this Chapter. The City operates as a self-governing local government unit within the State. It has limited authority to levy taxes, but does have the authority to determine user fees for the services that it provides. The City's main funding sources include property taxes, sales taxes, other intergovernmental revenue from state and federal sources, user fees, and federal and state financial assistance (Rocklin, 2022a).

This Chapter was written on January 23, 2024, and new financial information provided after this date is not included in this Chapter. Since the City updates its financial information on a regular basis, readers should consult the City's website for more up-to-date financial information. This is the City's first Municipal Service Review (MSR) and Sphere of Influence (SOI) Study, so this Chapter provides a broad context for the City's financial circumstances. Please note that for purposes of this MSR, the financial analysis relies upon the City's Financial Statements and Independent Auditor's Reports. Budget information is also included in this MSR and is primarily utilized to compare expenditures for each functional category or City Department.

8.1 Financial Policies and Transparency

The City's Finance Division handles and maintains the general ledger, accounts payable and receivable, fixed asset records, and grant performance. This Division also monitors all sources of revenues and maintains the records of 15 Assessment Districts (financing authorities in the City). The City's Finance

Division webpage includes budgets, audits, and financial information relevant to the City and available to the public including a quick reference guide to Municipal Finance which can be found in Appendix I (Rocklin, 2024d).

The City's budget process and financial procedures are in accordance with all applicable standards of the Government Accounting Standards Board (GASB), Generally Accepted Accounting Principles, (GAAP) and the City's internal financial policies and Key Management Practices (Rocklin, 2023). The City's Key Management Practices are detailed as follows:

- **Capital Improvement Plan:** The City will develop and implement a five-year Capital Improvement Plan (CIP) requiring the City to anticipate long-term needs, which will determine the capital improvement priorities, provide for current fiscal year projects, and provide for forecasting and anticipation of future fiscal year expenditures.
- **Capital Assets:** Capital assets, including property, plant, equipment, and infrastructure assets (e.g., roads, bridges, sidewalks, and similar items), are defined by the City as assets with an initial individual cost equal to or greater than \$10,000 (\$5,000 if grant funded), or \$100,000 for infrastructure, each with an estimated life in excess of one year.
- **Fleet Equipment:** The City's budget will provide for the adequate maintenance and repair of fleet equipment and for orderly replacement.
- **Risk Management:** The City operates a risk management and loss prevention program to minimize losses.
- **One-Time Revenue:** An organization that depends on one-time revenue or on a source of revenue that will soon be utilized, can, in essence, create deficits for itself. As such, the City will utilize the General Fund for one-time or temporary funds to obtain capital assets, fund capital projects, replenish the General Fund Operating Reserve, and/or make other nonrecurring purchases. Otherwise, strategic planning to earmark replacement revenue must be identified at the onset.
- **Debt Policy:** Sound budget management requires the City to determine the availability of revenue to support future capital improvements. In addition to the policies and procedures for land-secured financing as enacted by Resolution No. 2005-112 and Debt Management Policy Resolution No. 2018-291, the City utilizes "Capital Needs Financing", as noted below, and conducts ongoing analysis of refunding opportunities.
- **Capital Needs Financing:** The City will, where possible, and in accordance with the adopted CIP, employ pay-as-you-go financing to save interest expenditures, preserve debt capacity for future borrowing, and not encumber future budgets with mandatory debt service expenditures. Exceptions to this practice will be for capital expenditures, which are determined to be time sensitive for purposes of public health, safety, and welfare; or for economic gain.
- **Capital Expenditures:** All capital projects planned and budgeted for in any given fiscal year will have funding identified and proven to be available. This means that all projects are subject to funding already received in prior fiscal years. Funds that are earmarked for receipt in the current fiscal year will not be utilized for current year expenditures.
- **Indirect Cost Allocation:** An Indirect Cost Allocation (ICA) calculation is done during the budget process to allocate General Fund support service costs to other funds. City Council, City Clerk, City Attorney, City Manager, Finance, Human Resources, Information Technology, and Building Maintenance (including the Building Repair Allocation) are the support divisions, and the

remaining divisions are service divisions. Expenditures charged to the support divisions of the General Fund are the City's indirect costs pool. Allocation of indirect costs to the service divisions is conducted on a prorated basis based on total expenditures. The City will exclude Capital Project Funds from the ICA calculations for the budget year. Capital Projects Funds consist of nonrecurring purchases; therefore, exclusion from the ICA calculation will prevent reliance on one-time funds to balance the General Fund budget. For the year-end actuals, the ICA calculations will include Capital Projects Funds.

- **Operating Funds – Operating Expenditures:** All non-General Fund operating funds will maintain sufficient cash balances to cover a minimum of seven months of operating expenditures planned and budgeted at the end of each fiscal year. This means that operations within these funds are subject to funding already received. This policy will ensure the City maintains sufficient cash on hand to cover its normal operations and enable it to identify and avoid potential cash flow issues.
- **De-Obligation:** In the event an unplanned capital project is identified as a higher priority than initially appropriated, the funded project list may be altered to take the new project into account. In this event, all projects will be reviewed, and a new priority list established. Any projects that are removed from the current funded project list will have the attached funding source de-obligated and that funding source will be attached to the new projects and/or returned to the reserve.
- **General Fund Operating Reserve:** The City will maintain an operating reserve in the General Fund equivalent to, at a minimum, 25% of the planned budgeted operating expenditures. These reserved dollars will be used to support unforeseen emergencies, operating insufficiencies, and short-term internal loans. Management will exercise every mechanism available (e.g., budget cuts, hiring freezes, etc.) to avoid use of the reserve. To the extent the reserve level falls below 25%, a plan will be developed and executed to replenish the reserve at the targeted funding level within three years.
- **Building Reserve:** The City will maintain a building reserve to fund capital maintenance projects to sustain existing City facilities or to support the expansion of existing City facilities to address workforce needs of City services.
- **Disaster Contingency Reserve:** The City will maintain an emergency reserve equal to \$1 million as set by Resolution No. 2012-136. These reserve dollars will be used in the event of a “declared emergency” providing financial support for recovery efforts as directed by the City Council.
- **Self-Insured Losses Reserve:** The City will maintain a self-insured loss reserve equal to \$2 million. These reserve dollars will be used for losses not covered under existing insurance programs.
- **Retiree’s Health Fund:** The City will maintain a Retirees’ Health Fund, which will be used to fund the Retirees’ Health Trust to offset retirees’ health accrued liability.
- **Fleet Capital Reserve:** The City will maintain Fleet Capital Reserves in the Fleet Fund for the purchase of new and replacement vehicles and other capital assets. Reserve amounts will be expensed to each operating fund division based upon the vehicles assigned. These amounts will be calculated utilizing the annual asset depreciation expense and allocated through a modified Fleet Allocation process. In the case where funds reserved in the Fleet Fund for a particular asset to be replaced, or an additional new asset to be purchased, are insufficient to cover the entire cost of the asset, additional amounts will be expensed to the appropriate operating division in that year.

- General Fund – Use of Surplus:** In the event the General Fund realizes a surplus, and after calculating the General Fund Operating Reserve target, remaining General Fund surplus (net amount by which the unreserved unassigned fund balance is increased in that fiscal year), in an amount not to exceed 5% of the current fiscal year’s revenue budget will be assigned to: (i) fund long-term accrued liabilities, including but not limited to debt service, pension liability, and retiree’s health benefits (e.g. other post-employment benefits liability, Section 115 Trust); (ii) provide funding for the Economic Reserve Fund; (iii) increase the contributions needed to fund the Fleet Capital Reserve; (iv) provide funding for the Building Reserve Fund; and (v) surplus funds in excess of the minimum reserve targets and requirements in this section can be used for other specific purposes consistent with the General Fund – use of surplus. After assigning the General Fund surplus as outlined above, the remaining General Fund surplus may be used in the following ways provided that such action is approved by the City Council: (i) increase the contributions needed to fund one-time expenditures; or (ii) start-up expenditures for new programs or construction and considered in the context of multi-year projections of revenue and expenditures. Any remaining General Fund surplus shall be added to its unassigned fund balance.

- Reserve Targets:**

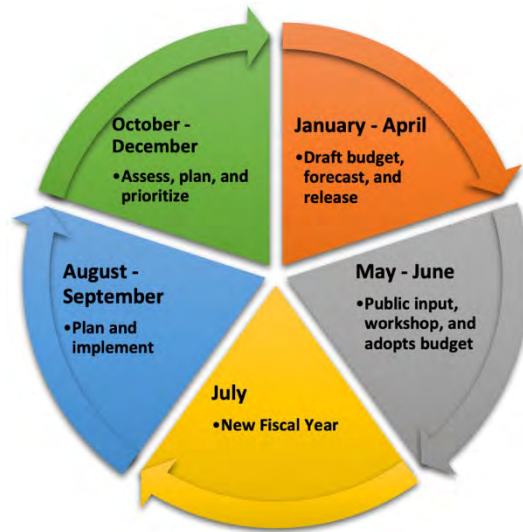
Reserve	Minimum Target	Maximum Target
General Fund Operating Reserve	25% of planned operating expenditures	Undefined
Building Reserve	Undefined	Undefined
Economic Reserve	Undefined	Undefined
Fleet Capital Reserve	Value of fleet replacement needs for the next 5 years	Total purchase value of fleet assets
Pension Liability	80% funded status based on the most recent valuation report	100% funded status based on the most recent valuation report
Retiree’s Health fund	80% funded status based on the most recent valuation report	100% funded status based on the most recent valuation report

- Monitoring Performance:** The City will review the current and five-year projected reserve to ensure that they are appropriate, given the economic and financial risk factors the City is subject to on an annual basis during the City’s budget process.
- “75:25” Operating Expenditure Rule:** To support fiscal stability, the City will work to maintain personnel to operations/maintenance expenditure ratio no greater than 75:25. Pension and health care costs can be extremely volatile and can lead to significant year-over-year expenditure increases. Maintaining a healthy balance between personnel and operations/maintenance expenditures allows for greater control over total expenditures and allows the City to more easily respond to unforeseen costs. The City will analyze its personnel to operations/maintenance expenditure ratio during the budget process each year and make prudent adjustments to bring the ratio back to appropriate levels within three years.

The City prepares and submits an annual operating budget and a five-year CIP budget to the City Council for review and approval. The annual budget process is driven by the City’s Strategic Plan. A graphic of the City’s budget process can be seen in Figure 8-1 below. The City’s FY 2022/2023 budget document was given a “makeover”, with the intention to be more open and transparent. The new format incorporates

industry best practices and better reflects Rocklin’s status of a City of choice in the greater Sacramento region (Rocklin, 2022b). The City also intends to move to a two year operating budget beginning in FY 2025/2026 (City staff, personal communication, August 2024).

Figure 8-1: City of Rocklin Annual Budget Process



The City adopts a one-year fiscal year budget and conducts an annual cycle review to determine any changes that might be needed. The FY 2022/2023 budget was adopted by the City Council on June 30, 2022 (Rocklin, 2022b). The most recent budget, FY 2023/2024 was adopted by the City Council on June 30, 2023 (Rocklin, 2023). The City’s budget is divided into budget schedules and budgets by department. The budget schedules section includes information such as appropriations, sources and uses, changes in fund balance, summary of capital improvement plans, and general fund reserves. The budgets by departments section provides major categories of expenditures in the following services: general government; community development; fire; police; parks and recreation; and public services. Each section includes a department-specific overview of services, an organizational chart, past accomplishments, upcoming year’s goals and objectives, significant changes from the prior budget, and budget and staffing charts (Rocklin, 2023).

Government Code and City policy require an annual independent audit of the City’s financial records by a certified public accountant in the form of ACFRs. The independent audits for FY 2017/2018 through 2021/2022 were performed by Chavan and Associates, LLP., independent auditors. The auditors judge whether the City’s financial statements are presented in conformity with Generally Accepted Accounting Principles (GAAP). The Government Accounting Standards Board (GASB) is responsible for establishing GAAP for state and local governments through its statements and interpretations. Within the audits, all of the City’s basic services are considered to be governmental activities, including general government, community development, parks and recreation, public safety, and public services. These services are supported by general City revenues, such as taxes, and by specific program revenues, such as development and recreation program fees. The City does not have any business-type activities (Rocklin, 2022a).

8.1.1 Operating Budget Award

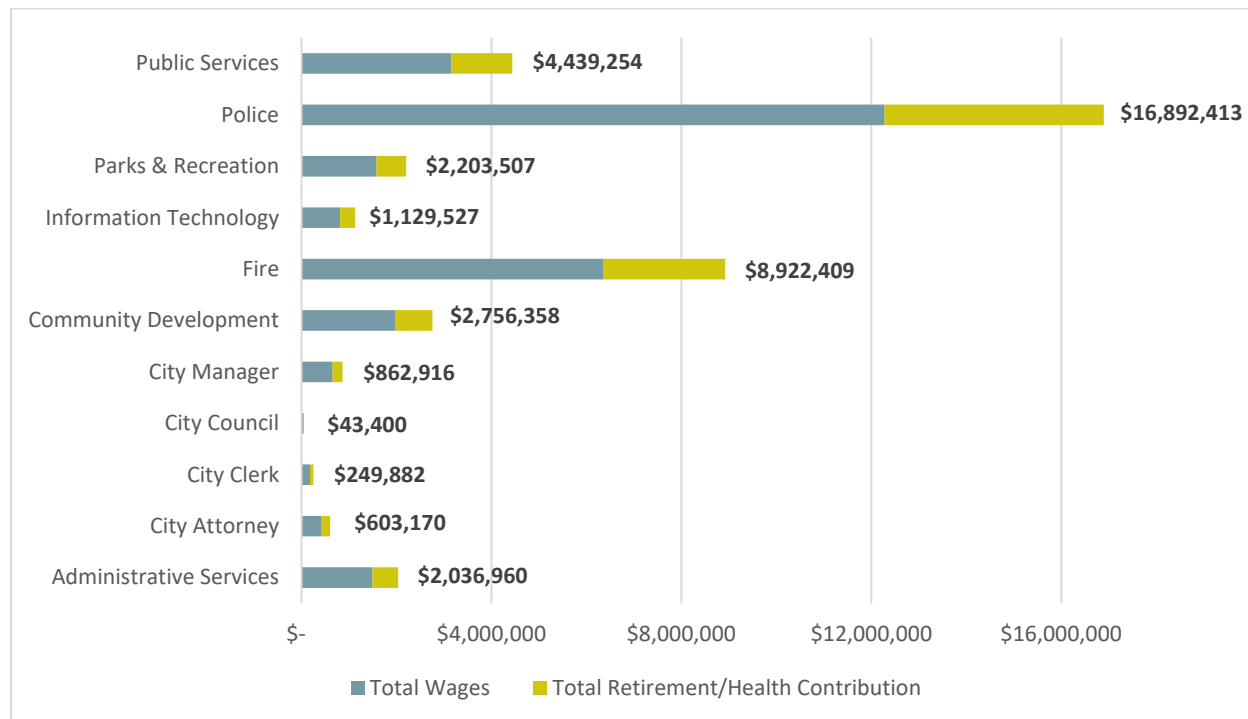
The City's FY 2022/23 Adopted Operating Budget document received the Operating Budget Meritorious Award from the California Society of Municipal Officers. The award process includes peer reviews of cities' operating budgets. Peer review methods are employed to maintain standards, improve performance, and provide credibility (Rocklin, 2024).

8.1.2 Data Transparency

Financial data transparency promotes accountability and provides information to citizens about what their local government is doing. Transparency allows residents to stay informed and learn about local government revenue, spending, and debt. The City Finance Director makes regular reports to the City Council regarding contracts and warrants via the consent agenda, and this information is available to the public via the meeting agenda packet.

Transparency with salary data is also an important attribute for cities in California. The City of Rocklin provides competitive compensation and a benefits package to full-time, regular employees, as shown in Figure 8-2 below. In addition, the City forwards a report to the California State Controller for Government Compensation in California per Government Code Section 53891. The most recent data available for the City from the State Controllers website is 2022. In 2022, the City had 359 employees on their payroll, city-wide, including both full-time and part-time staff. The level of staffing in 2022 consisted of a full-time equivalent of 272 employees based on retirement and benefits compensation. Employee compensation may include regular pay, overtime pay, lump-sum payment, defined benefit retirement, health/dental/vision insurance, and other pay (California State Controller, 2022).

Figure 8-2: Employee Wages and Compensation by Department, 2022



As shown in Figure 8-2, total wages and benefits were highest for the Police Department at approximately \$16.9 million followed by the Fire Department at approximately \$8.9 million. Total wages and benefits for the Fire and Police Departments combined made up 64 percent of total wages and compensation across all departments, or approximately \$25.8 million. The Police Department had the highest total wages at approximately \$12.2 million followed by the Fire Department at approximately \$6.3 million and Public Works at approximately \$3.2 million. In 2022, 12 employees earned an excess of \$300,000, and 62 employees earned between \$200,000, and \$299,999 in total compensation. One hundred and seventy-six employees earned between \$199,999 and \$30,000 and the remaining 109 earned \$29,999 or less in total compensation for 2022 (California State Controller, 2022).

8.2 City Revenues and Expenditures

For the City of Rocklin, property taxes and sales and use taxes account for an average of 40 percent of the City's Total Revenues (as reflected in the ACFRs for FY 2017/2018 through FY 2021/2022). The largest expense for the City for the same fiscal years was Public Safety at an average of 36 percent, except for FY 2017/2018 in which General Services was the largest expense at 34 percent as shown in Figure 8-3 on the next page. A breakdown of revenues and expenditures is also available in table format in Appendix J. Table 8-1 and Figure 8-4 on the following page include revenues and expenditures for the City as stated in the FY 2022/2023 and FY 2023/2024 Annual Budgets (Rocklin, 2018; 2019; 2020; 2021; 2022a; 2022b; 2023).

The analysis of the City's revenues and expenditures for FY 2017/2018 – FY 2021/2022 in this section is taken from the Government-Wide Statement of Activities in the ACFRs, which provides a longer-term view of the City's activities as a whole. This is intentional, as the Government-Wide Statement of Activities details the City's revenues and expenditures on a full accrual basis with the emphasis on measuring net revenues and/or expenses for each of the City's programs. All revenues and expenditures are reported as soon as the event causing the change occurs, regardless of the timing of the related cash flows. Therefore, some revenues and expenses reported in each fiscal year are for items that will only result in cash flows for future fiscal periods (City of Rocklin, 2022a). The purpose of Government-Wide financial statements is to present the financial position and the operating results of the governmental entity as a whole. The statements are expected to provide readers with operational accountability information and to enable them to do the following:

- understand the true financial position of the governmental entity, including capital and financial assets and long-term as well as short-term liabilities;
- determine whether the entity is able to continue to provide current service levels and meet its obligations as they become due; and
- determine the operating results of the entity, including the economic cost and the net cost of services, and assess the economy, efficiency, and effectiveness of operations.

Figure 8-3: Total Governmental Funds Revenues and Expenditures for FY 2017/2018 through FY 2021/2022

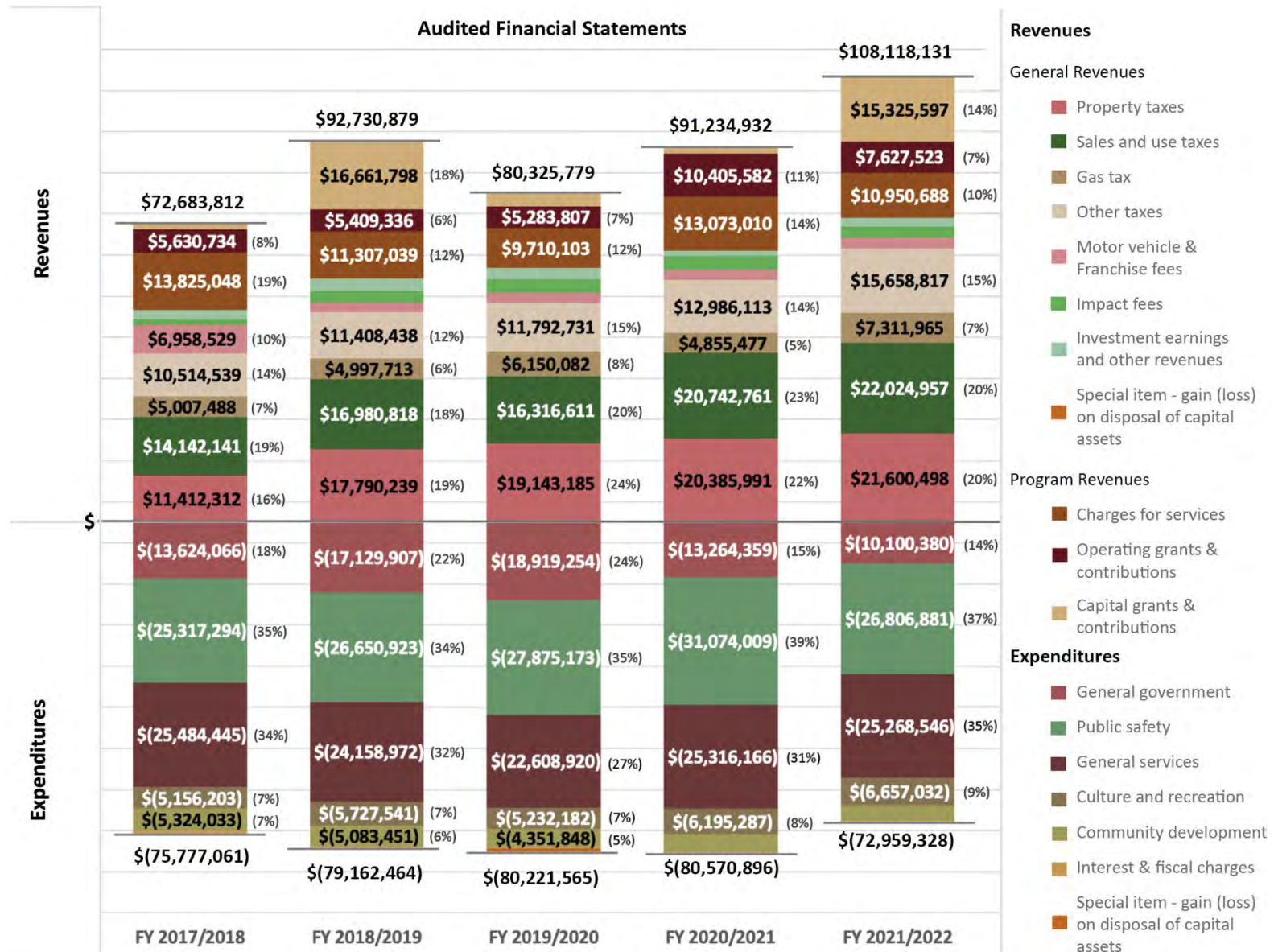
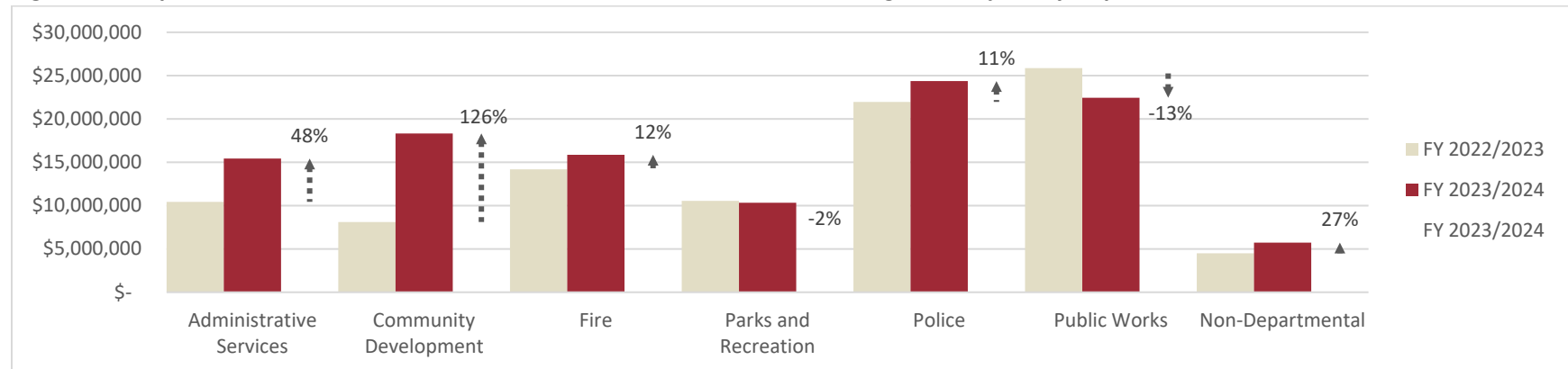


Table 8-1: City Annual Budgets Revenues and Expenditures by Department, FY 2022/2023 and FY 2023/2024

	FY 2022/2023			FY 2023/2024		
	Revenues	Expenditures	Surplus (Deficit)	Revenues	Expenditures	Surplus (Deficit)
City Council	\$-	\$97,800	\$(97,800)	\$-	\$99,400	\$(99,400)
City Manager	\$-	1,251,000	\$(1,251,000)	\$170,000	\$4,650,700	\$(4,480,700)
City Attorney	\$28,100	\$1,118,400	\$(1,090,300)	\$28,100	\$1,142,400	\$(1,114,300)
City Clerk	\$-	\$398,000	\$(398,000)	\$-	\$329,000	\$(329,000)
Administrative Services	\$17,802,700	\$10,436,600	\$7,366,100	\$19,365,200	\$15,426,700	\$3,938,500
Community Development	\$4,910,400	\$8,109,500	\$(3,199,100)	\$10,405,800	\$18,329,000	\$(7,923,200)
Fire	\$2,711,200	\$14,188,200	\$(11,477,000)	\$5,103,800	\$15,865,050	\$(10,761,250)
Information Technology	\$30,900	\$3,461,700	\$(3,430,800)	\$-	\$-	\$-
Parks and Recreation	\$4,009,800	\$10,540,900	\$(6,531,100)	\$5,828,100	\$10,326,500	\$(4,498,400)
Police	\$1,769,200	\$21,967,400	\$(20,198,200)	\$1,851,500	\$24,368,450	\$(22,516,950)
Public Works	\$8,015,100	\$25,868,700	\$(17,853,600)	\$6,053,000	\$22,450,900	\$(16,397,900)
Non-Departmental	\$64,962,000	\$4,499,000	\$60,463,000	\$66,194,500	\$5,728,800	\$60,465,700
Total	\$104,239,400	\$101,937,200	\$2,302,200	\$115,000,000	\$118,716,900	\$(3,716,900)

Source: Rocklin, 2022b, 2023

Figure 8-4: Expenditures for FY 2022/2023 and FY 2023/2024 with Percent Change for Major City Departments

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For the Government-Wide Statement of Activities, the operations of the government entity are presented in a net (expense) revenues format. The purpose of using this format is to:

- to report the relative financial burden of each of the government's functions or programs on its taxpayers; and
- to identify the extent to which each function or program draws from the general revenues of the organization or is self-supporting through fees and intergovernmental aid.

Revenues are categorized according to their purpose as either general or program revenues in the Statement of Activities (NCES, 2014). Therefore, this analysis will focus on the Government-wide financial statements for those fiscal years stated above. In sections relative to the City's different funds, the Total Governmental Fund financial statements will be analyzed in Section 8.3 below. For FY 2022/2023 and FY 2023/2024 revenues and expenditures are derived from the City's Annual Budgets broken down by Department.

The FY 2021/2022 ACFR letter to City Council provided the following summary statement:

Following the unprecedented disruptions to the basic functioning of the economy caused by the coronavirus pandemic, the overall economic recovery happened quickly and more robustly than many anticipated, providing a surge of revenues in City funds, helped the City significantly improve the City's budgetary position in fiscal year 2021/2022 and into fiscal year 2022/2023. For fiscal year 2021/2022, the City received substantially more sales tax revenues than anticipated, actuals received were 23 percent more than budgeted. The City budgeted a thirteen percent increase in sales tax revenue for 2022/2023 from the prior year. Property tax revenue also increased by six percent from the prior year (Rocklin, 2022a).

The two City budgets show Public Works Department as accounting for the largest expense at 25 percent in FY 2022/2023, followed closely by the Police Department at 22 percent. For FY 2023/2024, the Police Department is the largest expense at 21 percent, followed by Public Works Department at 19 percent.

8.2.1 Revenues

City revenues accounted for in the ACFRs governmental activities statements are broken down by General revenues and Program revenues. General revenues include all taxes, fees, investment earnings and other revenue. Program revenues include charges for services, operating grants and contributions, and capital grants and contributions.

General revenues account for an average of approximately 71 percent of City revenue annually. As a result, the City's financial resources are from recurring revenue sources that can be counted on year-over-year and are relatively stable. Taxes are the primary revenue source for the City and include property taxes, sales and use taxes, gas tax, transient occupancy tax, and other taxes; which accounted for approximately \$66.6 million (62 percent) of all revenue in FY 2021/2022. On average, the City received approximately \$54.2 million in taxes from FY 2017/2018 through FY 2021/2022 with property taxes and sales and use taxes making up over half of all taxes year-over-year. Taxes have increased 62 percent between FY 2017/2018 and FY 2021/2022. General revenues totaled approximately \$74.1 million compared to program revenues at \$33.9 million for FY 2021/2022.

Program revenues account for an average of approximately 29 percent of City revenue annually. Program revenues are more variable year-over-year than General revenues. In FY 2021/2022, Program revenues accounted for 31 percent of all revenue for the City. Program revenues for the City were steadily increasing until the COVID-19 pandemic in 2020. For the COVID-19 pandemic fiscal year (FY 2019/2020), Charges for Services decreased by approximately \$1.6 million (14 percent) due to the stay-at-home shutdown which restricted recreation-type ticketed events, event center rentals, and decreased inspection activities. This reduction was also due to the cessation of the shared fire chief service agreement with a neighboring City. In FY 2020/2021, program revenues saw an increase to near pre-COVID-19 amounts at approximately \$25.1 million. Of that, approximately \$3.52 million was from the American Rescue Plan Act of 2021 (ARPA) funds, a new Tobacco Grant, and the Coronavirus Aid, Relief, and Economic Security Act of 2020 (CARES Act) Grant.

For FY 2021/2022, the City's General Revenues increased by 12.1 percent from approximately \$66.1 million to \$74.1 million. Program Revenues were up 34.9%, or \$8.8 million over the prior year. Charges for services decreased by \$2.1 million (16%) in part due to decreases in building permit fees and capital construction fees. Operating grants and contributions decreased by \$2.8 million (27%) from the prior year, mainly as a consequence of the prior year seeing a large amount in federal grants as part of the COVID-19 response.

The FY 2023/2024 Operating and the Capital Improvement Plan budgets total \$119 million for all funds. This budget supports 270 full-time equivalent (FTE) positions and resources needed to provide the following public services: police; fire; planning and community development; construction and maintenance of streets; storm drains and other infrastructure; parks and recreation; and general government services. Total revenues are anticipated to be up by approximately \$10.8 million (or 10 percent) in FY 2023/2024 compared to FY 2022/2023 or 10 percent.

8.2.2 Expenditures

The City's main expenditures in the ACFRs Government-wide Statement of Activities were Public Safety, General Services, and General Government from FY 2018/2019 through FY 2021/2022. On average, 36 percent of City expenditures are for Public Safety which includes Police and Fire services. In FY 2021/2022, General Government expenses decreased by \$3.2 million (24 percent) because of GASB 68 adjustments. Due to higher-than-expected returns on assets in the City's pension plan, the adjustments resulted in a reduction of pension expense for that fiscal year. Public safety also saw a decrease in expenses by \$4.3 million (14 percent) also because of GASB 68 adjustments.

The FY 2023/2024 Operating and the Capital Improvement Plan budgets total approximately \$118.7 million in expenditures for all Departments. This budget supports 270 full-time equivalent (FTE) positions and resources needed to provide the following public services: police; fire; planning and community development; construction and maintenance of streets, storm drains, and other infrastructure; parks and recreation; and general government services. Anticipated expenditures by City Department for the FY 2023/2024 budget increased by 126 percent or approximately \$10.2 million for the Community Development Department and increased by 48 percent or approximately \$5.0 million for the Administrative Services Department. The Community Development Department expenses for FY 2023/2024 increased significantly compared to FY 2022/2023 due to Division consolidations. The

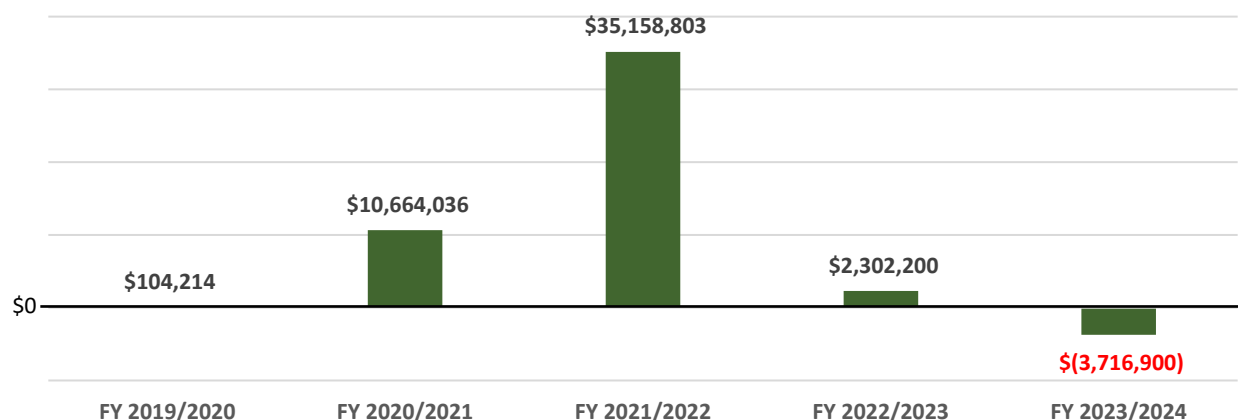
Engineering Division was consolidated into the Community Development Department as part of the FY 2023/2024 budget, adding three positions (3.0 FTE) and associated budgets, while the Housing Division was consolidated into the City Manager’s Office with one position (1.0 FTE) and associated budgets moving out of the Community Development Department. Overall staffing for this Department increased by 3 positions and the new engineering division added the \$12.4 million to the Department expenses.

8.2.3 Revenues (Over / Under) Expenditures

The City operated with revenues over expenditures from fiscal years 2019/2020 through 2022/2023 as shown in Figure 8-5, below. City revenues exceeded expenditures by approximately \$10.6 million in FY 2020/2021 due to increases in program revenues, taxes and assessments; and \$35.2 million in FY 2021/2022 from the American Rescue Plan Act of 2021 (ARPA). In FY 2021/2022, total program revenue and total general revenue increased \$16.8 million while total expenses decreased by \$7.6 million as a result of higher-than-expected returns on assets in the City’s pension plans which resulted in a reduction of pension expense.

The budget for FY 2022/2023 shows anticipated revenues over expenses by approximately \$2.3 million while the FY 2023/2024 budget indicates expenses are anticipated to exceed revenues (by \$3,716,900) after four years of revenues exceeding expenditures.

Figure 8-5: Revenues Over/Under Expenditures for FY 2019/2020 – FY 2021/2022 & Budgeted Revenues Over/Under Expenditures for FY 2022/2023 – FY 2023/2024



It should be noted that the City’s budgets generally err on the conservative side when analyzed by the City’s ACFRs. For example, the FY 2021/2022 ACFR includes a review of changes in fund balances from the City’s original and final budgets compared to the actual amounts. In the majority of funds for that year, the City generally anticipated less revenues and more expenditures than the actual amounts. It should be noted that those differences were not drastic, generally within a few hundreds of thousands of dollars, except for some capital improvements that did not occur and were anticipated in that fiscal year, as well as \$13 million from Community Facilities District (CFD) No. 10 Capital Projects, which was also not anticipated. This \$13 million was the result of the issuance of special tax bonds by the CFD, which are contributed to the City to finance the acquisition of public facilities.

8.3 Governmental Funds

The City's ACFRs include a statement of revenues, expenditures, and changes in fund balances as well as a balance sheet for the City's governmental funds divided into major and non-major governmental funds. The fund financial statements report the City's operations in more detail than the government wide financial statements and focus primarily on the short-term activities of the City's General Fund and other major funds. The fund financial statements measure only current revenues and expenditures and fund balances; they exclude capital assets, long-term debt, and other long-term amounts. Those funds that are considered major funds can change between fiscal years, making a comparison of major funds over multiple fiscal years impossible. Therefore, this analysis will review a summary of total governmental funds, which includes the City's General Fund (Rocklin, 2018; 2019; 2020; 2021; 2022a; 2022b; 2023). The internal service funds for the City are not included in this analysis, but can be found in the Individual Fund Analysis Section No. 8.3.3. A detailed analysis of the General Fund can be found in Section No. 8.3.2.

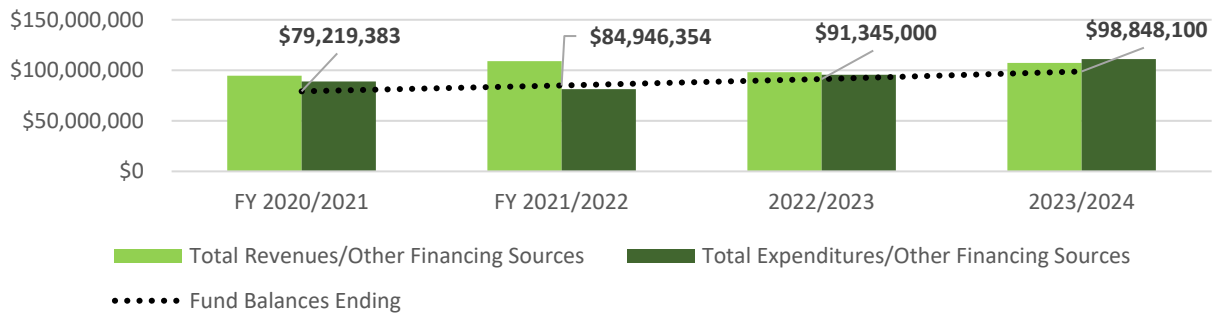
8.3.1 *Summary of Total Governmental Funds*

The City uses funds to report on its financial position and the results of its operations (Rocklin, 2023). A fund is an accounting entity with a self-balancing set of accounts established to record the financial position and results of operations of a specific government activity. The City maintains the following fund types:

- Governmental Fund Types
 - **General Fund:** The primary operating fund of the City and accounts for all financial resources, except those required to be accounted for in another fund. The General Fund includes those funds listed in Section 8.3.2;
 - **Special Revenue Funds:** Account for the proceeds of specific revenue sources (other than special assessments, expendable trusts or capital projects) that are restricted by law or administrative action to expenditures for specified purposes. The City's Special Revenue Funds include: Motor Vehicle Fuel Tax (Gas Tax); SB1 Road Maintenance and Rehabilitation Allocation; SB325 Sales Tax; SB325 Transit Funds, Bicycle and Pedestrian, Low Carbon Transportation Program; Recreation Facilities Contribution; Lighting Maintenance District 1; Community Facilities District 1; Community Facilities District 5; Community Facilities District 6; Landscaping and Lighting Maintenance District 2; Park Development and Maintenance Tax; Streets Grants Fund; Asset Forfeiture (State); Asset Forfeiture (Federal); Traffic Safety/Police Department Grants; Certified Access Specialist – Handicapped Accessibility Certification and Training; State Community Development Block Grant (CDBG) Housing Rehabilitation; CBDG 2000 (Oak Court); CBDG First Time Home Buyers; CBDG Housing and Urban Development Entitlement; CBDG HUD Coronavirus; Department of Finance (DOF) Treasury Coronavirus; American Rescue Plan Act (ARPA); Low- and Moderate-Income Housing Asset; Grant & Other Reimbursables; and Supplemental Law Enforcement Grant Fund;

- **Capital Project Funds:** Account for financial resources segregated for the acquisition of major capital projects or facilities (other than those financed by proprietary fund types). The City's Capital Project Funds include Park Development Fees; Community Park Fees; Traffic Circulation Impact Fees; Capital Construction Tax; Oak Tree Mitigation Fees; Whitney Ranch Trunk Sewer Project; NW Rocklin Community Park Fees; Public Facilities Impact Fees; Rocklin Public Financing Authority; and Whitney Ranch Interchange Fees Fund;
- **Debt Service Funds:** Account for the accumulation of resources for and payment of, interest and principal on general long-term debt and related costs. The City's one Debt Service fund is the Capital Construction Debt Service fund which accounts for principal and interest payments on capital construction debt such as Lease Revenue Bonds; and
- **Permanent Funds:** Account for and report resources that are restricted to the extent that only earnings, and not principal, may be used for purposes that support City programs for the benefit of the City and its citizens. The City's Permanent Funds include the Wetlands Maintenance and Conservation Easement Endowment funds.
- Proprietary Fund Types
 - **Internal Service Funds:** Account for the financing of goods or services provided by one department or agency to other departments or agencies of the City or to other governmental units on a cost- reimbursement basis. The City's Internal Service Funds include the Fleet Management and Risk Management Funds.
- Fiduciary Fund Types
 - **Agency Funds:** Accounts for assets held by the City as trustee or agent for individuals, private organizations, other governmental units and/or other funds. These funds are custodial in nature and do not involve measurement of results of operations. The City's single Fiduciary fund is the Public Arts Trust Fund.

According to City ACFRs and the City's Budgets for FY 2022/2023 and 2023/2024, total fund revenues have exceeded expenditures for all years except the most recent budget, FY 2023/2024, as shown in Figure 8-6. The fund balances ending for all governmental funds combined has steadily increased year over year.

Figure 8-6: Total Governmental Funds for Major Funds and Non-Major Funds from FY 2020/2021 to FY 2023/2024 (Except Internal Service Funds)

For Figure 8-6 above, the revenues and expenditure amounts from the City's ACFRs for FY 2020/2021 and FY 2021/2022 include other financing sources such as transfers in and transfers out, proceeds from debt issuance, defeasance of debt, transfers from agency funds, and transfers to agency funds. For the City's Budgeted years, the revenue and expenditure amounts as well as the fund balance were taken from the Schedule 2 Report minus the internal service funds which are not included in the total government fund analysis in the ACFRs in order to maintain a similar comparison between years.

According to the ACFRs, the overall fund balance across all funds for the City has continued to increase the last two fiscal years. Between FY 2020/2021 and FY 2021/2022, the overall fund balances ending increased by \$5.7 million or 7.2 percent. Revenues in FY 2021/2022 total approximately \$109 million while expenditures totaled approximately \$81.4 million. For the most recent City Budget, expenditures are expected to exceed revenues by approximately \$3.7 million with the General Fund expecting a deficit of \$1.82 million which will be covered by the General Fund Reserve. The \$1.82 million from the General Fund Reserve includes \$1.189 million transferred to the Building Repair Allocation Fund and \$424,100 transferred to the Park Infrastructure Reserve Fund. According to City staff, the Building Repair Allocation Fund, also referred to as the Building Reserve, is intended to finance capital maintenance projects to sustain existing City facilities or to support the expansion of existing City facilities to meet the workforce needs of City services. The Park Infrastructure Reserve Fund is designed to fund capital maintenance projects to sustain the existing City park infrastructure (City staff, personal communication, August 2024).

8.3.1.1 Transfers In/Out

Multiple interfund transfers occurred in FY 2021/2022. These transfers result from movement of resources from one fund to another within the City funds. A total of \$5,942,031 of resources were transferred between City funds as detailed in Table 8-2 below.

Table 8-2: Interfund Transfers as of June 30, 2022

Fund	Fund Type	Transfer In	Transfer out
General Fund	General	\$5,406,836	\$416,194
Sales Tax SB 325	Special Revenue	\$ -	\$423,236
Low Mod Income Housing Asset	Capital Projects	\$ -	\$152,205
Traffic Circulation Impact Fee	Capital Projects	\$ -	\$105,464

Fund	Fund Type	Transfer In	Transfer out
Capital Construction Debt Service	Debt Service	\$530,918	\$ -
Gas Taxes	Special Revenue	\$ -	\$208,009
SB1 Road Maintenance and Rehab Act	Special Revenue	\$ -	\$30,600
Community Facilities District No. 1	Special Revenue	\$ -	\$2,071,182
Community Facilities District No. 5	Special Revenue	\$1,134	\$631,988
Community Facilities District No. 6	Special Revenue	\$ -	\$31,600
Landscaping & Lighting Maint. District No. 2	Special Revenue	\$ -	\$288,256
Park Development & Maintenance Tax Fund	Special Revenue	\$ -	\$631,027
Traffic Safety/PD Grants	Special Revenue	\$3,143	\$ -
CDBG HUD Entitlement	Special Revenue	\$ -	\$56,065
Grants and Other Reimbursables	Special Revenue	\$ -	\$92,640
Supplemental Law Enforcement Grant	Special Revenue	\$ -	\$173,673
Community Park Fees	Capital Projects	\$ -	\$6,674
Capital Construction Tax	Capital Projects	\$ -	\$530,918
Oak Tree Mitigation	Capital Projects	\$ -	\$20,633
Whitney Ranch Trunk Sewer Project	Capital Projects	\$ -	\$1,400
Public Facilities Impact Fees	Capital Projects	\$ -	\$18,406
Wetlands Maintenance	Permanent	\$ -	\$2,427
Conservation Easement Endowment Fund	Permanent	\$ -	\$1,134
Fleet Management	Internal Service	\$ -	\$48,300
Total		\$5,942,031	\$5,942,031
<i>Source: Rocklin, 2022a</i>			

Transfers are used to: (1) move revenues from the fund that the statute or budget requires to collect them to the fund that the statute or budget requires to expend them; and (2) to move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments become due. The majority of the funds were transferred to the General Fund at approximately \$5.4 million. Funds are moved from Special Revenue, Capital Projects, and Permanent and Internal Service Funds into the General Fund in order to pay for the specific needs of that year's budget based on what those funds can be used for. A more detailed discussion of the General Fund can be found in the next section.

8.3.2 General Fund

This section discusses the General Fund financing components for the City of Rocklin and identifies the General Fund revenue sources and expenditures currently being experienced by the City. All City services are funded by the General Fund except Special Revenue Funds, Capital Project Funds, Debt Service Fund, Internal Service Funds, and Permanent Funds, which are restricted for specific purposes. This section will discuss revenues for the General Fund and provide an analysis of General Fund revenues and expenditures divided into two sections: 1) the ACFR's for the last five years; and 2) the two most recent City budgets for FY 2022/2023 and FY 2023/2024.

8.3.2.1 General Fund Revenues

Major sources of the City’s General Fund revenue come from property tax, sales and use tax, and fees and charges for services. Additional revenue sources include fines and forfeitures, use of money and property, intergovernmental revenues, transfers in from other funding sources and other revenues. Property taxes, sales taxes, and fees and charges for services will be discussed in greater detail below.

Property Tax

Annual property tax revenue is used as a fiscal indicator for cities. Although property tax revenue can be relatively stable, it does lag approximately two years behind changes in market conditions. Property taxes make up the largest component of General Fund revenues at 37 percent of total General Fund revenue. Property taxes have risen steadily since the recovery from the 2008 recession, due to a combination of rising home values and new home construction. Figure 8-7 below shows the amount of property tax collected each fiscal year from FY 2009/2010 through FY 2023/2024 from the City’s FY 2023/2024 Annual Budget Report (Rocklin, 2023). The FY 2023/2024 Annual Budget estimates approximately \$24 million in property tax revenue, an increase of 8.2 percent compared to FY 2022/2023. In 2022, the volume of home sales decreased as home purchases became more expensive overall for home buyers primarily due to the Federal Reserve repeatedly raising interest rates. Although this trend is anticipated to continue through FY 2023/2024, the City does not anticipate there to be enough supply in the market to lead to acute price declines.

Figure 8-7: Historic Property Tax Revenues (FY 2009/2010 – FY 2023/2024)



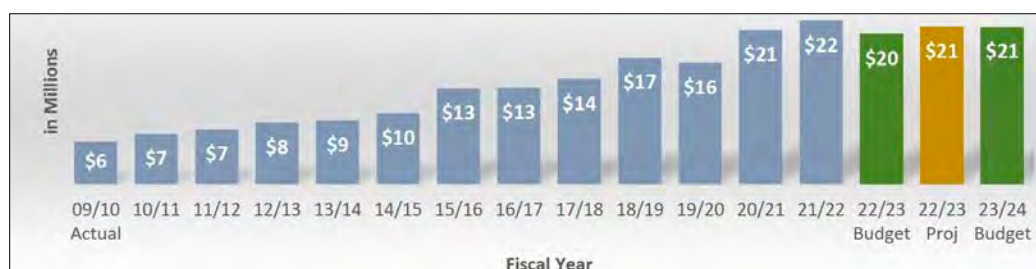
Prior to Proposition 13, each local government (city, county, special district, and school district) annually approved a general tax rate which was transmitted to the County Auditor-Controller to be levied against the assessed value of each property within that local jurisdiction’s boundary. Proposition 13 capped the total amount that can be levied on any given property to one (1) percent of the assessed value of the property prior to Proposition 13 or the value of the property at the time ownership changed, whichever is more recent. Included in this cap is an annual escalator of no more than two (2) percent annually. Proposition 13 removed the ability for local jurisdictions to raise revenue by property tax, effectively locking in the rate of increase. In 1979, Assembly Bill (AB) 8 was adopted which called for the splitting of the given property tax proportionally among all local governments providing service to that property (Chu, 2016). According to the California State Controller, the basic premise of AB 8 is to allocate to each local government entity the amount it received in the prior year, plus a share of the property tax growth within each entity’s boundaries. The revenue allocation of the one (1) percent general property tax levy is calculated pursuant to Revenue and Taxation Code §96.5 (California State Controller, 2019). The property

taxes are collected by the County then allocated to the cities. Approximately 12.7 percent of ad valorem property taxes levied in Rocklin come back to the City.

Sales Tax

Annual sales tax revenue is used as a fiscal indicator for cities because it can help determine sensitivity to changes in local economic conditions, possibly impacting the ability of cities to fund and provide services. Sales tax has risen steadily since a recession low of \$5.7 million in FY 2009/2010 as shown in Figure 8-8 below (Rocklin, 2023).

Figure 8-8: Historic Sales Tax Revenues (FY 2009/2010 – FY 2023/2024)



Sales taxes are the second largest source of General Fund revenues and are anticipated to account for 32 percent of all General Fund monies. For FY 2023/2024 sales tax revenues are anticipated to total approximately \$21.2 million, a 4.7 percent increase compared to the previous FY 2022/23 revised budget.

FY 2023/24 sales tax revenue is anticipated to only modestly increase due to a slowdown in taxable merchandise spending. Motor vehicle dealerships, which are the City's largest business type, are projected to generate less sales tax revenues as auto inventory available for sale is increasing from historic lows after recent supply chain disruptions and computer chip shortages ease. Used car prices are also declining on the wholesale market as quantities ease. In addition, general retail sales were steady or declined for the 2022 calendar year, a trend that is likely to continue for the next fiscal year. According to City staff, sales tax is volatile and can change quickly; therefore, staff constantly monitor sales tax revenues for signs of above or below budget performance. The current sales tax rate in Placer County and the City of Rocklin is 7.25 percent. The 7.25 percent is distributed to various agencies with 1 percent of the 7.25 percent going to the City of Rocklin.

Fees and Charges

Local government has the ability to implement fees to fund City facilities, infrastructure, and services. Through enactment of Rocklin Municipal Code Chapter 3.32, the City maintains a service fee cost comparison system for the purpose of recovering some or all of the costs reasonably borne for providing services of a voluntary and limited nature through fees for those services, so that general taxes are not diverted from general services of a broad nature and utilized instead to subsidize such services of limited benefit. Annually, the City reviews and updates service fees, rental fees, regulatory fees, and penalties/fines to reflect changes in costs reasonably borne. In order to implement fee updates for the calendar year, the Finance Division in the Administrative Services Department presents the annual Schedule of Fees to the City Council for adoption by resolution, and the new and increased fee amounts

adopted become effective January 1 of the next calendar year. The most recent Schedule of Fees for the City was adopted by City Council in the fall of 2023 and became effective January 1, 2024 accessible here: https://www.rocklin.ca.us/sites/main/files/file-attachments/rocklin_fee_schedule.pdf?1708463091.

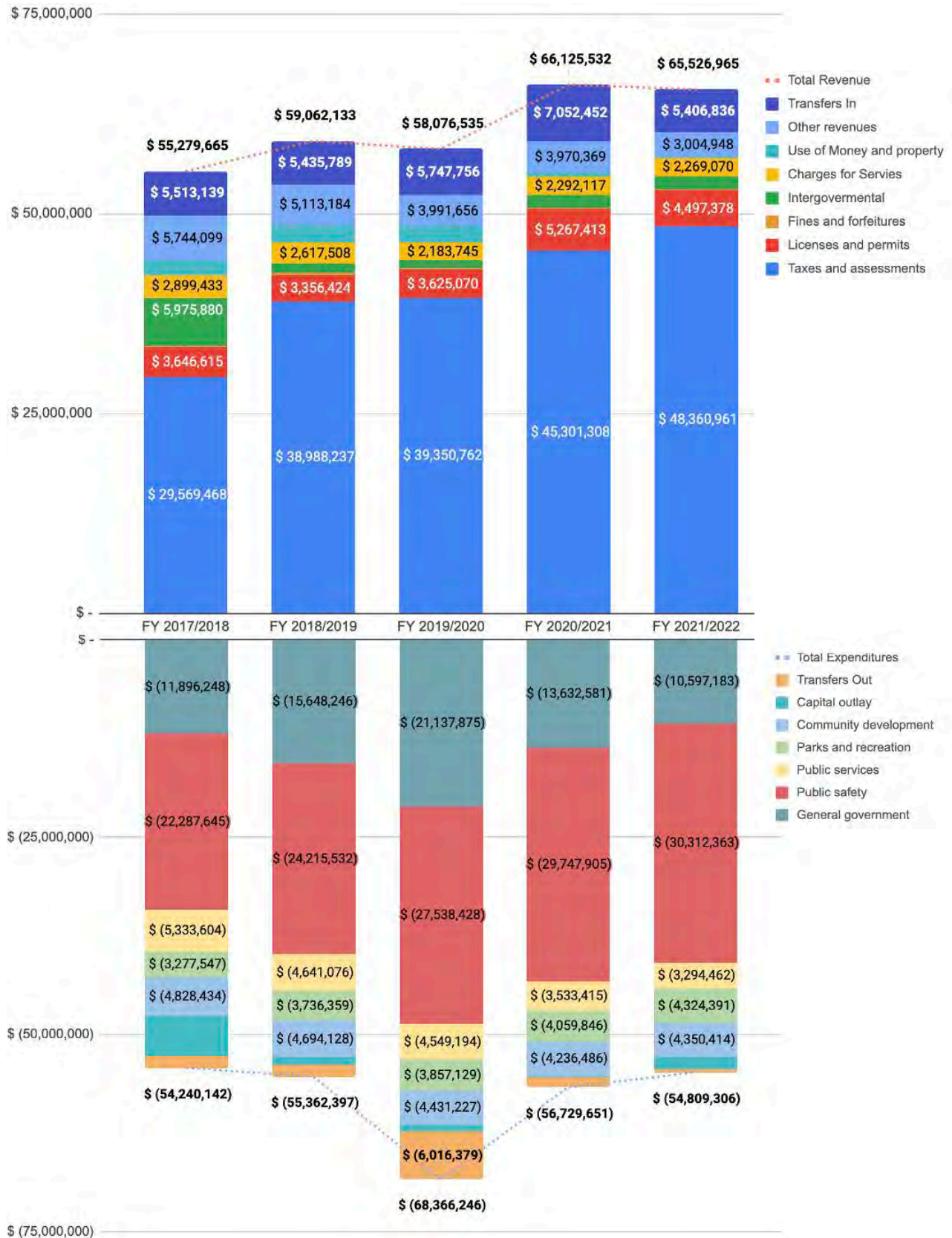
8.3.2.2 Annual Comprehensive Financial Reports (FY 2017/2018 – FY 2021/2022)

In the Annual Comprehensive Financial Reports (ACFRs), the General Fund is used to account for resources traditionally associated with the City, which are not required legally or by sound financial management to be accounted for in another fund. The General Fund pays for the City’s general operating expenditures, the fixed charges, and the capital costs that are not paid through other funds. Figure 8-9 on the next page shows revenues and expenditures for the General Fund from FY 2017/2018 through FY 2021/2022 including transfers in and transfers out (Rocklin, 2018; 2019; 2020; 2021; 2022a).

The General Fund is a combination of other funds, which include:

- **General Fund:** The primary operating fund of the City. It is used to account for all activities except those legally or administratively required to be accounted for in other funds;
- **Quarry Park Amphitheater Events:** This is a general fund type fund that accounts for the special event activities hosted by the Parks and Recreation Department at the Quarry Park Amphitheater;
- **Quarry Park Adventures Reserve:** This is a general fund type fund that accounts for a set aside for Quarry Park Adventures operating shortfalls, to be used as needed for deficits, up to the amount specified in the contract with the park operator;
- **Streets Maintenance Reserve:** This is a general fund type fund. These committed funds are set aside to be used for the maintenance of streets and roads;
- **Economic Development Reserve:** This is a general fund type fund that accounts for committed funds previously set aside to be used for economic development activities;
- **Technology Fee:** This fund accounts for fees collected to cover the cost of e-commerce and related technology systems;
- **Retirees Health:** This fund accounts for monies to fund the Retirees’ Health premium payments and to fund the Retirees’ Health Trust. Budget policy requires 5% of any annual General Fund unreserved surplus to be transferred to the Retirees’ Health fund;
- **Boroski Landfill Monitoring:** This fund accounts for costs to monitor the Boroski Landfill;
- **American’s with Disabilities Act (ADA):** The ADA is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including all public and private places that are open to the general public. This fund accounts for monies used for services and improvements to facilities for individuals with disabilities (City of Rocklin, 2023).

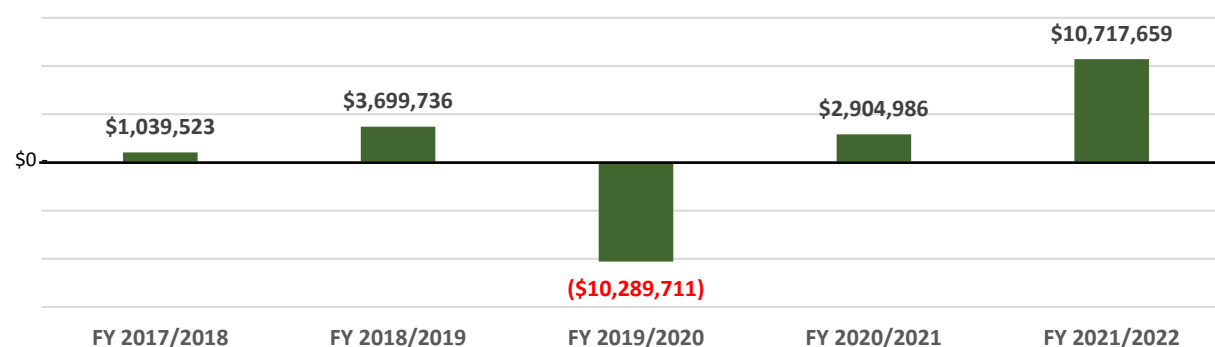
Figure 8-9: General Fund Revenues and Expenditures (FY 2017/2018 – FY 2021/2022)



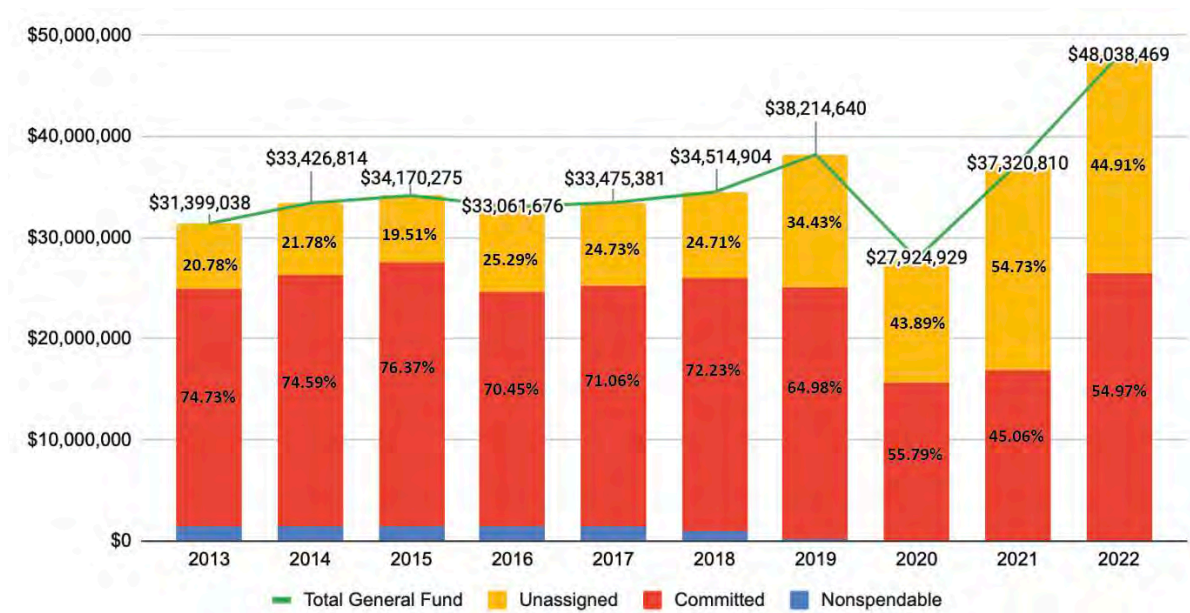
Revenues for the General Fund have mostly increased over the last five years. The dip in revenues for FY 2019/2020 was likely due to the COVID-19 pandemic stay-at-home order which reduced the City's program revenues. Taxes for the City have continued to increase year over year. While revenues have increased, expenditures have fluctuated with a slight increase between FY 2017/2018 and FY 2018/2019. The 15 percent increase (approximately \$8.4 million) in expenditures between FY 2018/2019 and FY 2019/2020 was due to the strategic use of reserve funds. The City transferred approximately \$3 million from the General Fund excess reserves to the Risk Management Fund and made additional discretionary contributions to the City's IRS Section 115 trust fund for retirees' health and pension unfunded accrued liability (UAL). This was a strategic decision to reduce the City's liabilities (City Staff, personal communication, February 21, 2024).

Costs for public safety which includes police and fire services have continued to increase year over year, increasing by 36 percent over the five-year period. Parks and recreation costs have also slowly increased year-over-year. For the last five years, expenses have outpaced revenues only in FY 2019/2020, while revenues have exceeded expenses for the other fiscal years as shown in Figure 8-10 on the next page.

Figure 8-10: General Fund Revenues Over/(Under) Expenditures (FY 2017/2018 – FY 2021/2022)



For FY 2021/2022, General fund revenues totaled approximately \$60.1 million, and expenditures totaled approximately \$54.4 million. Transfers-in from other funds totaled \$5.4 million, transfers-out totaled \$416,000, resulting in a net increase in General Fund balance of \$10.7 million. This fund balance increase is primarily attributed to increases in tax revenues. Within the General Fund for FY 2021/2022, approximately \$21.56 million was unassigned. A breakdown in percentage of the General Fund Balance by committed, unassigned, non-spendable, and total fund balance for the last 10 fiscal years can be found in Figure 8-11 below.

Figure 8-11: General Fund Balance for Last 10 Fiscal Years

The balance for the City's General Fund has trended upwards with a large drop in 2020 due to the strategic use of reserve funds and reduced revenue resulting from the COVID-19 pandemic. The City recovered quickly from the pandemic in 2021 and continued to see gains to the fund balance through 2022. Unassigned amounts to the fund balanced have also increased, making up 54.73 percent of the City's General Fund in 2021 and 44.91 percent in 2022. Committed funding totals have decreased by approximately 20 percent, making up a smaller percentage of the City's General Fund balance since the COVID-19 pandemic.

8.3.2.3 City Budgets (FY 2022/2023 – FY 2023/2024)

General fund revenue projections for FY 2023/2024 include an 8.2 percent increase in property taxes and a 4.7 percent increase in sales tax for a total anticipated revenue of \$68.3 million. These increases are due to rising home values and sales growth by City businesses. Future projections show moderate increases as consumers are spending less on discretionary taxable merchandise (Rocklin, 2023).

Expenditures for FY 2023/2024 are budgeted at approximately \$67.4 million broken down into \$65.9 million for operations and \$1.5 million for capital expenditures. The most significant City costs in the General Fund are related to personnel, which comprise approximately \$46 million. Public Safety (police and fire services) totals \$32 million. In FY 2023/2024, 6.53 net new positions were added. As part of the budget process, the City projects a five-year General Fund forecast as shown in Table 8-3 below (Rocklin, 2023).

Table 8-3: General Fund 5-Year Forecast

	FY 2022/2023*	FY 2023/2024	FY 2024/2025	FY 2025/2026	FY 2026/2027	FY 2027/2028
Revenues						
General Revenue	\$ 60,349,100	\$ 65,671,700	\$ 65,887,586	\$ 67,312,321	\$ 68,491,065	\$ 70,220,883

	FY 2022/2023*	FY 2023/2024	FY 2024/2025	FY 2025/2026	FY 2026/2027	FY 2027/2028
Other Sources	\$ 2,414,600	\$ 2,613,100	\$ -	\$ -	\$ -	\$ -
Total Revenues	62,763,700	\$ 68,284,800	\$ 65,887,586	\$ 67,312,321	\$ 68,491,065	\$ 70,220,883
Expenditures						
Operations	\$ 57,272,800	\$ 62,905,600	\$ 63,996,700	\$ 65,751,100	\$ 67,670,700	\$ 69,657,300
Capital Improvements	\$ 4,349,000	\$ 2,451,100	\$ 615,300	\$ 847,700	\$ 804,200	\$ 855,300
Transfers Out	\$ -	\$ 2,054,900	\$ 336,800	\$ 318,700	\$ 299,700	\$ 303,400
Contribution to Operating Reserve	\$ 1,099,300	\$ 788,100	\$ 189,075	\$ 358,925	\$ 404,975	\$ 420,800
Total Expenses	\$ 62,721,100	\$ 68,199,700	\$ 65,137,875	\$ 67,276,425	\$ 69,179,575	\$ 71,236,800
Revenues Over/(Under) Expenditures	\$ 42,600	\$ 85,100	\$ 749,711	\$ 35,896	\$ (688,510)	\$ (1,015,917)
Source: City of Rocklin, 2022; 2023. *The FY 2022/2023 data was taken from the FY 2022/2023 Annual Budget. All other data is from the FY 2023/2024 Annual Budget 5-year Forecast table.						

Though the General Fund has enjoyed excess revenues compared to expenditures for the last three fiscal years and is projected to continue to have revenues exceed expenditures for the next two fiscal years, the City is projected to face deficit spending for the General Fund beginning in FY 2026/2027. In addition, the five-year projection model from the FY 2022/2023 budget to the FY 2023/2024 budget increased the amount of deficit spending and projected that the deficit spending would begin a year earlier. This suggests that though the City's General Fund is currently in a robust and stable financial position, three years into the future, the City could be facing an unstable financial situation with expenditures beginning to outpace revenue.

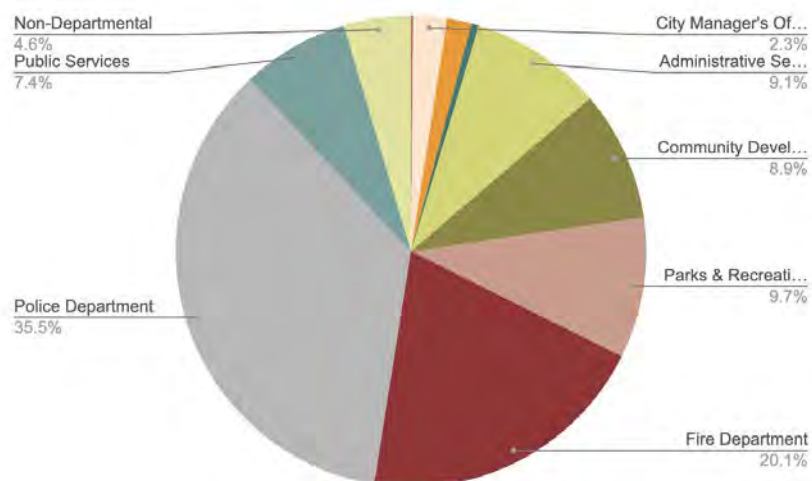
The City's General Fund revenues and expenditures trends for FY 2020/2021 through FY 2023/2024 budgets can be seen in Table 8-4 below. In FY 2023/2024, the majority of revenues for the City's General Fund are anticipated to be from property taxes (36.6%) and sales taxes (31.2%) followed by all other sources at 8.7 percent. Other sources are made up of transfers from other funds such as special revenue funds (City of Rocklin, 2023). Approximately 12.6 percent of ad valorem property taxes levied in Rocklin go to the City. The current sales tax rate of 7.25 percent is distributed to various agencies with 1.0 percent going to the City of Rocklin (City of Rocklin, 2021; 2024).

Table 8-4: General Fund Revenues and Expenditures (FY 2023/2024 Budget)

	Actual FY 2020/2021	Actual FY 2021/2022	Revised FY 2022/2023	Approved FY 2023/2024
Revenues				
Property Taxes	\$20,385,992	\$21,600,497	\$22,191,300	\$24,006,800
Sales Tax	\$20,217,932	\$21,366,903	\$19,572,200	\$20,487,500
Sales Tax - Public Safety	\$524,829	\$658,054	\$636,800	\$669,800

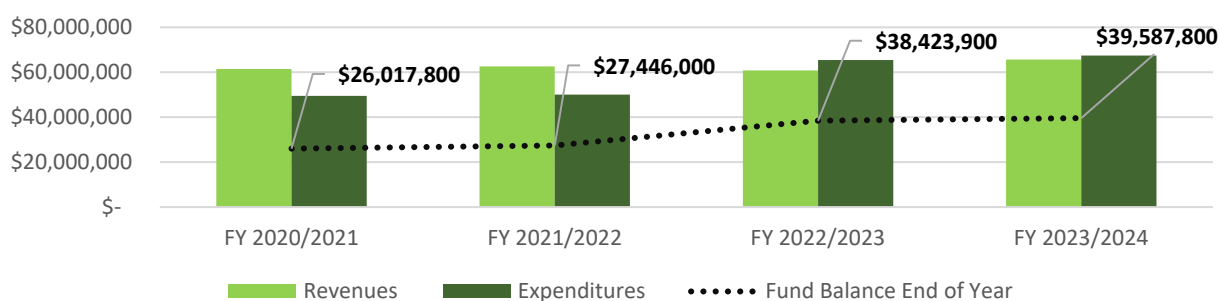
	Actual FY 2020/2021	Actual FY 2021/2022	Revised FY 2022/2023	Approved FY 2023/2024
Business License Tax	\$411,436	\$417,138	\$415,400	\$419,600
Short Term Rental Permit	\$ -	\$695	\$ -	\$2,100
STR Transient Occupancy Tax	\$3,381	\$15,629	\$18,000	\$18,000
Transfer Tax	\$720,525	\$900,285	\$600,000	\$540,000
Transient Occupancy Tax	\$685,515	\$959,236	\$1,422,000	\$1,320,000
Utility Franchise Tax	\$2,351,705	\$2,443,215	\$2,416,800	\$2,465,100
Licenses and Permits	\$5,316,248	\$4,557,219	\$3,535,600	\$3,917,550
Fines, Forfeitures, & Penalties	\$84,257	\$146,092	\$88,100	\$88,600
Charges for Services	\$2,406,187	\$2,344,115	\$2,347,900	\$2,602,450
Intergovernmental	\$1,606,847	\$1,534,818	\$648,200	\$688,200
Miscellaneous	\$380,389	\$616,886	\$194,400	\$206,700
Use of Money & Property	\$756,537	\$138,961	\$1,330,100	\$2,495,600
Other Sources	\$5,560,718	\$4,861,210	\$5,391,400	\$5,743,700
Total Revenues	\$61,412,498	\$62,560,953	\$60,808,200	\$65,671,700
Expenditures By Department				
City Council	\$44,008	\$89,291	\$97,800	\$99,400
City Manager's Office	\$922,586	\$1,071,578	\$1,154,900	\$1,561,900
City Attorney's Office	\$875,970	\$878,160	\$2,118,400	\$1,142,400
City Clerk's Office	\$322,224	\$324,053	\$398,000	\$329,000
Administrative Services	\$3,488,183	\$2,457,011	\$4,694,700	\$6,137,100
Community Development	\$4,500,682	\$4,604,337	\$5,553,300	\$6,014,100
Fire Department	\$11,183,681	\$12,363,717	\$12,465,000	\$13,580,750
Parks & Recreation Department	\$4,044,932	\$4,377,866	\$6,769,800	\$6,524,900
Police Department	\$18,569,885	\$19,328,096	\$21,680,100	\$23,931,150
Public Works	\$3,471,868	\$3,310,957	\$5,501,800	\$4,972,100
Non-Departmental	\$2,041,530	\$1,219,572	\$4,971,400	\$3,118,800
Total Expenditures	\$49,465,549	\$50,024,638	\$65,405,200	\$67,411,600
Revenues Over/(Under) Expenditures	\$11,946,949	\$10,783,562	\$(4,597,000)	\$(1,739,900)
<i>Source: Rocklin, 2023</i>				

Expenditures for the City's General Fund are broken down by department. For all fiscal years studied in Table 8-4 above, the Fire Department and the Police Department make up over half of all expenses for the City's General Fund. In FY 2023/2024, the Police and Fire Departments are anticipated to total 55.7 percent of expenditures followed by the Parks and Recreation Department at 9.7 percent as shown in Figure 8-12 below.

Figure 8-12: General Fund Expenditures FY 2023/2024 Budget

The FY 2023/2024 Budget shows expenditures exceeding revenues for the General Fund for the FY 2022/2023 Revised Budget by approximately \$4.6 million and again for FY 2023/2024 by approximately \$1.7 million. In both years, the expenditures exceeded revenues by a much greater margin than anticipated in the 5-year forecast. According to City staff, this change in expenditures exceeding revenues greater than the 5-year forecast for FY 2023/2024 is due to the City's new project carryforward policy which was implemented starting in FY 2022/2023. The City's revised expenditures budgets exceed revenues because it includes unspent appropriations from prior years, which are being carried forward to support ongoing projects until they are completed (City staff, personal communication, August 2024).

The City's FY 2023/2024 Budget includes the General Fund beginning and end balance for each fiscal year. Figure 8-13 below shows the revenues, expenditures, and general fund balance at the end of each fiscal year. Though expenditures have outpaced revenues for the last two budgets, the City anticipates adding approximately \$1.1 million to the City's General Fund balance at the end of FY 2023/2024. This is likely through transfers from other funds into the General Fund. For FY 2023/2024, the budget includes \$5,743,700 transferred into the General Fund made up of \$788,100 to Operating Reserve and \$4,955,600 to General Fund Unreserved with only \$2,054,900 transferred out of the General Fund.

Figure 8-13: General Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2020/2021 through FY 2023/2024)

The City is enjoying a robust General Fund balance, greatly exceeding its minimum reserve fund policy of 25 percent operational expenditures for the General Fund in FY 2023/2024, suggesting that the City is in a stable financial position.

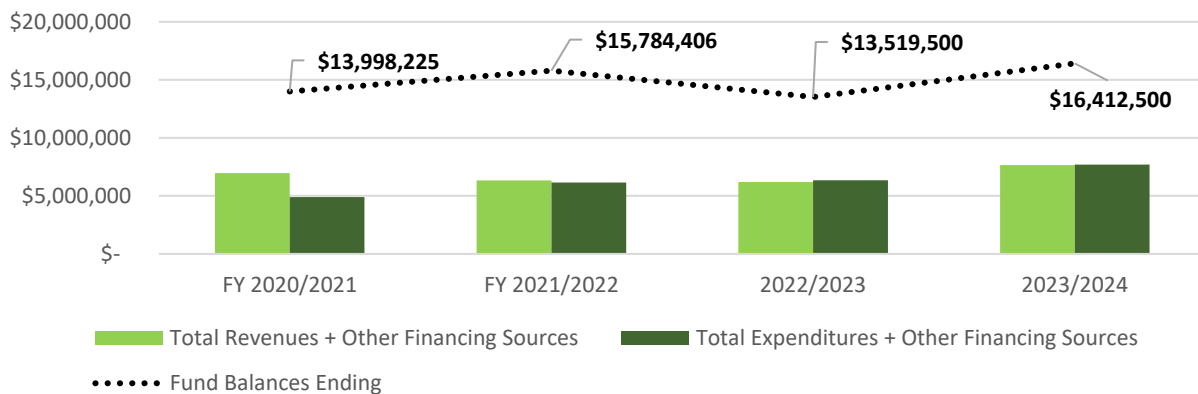
Recommendation: It is recommended that the City consider exploring alternative revenue sources for the General Fund in the near future to keep pace with increases in costs associated with staffing, maintenance, and operational expenses for City services.

8.3.3 *Internal Service Funds*

The City's internal service funds are proprietary funds. Internal service funds account for charges to City departments for services provided, on a cost reimbursement basis. For the City's ACFRs, amounts paid to acquire capital assets are capitalized as assets in the internal service funds financial statements.

The Fleet Management Internal Service Fund is used to account for the financing of the City's fleet services provided by one City department to other departments on a cost-reimbursement basis. The fund accounts for the cost of maintenance of all City vehicles and a reserve to offset future replacement costs. The City sets the minimum reserve target for this fund at the value of fleet replacement needs for the next five years. The maximum target is the total purchase value of fleet assets. In addition, surplus in the General Fund can be used to increase contributions needed to fund the Fleet Capital Reserve (Rocklin, 2021; 2023).

The Risk Management Internal Service Fund accounts for and finances the risk management functions for the City. This includes general liability, workers compensation, property damage, dental, vision, and other insurance expenditures, and also holds reserves for Self-Insured Losses and Disaster Contingency (Rocklin, 2021; 2023). The City operates a risk management and loss prevention program to minimize losses. The City is also a member of the Northern California Cities Self Insurance Fund (NCCSIF), a Joint Powers Authority, established to protect member resources by stabilizing risk costs in a reliable, economical, and beneficial manner. NCCSIF provides coverage and services in risk management and claims management. NCCSIF members' historical loss data is used when budgeting for claims costs and expenses for the upcoming fiscal year (Rocklin, 2023). Figure 8-14 below shows total revenues and expenditures for both internal service funds combined as well as the ending fund balance from FY 2020/2021 through FY 2023/2024.

Figure 8-14: Internal Service Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2020/2021 through FY 2023/2024)

The FY 2020/2021 and FY 2021/2022 data is taken from the City's ACFRs and include operating revenues, operating expenses, nonoperating revenues (expenses), transfers in, transfers out, and capital contributions. The FY 2022/2023 and FY 2023/2024 data is taken from the City's annual budgets.

The Internal Service Funds had revenues exceeding expenditures for the two ACFR fiscal years and the City anticipates expenditures to slightly exceed revenues for the two budgeted years. For the FY 2023/2024 Budget, approximately \$3.94 million is set aside for Self-Insured Losses Reserve and Disaster Contingency Reserve. According to City staff, the City met all policies for reserve requirements in the FY 2021/2022 ACFR. For FY 2023/2024, with over \$3 million set aside for reserves, the City is maintaining its reserve policies as it relates to the Internal Service Funds.

8.4 City Assets and Liabilities

This section details the City's assets and liabilities from the most recent Annual Comprehensive Financial Report dated June 30, 2022 (Rocklin, 2022a). The City's Assets and Liabilities are presented in both the Government-Wide Statement of Net Position and in the Governmental Funds Balance Sheet. Both are duplicated in this section to give a full picture of the City's Assets and Liabilities. Amounts reported for governmental activities in the Government-Wide Statement of Net Position differed from the Government Funds Balance Sheet because of the following:

- Capital assets used in governmental activities were not reported in the Governmental Funds Balance Sheet;
- Interest payable on long-term debt did not require current financial resources and was not reported as a liability in Governmental Funds Balance Sheet;
- Internal service funds are included in the governmental activities Statement of Net Position;
- Benefit plan adjustments have been reported as deferred outflows of resources and as deferred inflows of resources in the Government-Wide Statement of Net Position;
- Certain revenues were recorded as deferred inflows of resources in the governmental funds because they did not meet the revenue recognition criteria of availability. However, they were

previously included as revenue in the Government-Wide Statement of Activities under the full accrual basis;

- Liabilities were reported for certain revenues that were not available to pay current period expenditures and were reported as unearned in the Governmental Funds Balance Sheet;
- The difference between the refunded debt and the refunding debt is reported as a deferred gain or loss in the Government-Wide Statement of Net Position; and
- Long-term obligations were not reported in the Government Funds Balance Sheet.

8.4.1 City Assets

8.4.1.1 Government-Wide Statement of Activities

As of June 30, 2022, the City had approximately \$471.9 million invested in assets as shown in Figure 8-15 (Rocklin, 2022a).

Figure 8-15: Government-Wide City Assets as of June 30, 2022



Approximately 67 percent of the City's assets were capital assets (\$326 million) land and parkland, as well as equipment, machinery, vehicles, facilities and improvements, infrastructure, buildings and building improvements. As of June 30, 2022, approximately \$5 million of the capital assets included construction in progress. Current and other assets increased by \$34.8 million from the prior fiscal year. These increases were attributed to increases in program revenues and tax revenues during the year. Capital Assets decreased by \$9.2 million from the prior fiscal year primarily due mainly to \$16.7 million in depreciation expense (Rocklin, 2022a).

Deferred outflows represent a consumption of net position that applies to a future period and will not be recognized as an outflow of resources until that time. The City has two deferred charges, one for Other Post-Employment Benefits (OPEB) Adjustments at \$1,995,693 and one for Pension Adjustments at \$12,370,918. Deferred outflows decreased by \$5.4 million due to \$4.9 million contribution to the OPEB plan for 2021 being recognized in 2022.

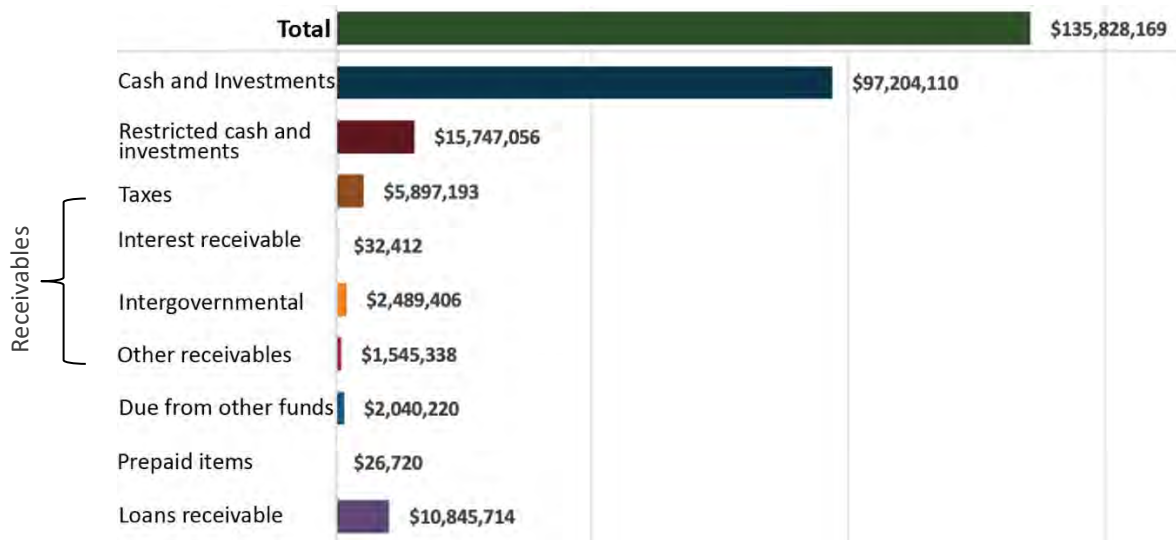
The City had approximately \$109.2 million in cash and investments and \$15.7 million in restricted cash and investments. The City participates in the Local Agency Investment Fund (LAIF), an investment pool for local governments and special districts managed by the State of California. The City also participates in

the Placer County Treasurers Investment Portfolio, an investment pool for local governments, school districts, and special districts in Placer County. As of June 30, 2022, the value of City investment in the Placer County Treasurers Investment Portfolio fund was \$8,463,470. This investment consists of treasury notes and bills, other government bonds, and money market instruments (Rocklin, 2022a).

8.4.1.2 Total Governmental Funds

As of June 30, 2022, the City had approximately \$135 million invested in assets in all funds as shown in Figure 8-16. This is an increase of 34 percent from the previous year (Rocklin, 2022a).

Figure 8-16: Total Governmental Funds Assets as of June 30, 2022



For all City funds, cash and investments made up 71.5 percent of all fund assets at approximately \$97.2 million, an increase of 26 percent (or approximately \$19.9 million) from FY 2020/2021. Taxes amounted to 4.3 percent of assets at approximately \$5.8 million.

Loans receivable amounted to approximately \$10.8 million, down from approximately \$12.1 million in FY 2020/2021. Through the City's various programs, the City has loaned funds to qualifying individuals and businesses. Interest rates for each loan varies depending on the terms of the loan and interest is accrued on the loans that bear interest. A majority of the loans were made by the former Rocklin Redevelopment Agency and are related to housing rehabilitation and low-income housing (Rocklin, 2022a). Table 8-5 indicates details of the City's current loan portfolio.

Table 8-5: Loans Outstanding as of June 30, 2022

Loans Receivable	Loan Bears Interest (Yes (Details)/No)	Outstanding Balance June 30, 2022
Highway 65 Sunset Blvd. Interchange	No	\$915,183

Loans Receivable	Loan Bears Interest (Yes (Details)/No)	Outstanding Balance June 30, 2022
William Jessup University Ave.	Yes (2.15% per annum, final payment due July 1, 2024)	\$1,507,534
Community Development Block Grant	No	\$310,714
First Time Home Buyers	Yes (Varies and may be waived)	\$758,094
Down Payment Assistance	Yes (Varies and may be waived)	\$1,010,667
Villa Serena II	Yes (3% simple interest, final payment date dependent on residual receipts)	\$486,102
College Manor	Yes (3% simple interest, final payment date dependent on residual receipts)	\$650,000
Sunset Blvd	Yes (3% simple interest, final payment due December 22, 2038)	\$575,000
Whitney Rocklin, LP	Yes (3% simple interest, final payment due March 30, 2039)	\$1,730,000
HPD Shannon Bay	Yes (3% simple interest for 30 years then converts amortizing loan with annual payment of \$25,296, final payment due January 11, 2040)	\$436,049
Whitney Rocklin, LP	Yes (3% simple interest, final payment due March 30, 2039)	\$2,100,000
Placer West Housing Partners	Yes (3% simple interest for 30 years then partial interest only payments of \$2,000 as of December 22, 2009, final payment due December 21, 2040)	\$311,470
Placer County Flood Control District	Yes (simple interest as determined by the Construction Cost Index (CCI), full repayment estimated by June 30, 2023)	\$54,901
Adventure Operations Loan	Full balance repaid June 30, 2022	\$ -
Total		\$10,845,714

The Adventure Operations loan was authorized by the City on June 30, 2019, for a total of \$240,000 to Adventure Operations to assist with meeting the demands of operating Quarry Park Adventures. The agreement required Adventure Operations to replenish the City's short fall account when net revenue at Quarry Park Adventures was achieved (Rocklin, 2022a). The Adventure Operations loan was fully repaid in February 2022 (City staff, personal communication, August 2024).

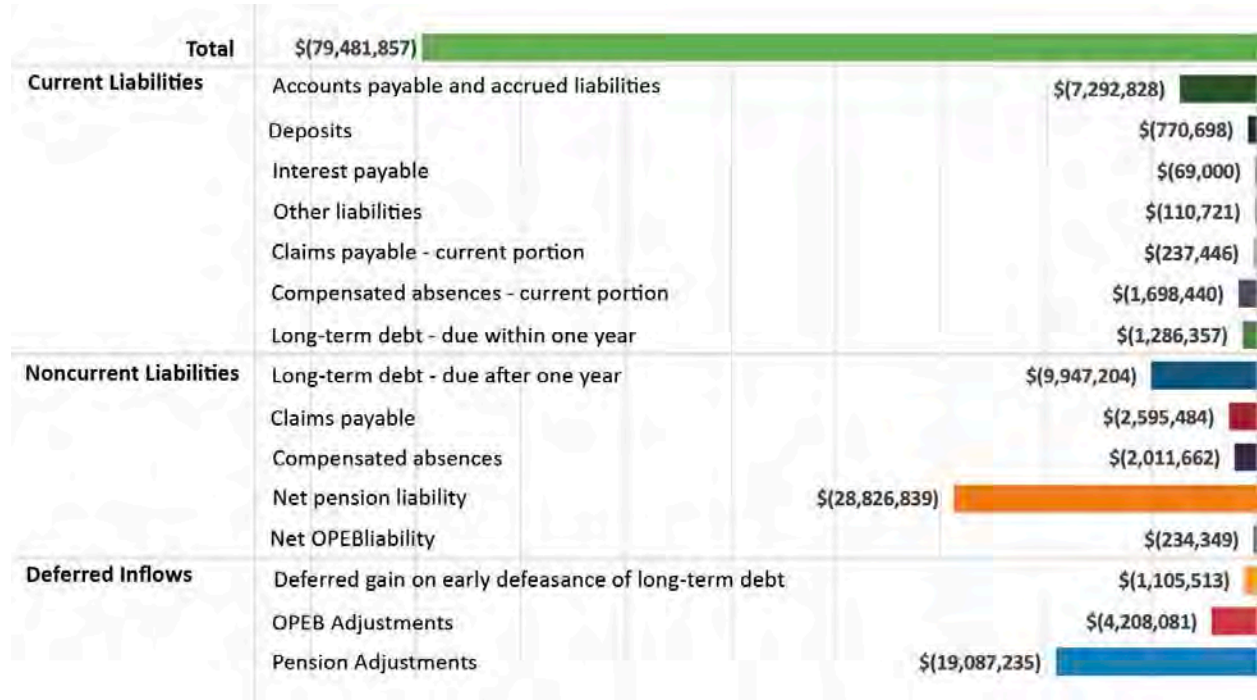
8.4.2 Liabilities and Debt

8.4.2.1 Government-Wide Statement of Activities

As of June 30, 2022, the City had approximately \$79.4 million in liabilities in the Government-Wide Statement of Activities as shown in Figure 8-17 below. Current Liabilities totaled approximately \$11.4

million while Noncurrent Liabilities totaled approximately \$43.6 million. Total Deferred Inflows amounted to approximately \$24.4 million (Rocklin, 2022a).

Figure 8-17: Government-Wide City Liabilities as of June 30, 2022



The City's Net Pension Liability makes up the greatest amount of debt at 36.2 percent of all City debt followed by Pension Adjustments at 24 percent. From FY 2020/2021 to FY 2021/2022, long-term debt decreased by \$37.9 million. This decrease was due to the better-than-expected investment returns on the CalPERS pension plan assets, which reduced the City's proportionate share of the Net Pension Liabilities by a net \$28.7 million or 49.7 percent. Current and other liabilities for the City increased by approximately \$971,000 from the previous year as a result of an increase in Accounts Payable and accrued liabilities of \$1.4 million.

8.4.2.2 Total Governmental Funds

As of June 30, 2022, the City had approximately \$19.7 million in debt in all funds and \$3.5 million in deferred inflows as shown in Figure 8-18. This is an increase of 34 percent from the previous year (Rocklin, 2022a).

Figure 8-18: Total Governmental Funds Liabilities as of June 30, 2022

Accounts Payable and Accrued liabilities increased by 24 percent from the previous fiscal year and made up 31 percent of liabilities in the governmental funds. Unearned Revenues made up 34 percent of liabilities and increased by approximately \$3.5 million from the previous fiscal year.

In the Governmental Fund statements, Unearned Revenues arise when potential revenues do not meet both the "measurable" and "available" criteria for recognition in the current fiscal period. Unearned Revenues also arise when the government receives resources before it has a legal claim to them, such as when grant monies are received prior to incurring the qualifying expenditures. In subsequent periods when both revenue recognition criteria are met or when the government has a legal claim to the resources, the Unearned Revenue is removed from the combined balance sheet and revenue is recognized. The City recorded approximately \$7.9 million in Unearned Revenues as of June 30, 2022. The Streets Grants Fund balance decreased by \$1.4 million between FY 2020/2021 and FY 2021/2022. The \$1.5 million deficit ending fund balance is made up of \$1.4 million in Unavailable Revenues due to a timing difference, and \$17,600 in Unearned Revenues.

The \$2,040,220 in liabilities Due to Other Funds is created to eliminate any negative cash balances that correspond with the asset Due from Other Funds as shown in Figure 8-16 above. For the FY 2021/2022 fiscal year, interfund receivables and payables consisted of \$2,040,220 due to the General Fund with \$1,273,601 coming from the Streets Grant Fund and \$766,619 coming from Nonmajor Funds. These due to/from amounts were reversed out as of July 1, 2022 (Rocklin, 2022a).

8.4.2.3 Long-Term Liabilities

The City has the following long-term liabilities as of June 30, 2022 (Rocklin, 2022a):

1. 2016 Lease Revenue Bonds

Term of bonds: 25 years

Due within one year: \$285,000

Outstanding: \$8,188,464

On October 4, 2016, the Rocklin Public Financing Authority issued lease revenue bonds in the amount of \$9,455,000, at a premium of \$688,769 in order to defease (retire the bond early) the outstanding 2003 certificates of participation and finance the acquisition and construction of various capital improvement projects. The security for the bonds was the pledge of lease payment revenues received by the Authority

under a lease agreement with the City. The term of the bonds was 25 years. Interest rates on the bonds range from 2% to 5%. Principal payments ranging from \$245,000 to \$525,000 are payable annually on November 1st and interest payments ranging from \$7,875 to \$164,363 are payable semi-annually on May 1st and November 1st, through November 1, 2041. The aggregate debt service savings was \$15,000 from this refunding.

2. Pacific Premier Bank Loan – RPFA Refunding

Length of loan: 8 years (Due September 1, 2025)

Due within one year: \$486,348

Outstanding: \$2,013,154

On July 1, 2017, the City, on behalf of Community Facilities Districts (CFD) 6, 8 and 9, agreed to borrow from the Rocklin Public Financing Authority (Authority) an amount necessary to refund 1999 CFD special tax bonds and pledged the special tax revenues levied in each CFD to the Authority. In the 2017 Special Tax Revenue Refunding Loan Agreement, the Authority agreed to borrow from Pacific Premier Bank, the funds necessary to refund the 1999 CFD special tax bonds and in turn, refund the 2003 Authority bonds. The loan is secured by a pledge of the revenues received by the Authority from the 2017 CFD loan payments. Pacific Premier Bank has no remedy against the City if special taxpayers in the CFD's fail to make their payments. The loan was for \$5,000,077 at a fixed interest rate of 2.2 percent and matures on September 1, 2025. The refunding resulted in an economic gain of \$1,989,923. The aggregate debt service of the Pacific Premier loan was \$233,844 less than the debt service requirements, of the refunded debt, including cash prepayments during the refunding.

3. Sunset Whitney Recreation Area Note

Due within one year: \$515,009

Outstanding: \$1,031,943

On December 18, 2017, the City entered into a note payable with Sunset Whitney, LLC to pay \$3,000,000 as a part of a \$5,800,000 purchase of golf course land. Principal and interest payments are made on the first of December each year and interest accrues at 2% of the outstanding principal balance per annum for six years beginning December 31, 2018. According to City staff, this loan was fully paid off in FY 2023/2024 (City staff, personal communication, August 2024).

4. Claims Payable

Due within one year: \$237,446

Outstanding: \$2,832,097

The City has recorded a liability for potential claims in excess of amounts covered by the insurance pool. On June 30, 2022, the City had a claims payable liability of \$2,832,930. The City's insurance coverage and providers are shown in Figure 8-19 below.

Figure 8-19: Insurance Coverage and Providers, June 30, 2022

Amount	Coverage Provider	Payment Source
Liability Claim:		
\$0 - \$50,000	Self-insured	Banking layer
\$50,001 - \$500,000	NCCSIF	Shared risk
\$500,001 - \$40,000,000	Excess coverage	CJPRMA
Workers' Compensation:		
\$0 - \$100,000	Self-insured	Banking layer
\$100,001 - \$500,000	NCCSIF	Shared risk
\$500,001 - Statutory	Excess coverage	CSAC EIA

The Northern California Cities Self Insurance Fund (NCCSIF) is a joint powers authority (JPA) that manages a common pool of funds to be used to meet obligations for workers' compensation benefits for employees and provide excess liability insurance for its member cities. The City is one of twenty-one northern California cities that are part of this JPA. The NCCSIF provides claims processing administrative services, risk management services, and actuarial studies. The City's equity investment in the NCCSIF of \$1,146,893 is recorded in the Risk Management Internal Service Fund. Over the last three fiscal years, claims payable has increased from approximately \$1.87 million in FY 2019/2020 to approximately \$2.83 million in FY 2021/2022, a 52 percent increase. According to City staff the increase is primarily attributed to rising rates in an extremely hard insurance market. This is due to a previous soft market and increasingly severe losses, including California wildfires, ice storms, hurricanes along the costs and international events (City staff, personal communication, August 2024).

5. Net Pension Liability (CalPERS)

Due within one year: \$ -

Outstanding: \$28,826,839

The City's net pension liability for its California Public Employees Retirement System (CalPERS) Miscellaneous, Fire, and Police pension plans totaled \$28,826,839 as of June 20, 2022. CalPERS provides service retirement and disability benefits, annual cost of living adjustments and death benefits to plan members. Benefits are based on age at retirement, highest salary for either a one- or three-year period and years of credited service. The net pension liability in the June 30, 2022, ACFR is divided into \$13,866,538 for the Miscellaneous Plan and \$14,960,301 for the Fire and Police Safety Plans. The amount for the Fire and Police Safety Plans are measured as the proportionate share of the net pension liability while the Miscellaneous plan's net pension liability is a direct calculation based on its actuarial study and is not proportionate.

6. Net Other Post-Employment Benefits (OPEB) Liability

Due within one year: \$ -

Outstanding: \$234,349

The Net Other Post Employment Benefit (OPEB) liability is the cumulative difference between annual OPEB cost and an employer's contributions to a plan. The City provides certain health care benefits for eligible retired employees through the CalPERS under the Public Employees' Medical and Hospital Care

Act (PEMHCA). This is a single-employer defined-benefit postemployment healthcare benefits plan. Eligible retirees may enroll in any of the available CalPERS medical plans. As of June 30, 2022, the benefit terms covered 235 active employees and 177 inactive employees.

The City makes contributions, based on an actuarially determined rate, which are approved by the City Council. Total contributions during FY 2021/2022 were \$1,784,999. Total contributions included in the measurement period were \$4,039,433. The actuarially determined contribution for the measurement period was \$1,393,298. The City's contributions were 15.10 percent of covered employee payroll during the fiscal year ended June 30, 2022. Employees are not required to contribute to the plan.

7. Compensated Absences

Due within one year: \$1,698,440

Outstanding: \$3,710,102

Compensated absences are the accumulated earned but unused leave for City employees' vacation and compensatory time based on City policies and up to limits agreed upon by individual employee bargaining units. This debt in the ACFR is estimated based on historical trend analysis.

Unfunded Accrued Liability (UAL) CalPERS

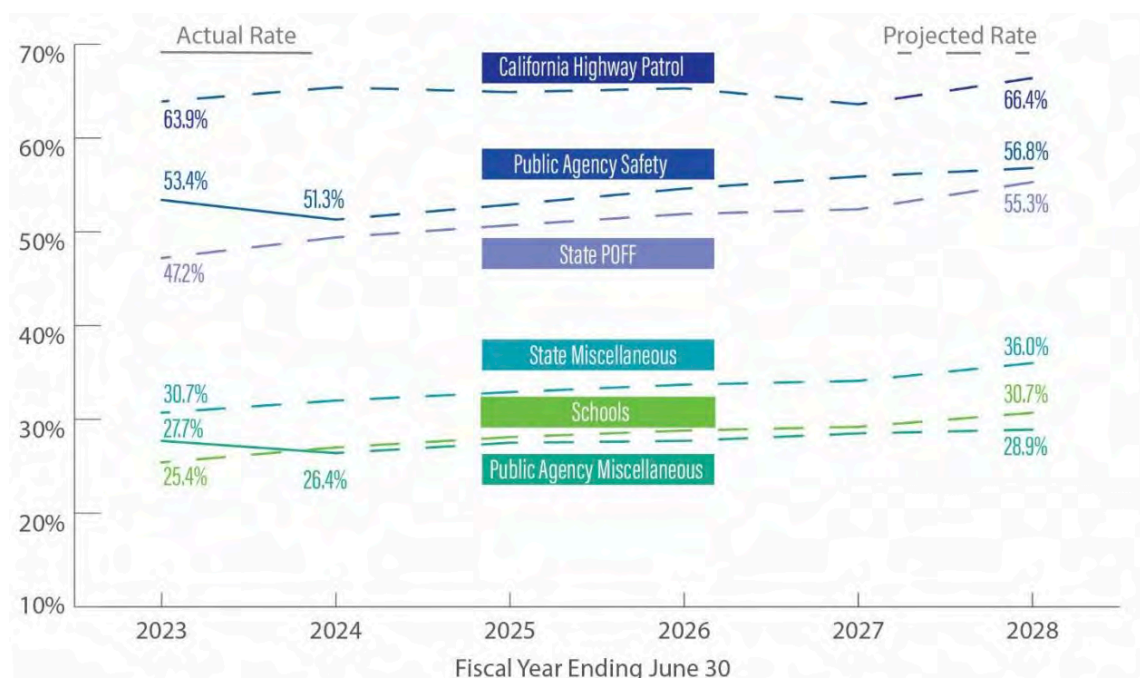
On behalf of its full-time employees, the City contributes pension payments to CalPERS, a multiple-employer public employee defined benefit pension plan. CalPERS generates its funding obligations from employee contributions, employer contributions, and investment earnings. Each year, CalPERS estimates the value of the retirement obligation versus projected revenue. The difference is called unfunded accrued liability (UAL). UAL is the accumulated pension debt that was not covered by contributions in the past and continues to roll forward year-over-year, and increase. Interest is paid on the UAL to replace the lost interest had those assets been in the trust earning investment earnings (CalPERS, 2018a). UALs must be funded by agencies and are spread out over 20 to 30 years. Each employer in the CalPERS system has annual payments that are comprised of the Normal Cost (percent of payroll which is shared between employer and employee) and payment towards amortization of the UAL (CalPERS, 2018b). The agencies that participate in CalPERS are required to meet the UAL payments every fiscal year. According to CalPERS, as of June 30, 2022, the City had a total Unfunded Accrued Liability of approximately \$70.4 million as shown in Table 8-6 below (CalPERS, 2022a; 2022b; 2022c; 2022d; 2022e).

Table 8-6: CalPERS Plans and Unfunded Accrued Liability, June 30, 2022

Plan	Present Value of Benefits	Funded Ratio	Unfunded Accrued Liability
Miscellaneous	\$129,807,626	72.4%	\$30,621,255
PEPRA Safety Fire	\$4,656,834	88.5%	\$64,976
PEPRA Safety Police	\$10,350,470	89.9%	\$233,119
Safety Fire	\$71,155,340	72.4%	\$16,933,066
Safety Police	\$98,523,017	73.2%	\$22,549,807
Total			\$70,402,223
<i>Source: CalPERS, 2022a; 2022b; 2022c; 2022d; 2022e</i>			

In order to maintain the fund above 50 percent, CalPERS anticipates increases in employee contribution rates through FY 2024/2025 (CalPERS, 2022). As shown in Figure 8-20, projected employer contribution payments, which include UAL, by public agencies are anticipated to increase by 3.5 percent for public agency miscellaneous payment plans over the next seven fiscal years, from 25.4 percent in FY 2021/2022 to 28.9 percent in FY 2024/2025. Public agency safety plans are also expected to increase over the next seven fiscal years by 3.4 percent.

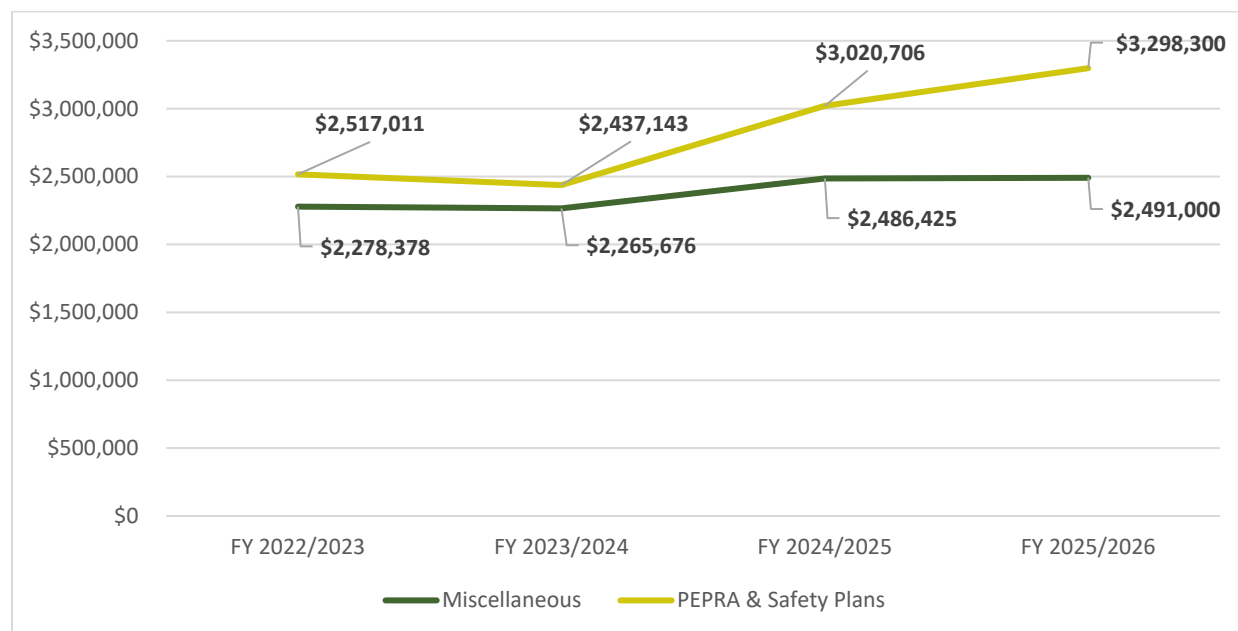
Figure 8-20: Anticipated Employer Contribution Rates (FY 2022/2023 through FY 2027/2028)



(Source: CalPERS, 2022)

Figure 8-21 on the next page shows the employer contribution requirements for the City by the Miscellaneous and Safety payment plans from FY 2022/2023 through FY 2025/2026. These amounts are the minimum required employer contributions for each fiscal year with an estimate for required contributions for FY 2025/2026. For the fiscal year ended June 30, 2022, the City contributed \$3,090,721 for the Miscellaneous plan and \$4,279,287 for the Safety plans (CalPERS, 2020a; 2020b; 2020c; 2020d; 2020e; 2021a; 2021b; 2021c; 2021d; 2021e; 2022a; 2022b; 2022c; 2022d; 2022e).

The contribution requirements shown in Figure 8-21 do not reflect any cost sharing or employee contributions. Some employers may pay employee contributions also, but this is not reflected in the information shown. The contribution requirements are for July 1 of each year. Changes in plan benefits, the funding period, prepayments, or other contract changes may also not be reflected in the figure below.

Figure 8-21: City Employer Contribution Amounts for UAL Payment Plans from FY 2022/2023 through FY 2025/2026

Anticipated pension costs are considered low risk when a city's pension costs are not anticipated to exceed five percent of the City's total government revenue. For FY 2025/2026, the City's total anticipated pension contribution is \$5,789,300. The consultants calculated the average annual growth rate for the City's total government revenue from FY 2018/2019 through FY 2023/2024 using the ACFR's Government-Wide Statement of Activities and the two City Budgets. Though the revenue for the City fluctuated between years, the average annual growth rate was five percent. Assuming this growth rate were to continue to FY 2025/2026, the City's total revenues would be approximately \$126,787,500. Five percent of this would be \$6,339,375, meaning that the City's contribution amount would be considered low risk. However, with the total anticipated contribution expected to be \$5,789,300, only approximately \$550k of excess revenue is left. Though the City would meet this metric for FY 2025/2026 if trends were to continue, a small reduction in total government revenue over the next two years could leave the City in a riskier financial position.

The City has anticipated increases in pension contributions and has continued to pay down its UAL through its Pension Liability Policy (recently updated from the previous Unfunded Pension Liability Reduction Policy). The City has now set a reserve target, with a minimum target of achieving at least an 80% funded status based on the most recent valuation report, and a maximum target of 100% funded status based on the most recent valuation report, with excess surplus (City staff, personal communication, August 2024).

For the two budgets analyzed for this MSR/SOI Update, the General Fund (100) fund was projected to operate at a small surplus of \$42,600 for FY 2022/2023 and \$85,100 for FY 2023/2024 (Rocklin, 2022b; 2023). According to City staff, in addition to paying down the UAL, the City has contracted with Public Agency Retirement Services (PARS) to establish an Internal Revenue Service (IRS) Section 115 trust. This non-revocable trust was established to provide funding in the event the City needs to meet its pension obligations or pay down UAL (City staff, personal communication, August 2024).

8.5 Net Position

This section details the City's Net Position from the most recent Annual Comprehensive Financial Report dated June 30, 2022. The City's Net Position are presented in both the Government-Wide Statement of Net Position and in the Governmental Funds Balance Sheet (Rocklin, 2022a). Both are duplicated in this section to give a full picture of the City's Net Position.

8.5.1 *Government-Wide Statement of Activities*

Figure 8-22 on the next page shows the City's net position in the Government-Wide Statement of Activities for FY 2021/2022 at approximately \$406.8 million. The Net Position includes approximately \$52.3 million in unrestricted funds, approximately \$40.8 million in restricted funds and approximately \$313.7 million net investment in capital assets. The assets of the City exceeded its liabilities by about \$416.8 million at the end of FY 2021/2022. The City's total net position strengthened by an increase of \$35.2 million compared to the previous year (Rocklin, 2022a).

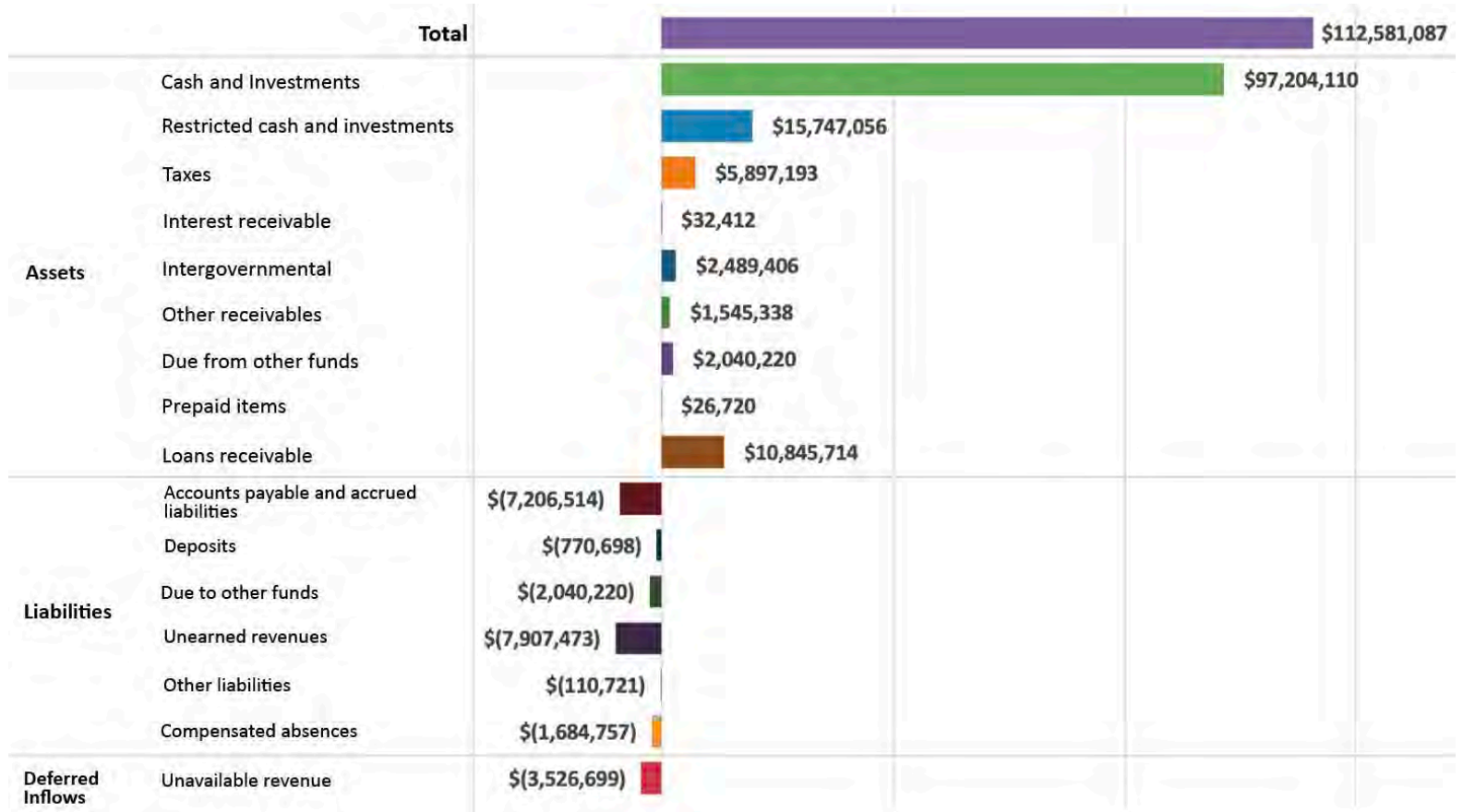
8.5.2 *Total Governmental Funds*

Figure 8-23 on Page 205 shows the City's net position in the Total Governmental Funds Balance Sheet for FY 2021/2022 at approximately \$112.6 million. The Net Position includes approximately \$19.4 million in unrestricted funds, approximately \$52.4 million in committed funds, approximately \$40.3 million in restricted funds, and approximately \$546k in non-spendable funds. The assets of the City's funds exceeded its liabilities by about \$116.1 million at the end of FY 2021/2022. The City's Total Governmental Fund net position strengthened by an increase of approximately \$27.6 million compared to the previous year (Rocklin, 2022a).

Figure 8-22: Government-Wide Net Position as of June 30, 2022

Total					\$406,769,505
Current Assets	Cash and Investments			\$109,242,029	
	Restricted cash and investments			\$15,747,056	
	Receivables - net			\$9,964,668	
	Inventory and other assets			\$74,326	
Noncurrent Assets	Capital assets - net				\$326,010,958
	Loans receivable			\$10,845,714	
Deferred Outflow	OPEB and Pension Adjustments			\$14,366,611	
Current Liabilities	Accounts payable and accrued liabilities	\$(7,292,828)			
	Deposits	\$(770,698)			
	Interest payable	\$(69,000)			
	Other liabilities	\$(110,721)			
	Claims payable - current portion	\$(237,446)			
	Compensated absences - current portion	\$(1,698,440)			
	Long-term debt - due within one year	\$(1,286,357)			
Noncurrent Liabilities	Long-term debt - due after one year	\$(9,947,204)			
	Claims payable	\$(2,595,484)			
	Compensated absences	\$(2,011,662)			
	Net pension liability	\$(28,826,839)			
	Net OPEB liability	\$(234,349)			
Deferred Inflows	Pension Adjustments	\$(19,087,235)			
	OPEB Adjustments	\$(4,208,081)			
	Deferred gain on early defeasance of long-term debt	\$(1,105,513)			

Figure 8-23: Total Governmental Funds Net Position as of June 30, 2022



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8.6 Asset Management and Replacement

8.6.1 *Capital Improvement Plan 2024-2028*

The City reviews capital improvement projects annually (budget cycle) and the funding strategies for those projects every five years. The most recent Capital Improvement Plan (CIP) for the City was approved on June 27, 2023, and spans 2024 through 2028. The CIP is a planning document to ensure that the municipal infrastructure and equipment are appropriate and adequate to serve the needs of the City of Rocklin and the residents the City serves (Rocklin, 2024a).

The City prepares the CIP separately from the Operating Budget in order to provide more thorough and detailed descriptions of the projects and equipment. The City prioritizes projects based on the following:

Each year, all projects and equipment included in the plan are reviewed, and requests for new projects and equipment are considered. Pursuant to the City's Strategic Plan and long-range planning objectives, each request is analyzed according to need, relative priority, and the City's ability to implement it using available resources. Existing capital projects are reassessed annually to determine if adjustments are needed due to changes in conditions or needs.

Factors such as Federal, State, and safety regulations, demands due to increased population, potential for increased efficiencies, maintenance of existing service levels and funding availability are all analyzed. Additionally, projects defined as part of the City's Strategic Plan are given high priority.

The CIP Committee compiles projects and equipment and makes recommendations to the City Council for approval. The CIP Committee is comprised of staff from various departments. The most recent CIP Committee included the City Manager, Director of Public Works, Director of Administrative Services, Deputy Director of Administrative Services, Director of Community Development, Director of Parks and Recreation, Fire Chief, Police Chief, Public Works Manager, Public Works Administrative Analyst, and Public Works Business Technician (Rocklin, 2024a).

The Committee made the following recommendations for the most recent CIP:

Sixteen (16) Previously Approved Projects:

- | | |
|--------------------------------------------------------------------------------|-------------------------------------------------|
| 1. ADA Transition Program - Housing and Urban Development (HUD) Specific Areas | 5. City Hall Office Space Study and Remodel |
| 2. ADA Transition Program - Non-Housing and Urban Development (HUD) Areas | 6. Granite Drive Median |
| 3. Aguilar Road Improvements | 7. Mission Hills Reconstruction Phase IV |
| 4. Annual Road Maintenance Program | 8. Monument Springs Bridge |
| | 9. Park Play Structure Replacements |
| | 10. Pavement Rehabilitation |
| | 11. Police Department HVAC and Roof Replacement |

12. Reserve Apparatus Storage
13. Rocklin Road / Sierra College Corridor Multimodal Enhancements
14. Sierra College Blvd. Widening (Schriber to Dominguez)
15. Stormwater Pipe Replacement Program
16. Sunset Whitney Recreation Area Improvements

Five (5) In-Progress Projects Completing in FY 2023/24⁹:

1. Fire Station 24 Security
2. Fire Station 25 Privacy
3. Fire Station 25 Security
4. Bike Pump Track
5. Sunset Whitney Recreation Area Restrooms

Fourteen (14) Unfunded Future Projects:

1. City Hall HVAC Refurbishment
2. Community Center Renovation
3. Farron Street Railroad Crossing Pedestrian Improvement
4. Johnson Springview Community Park Parking Lot
5. Kathy Lund Community Park Parking Lot
6. Kathy Lund Community Park Picnic Pavilion
7. Pacific Street - Curb, Gutter, and Sidewalk
8. Park Drive Resurface and Restripe
9. Public Safety Training Center
10. Quarry District Alley Work
11. Railroad Avenue Northwest Extension
12. Sunset Blvd. Sidewalk
13. Sunset Park Trail Phase A
14. Whitney Ranch Pkwy and University Avenue Roundabout

One (1) Equipment:

1. Fire Station Alerting

⁹ When projects are in-progress, but not fully completed by the end of the budgeted fiscal year, the project's remaining expenditure budget may carry-forward into the following fiscal year to allow for project completion.

The CIP Committee and City staff manages the CIP on an ongoing basis throughout the fiscal year and provides progress reports when needed; evaluates new opportunities; and resolves any unforeseen issues. The CIP projects and equipment are categorized in the following groups:

- **Facility Improvements:** Facility Improvements vary in scale and type and are necessary to maintain operations, expand capacity or efficiencies, or to increase the life of the facility. These projects can also provide opportunities to improve access so that programs and services are more easily available.
- **Roadway Improvements:** Roadway Improvements include construction of new streets; reconstruction of existing streets; and provisions for the widening or improvement of existing thoroughfares including the acquisition of rights-of-way (ROW), traffic signals, and other related traffic capacity and safety needs.
- **Stormwater Pipe Improvements:** Improvements or capital repairs to the City’s stormwater pipe system.
- **Parks and Trails Improvements:** Improvements relative to parks and trails include the implementation of various park plans and trails, and the upgrading and construction of additional improvements.
- **Future Improvements:** The Future Improvements section includes any improvements that are currently not funded; some of which may be contingent on the growth of the City and the demands on the current infrastructure.
- **Equipment:** Equipment used for City operations that are not permanently attached to real property.

A summary of the capital improvement costs by category for each fiscal year can be seen in Table 8-7 below.

Table 8-7: 2024-2028 CIP Summary

Category	FY 23/24	FY 24/25	FY 25/26	FY 26/27	FY 27/28	Total
Facility Improvements	\$1,508,700	\$-	\$-	\$-	\$-	\$1,508,700
Roadway Improvements	\$13,189,500	\$21,630,500	\$22,268,900	\$7,330,000	\$1,805,000	\$66,223,900
Stormwater Pipe Improvements	\$632,500	\$632,500	\$632,500	\$632,500	\$632,500	\$3,162,500
Parks & Trails Improvements	\$1,000,000	\$304,800	\$212,800	\$425,600	\$207,000	\$2,150,200
Equipment	\$275,000	\$-	\$-	\$-	\$-	\$275,000
Total	\$16,605,700	\$22,567,800	\$23,114,200	\$8,388,100	\$2,644,500	\$73,320,300
<i>Source: Rocklin, 2024a</i>						

The City of Rocklin’s 2024-2028 CIP is thorough and transparent, providing a detailed accounting of future planned capital improvements by category as well as by funding source. Of the funds that will be utilized for the CIP, the greatest amount of funding will come from the SB 325 Sales Tax Fund at 32.3 percent

(\$19,554,400) followed by Streets Grants funding at 30.7 percent (\$17,416,100) and Traffic Circulation Impact Fees at 19.4 percent (\$10,304,200). Of the anticipated capital improvements, approximately \$21.15 million is unfunded (Rocklin, 2024a).

8.6.2 Fleet Replacement

The Public Works Department operates and maintains the City's fleet of vehicles and coordinates with Capital Improvement Projects. For the FY 2023/2024 budget, the City anticipated the following new fleet equipment and fleet replacements as shown in Table 8-8 below (Rocklin, 2023).

Table 8-8: Fleet Replacement and New Equipment FY 2023/2024

Fleet Equipment (New)	Department	Fund Name (Number)	Total Cost
Code Enforcement Vehicle	Community Development	General (100)/Fleet (500)	\$38,000
Fire Prevention Vehicle (New)	Fire	General (100)	\$83,000
Parks Irrigation Technician Truck	Parks & Recreation	General (100)/CFD No.5 (232)/Fleet (500)	\$50,000
Parks Maintenance Worker Truck	Parks & Recreation	General (100)/CFD No.5 (232)/Fleet (500)	\$50,000
Parks Truck and Chipper (New)	Parks & Recreation	General (100)/CFD No.5 (232)	\$120,000
Police Crime Scene Investigation Van	Police	General (100)/Fleet (500)	\$150,000
Police Marked Patrol Units (2 New)	Police	General (100)	\$180,000
Police Marked patrol Units	Police	General (100)/Fleet (500)	\$360,000
Police Unmarked Vehicles	Police	General (100)/Fleet (500)	\$135,000
Police Volunteer Vehicle	Police	General (100)/Fleet (500)	\$37,500
Landscape Maintenance Worker Truck	Public Works	CFD No. 5(232)/Gas Tax (210)/LLMD No. 2 (235)/Fleet (500)	\$50,000
Public Works Supervisor Truck	Public Works	CFD No. 5(232)/Gas Tax (210)/LLMD No. 2 (235)/Fleet (500)	\$37,500
Total Cost			\$1,291,000
<i>Source: Rocklin, 2023</i>			

The California Office of Administrative Law approved the Advanced Clean Fleets (ACF) Regulation in September 2023. The ACF requires all medium and heavy-duty vehicle sales in California be zero emission beginning with model year 2036. The regulations also require state and local government agencies to transition to electric vehicles. Starting January 1, 2024, 50 percent of total vehicle purchases for the fleet each calendar year must be zero emissions vehicles and starting January 1, 2027, 100 percent of total

vehicle purchases for the City’s fleet in each calendar year must be zero emissions vehicles (CARCB, 2022)¹⁰.

The required transition to electric vehicles is a complex issue that will require additional infrastructure to handle the charging of the new fleet, additional training for maintenance of these vehicles, likely operational challenges with storing and maintaining electric vehicles, as well as the increased costs associated with purchases of electric vehicles to replace necessary City fleet vehicles every year. It is not clear how these new regulations will impact the City’s ability to finance fleet replacements, nor how extensive the costs will be to buildout the infrastructure and staffing needed to manage this new type of vehicle.

Recommendation: It is recommended that the next MSR review the impacts that the electrification of fleet vehicles may or may not have had on the City’s financial position.

8.7 Financial Summary

8.7.1 *Future Challenges*

The consultants for this study queried City staff regarding any programmatic or new regulatory requirements that could have an impact on the City’s financial position. The City responded to the Request for Information (RFI) with the following statement:

The electrification of fleet vehicles and SB 1383 regulations has had notable impact on the City. To address this, the City applied for and successfully awarded an SB 1383 grant. The grant is being used to help offset a portion of the implementation cost. Additionally, the City is exploring various strategies to manage and address the associated cost for the electrification of fleet vehicles (Rocklin, 2024b).

Information on electrification of fleet vehicles can be found in Section 8.6.2 above. SB 1383 regulations went into effect on January 1, 2022. The regulations aim to divert 50 percent of organic waste from landfills below 2014 levels by 2020, and 75 percent by 2025. SB 1383 also requires that jurisdictions conduct education and outreach on organics recycling to all residents, businesses (including those that generate edible food that can be donated), haulers, solid waste facilities, local food banks, and other food recovery organizations. Western Placer Waste Management Authority (WPWMA) is the regional agency that provides recycling and waste disposal services for Lincoln, Rocklin, Roseville and Placer County. WPWMA operates a Material Recovery Facility located at the landfill to help Placer County meet the state’s waste reduction goals. The WPWMA through a Joint Powers Agreement with the member agencies has the authority to establish appropriate fees and charges for use of the landfill site (Placer LAFCO, 2005). It is likely that costs from SB 1383 are borne by each member agency, though the City did not provide the consultants with any additional details.

¹⁰ More information regarding ACF can be found here: <https://ww2.arb.ca.gov/sites/default/files/barcu/regact/2022/acf22/ac/acffro11.pdf>.

In addition to those new regulations mentioned above, the City of Rocklin is near buildout with very limited opportunities for annexation. However, City staff and leaders are taking proactive steps to shift priorities from one of growth to long-term sustainability. The City’s website states, “With few remaining large, undeveloped parcels and no opportunities for annexation, City leaders are shifting their focus from one of growth to long-term sustainability. Rocklin must ensure that the City’s high quality of life can be sustained in the years to come. This shift in focus requires innovative thinking, but also allows for unprecedented opportunities.” Lack of growth could impact the growth of sales tax and property tax revenues, of which the City relies on. This could leave the City with limited options to increase revenues to meet ever increasing costs for services as well as provide competitive salaries for staff.

8.7.2 Economic Factors and Outlook

According to the City’s FY 2021/2022 audited financial statements, following the unprecedented disruptions to the basic functioning of the economy caused by the coronavirus pandemic, the overall economic recovery happened quickly and more robustly than many anticipated. This recovery provided a surge of revenues in City funds, helped the City significantly improve the City’s budgetary position in fiscal year 2021/2022 and into fiscal year 2022/2023. Factors that were considered in the development of the fiscal year 2022/2023 budget included:

- Property tax revenues are expected to remain optimistic, growing by seven percent from fiscal year 2021/2022 as a result of a robust housing market and continued development of residential homes in the City;
- Sales tax revenues are projected to increase by 14 percent from the fiscal year 2021/2022 budget due to strong online purchases and vehicle sales; and
- Increases are expected to the insurance premium and worker’s compensation rates (City of Rocklin, 2022).

The City’s FY 2023/2024 Budget includes a summary of some of the challenges the City will be facing in the future:

Some of the ongoing challenges are increasing labor costs and liabilities that continue to compete with the priorities and needs of our community. Insurance premiums and workers’ compensation costs continue to increase and are expected to increase by \$2.4 million over the period of the forecast. Therefore, it is important to continue to maintain a sufficient level of fund balance, strategically using one-time resources in mitigating future challenges, as well as proactively seeking opportunities to diversify City funding sources.

Though the City is in a stable financial position, future forecasts for the General Fund suggest that the City could be operating with expenditures exceeding revenues beginning in FY 2026/2027 (two fiscal years from now) if not sooner. Fire and Police services make up approximately 55 percent of City expenditures with costs for these services only likely to continue to rise. The City’s net pension liability as well as its unfunded accrued liability are significant and could impact the City’s ability to provide services in the future. New regulations, such as the electrification of fleet vehicles, are additional costs the City was not anticipating. The City’s key management practices provide a financial safety net for the City and include building reserves, financially sound rules on how surplus is spent, and rules that support fiscal

sustainability. The City is well managed and has adequate staff to maintain and plan for future services. It is likely that, with continued solid management of the City’s financial resources and proactive measures to locate alternative funding sources, the City will be able to maintain its high level of existing services and have capacity to serve the residents of the City as well as any small growth that may occur through the life of this report.

8.7.3 California Auditor Fiscal Health Dashboard¹¹

The California Auditor has developed a Local Government High Risk Dashboard for all cities within the State. The California Auditor’s analysis has concluded that the City of Rocklin’s Overall Risk of Financial Distress was LOW four of the five fiscal years analyzed, including FY 2016/2017, FY2017/2018, FY 2018/2019, and 2020/2021. The Auditor’s risk assessment is summarized in Figure 8-24 below and was based on many fiscal variables, which are presented in Appendix K.

Figure 8-24: California Auditor City of Rocklin Fiscal Health



There were ten risk factors analyzed for each fiscal year. For FY 2020/2021, the City’s Overall Risk was Low with five risk factors falling in the “Moderate” or “High” risk categories. The Auditor added detailed descriptions under each risk factor. These descriptions have been directly copied from the dashboard and pasted in the list below as follows:

¹¹ The California State Auditor’s Office (State Auditor) removed the Local Government High-Risk Dashboard from its website on October 1, 2023. The reason for removing the dashboard was to prioritize staff resources to focus on completing the audit for the State of California’s Annual Comprehensive Financial Report (ACFR).

General Fund Reserves: This city has enough funds set aside in reserves to cover its expenses for about 8 months in the event of a fiscal emergency, such as an economic recession, and its reserves have been growing, on average, by 4 percent annually.

Debt Burden: This city's long-term debts equate to only 20 percent of the city's total government revenues, indicating it has substantial capacity to pay its debts. In order to be low risk for debt burden, a city's debt should ideally not exceed 40 percent of total government revenue.

Cash and Investments (Liquidity): This city has enough cash and investments to cover 487 percent of its unpaid bills at year end. Similar to a checking account balance, this indicator measures the cash and investments a city has in its general fund at the end of the fiscal year to pay its bills. In order to be low risk, a city should have enough cash and investments to pay 150 percent of its bills in the near future.

Pension Funding: This city's unfunded pension obligations are substantial compared to its total government revenues. A city's unfunded pension obligations represent the amount of additional funds it would need to set aside to make all promised pension payments to its employees. Greater unfunded pension obligations mean that a city will have to make higher contributions to its pension plan over time.

Retiree Health and Dental Obligations (Other Post-Employment Benefits Obligations): This city's unfunded obligations for retiree health and dental benefits are relatively small compared to its total government revenues. A city's unfunded obligations for retiree health and dental benefits represent the amount of additional funds it would need to set aside to make all promised payments to its employees for other post-employment benefits. Greater unfunded retiree health and dental obligations mean that a city will have to make higher contributions to its OPEB plan over time.

Revenue Trends: This city's revenues have increased, on average, 6 percent annually over the last few years. Modest growth in general fund revenues may give the city some flexibility to respond to economic changes and pay rising costs of services.

Pension Obligations: This city's unfunded pension obligations are substantial compared to its total government revenues. A city's unfunded pension obligations represent the amount of additional funds it would need to set aside to make all promised pension payments to its employees. Greater unfunded pension obligations mean that a city will have to make higher contributions to its pension plan over time.

Retiree Health and Dental Funding (Other Post-Employment Benefits Funding): This city's OPEB plan, which covers other post-employment benefits like health and dental for retired employees, has enough assets to fund 77 percent of employees' OPEB costs. A city with an OPEB plan without sufficient assets may have to make higher contributions over time. For a city's OPEB funding to be low risk, the city should have enough assets in its OPEB plan to fund more than 80 percent of its employees' OPEB costs.

Pension Costs: This city’s current annual contributions to its pension plan are moderate compared to its total government revenues. This indicator measures how much the city currently needs to contribute to its pension plan annually to ensure the plan can afford to pay employees in the future. For a city’s pension costs to be low risk, annual pension contributions should not exceed 5 percent of the city’s total government revenue.

Future Pension Costs: This city’s projected annual payments to its CalPERS pension plan in fiscal year 2028-2029 are significant compared to its current total government revenues. This indicator projects the future annual amount the city will need to contribute to its pension plan to ensure the plan can afford to pay retired employees. For a city’s pension costs to be low risk, annual pension contributions should not exceed 5 percent of the city’s total government revenue.

Overall, the State Auditor’s opinion in the Dashboard for FY 2020/2021 was that residents may expect that the City of Rocklin will continue to provide essential services, such as fire, police, road maintenance, and parks. Although the City’s overall financial position is relatively strong, the City must continue to plan for its long-term financial future. The Dashboard also included a city ranking by region for overall risk. For the Sacramento Region, Rocklin was ranked 7th compared to local cities and 256th statewide for FY 2020/2021.

City staff provided consultants with the following comment: “The State Auditor’s pension obligation is based on FY 2020-21 data, which likely references the CalPERS actuarial valuation as of June 2020, when the City had a significant unfunded accrued liability (UAL). Since then, the City has made substantial Additional Discretionary Payments (ADPs), significantly reducing its UAL. For example, the June 30, 2020, valuation report showed a UAL of \$30.5 million (69.2% funded status), which was reduced to \$18.5 million by June 30, 2021 (82.6% funded status), reflecting the City's efforts to address its unfunded pension obligations.” (City staff, personal communication, October 2024)

Recommendation: It is recommended that the City plan for increases in future pension costs through FY 2028/2029.

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Chapter 9. Status and Opportunities for Shared Facilities

This section details any efforts the City has made to reduce costs and share facilities with neighboring entities. Information in this section is broken out by opportunities for cost avoidance and shared facilities, for the police department, parks and recreation, and public works, as well as overall City strategies.

9.1 Overall

The City participates in multiple Joint Powers Authorities (JPAs) or joint decision-making efforts as it relates to the provision of municipal services. These are listed as follows:

- Placer County Flood Control and Water Conservation District (PCFCWCD): This District's Board Members are comprised of one member from each City and Town Council in the County, two members from the County Board of Supervisors and one member selected at-large by the County Board of Supervisors. The purpose of the District is to address flood control, drainage, and stormwater management issues arising with developmental growth occurring in the region (PCFCWCD, 2024);
- Placer County Air Pollution Control District (PCAPCD): The District has a nine-member elected Board of Directors drawn from the County and area cities. The District is the regulatory agency responsible for improving air quality throughout Placer County (PCAPCD, 2023);
- Placer County Transportation Planning Agency (PCPTA): The PCPTA is the regional transportation planning agency for Placer County and also represents Placer jurisdictions in federal planning and programming issues. The PCTPA Board of Directors consists of one councilmember from each of the six incorporated cities in Placer County, two members from the Placer County Board of Supervisors and one citizen representative (PCTPA, 2024a);
- South Placer Regional Transportation Authority (SPRTA): The SPRTA is a JPA comprised of the cities of Lincoln, Rocklin, Roseville, and the County of Placer. The Authority was formed for the purpose of implementing a Regional Transportation and Air Quality Mitigation Fee to fund specified regional transportation projects. SPRTA is governed by a Board of Directors representing the JPA member jurisdictions and is staffed by the Placer County Transportation Planning Agency (PCTPA, 2024b);
- Highway 65 Joint Powers Authority (JPA) Fee Program: The cities of Roseville and Rocklin along with Placer County, formed this JPA for the purposes of funding four interchanges on Highway 65. The fee program assesses fair-share costs to each jurisdiction based on their impact on the individual improvements from new development. City of Roseville serves as staff to the JPA and administers the fee program (City of Roseville, 2024).
- Collect City development fees for shared capital improvement projects with neighboring agencies, which include for Dry Creek Watershed Drainage Fee; Highway 65 Interchange Improvement Fee; Placer County Capital Facilities Impact Fee; and the South Placer Regional Transportation Agency Fee;

- Western Placer Waste Management Authority (WPMWA): The WPMWA is a regional agency established in 1978 through a joint exercise of powers agreement between Placer County and the cities of Lincoln, Rocklin, and Roseville (member agencies) to own and operate a regional recycling facility and sanitary landfill (WPMWA, 2024); and
- Pioneer Community Energy JPA: Pioneer Community Energy is a local not-for-profit provider of electricity. The governing board consists of elected representatives from ten member agencies including El Dorado County and Placer County Board of Supervisors and the City Councils of Auburn, Colfax, Lincoln, Placerville, Rocklin, Nevada City, Grass Valley and the Town of Loomis. The agency started providing electricity services in 2018 to Auburn, Colfax, Lincoln, Rocklin, Loomis and most of unincorporated Placer County (Pioneer, 2024).

The City also jointly owns Irrigation facilities with the Whitney Oaks Homeowners Association, the Whitney Oaks Golf Club, and the City services the landscape medians, parkways, and park areas surrounding the Whitney Oaks Community (Rocklin, 2024). The City periodically reviews agreements for shared facilities, services, and any other appropriate agreements to ensure fiscal neutrality. The last review was conducted about one year ago (City staff, personal communication, August 2024).

The City is a signatory to two JPAs: 1) the “Joint Exercise of Powers Agreement Among the City of Lincoln, the City of Rocklin, the City of Roseville, and the County of Placer for the Planning Design, Financing, Acquisition and Construction of Regional Transportation Improvements,” which addresses regional transportation improvements, which could include non-motorized transportation improvements such as pedestrian and bicycle facilities that also double as recreational facilities; and 2) the “Joint Powers Agreement of the Sacramento Area Council of Governments,” which addresses regional planning issues such as transportation, housing, and land use. Similar to the JPA for Lincoln, Rocklin, Roseville, and Placer County above, regional transportation and land use improvements developed under this JPA could include non-motorized transportation improvements such as pedestrian and bicycle facilities that also double as recreational facilities.

When asked about service efficiency and cost savings opportunities, City staff informed the consultants that the City is required to go through competitive bidding when procuring goods or services to ensure the selection of the lowest and responsible bids. The City utilizes contractors to manage seasonal and temporary spikes in workload where appropriate, aiming to reduce overhead and operational costs. In addition, the City is currently evaluating and implementing many recommendations identified in an organizational assessment conducted for the Community Development Department. The organizational assessment is a multi-year project, and the consultants were not informed as to the current status of the process (Rocklin, 2024). No additional information was provided to LAFCO. No other opportunities for cost avoidance or facility sharing were identified by City staff. The City generally takes advantage of opportunities for shared facilities with neighboring entities.

9.2 Police Department

The City’s Police Department participates in mutual aid agreements that are activated during a declaration of emergency/natural disasters with neighboring agencies. In addition, the Department participates in reciprocal law enforcement jurisdiction agreements with multiple agencies across the state (Rocklin,

2024). Neighboring law enforcement agencies to the City include the City of Roseville Police Department, the City of Lincoln Police Department, and the Placer County Sheriff's Office. No other details regarding these agreements were provided to the consultants or LAFCO for this study.

The Department does not participate in any JPAs, joint use agreements or provide law enforcement services to areas that are outside of the City's boundaries. There are no areas identified by Department staff that the City currently provides services which might be served more efficiently by another agency. The Police Department does have active service contracts with the Rocklin Unified School District (RUSD) and Sierra Community College District (Rocklin, 2024). No additional details regarding these contracts were provided to LAFCO.

In an effort to provide a higher level of service at minimal increase of costs, the Police Department has focused on technology such as automatic license plate readers and real time crime center software. The Department plans to continue to use technology and leverage social media for community outreach. This allows for minimal staff to reach thousands of Rocklin residents for general information and in times of crisis (Rocklin, 2024). No other opportunities for cost avoidance or facility sharing were identified by City staff.

9.3 Parks and Recreation Department

The City Parks and Recreation Department maintains an existing Joint Use Agreement with the Rocklin Unified School District (RUSD) for the use of two high school pools (Whitney High School pool and Rocklin High School pool) and one gymnasium (Clark Dominguez Gym). The agreement obligates the City and RUSD to pay portions of the cost of maintenance, utilities, and other expenses related to the complexes. It also outlines how much time will be provided to each party for pool use. The time of pool use allocated to the City through this agreement is in turn allocated to Rocklin Swim Team through the City/Wave agreement. This agreement expires on February 13, 2031 (Rocklin, 2024). Sharing of these facilities saves both the City and RUSD for costs and staffing. Currently, there are no joint-use agreements between the City and RUSD for use of school fields after school hours and school use of City recreational facilities. The City could consider expanding the existing Joint-Use Agreement with RUSD for use of other facilities that may be shared between the two entities.

Parks and Recreation Department staff were queried as to whether there are any areas that the City currently provides parks and recreation services that might be served more efficiently by another agency or if there are areas outside of the City boundary that the Department is providing services. Staff indicated that there are no areas that might be served more efficiently by another agency and that there are no areas outside of the City boundary where services are currently being provided. No other opportunities for cost avoidance or facility sharing were identified by City staff.

Recommendation: The City could consider additional Joint-Use Agreements to allow public use of school fields after school hours and school use of City recreational facilities.

9.4 Public Works Department

The City has invested in pipelining where feasible instead of remove-and-replace strategies. Public Works utilizes a staffing strategy where the Department has a lean full-time-employee team which is complimented by consultants, contractors, and part-time-employees. As economic seasons ebb and flow, so does the Department’s usage of consultants, contractors, and part-time-employees which helps keep overhead and operations manageable (Rocklin, 2024). No other opportunities for cost avoidance or facility sharing were identified by City staff.

Chapter 10. Municipal Service Review Determinations

Based on the information included in this report, the following written determinations make statements involving each service factor which the Commission must consider as part of a Municipal Service Review. The determinations listed below are based upon data presented in this report for the City of Rocklin and are recommended to the Commission for consideration. The Commission's final MSR determinations will be part of a Resolution which the Commission formally adopts during a public meeting.



Scoring for the determinations in Table 10-1 below are as follows:




▲ Above Average (compared to similar Agencies), ● Average, ▼ Below Average, ◆ Statement of Fact (not rated).

Table 10-1: Summary of MSR Determinations for the City of Rocklin

Indicator	Score	Determination
Population and Growth		
Existing Population (2023)	◆	The City estimates a population of 71,179 in 2023.
Projected Population in years 2035 and 2040	◆	The City's mid-growth scenario assumes an increase in population of 5 to 7 percent every 5 years. However, the 5-year incremental increases from 2010 to 2020 ranged from 6.2 percent to 15.1 percent. Based on the population in 2020 of 71,290 persons and in 2023 of 71,179, the City is generally following the mid-growth scenario. Based on the number of 'under construction dwelling units' (418) and the number of 'approved dwelling units' (7,631), the City will exceed the current General Plan holding capacity. If all of these units are constructed the City's population will balloon to 81,760.



Indicator	Score	Determination
City boundaries contain sufficient land area to accommodate projected growth.	●	<p>The City contains sufficient land area to accommodate projected growth in line with the City's mid-growth scenario. The City will likely rapidly reach buildout within the next five years.</p> <p>Recommendation: It is recommended that the Annual Progress Reports for the City's General Plan and Housing Element either be posted, or a reference to their location posted, on the General Plan portion of the City's website. In addition, it is recommended that the Regional Housing Needs Allocation/Plan be analyzed during the next MSR/SOI cycle.</p>
The City adopts and maintains a General Plan that is sufficient to inform LAFCO actions. The General Plan includes analysis of the City's population at buildout.	●	<p>The City's General Plan was adopted in 2012 and is now 12 years old. The City adopted its Housing Element in 2021 and revised it in 2024. The City General Plan is nearing the end of its useful life as buildout will rapidly be reached. The City may wish to consider an update to the General Plan in the near future to plan for the expected population increase beyond the City's current growth horizon.</p>
The City has a balanced jobs to housing ratio.	●	<p>The City's job/housing ratio is approximately 1.28. This is close to a commonly accepted healthy jobs-to-housing balance of between 1.3 and 1.6.</p> <p>Recommendation: It is recommended that when LAFCO provides a more comprehensive update to the City's SOI, the Regional Housing Needs Allocation/Plan be analyzed.</p>
Government Structure and Accountability		
Public engagement is encouraged, and the City's plans and programs reflect citizen input.	▲	<p>The City has a robust community outreach program and solicits feedback from residents on future planning and public design opportunities. The City keeps residents up to date on City news via its website and invites all website visitors to subscribe to the City newsletter for additional information. The City holds special meetings and public workshops as needed to solicit citizen input such as strategic planning and budget workshops.</p>



Indicator	Score	Determination
<p>City Council and related public meetings are noticed, accessible to the public, and conducted according with the Brown Act.</p>		<p>The City makes the current agenda available on an integrated agenda management platform with a link to this platform from the homepage. Meeting agendas and minutes are downloadable and electronically searchable on the City’s “City Council Agendas and Minutes” page. However, minutes are not linked through the City’s search browser. The City Council agendas and minutes are also not electronically searchable by common internet browsers.</p> <p>The City and its representatives have a solid record of adherence to the requirements of the Brown Act, the Political Reform Act, and similar laws. The City complies with the requirements of the Brown Act 2016 Updates described in AB 2257.</p> <p>Recommendation: It is recommended that the City provide results for Council minutes and agendas in its search browser.</p>
<p>Elected City Councilmembers submit required forms and receive required trainings as prescribed by:</p> <ul style="list-style-type: none"> (1) the Political Reform Act; (2) Assembly Bill 1234 (Salinas, 2005); and (3) Government Code 53237 <i>et. seq.</i> 		<ul style="list-style-type: none"> (1) Some Councilmembers’ FPCC forms are found under “Statement of Economic Interest” on the City website, and some of the members have filed forms that are in the eRetrieval system. (2) The City’s website indicates that City Councilmembers complete ethics training, but does not post certificates of completion of initial or bi-annual ethics training. (3) the City Councilmembers participated in sexual harassment prevention training and ethics training. Therefore, the City Council is in compliance with Gov. Code 53237 <i>et. seq</i> and Assembly Bil 1234. <p>Recommendations: It is recommended that all information for FPCC forms be placed in one location such as the eRetrieval system. It is recommended that the City add ethics training certificates to the City website for greater transparency and that the City includes information on compliance with Gov. Code 53237 <i>et. seq</i> on their website.</p>



Indicator	Score	Determination
The City website meets the requirements of the Brown Act 2016 updates as described in Government Code §54954.2 and enacted by Assembly Bill 2257. Contact information, financial statements, compensation reports, and other relevant public information are available on the City website.		The City's current and past budgets can be found on its website as well as financial statements, compensation reports and other relevant public information. The City website meets the requirements of the Brown Act 2016 updates.
The City has or has not been the subject of current litigation and/or grand jury inquiry.		<p>The City has been involved in several claims or lawsuits each year in the last three years. However, the number of lawsuits experienced by the City is in the normal range for a City of this size.</p> <p>The City has not been the subject of a Placer County Grand Jury inquiry specific to Rocklin, but has been included in recent reports that the Placer County Grand Jury releases annually, along with other municipal agencies (Cities and County) in Placer County. Many of the Grand Jury's findings are disputed by the City.</p> <p>Recommendation: For transparency purposes, it is recommended that the City consider adding specific line items to its annual budgets or an annual report related to litigation (amounts paid to claims, court awards, excess staff time, etc.).</p>
Disadvantage Communities		
The median household income is identified. The DUC threshold MHI (80 percent of the statewide MHI) is clearly stated. The MHI in the City's SOI is described.		The statewide annual median household income (MHI) in California for the year 2020 was \$91,905 (U.S. Census, 2022). Eighty percent of the statewide MHI (2021) equals \$73,524, the threshold used to determine which geographic areas qualify for classification as a disadvantaged community. There are no DUCs within the City's SOI and no DUCs adjacent to the City's SOI.

Indicator	Score	Determination
Potential DUCs are considered. The provision of adequate water, wastewater, and structural fire protection services to DUCs is considered.	◆	All areas within the City's SOI receive essential municipal services of water, wastewater, and structural fire protection (or acceptable private alternatives). Therefore, no communities within the existing City of Rocklin SOI lack public services and no health or safety issues have been identified.
Public Services and Infrastructure		
Law Enforcement Services		
The City provides police services to residents and visitors in the City.	▲	<p>The RPD maintains a vast array of divisions, units, and services that support residents and visitors to the City. These services are well managed and staffed with adequate equipment and facilities. The Department has experienced a high number of complaints over the last two years when compared to prior years. Department Annual Reports provide less information about complaints than prior years. The number of Use of Force incidents has also increased over the last two years.</p> <p>Recommendation: It is recommended that the Department add detailed information on complaints and the outcomes of those complaints (Unfounded, Exonerated, Not Sustained, Sustained) to provide transparency to future annual reports.</p>
Police department staff regularly conduct trainings as required by state and/or federal regulations.	▲	The RPD's training manual was last updated in November 2017. The Department maintains training standards that exceed those mandated by POST. RPD receives its policy framework from Lexipol, the recognized expert in police policy, utilized by the vast majority of police agencies in California. In addition, RPD reviews policies and procedures on a continuous basis.
The City has adequate facilities and equipment to meet the current and future needs of the department.	▲	The City maintains a robust Capital Improvement Plan that that sets forth the City's capital improvements for the next five years. The Department's needs as outlined in the CIP are generally met through the City's long-range financial planning.



Indicator	Score	Determination
The City has planned for replacement of aging infrastructure and equipment.	▲	The Police Department's existing facilities are adequate to meet service needs now and into the future. The Department continually replaces necessary equipment and vehicles through the Budget process each year.
Incident response times for the department are within Department goals.	▲	Average response times for officers on all priority call types are within the Department's goals suggesting that staffing is adequate to meet all call types.
The City Communications Center meets CalOES standards of 95% of calls answered within 15 seconds. Staffing for dispatch is sufficient to meet current needs.	▲	The Rocklin PD Communications Center is staffed with ten (10) public safety dispatchers and two (2) supervisors. According to the 2022 Annual Police Report, 95.38 percent of the 18,437 911 calls to the Dispatch unit were answered within 15 seconds. This is a third of a percent above the 95 percent standard set by CalOES. This suggests that the Rocklin Communications Center has adequate staff and is able to handle the volume of 911 calls received.
The City has adequate staff to meet current and future demand.	●	The City has a current ratio of 0.89 officers per 1,000 residents. This is similar to other agencies in the area. The Department expressed the need to increase staffing to meet current needs.
Parks and Recreation Services		
The City provides sufficient facilities and services to meet future demands.	▲	The City of Rocklin maintains 581 acres of parks, including 29 neighborhood parks, 5 community parks, 3 special use parks, and 10 miles of multi-use trails. Since the 2017 Parks and Trails Master Plan was adopted, four new parks and approximately two additional miles of trails have been developed, for a total of 37 parks, over 10 miles of trails. The City is also pursuing the implementation of a 2021 Master Plan for the Sunset Whitney Recreation Area, including the construction of 16 new pickleball courts. The City has actively developed new facilities and continues to do so, and is on track to meet and exceed future demand.


Indicator	Score	Determination
<p>The General Plan standard of 5.0 acres of parkland per 1,000 residents is met. The City meets benchmarks for parks and recreation services and has sufficient facilities to meet current demands.</p>		<p>A review of the National Recreation and Parks Association (NPRA) 2023 Agency Performance Review suggests that the City is maintaining adequate ratios of residents per park and acres of parkland per 1,000 residents when compared to other agencies nationwide with similar populations. The City provides programming activities similar to other agencies nationwide. For outdoor parks and recreation facilities, the City is providing a higher level of services for residents compared to national agencies with a similar population for many facilities. For inadequate service areas, the City has grants in place to construct facilities or has active plans in place which provide the opportunity to pursue funding for the construction of needed facilities, and the City is actively pursuing those funding opportunities. In addition, the City continues meet benchmarks similar to other local parks and recreation agency providers in the region.</p> <p>Recommendation: It is recommended that the City develop specific strategies and benchmarks to measure more qualitative service levels such as public satisfaction with various characteristics of park facilities. This could be accomplished through public surveys, website feedback mechanisms, and assessments relative to surrounding jurisdictions.</p>
<p>The City has adopted and maintains a Park and Recreation Master Plan that meets the requirements of General Plan Policy Action Step OCRA-13 within the Open Space, Conservation and Recreation Element. Service plans are regularly updated to ensure that infrastructure needs, and deficiencies are addressed in a timely manner.</p>		<p>The City adopted a Parks and Trails Master Plan in 2017 with a 20-year planning horizon. The City has multiple plans to review infrastructure for current and future needs including a Capital Improvement Plan (2018), a Reserve Study (2023), an Open Space Annual Monitoring Report (2021), and a Development Impact Fee Study (2022). These plans and programs address existing infrastructure needs and the needs of future development. The 2017 Parks and Trails Master Plan includes a policy to update the Plan every five years; however, the City is not in the process of updating any documents related to park and recreational facilities planning or programming. The City should consider initiating an update process soon to comply with its adopted policy.</p> <p>Recommendation: It is recommended that a future Parks and Trails Master Plan includes a detailed inventory and assessment of all parks and recreation infrastructure that provides defined metrics to determine and plan for future infrastructure needs, repairs, and replacements.</p>

Indicator	Score	Determination
The City has planned for replacement of aging park infrastructure and has preventative maintenance measures		<p>The City has internal construction, playground, irrigation, and backflow certified inspectors that continuously review infrastructure and provide recommendations to the Capital Improvement Projects (CIP) team. The City has two reserve studies, both updated in 2023, to provide guidance over the next 10 years of funding needed and the lifecycle of assets. Every park within the City has an unfunded reserve, however the study identifies the amount that will be contributed each year toward paying down the unfunded reserves. For parks funded by the General Fund, as of 2023, there was an unfunded reserve of \$4,765,580. By 2033, the total ending reserve balance for these parks will be \$472,563. For CFD 5 funded parks, as of 2023, there was an unfunded reserve of \$4,245,734. By 2033, the total ending reserve balance for all parks within the CFD will be \$591,875.</p> <p>Recommendation: An evaluation of the Park Development and Maintenance Tax should be conducted to determine whether the tax is sufficient to fund operations and maintenance, and whether a new tax or other funding mechanism (with an inflationary adjuster) should be pursued. The City can also pursue other maintenance funding mechanisms such as corporate sponsorships or joint use with non-profit organizations. It is also recommended that the City identify an acceptable threshold for the unfunded reserve to define a goal amount for each funding source and that a 15 to 30-year horizon be identified which may provide a more realistic timetable for paying down the unfunded reserve.</p>
Stormwater, Drainage, and Road Maintenance Services		
The City provides adequate road maintenance services.		<p>The City's Public Works Department is responsible for maintaining roadway conditions, drainage, and appearance. The City performs an inventory of the entire road network on a rotating basis to determine where maintenance is needed. The City funds roadway improvements, maintenance, and necessary expansions annually through the CIP process and is able to fund the majority of the anticipated projects. Some funding is expected from grants to offset unfunded costs. City staff identified that future challenges will include maintenance efforts related to unfunded state mandates</p>

Indicator	Score	Determination
<p>The City provides adequate stormwater and drainage services to reduce flooding and meet state regulations.</p>		<p>The City has a well-functioning stormwater and drainage network that discharges stormwater into the creeks that transect the community. City staff proactively maintain the infrastructure system through routine maintenance practices and review all development plans to ensure that the drainage systems are adequate to handle stormwater flows. Working closely with regional partners, the City and neighboring agencies have produced plans and policies to manage flood control issues, pollutants, and to plan for future storms. The City complies with all state regulations and continues to develop, replace, and maintain infrastructure to have an effective stormwater management program and system. Existing planning documents identify areas prone to flooding and the City utilizes best practices to reduce flooding and increase public awareness around stormwater pollution.</p> <p>Recommendation: It is recommended that the City provide updated data regarding creek water testing to the City’s website for transparency.</p>
<p>The City has planned for replacement of aging stormwater and drainage infrastructure.</p>		<p>The City’s Capital Improvement Plan includes references to the Stormwater Assessment Report conducted by Michael Baker International in 2015 which identified major outfall work and other pipes that are reaching the end of their life cycle. This report includes recommended phasing for replacement of infrastructure and associated costs. City staff informed the consultants that the City has invested in pipelining where feasible instead of remove-and-replace strategies for service efficiency and to reduce costs. City staff identified that future challenges include maintenance efforts related to unfunded state mandates. In addition, the City works collaboratively with neighboring agencies and the County to address stormwater issues on a regional scale.</p> <p>Recommendation: It is recommended that the City provide the stormwater assessment report on the City’s website and add to the existing disclaimer window upon initially entering the Community Map tool that the stormwater system information is only available for viewing at a specific scale or zoom level. It is also recommended that the next MSR review existing stormwater system infrastructure and future.</p>

Indicator	Score	Determination
Financial Accountability		
Financial information for the City is presented in standard format and simple language.	▲	The City's Finance Division webpage includes budgets, audits, and financial information relevant to the City and available to the public including a quick reference guide to Municipal Finance. The City's budget process and financial procedures are in accordance with all applicable standards of the Government Accounting Standards Board (GASB), Generally Accepted Accounting Principles, (GAAP) and the City's internal financial policies and Key Management Practices
The City has a published policy for reserve funds, including the size and purpose of reserves and how they are invested. Other financial policies are clearly articulated	▲	The City's Key Management Practices provide a detailed accounting of all City reserve funds, the size, and the purpose of those funds. Subsequent audits and budgets transparently articulate the existing status of these funds.

Indicator	Score	Determination
Revenues exceeded expenditures in 50 percent of the studied fiscal years.		<p>For the Government-Wide Statement of Activities for FY 2019/2020 through FY 2021/2022 and City's Budgets FY 2022/2023 and FY 2023/2024, revenues exceeded expenditures for all years studied except for the City's FY 2023/2024 budget. For Total Governmental funds, revenues exceeded expenditures for all years studied except for the FY 2023/2024 budget. Though the City is enjoying a robust General Fund balance, which the City projects to grow over the next two fiscal years, the amount of expenditures exceeding revenues for those same fiscal years suggests that the City may be moving towards a less stable financial position sooner than anticipated. However, the City is greatly exceeding its minimum reserve fund policy of 25 percent operational expenditures for the General Fund in FY 2023/2024, suggesting that the City is in a stable financial position.</p> <p>Recommendation: It is recommended that the City consider exploring alternative revenue sources for the General Fund in the near future to keep pace with increases in costs associated with staffing, maintenance, and operational expenses for City services.</p>
City park fees are annually reviewed and approved by City Council		<p>Through enactment of Rocklin Municipal Code Chapter 3.32, the City maintains a service fee cost comparison system for the purpose of recovering some or all of the costs reasonably borne for providing services of a voluntary and limited nature through fees for those services, so that general taxes are not diverted from general services of a broad nature and utilized instead to subsidize such services of limited benefit. Annually, the City reviews and updates service fees, rental fees, regulatory fees, and penalties/fines to reflect changes in costs reasonably borne. In order to implement fee updates for the calendar year, the Finance Division in the Administrative Services Department presents the annual Schedule of Fees to the City Council for adoption by resolution, and the new and increased fee amounts adopted become effective January 1 of the next calendar year.</p>

<p>The City is in a positive net position for FY 2021/2022.</p>		<p>For both the Government-Wide Statement of Activities and the Total Government Funds, the City is in the positive net position. The City's total net position strengthened by an increase of \$35.2 million compared to the previous year, and the City's Total Governmental Fund net position strengthened by an increase of approximately \$27.6 million compared to the previous year.</p> <p>Though the City is in a stable financial position, future forecasts for the General Fund suggest that the City could be operating with expenditures exceeding revenues beginning in FY 2026/2027, two fiscal years from now, if not sooner. Fire and Police services make up approximately 55 percent of City expenditures with costs for these services only likely to continue to rise. The City's net pension liability as well as its unfunded accrued liability are significant and could impact the City's ability to provide services in the future. New regulations, such as the electrification of fleet vehicles, are additional costs that were not anticipated. The City's key management practices provide a financial safety net for the City and include building reserves, financially sound rules on how surplus is spent, and rules that support fiscal sustainability. The City is well managed and has adequate staff to maintain and plan for future services. It is likely that, with continued solid management of the City's financial resources and proactive measures to locate alternative funding sources, the City will be able to maintain its high level of existing services and have capacity to serve the residents of the City and any small growth that may occur through the life of this report.</p> <p>Recommendation: It is recommended that the next MSR review the impacts that the electrification of fleet vehicles may or may not have had on the City's financial position.</p>
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Indicator	Score	Determination
The City's anticipated pension costs are low risk, with annual pension contributions not anticipated to exceed 5 percent of the City's total government revenue.	●	<p>For FY 2025/2026, the City's total anticipated pension contribution is \$5,789,300. The consultants calculated that the City's contribution amount would be considered low risk for this fiscal year. However, with the total anticipated contribution expected to be \$5,789,300 only approximately \$550k of excess revenue is left. Though the City would meet this metric for FY 2025/2026, if trends were to continue, a small reduction in total government revenue over the next two years could leave the City in a riskier financial position.</p> <p>The California Auditor Fiscal Health Dashboard calculated that the City's projected annual payments for FY 2028/2029 are significant compared to the City's total government revenue as of FY 2021/2022 and rated the City at "High Risk" for this metric.</p> <p>Recommendation: It is recommended that the City plan for increases in future pension costs through FY 2028/2029.</p>
Shared Facilities and Services		
The City cooperates with neighboring jurisdictions for the provision of municipal services.	▲	<p>The City participates in countywide and regional agreements, as well as agreements with neighboring agencies for the provision of municipal services. The City takes proactive measures to reduce costs and improve service efficiency overall and within each City Department. No additional information was provided to LAFCO. No other opportunities for cost avoidance or facility sharing were identified by City staff. The City generally takes advantage of opportunities for shared facilities with neighboring entities.</p> <p>Recommendation: The City could consider additional Joint-Use Agreements to allow public use of school fields after school hours and school use of City recreational facilities.</p>
Agreements for shared facilities, services, any other appropriate agreement (i.e., Tax Sharing Agreement) are periodically reviewed to ensure fiscal neutrality.	▲	<p>The City periodically review agreements to ensure fiscal neutrality. The City's most recent review was approximately one year ago.</p>
Key Score: ▲ Above Average (compared to similar Agencies), ● Average, ▼ Below Average, ◆ Statement of Fact (not rated)		

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Chapter 11. Sphere of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that LAFCO review and update the Sphere of Influence (SOI or Sphere) for each of the cities and special districts within the county. Placer LAFCO is being asked to consider the Sphere of Influence for the City of Rocklin in conjunction with its review of the City’s first Municipal Service Review (MSR).

11.3 Sphere of Influence Introduction

In determining the Sphere of Influence for an agency, LAFCO must consider and prepare written determinations with respect to four factors [Government Code §56425(e)]. These factors relate to: the present and planned land uses including agricultural and open-space lands; the present and probable need for public facilities and services in the area; the present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide; and the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency. Commission policies require: a review of service capacity; the level and types of services currently provided; the areas where these services are provided; financial capabilities; the cost of service; and the location of existing and proposed facilities as well as timing (Placer LAFCO, 1999).

1.1.1 *Overview of Sphere of Influence Options Under CKH Act*

The intent of an SOI is to identify the most appropriate areas for an agency to provide services in the probable future. Accordingly, territory included in an agency’s Sphere is an indication that the probable need for service has been established; and that the subject agency has been determined by LAFCO to be the most logical service provider for the area.

There are a number of ways to look at Spheres. One option is to consider growth and development and the need for municipal services over time. A second option is to determine an agency’s ability to provide municipal services beyond its current boundary. For an agency that does not plan to provide municipal services beyond its present boundary, a Sphere boundary that is the same as the agency boundary is called a Coterminous Sphere of Influence. A third option is related to reducing the current Sphere of Influence of an agency by adopting a Reduced Sphere of Influence by excluding territory currently within an agency’s Sphere. A fourth option relates to Sphere areas for which municipal services are not intended to be provided; that is, areas within a Sphere which will remain undeveloped (such as open space or ‘protected lands’). Such an area is a special case and requires the agency to demonstrate why an area should be included within a Sphere for which no municipal services will be provided.

LAFCO also has the ability to determine a Zero Sphere of Influence for a City or Special District; signaling that the City or District does not have the wherewithal, governance capability, financial means, and/or operational capabilities to provide the municipal services for which it was formed and should be dissolved, or its function(s) reallocated to another agency.

11.4 Existing Sphere of Influence

The City of Rocklin was incorporated in 1893 with the aim of serving the community that developed in the area due to the transcontinental railroad and the growth of granite mining in the region. Placer LAFCO most recently affirmed the existing Sphere of Influence (SOI) for the City of Rocklin in 1999 via Resolution No. 01-99. Table 11-1 below shows the annexations to the City’s SOI since 1997.

Table 11-1: Annexations to the City SOI

Year	LAFCO Resolution No.	Name of SOI Annexation	Project Description
1997	7-97	Clover Valley Lakes	Reorganization of 700 acres.
1999	1-99, 1-99A	SOI Amendment	Areas were annexed into the City of Rocklin as well as detached.

The City’s current SOI is made up of 32 parcels located adjacent to the upper northeast boundary of the City and approximately 24 parcels along the City’s western boundary adjacent to State Route (SR) 65. Acreage within the SOI totals approximately 419 acres (Placer LAFCO, 1999; 2024). The current boundary and SOI for the City can be seen in Figure 11-1 on the next page.

11.4.1 *SOI Existing Land Uses*

Land use designations within the City’s SOI fall under the purview of Placer County. The majority of land uses within the SOI are designated low-density residential with approximately 103 acres designated as preserve/mitigation reserve as part of the Sunset Area Plan as shown in Table 11-2 below and in Figure 11-2.

Table 11-2: Land Use Designations for Existing SOI

Land Use	Description	Acreage
RR 1-10	Rural Residential 1-10 acre minimum	258.32
RR	Rural Residential (Bickford Ranch Specific Plan)	1.96
AG/T 20	Agricultural/Timberland 20 acre minimum	55.18
P/MR	Preserve/Mitigation Reserve (Sunset Area Plan)	103.31

According to the Placer County General Plan Land Use Element, the Rural Residential land use designation is applied to areas generally located away from cities and unincorporated community centers, in hilly, mountainous, and/or forested terrain, and as a buffer zone where dispersed residential development on larger parcels would be appropriate and compatible with smaller-scale farming and ranching operations. The Agricultural land use designation identifies land for the production of food and fiber, including areas of prime agricultural soils and other productive and potentially productive lands where commercial agricultural uses can exist without creating conflicts with other land uses, or where potential conflicts can be mitigated. The Timberland land use designation is applied to mountainous areas of the county where the primary land uses relate to the commercial growing and harvesting of timber and other forest

products, together with limited, low-intensity public and commercial recreational uses (Placer County, 2013).

Figure 11-1: City of Rocklin Boundary and Sphere of Influence

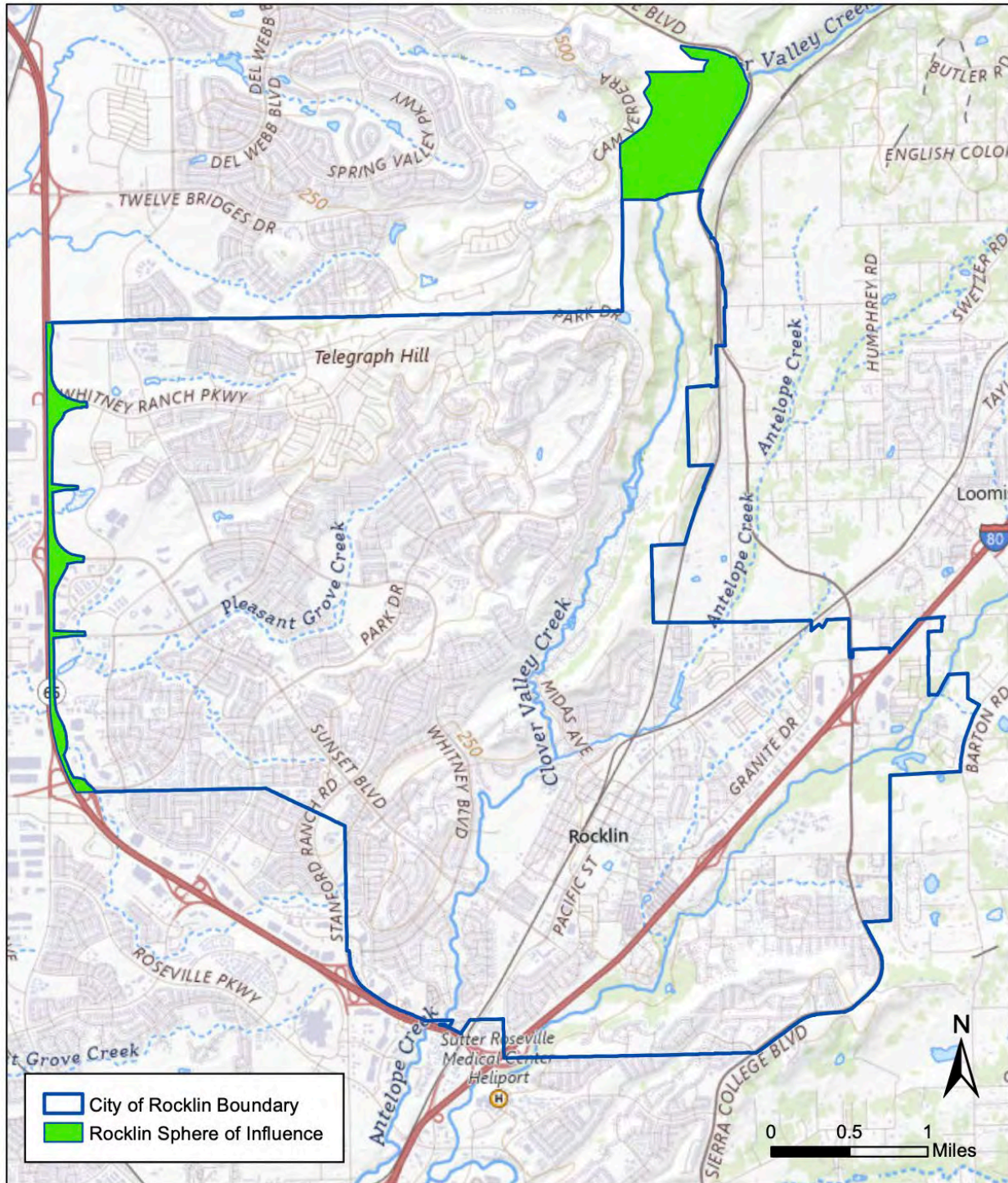
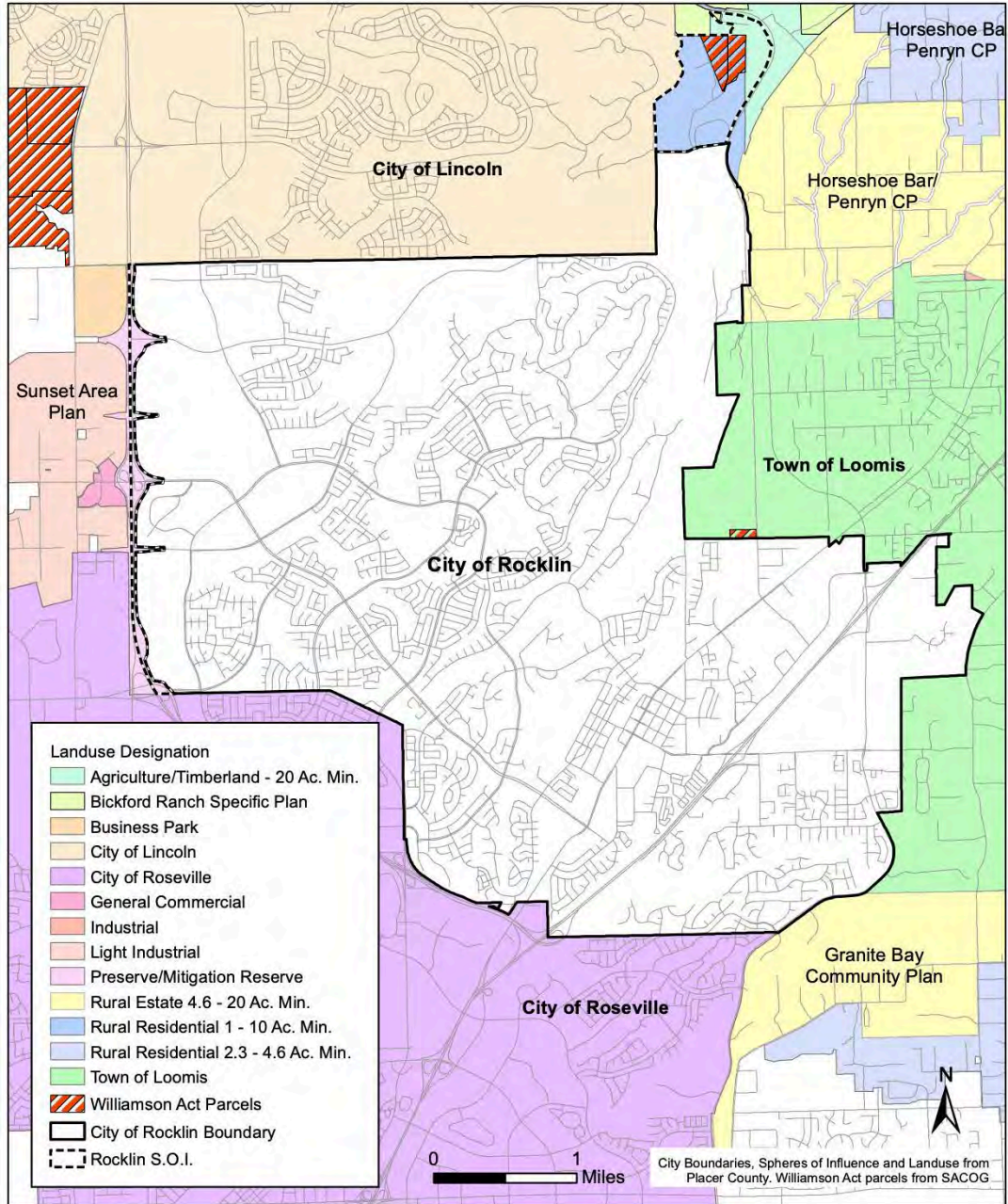


Figure 11-2: City of Rocklin SOI Land Uses

The Sunset Area Plan Preserve/Mitigation Reserve land use designation is applied to lands specifically reserved or proposed for watershed preservation, passive outdoor recreation, wilderness or wildlife/environmental preserves; sites or portions of sites with natural features such as unique topography, vegetation, habitat, or stream courses; areas providing buffers between different, potentially incompatible types of land use such as intensive agricultural operations and residential uses, hazardous areas and/or land uses and areas with concentrations of population, and residential areas and important community facilities that may be viewed as nuisances, such as the Western Regional Sanitary Landfill; and areas intended to preserve community identity by providing separation between communities. Structural

development is restricted to accessory structures necessary to support the primary allowed uses. This designation includes four existing reserves—Orchard Creek Conservation Bank, Warm Springs Mitigation Bank, Antonio Mountain Ranch, and Moore Ranch Conservancy. Typical uses permitted under the P/MR designation are as follows:

- Mitigation banks
- Natural resource conservation areas
- Necessary public utility and safety facilities (Placer County, 2019).

11.4.1.1 Northern SOI Parcels

The small parcel (1.5 acres) within the SOI that is part of the Bickford Ranch Specific Plan (BRSP) is designated Rural Residential as shown in Figure 11-2. The Rural Residential (RR) land use designation includes residential uses on parcels ranging from one to ten acres. RR uses are planned along the edges of the BRSP along ridges and south of Grand Ridge Drive. The lots in this designation are designed to accommodate estate style housing, executive housing, and custom homes (Placer County, 2015). According to the Placer County Parcel Report for this property, the parcel is developed as a single-family residence, half plex (Placer County, 2024).

Two parcels within the SOI are under Williamson Act contracts as shown in Figure 11-2. These two parcels total 51 acres as follows:

- APN: 032-030-032-000; 28 acres within the Clover Valley Ranch No. 1 development Lot 6; and
- APN: 032-030-033-000; 23 acres within the Clover Valley Ranch No. 1 development Lot 7 (Placer County, 2024).

The California Land Conservation Act, better known as the Williamson Act, was created under Assembly Bill 2117 to preserve agricultural and open space lands by discouraging premature and unnecessary conversion to urban uses. The Act creates an arrangement whereby private landowners' contract with counties and cities to voluntarily restrict land to agricultural and open space uses. Landowners receive substantially reduced property tax assessments in return for enrollment under Williamson Act contract. Property tax assessments of Williamson Act contracted land are based upon generated income from agricultural pursuits, as opposed to potential market value or potential development value of the property (Placer County, 2024b).

A survey of existing satellite imagery shows that approximately 20 parcels in the City's SOI are developed with single family residential uses as part of the Clover Valley Ranch Estates subdivision and in a small subdivision along Caperton Court. The remaining lots appear vacant. There are two streams that run through the SOI, Clover Valley Creek and Caperton Canal, and the area includes the Catta Verdera Golf Club Pond and Caperton Reservoir. The majority of the developed parcels are located along three existing roadways within the SOI; Fairway View Drive, Creekside Lane, and Caperton Court.

11.4.1.2 Western SOI Parcels

The approximately 24 parcels along the western edge of the city limits to SR 65 are designated Preserve/Mitigation Reserve as part of the Sunset Area Plan. The majority of the parcels have Caltrans

infrastructure related to SR 65 and three interchanges connecting to Whitney Ranch Parkway, Sunset Boulevard, and Blue Oaks Boulevard in the City. Many of the parcels include perennial creeks and streams. None of the properties are developed with structures.

11.4.2 Agriculture and Open Space

Agricultural land is an essential resource in California, and the CKH Act specifies that one aim of LAFCO is to protect open space and agriculture. LAFCO has an interest in documenting the conversion of agriculture and open space lands to other land use types, such as residential use. State law empowers LAFCO to “discourage urban sprawl, preserve open-space and prime agricultural lands, and encourage the orderly formation and development of local agencies based upon local conditions and circumstances” through the implementation of LAFCO’s tools such as MSRs and SOIs.

Placer LAFCO policies aim to protect open space and agricultural uses in line with the CKH Act. The California Farmland Mapping and Monitoring Program (FMMP) managed by the California Natural Resources Agency has provided data for agricultural land classifications in the City’s SOI. 2018 is the year with the most recent mapping data for Placer County. Figure 11-3 shows farmland designations for the City’s SOI.

Figure 11-3: Farmland Designations for City of Rocklin SOI

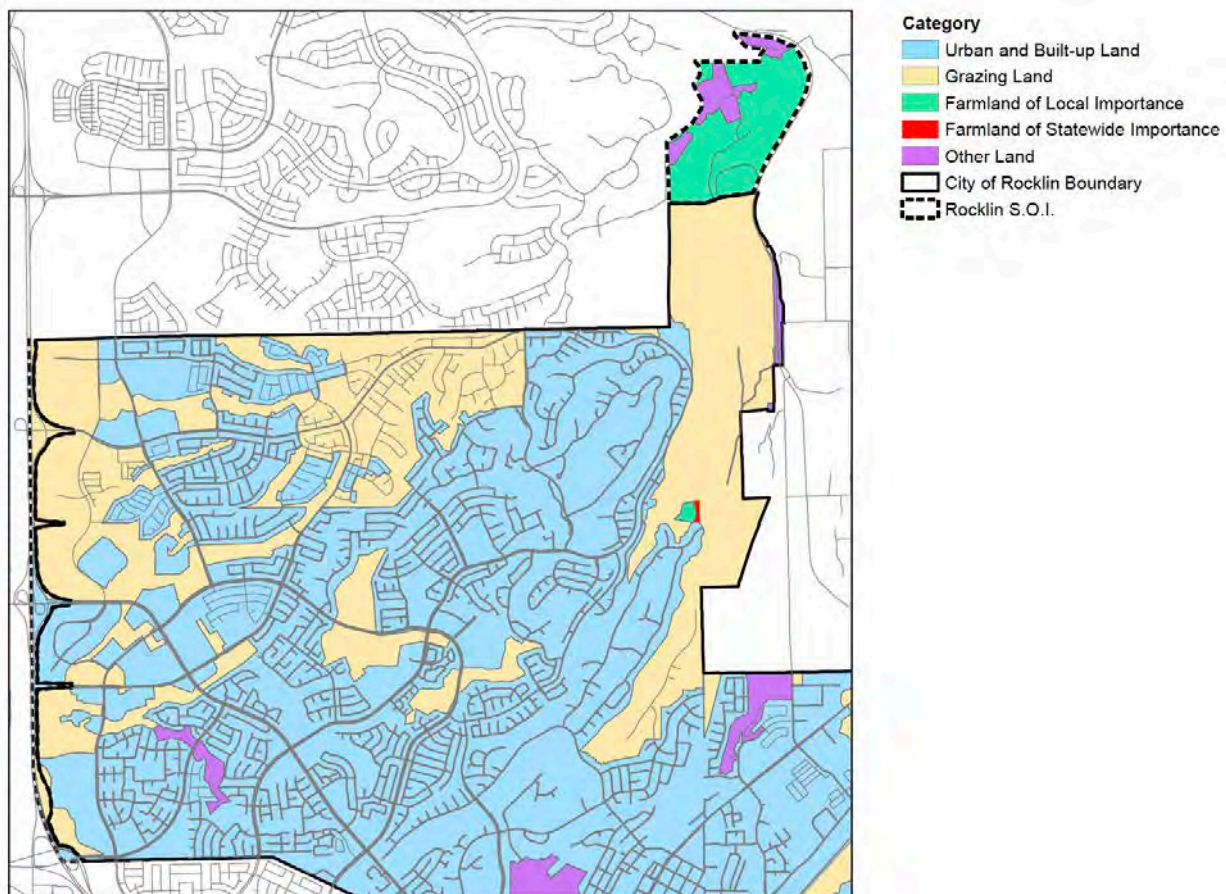


Table 11-3 below details farmland designations and acreages for the City’s SOI from the FMMP. Of the properties located in the SOI, the majority falls under the category of Farmland of Local Importance at approximately 253 acres.

Table 11-3: Farmland Mapping Designations and Acreages (2018)

Category	Acreage
Farmland of Local Importance	253.16
Grazing Land	61.18
Other Land	61.96
Urban and Built-up Land	42.66
Total	418.96

11.4.3 SOI Existing Services

According to the Placer County GIS mapping tool¹² there are no existing sewer or park districts that services these parcels. Fire services are provided by Placer County Fire Department as part of the Western Placer Fire (CSA 28, Zone 76 and Sunset Industrial Area FPD CSA 28, Zone 97) area. Water to these parcels is provided by the Placer County Water Agency (PCWA) or private wells and wastewater by individual septic systems. The existing roadways of Fairway View Drive, Creekside Lane, and North Clover Valley Road are privately maintained by the Clover Valley Ranch Estates. Other roadway infrastructure includes Sunset Boulevard, Highway 65 and interchange infrastructure, Blue Oaks Boulevard, and Whitney Ranch Parkway.

11.4.4 Existing SOI Summary

It was indicated to the consultants during the interview with LAFCO and City staff that the SOI area in the northern portion of the City would likely never be annexed into the City due to financial and structural difficulties in getting services to the area. In the western portion of the SOI, the City has two developers actively seeking to annex two parcels into the City limits.

As mentioned previously, boundaries for the City are not expected to substantially change as Rocklin is bounded by the City of Roseville on the south and a portion of the west boundary; by Placer County and Highway 65 on a portion of its western boundary; by the City of Lincoln on the northern boundary; and by the Town of Loomis on the eastern boundary. City staff indicated to consultants that the existing Sphere of Influence is appropriate for the City at the time of this MSR.

¹² Mapping services for the County can be found here:

https://experience.arcgis.com/experience/a29d510f9e9d4a98ac2158fca49aebc/page/Page/?views=Parcel-Features-data_s=id%3A47ec88c60c9148979b4ac7ce0979b586-18b962f2746-layer-45-18b962f274a-layer-48%3A113486.

11.5 Future SOI Expansion Considerations

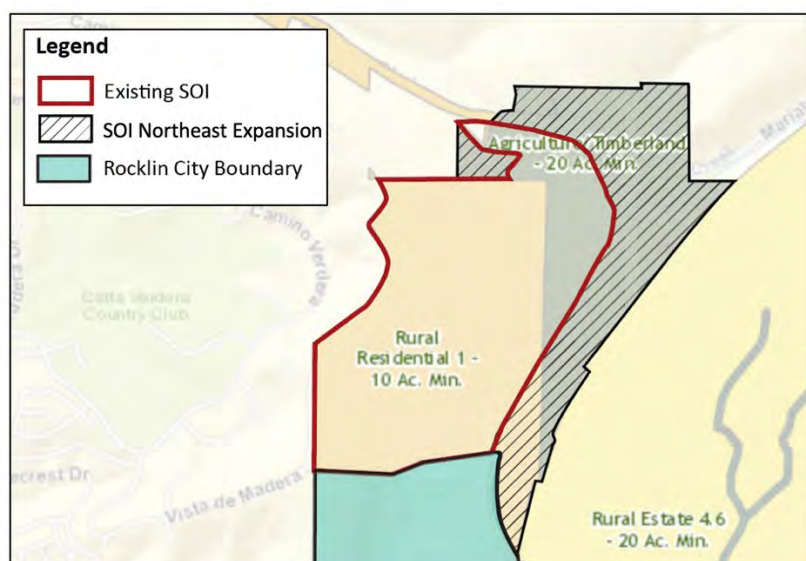
The intention for this MSR/SOI Study is to affirm the existing SOI for the City of Rocklin. However, the City is nearing buildout and could consider expansion of its SOI in order to support future growth opportunities.

The consultants for this study reviewed adjacent agencies and land uses surrounding the City of Rocklin as shown in Figure 11-2. As identified by the City within their General Plan and exemplified by the map above, areas surrounding the City are either within a neighboring city or town jurisdictional boundary or are part of existing community plans for Placer County. The majority of these areas are developed or have plans in place for future development. There is one small area where the City could consider a small expansion to the SOI as shown in Figure 11-4 below.

11.5.1 *SOI Expansion to the Northeast*

As shown in Figure 11-4 below, there are areas surrounding the City's existing northern SOI that are not within any neighboring city or town, nor within any specific plan or community plan for Placer County. The land uses in this potential SOI expansion area are designated by the County as: Agriculture/Timberland, 20 acres minimum; and Rural Residential, 1-10 acre minimum. This area includes approximately 28 parcels which range in size from 0.24 acres to 22.6 acres.

Figure 11-4: SOI Expansion Northeast Location



Parcels in this area are serviced by South Placer Fire Protection District (FPD) or Western Placer Fire (CSA 28, Zone 76) and onsite septic systems and wells. There are no sewer, utility, or water district services to parcels in this area. Many of the lots are currently vacant. As City staff have already indicated, development into this existing area of the City SOI is challenging due to lack of infrastructure and the expensive nature of extending utilities to the area. It is unlikely that any major development would occur in this area in the near future due to these constraints. Expansion of the SOI into the area could allow for slightly more growth for the City in the future; however, it is not likely that this limited amount of

development area would address anticipated population growth in the City. Therefore, expansion of the SOI to this area is not recommended at this time.

11.6 Boundary Discussion

This section details information that the Placer LAFCO staff and Commission requested be included within this report regarding the overlapping of multiple agencies providing services in Tax Rate Areas (TRAs) within the City of Rocklin city limits.

11.6.1 *TRA Discussion*

There are 10 Tax Rate Areas within the City of Rocklin city limits that have overlapping services with other agencies as shown in Table 11-4 and Figure 11-5 below.

Figure 11-5: Overlapping TRAs by Agency within the City of Rocklin

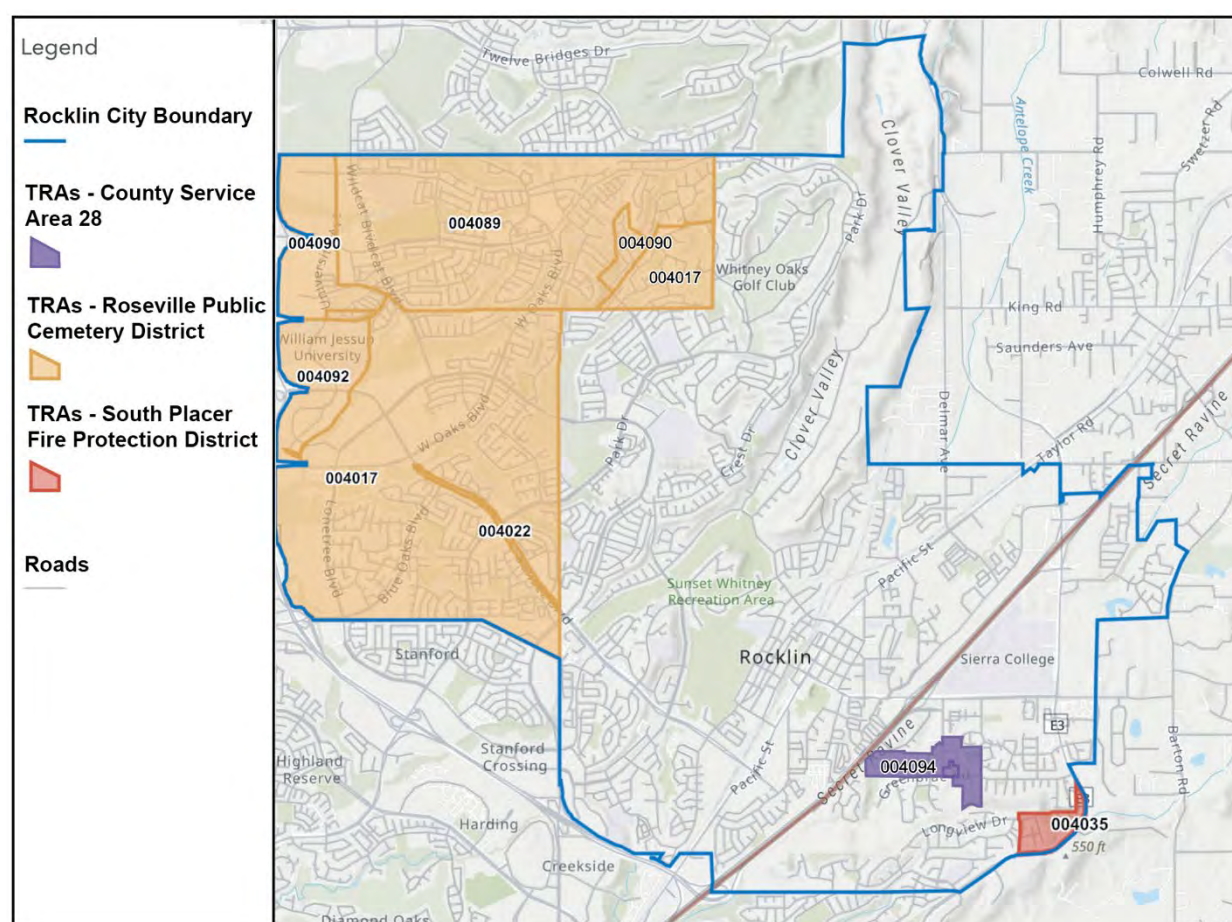


Table 11-4: Overlapping TRAs by Service

Service	Agency Providing Service	Agency to Detach	TRA Numbers
Cemetery	Newcastle, Rocklin, Golden Hill Cemetery District	Roseville Public Cemetery District	004-017; 004-022; 004-089; 004-090; 004-091; 004-092
Fire Protection and Ambulance	City of Rocklin	South Placer Fire Protection District	004-030; 004-035
Stormwater and Road Maintenance	City of Rocklin	County Service Area 28	004-093; 004-094
<i>Source: LAFCO staff, personal communication, January 2025</i>			

The City of Rocklin provides services including fire protection and stormwater and road maintenance to properties within its boundary. The two TRAs listed in Table 11-4 above, TRA 004-030 and 004-035, are located within the City of Rocklin and served by the City of Rocklin Fire Department. However, both TRAs are also within the South Placer FPD's Division 2 jurisdictional boundary. TRAs 004-093 and 004-094 are located within the City of Rocklin and served by the City of Rocklin Public Works Department, however both are also within the County Service Area 28 jurisdictional boundary.

Additionally, there are six TRAs as shown in Table 11-4 and Figure 11-5 above that are within the Roseville Public Cemetery District jurisdictional boundary. However, these TRAs are within the City of Rocklin city limits and should be detached from the Roseville Public Cemetery District and concurrently annexed into the Newcastle, Rocklin, Golden Hill Cemetery District so that residents of Rocklin can be interred within the cemetery of the city in which they reside.

The Placer LAFCO Commission does not have the authority to initiate detachments or annexations as described in Government Code (GC) section 56375. However, the Commission can review and approve a request for detachment or annexation with or without amendment under GC section 56375(a)(1) if, for example, an affected agency such as the City of Rocklin or South Placer FPD were to initiate the change of organization (detachment) of the proposal area from South Placer FPD.

Recommendation: Consultants recommend the following:

- 1) South Placer FPD initiate the detachment of TRAs 004-030 and 004-035 from the District boundary as these areas are already within the City of Rocklin city limits.
- 2) County Service Area 28 initiate detachment of TRAs 004-093 and 004-094 from the CSA boundary as these areas are already within the City of Rocklin city limits.
- 3) Roseville Public Cemetery District initiate detachment of TRAs 004-017, 004-022, 004-089, 004-090, 004-091, and 004-092 from the District boundary and that these TRAs be annexed into the Newcastle, Rocklin, Golden Hill Cemetery District as these areas are already within the City of Rocklin city limits.

11.7 Determinations

In determining the Sphere of Influence (SOI) for an agency, LAFCO must consider and prepare written determinations with respect to five factors as outlined in Government Code §56425(e). These factors are as follows:

1. The present and planned land uses in the area, including agricultural and open space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide;
4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency; and
5. The present and probable need for public facilities and services (including sewers, municipal and industrial water, or structural fire protection) of any disadvantaged unincorporated communities within the existing Sphere of Influence.

The Consultants and LAFCO staff propose no change to the existing SOI for the City of Rocklin and recommend the commission approve the SOI determinations as presented below.

1. Present and planned land uses

The City's SOI consists of approximately 419 acres, much of which is currently utilized for single family residential and rural land uses such as agriculture or is undeveloped. Since the SOI remains within unincorporated Placer County, the Placer County General Plan is the guiding land-use document. The City of Rocklin has indicated that land available in the SOI may be suitable for future development, pending future studies and permits. The City's 2012 General Plan Update gives the SOI area a pre-annexation land use designation of Low Density Residential (LDR) in the north and two parcels with Light Industrial (LI) and Business Professional (BP) in the west. The remaining parcels in the SOI on the west side, consisting of Caltrans right-of-way, do not have pre-annexation land use designations. The City's General Plan is nearing the end of its useful life as buildout will rapidly be reached. The City may wish to consider an update to the General Plan in the near future to plan for the expected population increase beyond the City's current growth horizon.

2. Present and probable need for facilities and services in the area

The City of Rocklin provides a number of services, and the necessary facilities to provide those services, to the residents and visitors within the City boundary. The City provides law enforcement, fire and emergency services, parks and recreation, stormwater and drainage, and road maintenance. Other services include administrative services and community development. The remaining public services are provided by existing special districts, by Placer County, or by other agencies that operate in the region. According to the Placer County GIS mapping tool there are no existing sewer or park districts that provide services to the existing SOI. Fire services are provided by Placer County Fire Department as part of the Western Placer Fire (CSA 28, Zone 76 and Sunset Industrial Area FPD CSA 28, Zone 97) area. Water to these parcels is provided by the Placer County Water Agency (PCWA) or private wells and wastewater by individual septic systems. As City sewer services are provided by South Placer Municipal Utility District

(SPMUD), an independent special district, any areas the City annexes into its boundary in the future must be concurrently annexed into SPMUD for sewer services. The existing roadways in the northern portion of the SOI include Fairway View Drive, Creekside Lane, and North Clover Valley Road are all privately maintained by the Clover Valley Ranch Estates homeowners. Other roadway infrastructure includes Sunset Boulevard, Highway 65 and interchange infrastructure, Blue Oaks Boulevard, and Whitney Ranch Parkway. Existing services are adequate to meet the developed land uses in the area.

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

As outlined in the Municipal Service Review, Chapter 7 of this report, the City provides adequate to exceptional public services to residents and visitors within the City's existing boundary. City Departments are properly staffed and funded, and the City is generally meeting local and regional benchmarks. Facilities for City services are adequate to meeting existing needs. Though the City is in a stable financial position, Fire and Police services make up approximately 55 percent of City General Fund expenditures with costs for these services only likely to continue to rise. The City's net pension liability as well as its unfunded accrued liability (UAL) continue to pose a challenge, however the City has made great efforts to reduce its UAL in recent years. The City's key management practices provide a financial safety net for the City and include: building reserves; financially sound rules on how surplus funds are spent; and implementing rules that support fiscal sustainability. The City is well managed and has adequate staff to maintain and plan for future services. It is likely that, with continued solid management of the City's financial resources and proactive measures to locate alternative funding sources, the City will be able to maintain its high level of existing services and have capacity to serve the residents of the City and any small growth that may occur through the life of this report

4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency

The City of Rocklin is surrounded by: the City of Roseville; the City of Lincoln; the Town of Loomis; the community of Granite Bay; the Horseshoe Bar/Penryn community; the Bickford Ranch community; and the Sunset Area plan. The area that encompasses the Sunset Area Plan was identified by the County as an area of economic interest to become the leading choice for investment in economic growth in the County. The objective of the Sunset Area Plan is to serve as a regional center for high-quality employment, entertainment, and education. No additional communities of interest are located within the area of the City of Rocklin.

5. The present and probable need for public facilities and services of any disadvantaged unincorporated communities

There are no Disadvantaged Unincorporated Communities (DUCs) within or contiguous to the City of Rocklin boundary or Sphere of Influence. Unincorporated areas within the City's SOI (and nearby) are provided public services from numerous local and state agencies. Water service to the SOI is from the Placer County Water Agency (PCWA) or private wells. Wastewater collection and conveyance are provided to the City's SOI via individual septic systems placed on individual parcels. Fire protection service is provided to the City's SOI by the Placer County Fire Department. All SOI areas receive essential municipal

services of water, wastewater, and structural fire protection (or acceptable private alternatives). There are no communities within the existing Rocklin SOI or adjacent to the City's SOI that lack public services, and no health or safety issues have been identified.

11.7.1 Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby verify the existing functions and classes of services provided by the City of Rocklin as a General Law City under the California Constitution. Based upon the information contained in this report, it is recommended that the City of Rocklin Sphere of Influence remain unchanged.

Chapter 12. Comments Received

Placer LAFCO and consultants prepared and circulated a Public Draft of the City of Rocklin MSR/SOI Study. The LAFCO Commission formally opened the 30-day public comment period during their January 15, 2025, public hearing. The Draft MSR/SOI Study was posted on the Placer LAFCO website at that time. Written public comments were requested to be submitted by February 14, 2025.

12.3 LAFCO Commission Hearing Comments

Comments were made by LAFCO Commission members and the public during the January 15, 2025, hearing. A total of six comments were made and two resulted in edits to the report. The comments that resulted in edits to the report are summarized in Table 12-1 below.

Table 12-1: Comments/Edits Table for Commission Hearing on January 15, 2025


No.	Summary of Comment	Add / Edit / No Change	LAFCO/Consultant Response	Summary of Changes	Change Location
1	Removal of SB 1383 reference in the report as it does not pertain to the City.	Edit	This information was added based on a comment provided by the City. While the details will remain in the report, the reference in the recommendation will be removed as the City received a grant to help offset costs.	Removal of reference to SB 1383 in the recommendation	Chapter 10 & Section 8.7.1
2	Review if there is any overlap in services with CSA 28 or other agencies in the TRAs	Edit	Consultants reviewed other agencies which overlap with the City of Rocklin and found two additional overlapping areas.	Expanded discussion in Section 11.6 and new Figure 11-5	Section 11.6

Additionally, commissioners and members of the public expressed appreciation for the report, LAFCO staff, and the Commission as well as the City of Rocklin for their cooperation. It is worth noting that the City Manager made a statement which highlighted that the City's bond rating was updated to AAA in the summer of 2024 and that the City is fiscally sound. She also mentioned that the City has allocated resources to work on an update to the website, and that the City is allocating resources to create a zero emissions vehicle plan for the planned replacement of City vehicles in the future to move towards meeting state mandates.

12.4 Comment Letters and Responses

Placer LAFCO received one comment from the Placer County Office of the County Executive which is provided on the next page with LAFCO's response.

12.4.1.1 Comment Letter

	COUNTY OF PLACER BOARD of SUPERVISORS BONNIE GORE District 1 ANTHONY DEMATTEI District 3 SHANTI LONDON District 2 SUZANNE JONES District 4 CINDY GUSTAFSON District 5	OFFICE OF COUNTY EXECUTIVE Daniel Chatigny, County Executive Officer <hr/> 175 FULWEILER AVENUE / AUBURN, CALIFORNIA 95603 TELEPHONE: 530/889-4030 FAX: 530/889-4023 www.placer.ca.gov
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February 14, 2025

Via Email (mmcintyre@placer.ca.gov)

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

Subject: LAFCo Project No. 2023-04 Service Review Study and Sphere of Influence Update – City of Rocklin (City)

Dear Ms. McIntyre:

On behalf of the County of Placer, I am transmitting the County's comments regarding the public draft City of Rocklin Municipal Service Review (MSR or Study), dated January 15, 2025, and the related Sphere of Influence (SOI) Update as heard by the Commission at its special meeting on January 15, 2025 (Agenda Item 6.A.).

Thank you for the opportunity to review and comment. The County does not have substantial comments to the draft Study at this time, and it is not opposed to the SOI boundary recommendation proposed for the Commission's consideration. Additionally, the County recognizes this is the first service review conducted for the City, and we support actions to ensure the orderly and logical establishment of boundaries and probable service areas. The following outlines the County's other key observations and requests specifically related to the MSR/SOI draft study and related data collection/review process:

#1

1. The County continues to find it challenging when MSR and SOI recommendations are embedded into one study and staff report. The MSR, and related embedded SOI expansion, are discussions that are substantially connected, but are well-served when treated as distinct actions in cases where concerns are raised regarding one but not the other.

#2

2. The County was not actively engaged as a stakeholder during the study process; however, it does look forward to future boundary and/or service discussions related to its jurisdiction and/or operational service areas.

#3

3. During the public hearing, the Commission requested additional mapping to identify any existing boundary overlaps and/or service duplication areas. The County looks forward to reviewing any

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#4

map revisions, and respectfully requests time to evaluate and comment on any direct and/or indirect potential impacts to the County.

4. The County is currently actively engaged in reviewing the separate MSR/SOI that comprehensively covers fire, emergency medical, and dispatch services in western Placer County (LAFCO Project No. 2022-03 Western Placer County Fire, Emergency Medical Service, and Dispatch Service Review Study and Sphere of Influence Update heard before the Commission at its regular meeting on January 8, 2025) and will provide any related comments under separate cover.

The County is committed to supporting thoughtful and collaborative growth across the region while also ensuring sustainable development and prudent stewardship.

Regards,



Daniel Chatigny
Placer County Executive Office

Cc: Cindy Gustafson, LAFCo Chair
Shanti Landon, LAFCo Commissioner
Karin Schwab, Placer County Counsel
Shawna Purvines, Placer County
Aly Zimmermann, Rocklin City Manager

12.4.1.2 Response to Comment Letter

- #1** Comment noted. Consultant will consider formatting future reports to allow for an easy bifurcation of the MSR and SOI sections should concerns arise.
- #2** It is not standard practice for any one agency, apart from the subject agency, to participate in the creation of an MSR or SOI study prior to the public review period. No issues were identified during the creation of this report that would have necessitated input from the County.
- #3** An update to the map shown in Figure 11-5 provides additional instances of TRA overlap that agencies could consider correcting in the future.
- #4** This comment is not related to the subject of this report.

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Acknowledgements

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Appendix A

Placer County Demographic
and Socio-Economic Data (2010-2023)

Placer County 3.24

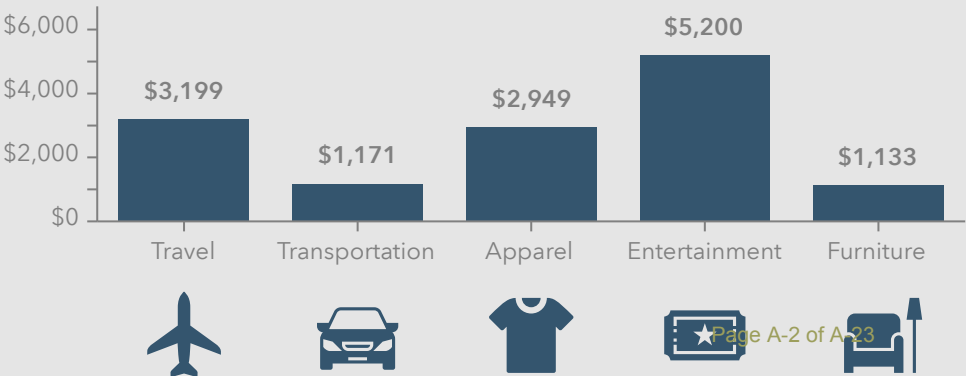
Boomburbs

Dominant Tapestry Segment

KEY FACTS



KEY SPENDING FACTS



Source: This infographic contains data provided by Esri (2023, 2028), Esri-Data Axle (2023), Esri-U.S. BLS (2023).

Population Summary

2010 Total Population	348,544
2020 Total Population	404,848
2020 Group Quarters	4,462
2023 Total Population	420,717
2023 Group Quarters	4,462
2028 Total Population	436,217
2023-2028 Annual Rate	0.73%
2023 Total Daytime Population	417,083
Workers	190,709
Residents	226,374

Household Summary

2010 Households	132,658
2010 Average Household Size	2.60
2020 Total Households	152,133
2020 Average Household Size	2.63
2023 Households	158,729
2023 Average Household Size	2.62
2028 Households	165,559
2028 Average Household Size	2.61
2023-2028 Annual Rate	0.85%
2010 Families	93,560
2010 Average Family Size	3.07
2023 Families	110,653
2023 Average Family Size	3.12
2028 Families	114,998
2028 Average Family Size	3.11
2023-2028 Annual Rate	0.77%

Housing Unit Summary

2000 Housing Units	107,329
Owner Occupied Housing Units	63.7%
Renter Occupied Housing Units	23.3%
Vacant Housing Units	13.0%
2010 Housing Units	152,676
Owner Occupied Housing Units	61.7%
Renter Occupied Housing Units	25.2%
Vacant Housing Units	13.1%
2020 Housing Units	172,384
Owner Occupied Housing Units	63.3%
Renter Occupied Housing Units	24.9%
Vacant Housing Units	11.7%
2023 Housing Units	179,932
Owner Occupied Housing Units	65.4%
Renter Occupied Housing Units	22.8%
Vacant Housing Units	11.8%
2028 Housing Units	186,830
Owner Occupied Housing Units	66.3%
Renter Occupied Housing Units	22.3%
Vacant Housing Units	11.4%

Data Note: Household population includes persons not residing in group quarters. Average Household Size is the household population divided by total households. Persons in families include the householder and persons related to the householder by birth, marriage, or adoption. Per Capita Income represents the income received by all persons aged 15 years and over divided by the total population.

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

2023 Households by Income

Household Income Base	158,728
<\$15,000	4.8%
\$15,000 - \$24,999	4.1%
\$25,000 - \$34,999	5.5%
\$35,000 - \$49,999	6.4%
\$50,000 - \$74,999	12.9%
\$75,000 - \$99,999	11.8%
\$100,000 - \$149,999	20.6%
\$150,000 - \$199,999	13.7%
\$200,000+	20.3%
Average Household Income	\$147,937

2028 Households by Income

Household Income Base	165,558
<\$15,000	4.2%
\$15,000 - \$24,999	2.9%
\$25,000 - \$34,999	4.2%
\$35,000 - \$49,999	5.0%
\$50,000 - \$74,999	11.3%
\$75,000 - \$99,999	11.3%
\$100,000 - \$149,999	21.6%
\$150,000 - \$199,999	16.0%
\$200,000+	23.5%
Average Household Income	\$168,006

2023 Owner Occupied Housing Units by Value

Total	117,720
<\$50,000	1.5%
\$50,000 - \$99,999	1.4%
\$100,000 - \$149,999	0.8%
\$150,000 - \$199,999	0.2%
\$200,000 - \$249,999	0.6%
\$250,000 - \$299,999	0.8%
\$300,000 - \$399,999	4.2%
\$400,000 - \$499,999	8.0%
\$500,000 - \$749,999	48.8%
\$750,000 - \$999,999	20.8%
\$1,000,000 - \$1,499,999	7.6%
\$1,500,000 - \$1,999,999	3.2%
\$2,000,000 +	2.0%
Average Home Value	\$739,630

2028 Owner Occupied Housing Units by Value

Total	123,887
<\$50,000	1.4%
\$50,000 - \$99,999	1.5%
\$100,000 - \$149,999	0.6%
\$150,000 - \$199,999	0.2%
\$200,000 - \$249,999	0.5%
\$250,000 - \$299,999	0.7%
\$300,000 - \$399,999	3.6%
\$400,000 - \$499,999	7.1%
\$500,000 - \$749,999	45.4%
\$750,000 - \$999,999	23.4%
\$1,000,000 - \$1,499,999	8.8%
\$1,500,000 - \$1,999,999	4.2%
\$2,000,000 +	2.6%
Average Home Value	\$780,151

Data Note: Income represents the preceding year, expressed in current dollars. Household income includes wage and salary earnings, interest dividends, net rents, pensions, SSI and welfare payments, child support, and alimony.

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

Median Household Income	
2023	\$107,851
2028	\$120,507
Median Home Value	
2023	\$665,857
2028	\$689,300
Per Capita Income	
2023	\$55,843
2028	\$63,792
Median Age	
2010	40.3
2020	42.4
2023	41.8
2028	41.9
2020 Population by Age	
Total	404,848
0 - 4	5.1%
5 - 9	6.3%
10 - 14	7.0%
15 - 24	11.5%
25 - 34	10.3%
35 - 44	13.0%
45 - 54	12.8%
55 - 64	13.4%
65 - 74	11.4%
75 - 84	6.5%
85 +	2.6%
18 +	77.4%
2023 Population by Age	
Total	420,715
0 - 4	5.4%
5 - 9	6.2%
10 - 14	6.7%
15 - 24	11.3%
25 - 34	11.6%
35 - 44	13.1%
45 - 54	12.7%
55 - 64	13.2%
65 - 74	11.7%
75 - 84	6.0%
85 +	2.2%
18 +	77.7%
2028 Population by Age	
Total	436,219
0 - 4	5.6%
5 - 9	6.1%
10 - 14	6.4%
15 - 24	10.5%
25 - 34	11.9%
35 - 44	13.6%
45 - 54	12.2%
55 - 64	11.9%
65 - 74	12.0%
75 - 84	7.3%
85 +	2.5%
18 +	78.1%
2020 Population by Sex	

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

Males	196,998
Females	207,850
2023 Population by Sex	
Males	206,778
Females	213,939
2028 Population by Sex	
Males	213,581
Females	222,636
2010 Population by Race/Ethnicity	
Total	348,543
White Alone	83.5%
Black Alone	1.4%
American Indian Alone	0.9%
Asian Alone	5.9%
Pacific Islander Alone	0.2%
Some Other Race Alone	3.8%
Two or More Races	4.3%
Hispanic Origin	12.8%
Diversity Index	45.3
2020 Population by Race/Ethnicity	
Total	404,848
White Alone	71.3%
Black Alone	1.7%
American Indian Alone	0.9%
Asian Alone	8.8%
Pacific Islander Alone	0.3%
Some Other Race Alone	5.0%
Two or More Races	12.1%
Hispanic Origin	15.0%
Diversity Index	60.2
2023 Population by Race/Ethnicity	
Total	420,718
White Alone	69.7%
Black Alone	1.8%
American Indian Alone	0.9%
Asian Alone	9.4%
Pacific Islander Alone	0.3%
Some Other Race Alone	5.3%
Two or More Races	12.7%
Hispanic Origin	15.9%
Diversity Index	62.4
2028 Population by Race/Ethnicity	
Total	436,217
White Alone	67.1%
Black Alone	1.9%
American Indian Alone	0.9%
Asian Alone	10.3%
Pacific Islander Alone	0.3%
Some Other Race Alone	5.8%
Two or More Races	13.7%
Hispanic Origin	17.1%
Diversity Index	65.3

Data Note: Persons of Hispanic Origin may be of any race. The Diversity Index measures the probability that two people from the same area will be from different race/ethnic groups.

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

2020 Population by Relationship and Household Type

Total	404,848
In Households	98.9%
Householder	37.6%
Opposite-Sex Spouse	21.1%
Same-Sex Spouse	0.2%
Opposite-Sex Unmarried Partner	2.0%
Same-Sex Unmarried Partner	0.1%
Biological Child	28.0%
Adopted Child	0.6%
Stepchild	1.1%
Grandchild	1.6%
Brother or Sister	0.9%
Parent	1.2%
Parent-in-law	0.5%
Son-in-law or Daughter-in-law	0.5%
Other Relatives	0.9%
Foster Child	0.1%
Other Nonrelatives	2.7%
In Group Quarters	1.1%
Institutionalized	0.6%
Noninstitutionalized	0.5%

2023 Population 25+ by Educational Attainment

Total	296,063
Less than 9th Grade	1.7%
9th - 12th Grade, No Diploma	2.8%
High School Graduate	16.3%
GED/Alternative Credential	1.9%
Some College, No Degree	21.2%
Associate Degree	11.6%
Bachelor's Degree	29.2%
Graduate/Professional Degree	15.2%

2023 Population 15+ by Marital Status

Total	343,418
Never Married	26.6%
Married	58.2%
Widowed	5.5%
Divorced	9.7%

2023 Civilian Population 16+ in Labor Force

Civilian Population 16+	202,887
Population 16+ Employed	96.6%
Population 16+ Unemployment rate	3.4%
Population 16-24 Employed	11.0%
Population 16-24 Unemployment rate	8.2%
Population 25-54 Employed	63.7%
Population 25-54 Unemployment rate	2.6%
Population 55-64 Employed	18.6%
Population 55-64 Unemployment rate	3.7%
Population 65+ Employed	6.7%
Population 65+ Unemployment rate	2.3%

2023 Employed Population 16+ by Industry

Total	195,959
Agriculture/Mining	0.7%
Construction	7.7%
Manufacturing	6.0%
Wholesale Trade	1.7%
Retail Trade	10.0%
Transportation/Utilities	5.3%
Information	2.0%
Finance/Insurance/Real Estate	8.3%
Services	50.2%
Public Administration	8.1%

2023 Employed Population 16+ by Occupation

Total	195,958
White Collar	71.2%
Management/Business/Financial	22.6%
Professional	29.0%
Sales	9.4%
Administrative Support	10.2%
Services	15.1%
Blue Collar	13.8%
Farming/Forestry/Fishing	0.3%
Construction/Extraction	3.8%
Installation/Maintenance/Repair	2.4%
Production	2.7%
Transportation/Material Moving	4.6%

2020 Households by Type

Total	152,133
Married Couple Households	56.5%
With Own Children <18	22.5%
Without Own Children <18	34.0%
Cohabiting Couple Households	5.5%
With Own Children <18	1.6%
Without Own Children <18	3.9%
Male Householder, No Spouse/Partner	14.4%
Living Alone	9.1%
65 Years and over	3.7%
With Own Children <18	1.7%
Without Own Children <18, With Relatives	2.4%
No Relatives Present	1.3%
Female Householder, No Spouse/Partner	23.5%
Living Alone	13.8%
65 Years and over	8.6%
With Own Children <18	3.6%
Without Own Children <18, With Relatives	5.0%
No Relatives Present	1.1%

2020 Households by Size

Total	152,133
1 Person Household	22.9%
2 Person Household	34.8%
3 Person Household	15.7%
4 Person Household	15.4%
5 Person Household	6.9%
6 Person Household	2.7%
7 + Person Household	1.5%

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

March 12, 2024

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2020 Households by Tenure and Mortgage Status

Total	152,133
Owner Occupied	71.7%
Owned with a Mortgage/Loan	53.8%
Owned Free and Clear	18.0%
Renter Occupied	28.3%

2023 Affordability, Mortgage and Wealth

Housing Affordability Index	66
Percent of Income for Mortgage	37.1%
Wealth Index	164

2020 Housing Units By Urban/ Rural Status

Total	172,384
Urban Housing Units	82.0%
Rural Housing Units	18.0%

2020 Population By Urban/ Rural Status

Total	404,848
Urban Population	85.4%
Rural Population	14.6%

Data Note: Households with children include any households with people under age 18, related or not. Multigenerational households are families with 3 or more parent-child relationships. Unmarried partner households are usually classified as nonfamily households unless there is another member of the household related to the householder. Multigenerational and unmarried partner households are reported only to the tract level. Esri estimated block group data, which is used to estimate polygons or non-standard geography.

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

Top 3 Tapestry Segments

1.	Boomburbs (1C)
2.	Exurbanites (1E)
3.	Workday Drive (4A)

2023 Consumer Spending

Apparel & Services: Total \$	\$468,028,846
Average Spent	\$2,948.60
Spending Potential Index	134
Education: Total \$	\$392,040,407
Average Spent	\$2,469.87
Spending Potential Index	138
Entertainment/Recreation: Total \$	\$825,342,986
Average Spent	\$5,199.70
Spending Potential Index	137
Food at Home: Total \$	\$1,435,342,487
Average Spent	\$9,042.72
Spending Potential Index	133
Food Away from Home: Total \$	\$806,896,660
Average Spent	\$5,083.49
Spending Potential Index	137
Health Care: Total \$	\$1,581,726,637
Average Spent	\$9,964.95
Spending Potential Index	135
HH Furnishings & Equipment: Total \$	\$647,312,193
Average Spent	\$4,078.10
Spending Potential Index	138
Personal Care Products & Services: Total \$	\$211,239,533
Average Spent	\$1,330.82
Spending Potential Index	139
Shelter: Total \$	\$5,422,315,930
Average Spent	\$34,160.84
Spending Potential Index	138
Support Payments/Cash Contributions/Gifts in Kind: Total \$	\$719,671,802
Average Spent	\$4,533.97
Spending Potential Index	145
Travel: Total \$	\$507,796,855
Average Spent	\$3,199.14
Spending Potential Index	142
Vehicle Maintenance & Repairs: Total \$	\$281,970,829
Average Spent	\$1,776.43
Spending Potential Index	136

Data Note: Consumer spending shows the amount spent on a variety of goods and services by households that reside in the area. Expenditures are shown by broad budget categories that are not mutually exclusive. Consumer spending does not equal business revenue. Total and Average Amount Spent Per Household represent annual figures. The Spending Potential Index represents the amount spent in the area relative to a national average of 100.

Source: Consumer Spending data are derived from the 2019 and 2020 Consumer Expenditure Surveys, Bureau of Labor Statistics. Esri.

Source: Esri forecasts for 2023 and 2028. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

March 12, 2024

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Appendix B

City of Rocklin Demographic
and Socio-Economic Data (2022)

Rocklin city, California

Rocklin city, California is a city, town, place equivalent, and township located in California.

Populations and People

Total Population

71,601

P1 | 2020 Decennial Census

Education

Bachelor's Degree or Higher

46.4%

S1501 | 2022 American Community Survey 1-Year Estimates

Housing

Total Housing Units

26,124

H1 | 2020 Decennial Census

Families and Living Arrangements

Total Households

26,018

DP02 | 2022 American Community Survey 1-Year Estimates

Income and Poverty

Median Household Income

\$119,436

S1901 | 2022 American Community Survey 1-Year Estimates

Employment

Employment Rate

63.1%

DP03 | 2022 American Community Survey 1-Year Estimates

Health

Without Health Care Coverage

4.0%

S2701 | 2022 American Community Survey 1-Year Estimates

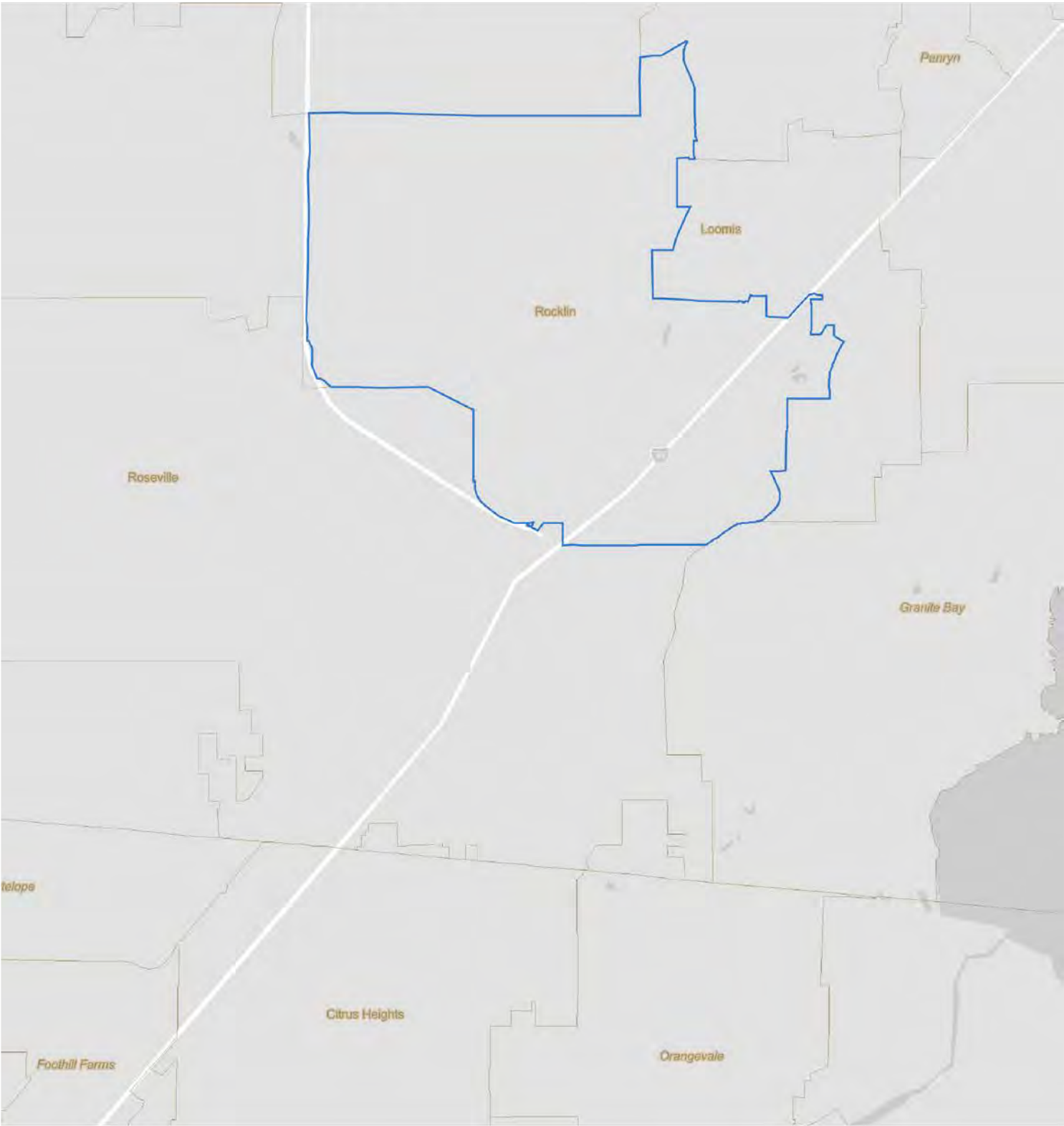
Race and Ethnicity

Hispanic or Latino (of any race)

9,944

P9 | 2020 Decennial Census

Rocklin city, California Reference Map



Source: U.S. Census Bureau

Populations and People

Age and Sex

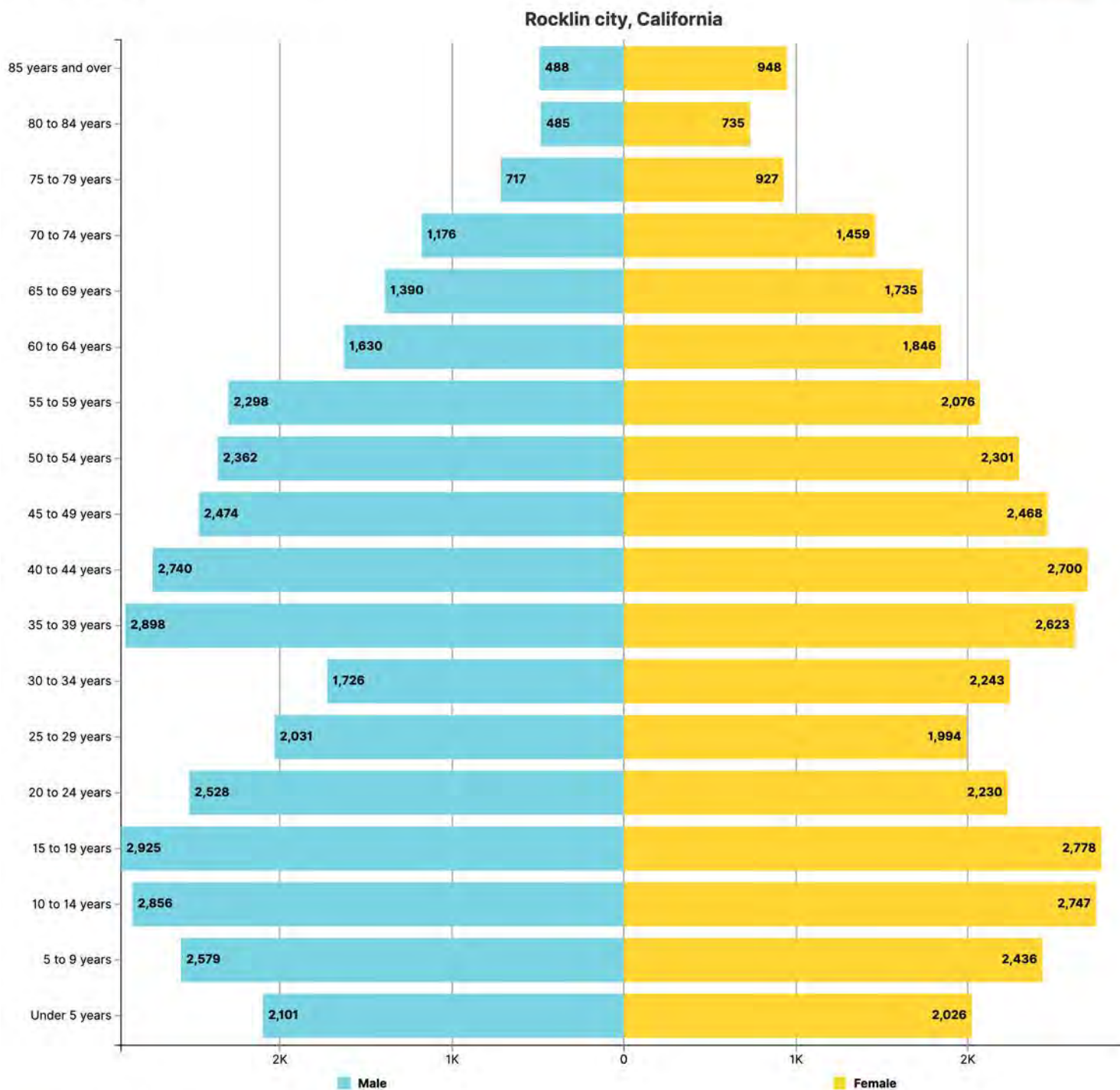
39.9 ± 2.5
Median Age in Rocklin city, California

37.9 ± 0.1
Median Age in California

S0101 | 2022 American Community Survey 1-Year Estimates

Population Pyramid: Population by Age and Sex
in Rocklin city, California

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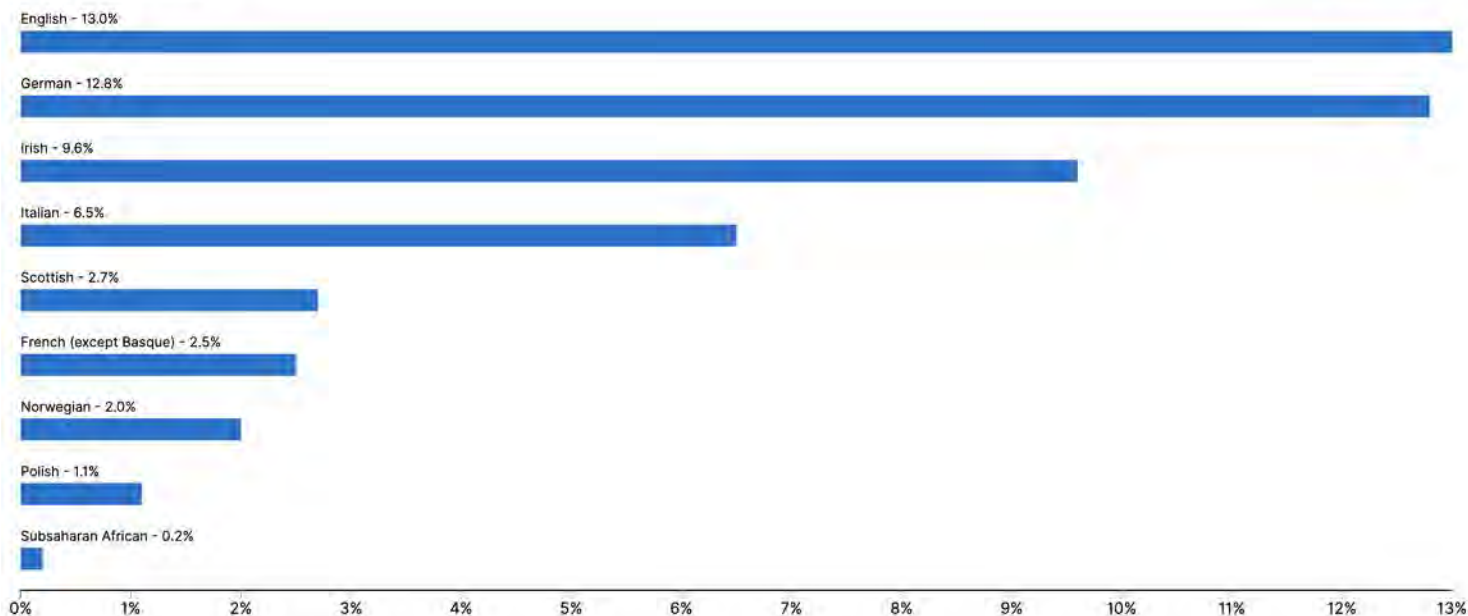
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S0101 | 2022 ACS 5-Year Estimates Subject Tables

Ancestry

Ancestry

in Rocklin city, California

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DP02 | 2021 ACS 5-Year Estimates Data Profiles

Language Spoken at Home

20.4% $\pm 5.1\%$

Language Other Than English Spoken at Home in Rocklin city, California

44.4% $\pm 0.2\%$

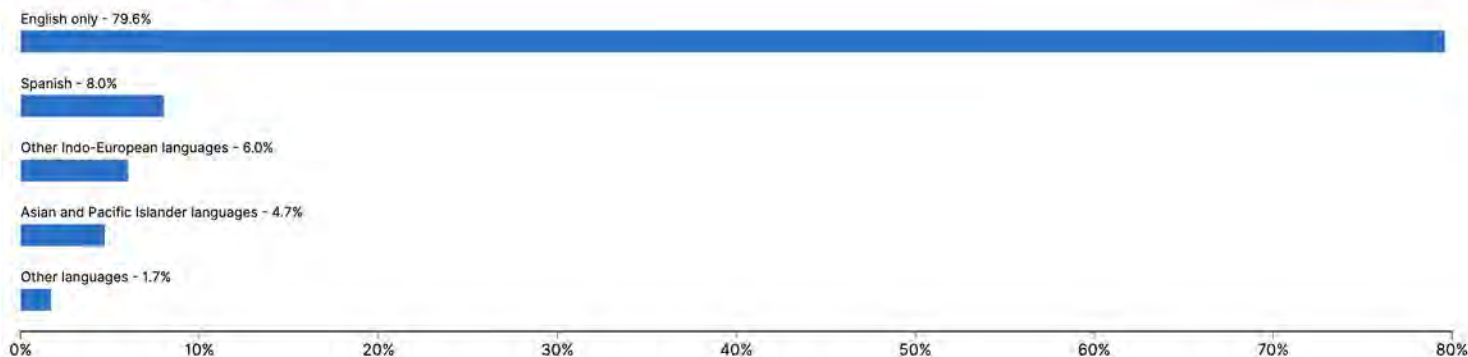
Language Other Than English Spoken at Home in California

S1601 | 2022 American Community Survey 1-Year Estimates

Types of Language Spoken at Home

in Rocklin city, California

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S1601 | 2022 American Community Survey 1-Year Estimates

Older Population

15.1% $\pm 2.6\%$

65 Years and Older in Rocklin city, California

15.8% $\pm 0.1\%$

65 Years and Older in California

DP05 | 2022 American Community Survey 1-Year Estimates

Older Population by Age

in Rocklin city, California

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65 to 74 years - 7.8%



75 to 84 years - 4.6%



85 years and over - 2.7%



0% 1% 2% 3% 4% 5% 6% 7% 8%

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DP05 | 2022 American Community Survey 1-Year Estimates

Residential Mobility

0.9% $\pm 0.8\%$

Moved From a Different State in the Last Year in Rocklin city, California

1.2% $\pm 0.1\%$

Moved From a Different State in the Last Year in California

S0701 | 2022 American Community Survey 1-Year Estimates

Residential Mobility in the Last Year

in Rocklin city, California

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Moved within the same county - 8.7%



Moved from different county, same state - 3.6%



Moved from a different state - 0.9%



Moved from abroad - 0.9%



0% 1% 2% 3% 4% 5% 6% 7% 8% 9%

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S0701 | 2022 American Community Survey 1-Year Estimates

Veterans

7.2% $\pm 1.8\%$

Veterans in Rocklin city, California

4.3% $\pm 0.1\%$

Veterans in California

S2101 | 2022 American Community Survey 1-Year Estimates

Veterans by Sex

in Rocklin city, California

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Male - 93.1%



Female - 6.9%



0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

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S2101 | 2022 American Community Survey 1-Year Estimates

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Appendix C

Projected Population by City Projects
Under Construction, Approved, and Proposed
February 28, 2024

Project Name ¹	Number Residential Units (Multifamily/Single Family)	Estimated Population Increase per Project ²
Proposed		
Ambassador Creek Community	9 MF units	26
Grove Street Commons Subdivision	6 SF units	17
West Oaks Apartment	365 MF units	1,044
Greenbrae Parcel Split	2 SF units	6
Lonetree Apartments Phase 2	160 MF units	458
University Apartments	324 MF units	927
Estia Modification	19 MF units	54
<i>Subtotal</i>	<i>885 units</i>	<i>2,531</i>
Approved		
College Park	342 SF units, 558 MF units	2,574
Estia at Rocklin	181 MF units	518
Blue Oaks Marketplace TPM	7 SF units	20
Cool Pools Mixed Use	1 MF unit	3
Granite Lake Estates Units 2-4	64 SF units	183
Highlands Parcel A	20 SF units	57
Quarry Place Apartments and Cobblestone Subdivisions	180 MF units, 40 SF units	629
South Whitney Mixed Use Townhomes and Medical Center	20 MF units	57
Quarry Row Subdivision	74 SF units	212
Strikes Parcel Map	3 SF units	9
Sunset Hills Townhomes	148 MF units	423
Lonetree Apartments	240 MF units	686
Vista Oaks	100 SF units	286
Indian Creek Parcel Map	1 SF unit	3
Yankee Hill Parcel Map 2020	4 SF units	11
Placer Creek Apartments	254 MF units	726
Whitney Ranch Unit 49 (Northwest Rocklin Annexation General Development Plan)	60 SF units	172
Sierra College Senior Apartments	180 MF units	515

Project Name ¹	Number Residential Units (Multifamily/Single Family)	Estimated Population Increase per Project ²
Wildcat West Subdivision	88 SF units	252
Whitney Ranch Unit 1 Subdivision	43 SF units	123
Whitney Ranch Unit 49 Subdivision	60 SF units	172
<i>Subtotal</i>	<i>2,668 units</i>	<i>7,631</i>
Under Construction		
Croftwood Phase 4	17 SF units	49
Croftwood Unit 2 Subdivision	60 SF units	172
Granite Terrace	41 SF units	117
Indian Creek Tentative Parcel Map	1 SF unit	3
Rocklin Meadows	27 SF units	77
<i>Subtotal</i>	<i>146 units</i>	<i>418</i>
Total Proposed, Approved, and Under Construction Projects	3,699 units	10,581
<p>Sources:</p> <p>¹City of Rocklin, 2024c.</p> <p>²U.S. Census Bureau, 2022: ACS 5-Year Estimates Table S1101: https://data.census.gov/table/ACSST5Y2022.S1101?q=S1101&q=160XX00US0662364. Calculated population per project using average household size of 2.86 persons per household for the City of Rocklin.</p>		

Appendix D

CAD-to-CAD System Information
From CentralSquare® Unify™

CentralSquare® Unify™ (CAD-to-CAD)

Move beyond borders for extreme interoperability

Crimes and emergencies span jurisdictional borders. CentralSquare Unify, the industry's best, tested CAD-to-CAD technology allows 911 communications centers to create a virtual network, integrating their systems with other PSAPs, coordinating agencies and community organizations. Save time, share resources more effectively and always send the best, closest resources on every call with full information.

FASTER RESPONSE SAVES LIVES

Seamlessly dispatch the most appropriate unit across jurisdictional boundaries with resource and asset sharing based on rule-driven data mediation. On average, agencies using CentralSquare Unify see a reduction in call processing anywhere from 30 seconds to 2 minutes. Two-way sharing through mobile and handheld devices in the field guarantees everyone can see updated, accurate information.

GET YOUR DISPATCHERS OFF THE PHONE

Phone calls waste valuable time in your 911 center. Eliminate the back-and-forth communication in joint response, using an intelligent network that can both identify the unit and keeps the communication about the call in your CAD. Replace more phone calls with controlled messages and notifications to other partner agencies or organizations like towing companies, ambulance services, hospitals, schools or universities, and state DOT road crews.

PROVEN TECHNOLOGY FOR ANY CAD

CentralSquare Unify is patented technology that has been successfully implemented in agencies across the nation for years. Unlike other vendors in the industry that simply provide basic situational awareness, the system is fully-integrated for true interoperability. This patented technology is not proprietary to a specific CAD and is currently being used with more than 30 non-CentralSquare CAD systems.



FEATURES

- Save lives and improve response time with by sending the best unit on every call
- Support full interoperability with real-time mobile data sharing with responders
- Eliminate unnecessary voice communications that waste dispatcher resources
- Choose what data you share with other 911 centers, agencies or community partners
- Get tested, trusted and patented technology that works with any CAD system



PATENTED TECHNOLOGY

Industry leading tech allows disparate systems to communicate with a familiar code set.



REAL-TIME DATA

Sharing information by seamlessly connecting systems agencies already use.



SITUATIONAL AWARENESS PLUS

More than just a regional picture of activity, with integration between all cooperating agencies.



BI-DIRECTIONAL CAPABILITY

Full communications between agencies for interoperability.



THREE SERVICE LEVELS

Subscribers choose between Unify, Notify and Aware to meet individual needs.



CAD-TO-ANYWHERE

Share data by connecting with non-public safety partners on a platform that you control.

WHO WE ARE

CentralSquare® Technologies is an industry leader in public safety and public administration software, serving over 8,000 organizations from the largest metropolitan city to counties and towns of every size across North America.

CentralSquare's broad, unified and agile software suite serves 3 in 4 citizens across North America. Our technology platform provides solutions for public safety, including 911, computer aided dispatch and records management. For public administration agencies, CentralSquare provides software for finance, human capital management, payroll, utility billing, asset management and community development.

8000+

AGENCY CUSTOMERS

3 in 4

CITIZENS SERVED ACROSS NORTH AMERICA

2000+

EMPLOYEES FOCUSED ON SERVING THE PUBLIC SECTOR

Appendix E

Rocklin Police Department Military Equipment Inventory

TYPE	DJI Matrice 300 RTK Drone with Zenmuse H20 Camera
DESCRIPTION	Quadcopter drone with thermal imaging Zenmuse H20 camera, smart controller and batteries.
QUANTITY	1
CAPABILITIES	Flight up to 400 feet in altitude with an unobstructed range of 4.9 miles, or within line of sight. Zenmuse camera is capable of 23 times hybrid optical zoom, and 200 times maximum zoom.
EXPECTED LIFESPAN	5 years
MANUFACTURER'S DESCRIPTION	The Matrice 300 RTK is DJI's latest commercial drone platform that takes inspiration from modern aviation systems. Offering up to 55 minutes of flight time, advanced AI capabilities, 6 direction sensing and more.
PURPOSE AND AUTHORIZED USES	Drones are utilized to enhance the department's mission of protecting lives and property when other means or resources are not available or are less effective. Uses include, but are not limited to; search / rescue, major collision investigations, natural disaster management, crime scene photography, SWAT or other tactical public safety and life preservation mission, and in response to specific requests from RFD.
FISCAL IMPACT	Initial cost - \$30,000 / Annual maintenance - \$500
LEGAL / PROCEDURAL RULES	Rocklin PD Policy 610 / FAA Part 107 Regulations
REQUIRED TRAINING	Initial 20 hr Ground School Training. Must pass the FAA Part 107 Test to obtain license to fly the drones and re-apply for license / test every two years. Pilots must attend ongoing monthly training.
COMPLIANCE MECHANISIMS	Operational use under the review of the drone coordinator.

TYPE	DJI Mavic 2 Enterprise Dual Drone
DESCRIPTION	Quadcopter drone with thermal imaging camera, spotlight, speaker, beacon, smart controller and batteries
QUANTITY	3
CAPABILITIES	Flight up to 400 feet in altitude with an unobstructed range of 3.5 miles, or within line of sight.
EXPECTED LIFESPAN	5 years
MANUFACTURER'S DESCRIPTION	The Mavic 2 Enterprise is the ultimate expression of a tool that delivers beyond expectation to meet current workplace challenges and future demands.
PURPOSE AND AUTHORIZED USES	Drones are utilized to enhance the department's mission of protecting lives and property when other means or resources are not available or are less effective. Uses include, but are not limited to; search / rescue, major collision investigations, natural disaster management, crime scene photography, SWAT or other tactical public safety and life preservation mission, and in response to specific requests from RFD.
FISCAL IMPACT	Initial cost per drone - \$6000 / Annual maintenance per drone - \$200
LEGAL / PROCEDURAL RULES	Rocklin PD Policy 610 / FAA Part 107 Regulations
REQUIRED TRAINING	Initial 20 hr Ground School Training. Must pass the FAA Part 107 Test to obtain license to fly the drones and re-apply for license / test every two years. Pilots must attend ongoing monthly training.
COMPLIANCE MECHANISIMS	Operational use under the review of the drone coordinator.

TYPE	DJI Mavic Mini 2 Drone
DESCRIPTION	Mini quadcopterdrone with camera, controller and batteries
QUANTITY	3
CAPABILITIES	Flight up to 400 feet in altitude with an unobstructed range of 3.7 miles, or within line of sight.
EXPECTED LIFESPAN	5 years
MANUFACTURER'S DESCRIPTION	The DJI Mini 2 is a compact drone with ultra-clear 4k video.
PURPOSE AND AUTHORIZED USES	Drones are utilized to enhance the department's mission of protecting lives and property when other means or resources are not available or are less effective. Uses include, but are not limited to; search / rescue, major collision investigations, natural disaster management, crime scene photography, SWAT or other tactical public safety and life preservation mission, and in
FISCAL IMPACT	Initial cost per drone - \$500 / Annual maintenance per drone - \$200
LEGAL / PROCEDURAL RULES	Rocklin PD Policy 610 / FAA Part 107 Regulations
REQUIRED TRAINING	Initial 20 hr Ground School Training. Must pass the FAA Part 107 Test to obtain license to fly the drones and re-apply for license / test every two years. Pilots must attend ongoing monthly training.
COMPLIANCE MECHANISIMS	Operational use under the review of the drone coordinator.

TYPE	Remote Operated Robot - Remotec Andros F5 - <u>SHARED ASSET</u> with Regional EOD
DESCRIPTION	Heavy-duty, remote controlled robot that can be configured with treads or pneumatic wheels / tires. Approximately 800 lbs. Equipped with an articulating arm.
QUANTITY	1
CAPABILITIES	Can be operated up to approximately 300 yards away, able to breach windows and doors remotely, ability to clear potential threats remotely via camera, equipped with speaker, light, and manipulator for multiple accessories and tool combinations. Safely assess and disrupt potential explosive devices.
EXPECTED LIFESPAN	10 years
MANUFACTURER'S DESCRIPTION	Versatile, heavy-duty robot. Proven stair climbing ability, rugged chassis, multiple communication options and tool combinations.
PURPOSE AND AUTHORIZED USES	Used to remotely gain visual / audio data, deliver HNT phones, open / breach doors and windows, disrupt packages and clear buildings and outdoor areas.
FISCAL IMPACT	Initial cost - \$300,000 / Annual maintenance - \$1000
LEGAL / PROCEDURAL RULES	Regional EOD manual, Law enforcement purposes only, Regional MOU
REQUIRED TRAINING	EOD personnel participate in ongoing, monthly training.
COMPLIANCE MECHANISMS	Use authorized by Incident Commander, Tactical Commander, EOD personnel.

TYPE	Remote Operated Robot - ICOR - Mini Caliber - <u>SHARED ASSET</u> with Regional EOD
DESCRIPTION	Remote operated robot, tread driven, approximately 50 lbs in size, equipped with an articulating arm, camera, speaker, light, and disrupter.
QUANTITY	1
CAPABILITIES	Can be operated up to approximately 300 yards away, able to clear potential threats remotely via camera, equipped with speaker, and manipulator for multiple accessories and tool combinations. Safely assess and disrupt potential explosive devices.
EXPECTED LIFESPAN	10 years
MANUFACTURER'S DESCRIPTION	Highly portable and versatile, simple to operate and deploy for searching buildings and disrupt potentially hazardous packages remotely.
PURPOSE AND AUTHORIZED USES	Used to remotely gain visual / audio data, deliver HNT phones, open some doors, disrupt packages and clear buildings and outdoor areas.
FISCAL IMPACT	Initial cost - \$75,000 / Annual maintenance - \$500
LEGAL / PROCEDURAL RULES	Regional EOD manual, Law enforcement purposes only, Regional MOU
REQUIRED TRAINING	EOD personnel participate in ongoing, monthly training.
COMPLIANCE MECHANISMS	Use authorized by Incident Commander, Tactical Commander, EOD personnel.

TYPE	Remote Operated Robot - Irobot - 510 Packbot - <u>SHARED ASSET</u> with Regional EOD
DESCRIPTION	Remote operated robot, tread driven, approximately 50 lbs in size, equipped with an articulating arm, camera, speaker, light, and disrupter.
QUANTITY	2
CAPABILITIES	Can be operated up to approximately 300 yards away, able to clear potential threats remotely via camera, equipped with speaker, and manipulator for multiple accessories and tool combinations. Safely assess and disrupt potential explosive devices.
EXPECTED LIFESPAN	10 years
MANUFACTURER'S DESCRIPTION	Man-transportable robot that performs bomb disposal, surveillance and reconnaissance. Climbs stairs, navigates narrow passages, relaying video and audio while keeping the operator safe through distance. Deployable by one person in under two minutes.
PURPOSE AND AUTHORIZED USES	Used to remotely gain visual / audio data, deliver HNT phones, open / breach doors and windows, disrupt packages and clear buildings and outdoor areas.
FISCAL IMPACT	Initial cost \$75,000 / Annual maintenance - \$1000
LEGAL / PROCEDURAL RULES	Regional EOD manual, Law enforcement purposes only, Regional MOU
REQUIRED TRAINING	EOD personnel participate in ongoing, monthly training.
COMPLIANCE MECHANISMS	Use authorized by Incident Commander, Tactical Commander, EOD personnel.

TYPE	ARMORED VEHICLE - Tactical Response Vehicle (TRV) - <u>SHARED ASSET</u> between Rocklin PD, Roseville PD and Placer County Sheriff's Office
DESCRIPTION	2005 Lenco Bearcat - Armored personnel carrier, four wheeled, green in color. Equipped with red / blue lights, siren, loudspeaker, winch, ram, spotlights and rotating overwatch turret. Can hold a driver and 8-10 personnel.
QUANTITY	1
CAPABILITIES	Open floor plan allows for transport, security and rescue of personnel / citizens. Armor provides greater safety to personnel / citizens from various projectiles up to .50 caliber rounds.
EXPECTED LIFESPAN	20 - 25 years
MANUFACTURER'S DESCRIPTION	Four-wheeled, five-speed automatic transmission, Ford F550 chasis, diesel engine powered personnel carrier with ballistic glass and armor rated up to .50 caliber.
PURPOSE AND AUTHORIZED USES	To be used in response to critical incidents to enhance officer and community safety, improve scene containment and stabilization, and assist in resolving critical incidents to include active shooters. Use of the armored vehicle authorized by watch commander or SWAT commander.
FISCAL IMPACT	Initial cost - \$250,000 // Annual Maintenance - \$10,000
LEGAL / PROCEDURAL RULES	Rocklin Policy 418.11 and Roseville / Rocklin SWAT Team Manual
REQUIRED TRAINING	To be used only by officers trained in familiarization and deployment and in a manner consistent with Department policy.
COMPLIANCE MECHANISMS	Operational use under the review of the watch commander or SWAT commander.

TYPE	Mobile Command Trailer
DESCRIPTION	2 axle, custom TPD box style bumper pull trailer, with loading door and personnel door, black and white with Rocklin Police Department identifiers on it, retractable awning, equipped with a generator and multiple communication systems.
QUANTITY	1
CAPABILITIES	Provides shelter and a mobile office for command post personnel. Equipped with a 7,500 watt generator, multiple computer systems and multiple radio systems.
EXPECTED LIFESPAN	25 years
MANUFACTURER'S DESCRIPTION	High quality, extremely durable Mobile Command Trailer. Highly customizable with multiple configurations and options.
PURPOSE AND AUTHORIZED USES	Used as a command post office for incident command at extended critical incidents, natural disaster assistance and large preplanned events. Use authorized by watch commander or incident commander.
FISCAL IMPACT	Initial cost - \$75,000 / Annual maintenance - \$500
LEGAL / PROCEDURAL RULES	Rocklin Policy 705.6 / California State Law vehicle operation
REQUIRED TRAINING	Mobile Command Trailer to be used by personnel who have been properly trained the safe handling and trailering.
COMPLIANCE MECHANISIMS	Use limited to trained personnel at the authorization of the watch commander or incident commander.

TYPE	Breaching Shotgun and Rounds
DESCRIPTION	Royal Arms Remington 870 12 Gauge Express Breaching Shotgun, pump action, short barrell with stand off compensator, pistol grip and single point sling. Ammunition used - Royal Arms TESAR - #2, 425 grain, compressed copper frangible breaching round.
QUANTITY	2 shotguns / 25 rounds of ammunition
CAPABILITIES	Shotgun designed specifically for the operator to quickly breach doors by destroying deadbolts, locks and hinges. The stand-off compensator allows for positilve placement for correct position and vents gases to prevent overpressure.
EXPECTED LIFESPAN	30,000 rounds
MANUFACTURER'S DESCRIPTION	Using the Remington 870 Express Model 12 Gauge Shotgun as the base, we completely modify it with custom CNC machined parts. Royal Arms invented breaching shotguns.
PURPOSE AND AUTHORIZED USES	To quickly and safely gain entry into a structure at the authorization of the Incident Commander or SWAT Commander during an incident or in training.
FISCAL IMPACT	Initial cost per shotgun - \$850 / Cost per round of ammunition - \$5
LEGAL / PROCEDURAL RULES	Roseville / Rocklin SWAT Team Manual / Rocklin Policy 308.3.2
REQUIRED TRAINING	Users limited to active SWAT personnel who have attended a 16 hour Shotgun Breacher Course, continued annual training.
COMPLIANCE MECHANISIMS	Use designated at the discretion of the SWAT Commander or appropriate SWAT Team supervisor.

TYPE	AR-15 Rifle and Ammunition
DESCRIPTION	Colt, AR-15, Semi-Automatic Rifle, chambered in 5.56 / .223, magazine fed, shoulder fired with a pistol grip, outfitted with a sling and light. Rifles assigned to patrol feature 16 inch barrels and rifles assigned to SWAT personnel feature 10.5 inch barrels for increased maneuverability. AMMUNITION - Speer LE, Gold Dot , .223 caliber, 62 grain
QUANTITY	52 AR-15 Rifles / 30,000 rounds of Speer Gold Dot Ammunition
CAPABILITIES	Rifles provide greater accuracy at distance and the ability to defeat threats utilizing body armor. Provides personnel with the ability to meet or exceed a suspects firepower.
EXPECTED LIFESPAN	Rifle - 15,000 rounds / Ammunition - no expiration
MANUFACTURER'S DESCRIPTION	RIFLES - Colt AR-15 is the finest tool for local, regional and national law enforcement agencies. Dependable and thoroughly field-tested. AMMUNITION - Speer Gold Dot features nickel plated brass cases and boxer primers with a non-corrosive round. Gold Dot rifle ammunition asserts remarkable accuracy.
PURPOSE AND AUTHORIZED USES	To be used as precision weapons to address a potentially lethal threat with more accuracy and from greater distances than a pistol; providing more standoff in order to protect personnel and civilians alike.
FISCAL IMPACT	Per Rifle - \$1,500 / Annual maintenance per rifle - approximately \$30 / Ammunition - \$260 per case of 500 rounds
LEGAL / PROCEDURAL RULES	Rocklin policy 301, 308.3.3, 410.6
REQUIRED TRAINING	Personnel must be POST certified in patrol rifle and pass annual qualification conducted during annual rifle training.
COMPLIANCE MECHANISIMS	POST patrol rifle certification, Rocklin Police Department patrol rifle qualification.

TYPE	LIGHT-SOUND DISTRACTION DEVICE
DESCRIPTION	Defense Technology, Low Roll Distraction Device, model 27914, reloadable flashbang // Combined Tactical Systems, model 7290-9, nine-bang, flashbang, non-reloadable
QUANTITY	Defense Technology Low Roll Flash Bang Bodies - 24 Defense Technology Flash Bang reload - 100 Combined Tactical Systems 9-Bang Flashbang - 6
CAPABILITIES	Non-bursting, non-fragmenting device that creates a thunderous bang with an intense bright light.
EXPECTED LIFESPAN	No expiration
MANUFACTURER'S DESCRIPTION	Defense Technology - non-bursting, designed to limit movement and rolling once deployed. Once deployed, emits a burst of light at 6-8 million Candelas and a 175dB bang. Combined Tactical System 9-bang - non-fragmenting, minimal movement that outputs arrhythmic bursts approximately .5 seconds apart at 180 dB and 1 million Candelas.
PURPOSE AND AUTHORIZED USES	To produce atmospheric over-pressure and brilliant white light and, as a result, can cause short-term (6-8 seconds) of physiological / psychological sensory deprivation to give officers a tactical advantage. To be used during high-risk situations such as hostage rescues, high-risk search warrants, high-risk vehicle take downs, and other situations where there use would enhance officer safety.
FISCAL IMPACT	Defense Technology Low Roll Flash Bang Bodies - \$55 per body Defense Technology Flash Bang reload - \$33 per reload Combined Tactical Systems 9-Bang Flashbang - \$140 per 9-bang
LEGAL / PROCEDURAL RULES	Roseville / Rocklin SWAT Manual
REQUIRED TRAINING	Personnel deploying light-sound distraction devices shall attend an 80 hr POST certified SWAT school, Authorized personnel to attend ongoing
COMPLIANCE MECHANISIMS	Use of light-sound distraction devices shall be pursuant to use of force policy.

TYPE	40MM Launcher and Rounds
DESCRIPTION	Defense Technology, 40MM Single shot launcher, shoulder fired with a front grip and sling. Rounds - Defense Technology, 40MM Exact Impact Sponge, #6325 less lethal, lightweight plastic and foam projectile capable of 325 FPS.
QUANTITY	5 - 40MM Launchers / 30 - 40MM Rounds
CAPABILITIES	Rifled barrel, single shot, launcher capable of firing various munitions in 40MM. 40MM exact impact sponge is a 30 gram foam projectile that delivers 120 ft/lbs of energy on impact. Operational range of 5 feet up to 131 feet.
EXPECTED LIFESPAN	40MM Launcher - 10,000 rounds / 40MM Exact Impact Rounds - 5 years
MANUFACTURER'S DESCRIPTION	40MM Launcher is a tactical single shot launcher. It will fire standard 40MM less lethal ammunition. 40MM Exact Impact Sponge rounds provide accurate and effective performance.
PURPOSE AND AUTHORIZED USES	To limit the escalation of conflict when applicable and compel an individual to cease their actions when 40MM less lethal rounds present a reasonable option. Can be used to control potentially vicious animals. Potential use to gain tactical advantages. Can be used against specific, violent agitators in riot / crowd control situations. Effective de-escalation tactic due to increased distance from personnel to subject.
FISCAL IMPACT	Per 40MM Launcher - \$1000 / Per 40MM impact round - \$18
LEGAL / PROCEDURAL RULES	Rocklin policy 301, 304.9 / Roseville / Rocklin SWAT Manual
REQUIRED TRAINING	Personnel utilizing 40MM shall be trained by a POST certified instructor and subject to additional annual training.
COMPLIANCE MECHANISIMS	Use is subject to applicable policy and by authorized personnel.

TYPE	Less Lethal Shotgun and Rounds
DESCRIPTION	Remington 870 Less Lethal Shotgun used to deploy 12 gauge less lethal rounds, shotgun is designated as solely less lethal by orange stock and fore end grip, equipped with a sling and light. Rounds - Defense Technology, 12-gauge drag stabilized less lethal beanbag round, #3027
QUANTITY	7 - Less Lethal Shotguns / 660 - drag stabilized less lethal rounds
CAPABILITIES	Fires a 12 gauge less lethal bean bag round at approximately 270 FPS with a range up to 75 feet.
EXPECTED LIFESPAN	Less Lethal Shotgun - 30,000 rounds / Drag stabilized less lethal rounds - 5 years
MANUFACTURER'S DESCRIPTION	The Remington 870 shotgun is a 12 gauge, pump action shotgun. The Defense Technology Drag Stabilized 12 gauge rounds loaded with a 40 gram tear shaped bag made from cotton and ballistic material blend and filled with #9 shot.
PURPOSE AND AUTHORIZED USES	To limit the escalation of conflict when applicable and compel an individual to cease their actions when less lethal bean bag rounds present a reasonable option. Can be used to control potentially vicious animals. Potential use to gain tactical advantages. Can be used against specific, violent agitators in riot / crowd control situations. Effective de-escalation tactic due to increased distance from personnel to subject.
FISCAL IMPACT	Per shotgun - \$700 / Per round \$5
LEGAL / PROCEDURAL RULES	Rocklin policy 301, 304.9 / Roseville / Rocklin SWAT Manual
REQUIRED TRAINING	Personnel utilizing less lethal shotguns shall be trained by a POST certified instructor and subject to additional annual training.
COMPLIANCE MECHANISMS	Use is subject to applicable policy and by authorized personnel.

TYPE	PepperBall SA-200 Launcher
DESCRIPTION	.68 caliber, air powered, less lethal PepperBall launcher. Rounds - PepperBall, Capsaicin II, .68 caliber, red in color.
QUANTITY	3 PepperBall Launchers / 400 Rounds of PepperBall rounds
CAPABILITIES	Operational range of 5 feet - 150 feet, allows for rapid follow up engagements.
EXPECTED LIFESPAN	PepperBall Launcher - 15 years / PepperBall Rounds - 10 years
MANUFACTURER'S DESCRIPTION	
PURPOSE AND AUTHORIZED USES	To limit the escalation of conflict when applicable and compel an individual to cease their actions when less lethal bean bag rounds present a reasonable option. Can be used to control potentially vicious animals. Potential use to gain tactical advantages. Can be used against specific, violent agitators in riot / crowd control situations. Effective de-escalation tactic due to increased distance from personnel to subject.
FISCAL IMPACT	Per PepperBall Launcher - \$500 / PepperBall Rounds - \$1000 for 500 rounds
LEGAL / PROCEDURAL RULES	Rocklin policy 301, 301.3, 304, 304.9, 304.10
REQUIRED TRAINING	Personnel utilizing Pepperball Launchers shall be trained by a POST certified instructor and subject to additional annual training.
COMPLIANCE MECHANISIMS	Use is subject to applicable policy and by authorized personnel.

Appendix F

Rocklin Police Department Vehicles Inventory

ID #	Year	Make	Type	Vehicle
5105	2008	FORD	CROWN VICTORIA	Car
5111	2011	FORD	CROWN VICTORIA	Car
5122	2011	FORD	CROWN VICTORIA	Car
5151	2009	NISSAN	SENTRA	Car
5152	2009	DODGE	CHARGER	Car
5154	2010	FORD	FUSION	Car
5155	2010	FORD	FUSION	Car
5161	2015	HONDA	ACCORD	Car
5163	2012	TOYOTA	HIGHLANDER	SUV
5164	2008	FORD	TAURUS	Car
5165	2012	FORD	TAURUS	Car
5166	2020	HONDA	INSIGHT	Car
5169	2005	FORD	CROWN VICTORIA	Car
5170	2007	FORD	CROWN VICTORIA	Car
5173	2006	FORD	CROWN VICTORIA	Car
5174	2017	TOYOTA	CAMRY	Car
5175	2017	TOYOTA	CAMRY	Car
5176	2017	TOYOTA	CAMRY	Car
5177	2017	TOYOTA	CAMRY	Car
5178	2021	CHEVROLET	MALIBU	Car
5179	2021	CHEVROLET	MALIBU	Car
5178	2006	BMW		Motorcycle
5183	2004	BMW		Motorcycle
5185	2002	KTM	LC4 640	Motorcycle
5190	2012	HARLEY DAVIDSON	FLHP	Motorcycle
5191	2012	HARLEY DAVIDSON	FLHP	Motorcycle
5193	2016	BMW	R1200	Motorcycle
5194	2020	BMW	R1250	Motorcycle
5195	2023	BMW	R1250	Motorcycle
5204	2023	CHEVROLET	COLORADO	Truck
5205	2022	CHEVROLET	EQUINOX	SUV
5206	2022	CHEVROLET	EQUINOX	SUV
5207	2002	FORD	ESCAPE	SUV
5208	2022	FORD	RANGER	Truck
5209	2003	FORD	RANGER	Truck
5211	2007	FORD	F150	Truck
5212	2007	FORD	ESCAPE	SUV
5214	2013	FORD	EXPLORER	SUV
5218	2022	CHEVROLET	TAHOE	SUV
5219	2022	CHEVROLET	TAHOE	SUV
5220	2022	CHEVROLET	TAHOE	SUV

5221	2022	CHEVROLET	TAHOE	SUV
5222	2022	CHEVROLET	TAHOE	SUV
5223	2022	CHEVROLET	TAHOE	SUV
5224	2023	CHEVROLET	TAHOE	SUV
5225	2023	CHEVROLET	TAHOE	SUV
5226	2023	CHEVROLET	TAHOE	SUV
5227	2023	CHEVROLET	TAHOE	SUV
5231	2013	CHEVROLET	TAHOE	SUV
5232	2014	CHEVROLET	TAHOE	SUV
5233	2014	CHEVROLET	TAHOE	SUV
5235	2016	CHEVROLET	TAHOE	SUV
5236	2016	CHEVROLET	TAHOE	SUV
5237	2016	CHEVROLET	TAHOE	SUV
5238	2016	CHEVROLET	TAHOE	SUV
5239	2016	CHEVROLET	TAHOE	SUV
5240	2016	CHEVROLET	TAHOE	SUV
5241	2017	CHEVROLET	TAHOE	SUV
5242	2018	CHEVROLET	TAHOE	SUV
5243	2018	CHEVROLET	TAHOE	SUV
5244	2018	CHEVROLET	TAHOE	SUV
5245	2018	CHEVROLET	TAHOE	SUV
5246	2018	CHEVROLET	TAHOE	SUV
5247	2018	CHEVROLET	TAHOE	SUV
5248	2018	CHEVROLET	TAHOE	SUV
5249	2019	CHEVROLET	TAHOE	SUV
5250	2019	CHEVROLET	TAHOE	SUV
5251	2020	CHEVROLET	TAHOE	SUV
5252	2020	CHEVROLET	TAHOE	SUV
5253	2021	CHEVROLET	TAHOE	SUV
5254	2021	CHEVROLET	TAHOE	SUV
5255	2021	CHEVROLET	TAHOE	SUV
5256	2021	CHEVROLET	TAHOE	SUV
5257	2021	CHEVROLET	TAHOE	SUV
5258	2021	CHEVROLET	TAHOE	SUV
5260	2013	CHEVROLET	TAHOE	SUV
5261	2013	CHEVROLET	TAHOE	SUV
5262	2015	CHEVROLET	TAHOE	SUV
5264	2018	CHEVROLET	TAHOE	SUV
5265	2020	RAM	1500	Truck
5266	2021	CHEVROLET	SILVERADO 1500	Truck
5267	2021	CHEVROLET	SILVERADO 1500	Truck
5268	2021	CHEVROLET	SILVERADO 1500	Truck

5269	2021	CHEVROLET	SILVERADO 1500	Truck
5270	2021	CHEVROLET	SILVERADO 1500	Truck
5271	2023	CHEVROLET	SILVERADO 1500	Truck
5272	2023	CHEVROLET	SILVERADO 1500	Truck
5273	2023	CHEVROLET	TAHOE	SUV
5274	2023	CHEVROLET	TAHOE	SUV
5301	2014	FORD	F250	Truck
5403	2015	CHEVROLET	SILVERADO 3500	Truck
5472	1999	FORD	E350	Van
5501	2000	GMC	STEP VAN	Van
5804	2018	WANCO WSDT3S	SPEED RADAR TRAILER	N/A
5855	2014	PJ UTILITY	TRAILER	N/A
5857	1998	TPD CV181T		N/A
5858	1998	PACE CS58SAE		N/A
5859	2005	KUSTOM SIGNALS III	RADAR UNIT	N/A
5861	2012	MPH SPEED MONITOR 19	SPEED MONITOR	N/A

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Appendix G

Park and Facility Inventory Matrix
(Exhibit 3.4-3)

Exhibit 3.4-3				Park and Facility Inventory Matrix City of Rocklin Parks and Trails Master Plan																																											
ID#	Park Name		Address	Size	Amphitheater/theater/Stage	Bocce	Banquet Facility	Barbeque	Baseball Field	Basketball Indoor (Full Court)	Basketball Outdoor (Half Court)	Basketball Outdoor (Full Court)	Classrooms/Meeting Rooms	Community Garden	Concessions Facility	Disc Golf	Dog Park	Drinking Fountain	Exercise (Par) Course	Football Field	Golf Course	Group Picnic/Shelter	Horseshoes	Kitchen	Multi-Use Full-Size Sport Field	Multi-Use Turf/Open Turf Area	Parking	Picnic Tables	Restrooms	Roller Hockey Facility	Skateboard Park	School Age Play Area	Soccer Field	Softball Field	Swimming Pool	Tennis Courts	Trash Receptacles	Tot Play Area	Volleyball Court - Outdoor Sand	Volleyball - Indoor	Water Play Area	Special Notes					
COMMUNITY PARKS																																															
1	Johnson-Springview		5480 Fifth Street	132.0				7	6		1		1		1	1	1	4				1	1		1	1	270	50	4	1	1	1	2	1		3	49		1			Rec Bldg., Tri-City Little League 3 lighted ballfields					
2	Kathy Lund (formerly Lone Tree)		6101 West Oaks Blvd	30.0				2							1			3				4			2	1	224	18	2		2	2	5			46			1			Girls Softball Fields. Rocklin Youth Soccer					
3	Margaret Azevedo		1900 Wildcat Blvd	24.1				2							1			1	1							1	180	11	2		1	2	1			24	1						Rocklin Youth Soccer and Softball				
4	Twin Oaks		5500 Park Drive	30.0					7			1			1			3								1	316	15	1		1	3			3	75							Rocklin Little League				
5	Whitney		1801 Whitney Ranch Pkw	40.0				18	4						1			3				3						204	24	3			1			44	1						Pony Baseball				
Subtotal				256.1																																											
NEIGHBORHOOD PARKS																																															
6	Bolton		Bridlewood Wy and Leafy	3.0				1			1							5								1						1				6	1										
7	Boulder Ridge		Park Dr at Blakc Oak Pl	11.6				4			2							1				1				1	12	7								5	1										
8	Breen		2842 Shelton St	5.9				2			2							1				1				1	12	1												1							
9	Brigham & Hawes		Ranch Veiw Dr and Spring	3.6				4										1								1	4													4	1						
10	Clark Domingues		3098 Crest Dr	8.0				4			2							1								1	10	7											9	1							
11	Clover Valley		4298 Clover Valley Rd	3.7				2										1									6											4									
12	Corral-Alva		Brookshire Dr	5.5				2																		1	4										2										
13	Gayaldo		Aitken Dariy Rd	2.0														1				1				1	4										1										
14	Joe Hernandez		6901 Ballantrae Wy	4.0				1										1				1				1	5										5	1									
15	Mansion Oaks		2406 St. Andrews Dr	5.8														1								1													1								
16	Memorial		3980 Rocklin Rd	1.0				3										1									3	5									11				1						
17	Monte Verde		El Don Dr	2.0				1										1									7	3									3										
18	Monument		4401 Hood Rd	7.2				2										1				1					6										3	1									
19	Night Ridge		6299 Night Ridge Dr	4.6				4			2							1				1				1	7												1								
20	Pernu		Old Ranch House Rd.	0.9							1							1				1				1	3																				
21	Peter Hill Heritage Park		Front St. and Rocklin Rd.	0.1														1									12	5									4								Includes Old Timers Park, Heritage Park, and Round House		
22	Pebble Creek		5939 Pebble Creek Dr	5.0				2										1				1				1	6							1			8										
23	Pleasant Valley Creek		Whitney Oaks	9.3				5										1								1	7	4							1			5									
24	Ruhkala		2160 Arno,d Dr	5.0				4										4				1					6									6	1		1								
25	Sasaki		5014 Southside Ranch Rd	2.0				2			1							1				1				1	4										3										
26	Sierra Meadows		2530 Sierra Meadows Dr	4.8				2				1						1								1	5										4										
27	Sonora		2101 Great Divide Wy	4.0				2			1							1				1				1	5													1							
28	Sunset East		5953 Willowynd Dr	2.0				1			1							1									3										3										
29	Vista Grande		5639 Onyx Dr	3.4				2														1				1	6										2										
30	Wesley		5376 Wesley Rd	7.8				1			2							1				1				1	6										6	1									
31	Woodside		3300 Westwood Dr	5.0				1			1							1								1		4									4	1									
Subtotal				117.2																																											
SPECIAL USE PARKS																																															
32	Finnish Temperance Hall		4090 Rocklin Rd	1.7			1																1				42		1																	Banquet Capacity - 144	
33	Quarry Park		4060 Rocklin Road	21.8	1													2										3	4								7										
34	Rocklin Event Center		2650 Sunset Blvd	6.4			1						6										1																							Banquet Capacity - 320 Main Hall and 96 in Sunset Room	
Subtotal				29.9																																											
Facility Subtotals				403.2	1	0	2	81	17	0	17	2	7	0	5	1	1	47	1	0	0	21	0	3	3	26	1530	250		17	1		1	31		9	7	0	6	343	15		2	0		2	
Legend/Definitions:					Note: Playgrounds are counted as (1) playground, unless they are located in different locations within the park.																																										

Appendix H

Recommended Projects List (Exhibits 6.1-1 & 6.1-2)
Parks and Trails Master Plan, 2017

6.1 Summary of Recommendations at Existing Parks

Exhibit 6.1-1 identifies potential capital renovation projects or maintenance endeavors at existing parks operated by the City of Rocklin.

Exhibit 6.1-1 Recommended Projects for Existing Facilities

RECOMMENDATIONS
Johnson-Springview Park <ul style="list-style-type: none"> Consider installation of a water play area recreation element if funding becomes available. Create a master plan for +/- 20 acre undeveloped portion of the park that responds to the facility needs identified in this needs assessment Renovate Community Center and consider expansion of facility into turfed footprints adjacent to the current facility Resurface basketball court Resurface roller hockey Add or rake additional bark under swings Schedule replacement of cracking and lifted concrete panels with similar material Immediately repair damaged areas by either cold crack fill, hot rubberized crack fill, or cold asphalt patch Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Kathy Lund Park <ul style="list-style-type: none"> Create master plan for open field area Add or rake additional bark under swings Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Twin Oaks Park <ul style="list-style-type: none"> Master Plan for small undeveloped area south of tennis courts Installation of new play equipment Parking lot repair and slurry Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation Resurface tennis court Schedule replacement of cracking and lifted concrete panels with similar material Reseed or renovate turf as needed Trees in high-use public areas should be pruned on a regular cycle, no less than once every seven years
Margaret Azevedo Park <ul style="list-style-type: none"> Master Plan for undeveloped area in middle of park Consider converting 2 soccer fields to multi-use synthetic turf field Add interpretative signage to perimeter trail Add or rake additional bark under swings Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation Reseed or renovate turf as needed

Whitney Park <ul style="list-style-type: none"> • Create master plan for undeveloped 20-acre area • Improve wayfinding signage • Add or rake additional bark under swings and landing areas • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Bolton Park <ul style="list-style-type: none"> • Add or rake additional bark under swings • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Boulder Ridge Park <ul style="list-style-type: none"> • Turf renovation • Resurface basketball court
Breen Park <ul style="list-style-type: none"> • Minor turf renovation • Add or rake additional bark under swings • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Brigham and Hawes Park <ul style="list-style-type: none"> • Explore potential trail connection • Add or rake additional bark under swings • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Clarke Dominquez Park <ul style="list-style-type: none"> • Minor turf renovation • Explore drainage issues • Add or rake additional bark under swings • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation • Renovate or reseed turf as necessary and treat for gophers—ensure that vehicles stay on pathways • Explore potential causes of drainage issues and possible means to reroute water flow
Clover Valley Park <ul style="list-style-type: none"> • Minor turf renovation • Remove turf a minimum of 25' from creek bank/replant with natives
Corral-Alva Park <ul style="list-style-type: none"> • Create master plan for Phase II undeveloped area • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation • Repair decomposed granite walkway • Add mulch to playground and/or regularly rake mulch back under swings
Finnish Temperance Hall <ul style="list-style-type: none"> • Minor shrub bed maintenance
Gayaldo Park <ul style="list-style-type: none"> • Create master plan for Phase II area of site • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation

Peter Hill Heritage Park <ul style="list-style-type: none"> Continue to design park facilities from the Roundhouse to Emerson Street Continue to design and develop future phases of the B Street Corridor (conversion of road to a pedestrian corridor connection between Front Street and Johnson-Springview Park)
Joe Hernandez Park <ul style="list-style-type: none"> Minor irrigation repair
Mansion Oaks Park <ul style="list-style-type: none"> Add or rake additional bark under swings Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation Improve type and number of park amenities such as benches, bike racks, drinking fountains, recycling containers, and trash cans
Memorial Park <ul style="list-style-type: none"> Redesign park to match Quarry Park theme Turf renovation Correct drainage issue by playground
Monte Verde Park <ul style="list-style-type: none"> Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation Trees in high-use public areas should be pruned on a regular cycle, no less than once every two to seven years
Monument Park <ul style="list-style-type: none"> Formalize social trails to reduce erosion
Night Ridge Park <ul style="list-style-type: none"> Add or rake additional bark under swings Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation Renovate turf
Old Timers Park <ul style="list-style-type: none"> None
Pebble Creek Park <ul style="list-style-type: none"> Add or rake additional bark under swings Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Pleasant Valley Creek Park <ul style="list-style-type: none"> Remove turf a minimum of 25' from creek bank/replant with natives
Quarry Park (Currently under development) <ul style="list-style-type: none"> Design and develop Phases II, III, and IV
Ruhkala Park <ul style="list-style-type: none"> Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation Evaluate opportunity to naturalize area near drainage reducing turf areas and replanting with natives
Sasaki Park <ul style="list-style-type: none"> Trees in high-use public areas should be pruned on a regular cycle, no less than once every two to seven years

Sierra Meadows Park <ul style="list-style-type: none"> • Renovate turf • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation • Evaluate opportunity to naturalize creek area by reducing turf areas and replanting with natives
Sonora Park <ul style="list-style-type: none"> • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation • Add mulch to playground and/or regularly rake mulch back under swings
Sunset East Park <ul style="list-style-type: none"> • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation • Evaluate opportunity to naturalize creek area by reducing turf areas and replanting with natives
Vista Grande Park <ul style="list-style-type: none"> • Master plan phase II development of the site • Trees in high-use public areas should be pruned on a regular cycle, no less than once every two to seven years • Add mulch to playground and/or regularly rake mulch back under swings
Wesley Park <ul style="list-style-type: none"> • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation • Trees in high-use public areas should be pruned on a regular cycle, no less than once every seven years • Add mulch to playground and/or regularly rake mulch back under swings • Renovate or reseed turf as needed • Correct erosion problem by playground
Woodside Park <ul style="list-style-type: none"> • Irrigation and turf renovation. • Remove turf from areas under native oaks • Bark/mulch should be regularly placed around the drip line to reduce compaction and water evaporation
Rocklin Event Center <ul style="list-style-type: none"> • Parking lot repair and replacement • Repair drainage for site

Exhibit 6.1-2 Recommended Projects for Future Facilities

Based upon input gathered during the need assessment phase of the Master Plan, the following list of recommended improvements is suggested to be considered in future park and recreation planning. As funding becomes available and as new development projects are proposed, opportunities should be considered for including these potential new projects.

RECOMMENDATIONS
Sports Park Facility (could be a new site, or could be phase II 20-acre expansion of either Whitney Park or Johnson-Springview Park) that could include: <ul style="list-style-type: none"> • Adult Softball Field • Youth Softball Field • Youth Baseball Field x 4 • Youth Soccer Fields x 9 (to meet total future demand for long fields [soccer, football, rugby and lacrosse] one third of these fields should be planned as synthetic turf and two thirds natural sand-based drainage system turf [3 synthetic + 6 natural turf]) • Fitness Exercise Course • Dog Park • Climbing Walls
Zipline / Ropes Course
Walking/Jogging Paths/Trails – Expand existing facilities to provide for additional connectivity.
Bicycle Trails

6.2 Funding and Implementation Recommendations

The cornerstone of the success of the Parks and Trails Master Plan is Rocklin's ability to secure stable funding for the development and operation of parks, recreation facilities, and programs. Two major cost centers require funding in order to implement the Master Plan. One is capital costs which includes: potential acquisition and development of new required park lands and facilities and renovation of existing park and school City properties. The second major cost center is to develop long-term sustainable resources for operations and maintenance of existing and new facilities.

With difficult financial constraints and diminishing resources, it will be challenging to find the resources needed to build or renovate parks and facilities as well as maintain existing parks and infrastructure. Another vexing task will be sustaining the affordability of recreation fee supported classes to meet needs and demands for residents.

This section of the Master Plan provides information on funding options for park development, maintenance, and operations to assist Rocklin in preparing for plan implementation. It discusses current funding mechanisms and identifies future possibilities and identifies key resources to meet future goals or

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Appendix I

Municipal Finance Quick Reference Guide

PROPERTY TAX

The property tax is based upon the value of real and tangible personal property.



Key things to know

- Property tax revenue is collected by counties and allocated according to state law within the county to cities, counties, special districts and school districts.
- The tax rate is constitutionally limited to 1 percent of the property's assessed value, plus rates imposed to fund indebtedness approved by voters prior to 1978.
- For the purpose of taxation, appraised real property values are limited to 1975-76 "full cash value" plus an annual adjustment for inflation not to exceed 2 percent.
- Property is reassessed at current full cash value upon a change in ownership.
- Property that declines in value may be reassessed.
- Cities may not increase the property tax, nor impose additional property tax, transaction tax or sales tax on the sale of real property.

SALES AND USE TAX

The sales tax is imposed on retailers for the privilege of selling tangible personal property in California. A use tax is imposed on purchasers whenever sales tax does not apply, such as for goods purchased out of state for use in California.



Key things to know

- The state sales tax rate is 6.25 percent. This includes one-quarter of one percent that is dedicated to repayment of the fiscal recovery bond issued in 2004.
- Counties may impose a sales and use tax at the rate of 1.25 percent. Cities may impose a sales and use tax at the rate of 1 percent. Payment of the city sales tax is credited against payment of the county sales tax. The .25 percent remaining in the county rate is dedicated to transportation. While the fiscal recovery bond is outstanding, one-quarter of one percent of the city/county sales tax has been suspended. Cities and counties receive additional property tax in an amount equal to the sales tax loss.
- One-half of one percent of the state sales tax rate is allocated to counties for use by the county and distribution to counties and cities for public safety. (Proposition 172).
- Cities and counties may impose additional transaction and use taxes in increments of one-quarter of one percent if the ordinance proposing the tax is approved by a two-thirds vote of the governing body before it is submitted to the voters.
- A city may impose more than one transaction and use tax for specified purposes. One might be for a general purpose; a second might be for a special purpose. The combined rate of these transaction and use taxes may not exceed 2 percent.

BUSINESS LICENSE TAX

Business license taxes can be imposed on persons or entities doing business within the city.



Key things to know

- Business license taxes are most commonly based on gross receipts or levied at a flat rate, but are sometimes based on the quantity of goods produced, number of employees, number of vehicles, square footage of the business or some combination of factors.
- Rates are set at each city's discretion but may not be discriminatory or confiscatory.
- In the event a business operates in more than one city, a city may only tax that portion of the business conducted within its incorporated boundaries.

UTILITY USER'S TAX

Utility user's taxes can be imposed on the consumer (residential or commercial) of any combination of electric, gas, cable television, water, telephone and other utility services.



Key things to know

- Utility user's taxes are usually collected by the utility as part of its regular billing procedure and then remitted to the city.

TRANSIENT OCCUPANCY (BED) TAX

A transient occupancy tax is imposed on persons staying 30 days or less in a hotel, inn, or other lodging facility.



Key things to know

- Most cities use transient occupancy tax revenues for general purposes, but some budget a portion of them for tourism, business development or related purposes.
- Although collected by the hotel operator, the tax is imposed on the guest.

REGULATORY AND USER FEES

REGULATORY FEES

Regulatory fees are imposed to pay for the cost of programs or facilities that a business or other activity requires. Examples include a fee to pay for the cost of administering the licensing of massage parlors, or a fee to fund graffiti removal from businesses that do not maintain their property free of graffiti.



Key things to know

- Regulatory fees are charged to ensure that those benefiting from an activity pay their fair share of costs related to their activity. Costs may include issuance of a license or permit, investigation, inspection, administration, and maintenance of a system of supervision and enforcement.
- Regulatory fees are charged to fund programs or facilities that reduce negative impacts of an activity or business on the community.

DEVELOPMENT IMPACT FEES

Development impact fees are imposed to pay for improvements and facilities required to serve new development or otherwise reduce the impacts of new development on a community.



Key things to know

- Development impact fees cover one-time capital improvements and community amenities. Procedure for imposing, accounting for, and using development impact fees is regulated by state statute.
- The ordinance or resolution establishing the fee must explain the connection (nexus) between the development project and fee.
- The amount of the fee must not exceed the cost of providing the service or improvement for which the fee is imposed.

USER FEES

Cities have authority to impose fees, charges and rates for services and facilities they provide. Use of these revenues is limited to paying for the service for which the fees are collected. Examples include plan checking fees or recreation classes.



Key things to know

- The fee amount may not exceed the cost of providing the service but may include overhead, capital improvements and debt service.

PROPERTY-RELATED FEES

Property-related fees are charges imposed on a parcel or a person as an incident of property ownership.



Key things to know

- Property-related fees include user fees or charges for public services having a direct relationship to property ownership.
- A written protest by a majority of owners who will pay the fee, submitted at a public hearing, will prevent imposition of the fee.
- Fee approval requires a majority vote of the property owners of the property subject to the fee, or at the option of the agency, a two-thirds vote of the electorate in the area subject to the fee.

UTILITY RATES

Utility rates are charged to users of city-provided water service, sewer service, and electric service or other utilities.



Key things to know

- Utility rates cover the cost of providing the service, which may include operations, overhead, capital improvements and debt service.

ASSESSMENTS

Assessments are charges on real property or businesses levied to pay for facilities or services within a predetermined area according to the benefit to real property or businesses resulting from the improvements.



Key things to know

- Benefit assessments are a common financing tool.
- Assessment approval requires a majority vote of the owners of the properties subject to the assessments with the votes weighted according to the assessment amount of each property.
- State law authorizes bond financing for some assessment districts.
- Property-owner approval is required to impose benefit assessments.

RENT FOR USE OF CITY PROPERTY RENTS, ROYALTIES AND CONCESSIONS

Cities may receive revenue through rental or use of city property. For example, cities may collect royalties from natural resources taken from city property, sell advertisements in city publications or receive a percentage of net profits from concessionaires operating on city property.



Key things to know

- The First Amendment limits cities' ability to control advertising content.
- State law limits the maximum term of many types of leases.

FRANCHISE FEES

Franchise fees are collected in lieu of rent for use of city streets.



Key things to know

- Examples of businesses that pay franchise fees include refuse collectors, cable television companies, electric utilities and oil and natural gas pipelines. The amount of some franchise fees are limited by statute (*for example, cable television franchise fees*).
- Telephone companies and railroads are exempt from local franchise fees.

FINES, FORFEITURES AND PENALTIES

Cities receive a share of fines collected and bail moneys forfeited following conviction of a misdemeanor or infraction committed within city boundaries.



Key things to know

- State law determines the distribution of state-imposed fines and bail forfeitures.
- Cities determine bail amounts for violations of their municipal codes.
- Cities may establish and retain civil penalties for municipal code violations.
- Restrictions may apply to use of funds received from motor vehicle code violations.

2. STATE-ADMINISTERED REVENUE SOURCES

MOTOR VEHICLE LICENSE FEE (MOTOR VEHICLE IN-LIEU TAX)

The Motor Vehicle License Fee (VLF) is a tax on ownership of a registered vehicle. The tax rate is 0.65 percent of the value of a vehicle paid by owners to the Department of Motor Vehicles.



Key things to know

- VLF is constitutionally dedicated to cities and counties.
- The Constitution guarantees that the VLF at the 0.65 percent rate goes to counties and cities. State statute specifies the allocation among cities and counties.
- In addition to revenues from the 0.65 percent VLF rate paid by vehicle owners, cities and counties receive additional property tax equal to the difference between revenues from the VLF at the 2 percent rate and the VLF at the 0.65 percent rate.
- After fiscal year 2004-05, the property tax in lieu of VLF for each city and county increases annually in proportion to the growth in gross assessed valuation in that jurisdiction from the prior year.
- City VLF revenues may be used for any purpose.

GASOLINE TAX (HIGHWAY USERS TAX, MOTOR VEHICLE FUEL LICENSE TAX)

The gasoline tax is an 18-cent per gallon tax on fuel used to propel a motor vehicle or aircraft.



Key things to know

- Use of gasoline tax revenue is restricted to research, planning, construction, improvement, maintenance, and operation of public streets and highways or public mass transit guideways.
- ## 3. INTERGOVERNMENTAL GRANTS
- Cities may receive grant funding from other public agencies. The federal and state governments have been significant sources of support in the past, but their contribution to city revenues has declined.
-
- Key things to know
- “Categorical” grants support a defined program area. They are typically allocated either to applicants whomeet predetermined funding criteria or to applicants who compete for project funding through an application process.
 - “Block” grants provide funding to a broad functional area. For example, federal Community Development Block Grant (CDBG) funds support local housing and economic development activities.

4. EXPENDITURES

Revenues that are not designated for a specific expenditure go into a fund called the general fund. General fund revenues include proceeds from property taxes, sales taxes and other revenues that may be used for discretionary purposes. In most cases revenues from special taxes, fees and other limited purpose revenue sources must be deposited special funds associated with their particular purpose.

PUBLIC PURPOSE

All expenditures of public funds, regardless of their source, must be for a public purpose of the agency making the expenditure.



Key things to know

- An incidental benefit to an individual does not make a “public” purpose a “private” purpose.

GIFT OF PUBLIC FUNDS

A city may not make a gift of public funds. This means that a city may not spend public funds to benefit a private person or business.



Key things to know

- Certain expenditures that benefit private entities – such as expenditures for affordable housing – are not considered to be gifts of public funds because of the community benefit of the project being funded.

DEBT LIMIT

Cities may not incur indebtedness or liability for any purpose in a given year that exceeds the income and revenue they expect to receive that year, without a two-thirds vote of the electorate. This prohibition prevents the pledge of general fund revenues beyond the year in which that revenue is received.



Key things to know

- The debt limit does not apply to revenue bonds or other obligations that are paid from a special fund rather than from general revenues.
- An exception applies when not more than one year's revenue is pledged. *Example: a lease-purchase agreement when agreement does not create an immediate indebtedness for the entire amount of the debt, but instead limits the liability to each installment as it falls due.*

APPROPRIATIONS LIMIT

Local agencies are subject to annual spending limits.



Key things to know

- Annual appropriations subject to limitation may not exceed an appropriations limit based on a calculated limit for fiscal year 1978-79, adjusted annually for population and cost of living increases.
- The limit applies only to tax revenues. The limit does not apply to proceeds from regulatory licenses, user charges, user fees, and assessments to the extent that these revenue sources do not exceed the costs reasonably borne in providing the product or service for which the license, charge, fee or assessment is imposed.



Municipal Finance Quick Reference

KEY THINGS TO KNOW ABOUT:



1. Local Revenues
2. State-Administered Revenue Sources
3. Intergovernmental Grants
4. Expenditures

1. LOCAL REVENUES

TAXES

All cities have the power to impose a variety of taxes. All taxes are either general or special taxes. Special taxes must be used for the specific purpose for which they are imposed.



Key things to know

- Cities may impose any type of tax not preempted by state law.
- Cities may not tax cigarettes, alcohol or personal income.
- A new or increased general tax requires approval by a majority of voters.
- A new or increased special tax requires approval by two-thirds of voters.
- General taxes and special taxes may be reduced or repealed by initiative.
- Special tax revenues must be accounted for in a separate fund. The city must prepare an annual report that includes (1) the special tax rate; (2) revenues collected and expended and (3) the status of any project funded by the special tax.



OPEN NEXT TWO FOLDS TO
INSIDE PANELS TO CONTINUE

GLOSSARY

Appropriation. A legal authorization granted by the city council to expend monies, and incur obligations for specific purposes.

Assessment District. Not a separate governmental entity, but rather a defined area of land that will be benefited by the acquisition, construction or maintenance of a public improvement.

Bonds. A certificate of debt issued by an entity, guaranteeing payment of the original investment, plus interest, by a specified future date. Interest on bonds issued by a local agency is exempt from state personal income taxes.

General Fund. Fund used to account for all financial resources except those required to be accounted for in another fund.

General Revenue. Those revenues that cannot be associated with a specific expenditure, such as property taxes (other than voter-approved indebtedness), sales tax, and business license tax.

Subvention. Financial support provided by another level of government. The state levies certain taxes that are “subvened” to cities, including motor vehicle license fees and the motor vehicle fuel tax. Local agencies also receive reimbursement for revenue lost as a result of various tax exemptions and reductions, like the homeowners’ property tax exemption.

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Appendix J

City Revenues and Expenditures
FY 2017/2018 through FY 2021/2022

	FY 2017/2018	FY 2018/2019	FY 2019/2020	FY 2020/2021	FY 2021/2022
Revenues					
Property Taxes	\$11,412,312	\$17,790,239	\$19,143,185	\$20,385,991	\$21,600,498
Sales and use taxes	\$14,142,141	\$16,980,818	\$16,316,611	\$20,742,761	\$22,024,957
Gas tax	\$5,007,488	\$4,997,713	\$6,150,082	\$4,855,477	\$7,311,965
Transient Occupancy Tax	\$871,468	\$1,010,227	\$745,025	\$688,896	\$974,865
Other taxes	\$9,643,071	\$10,398,211	\$11,792,731	\$12,297,217	\$14,683,952
Motor vehicle fees	\$4,783,848	\$32,079	\$54,807	\$51,597	\$81,409
Franchise fees	\$2,174,681	\$2,227,304	\$2,267,704	\$2,351,705	\$2,443,215
Impact fees	\$1,273,404	\$2,932,544	\$3,399,165	\$3,395,078	\$2,734,639
Investment earnings and other revenues	\$2,401,930	\$2,980,840	\$2,725,857	\$1,327,006	\$2,240,964
Charges for Services	\$13,825,048	\$11,307,039	\$9,710,103	\$13,073,010	\$10,950,688
Operating Grants and Contributions	\$5,630,734	\$5,409,336	\$5,283,807	\$10,405,582	\$7,627,523
Capital Grants & contributions	\$1,502,079	\$16,661,798	\$3,481,727	\$1,647,362	\$15,325,597
Special item - gain (loss) on disposal of capital assets	\$15,608	\$2,731	\$(851,548)	\$13,250	\$117,859
Total Revenues	\$72,683,812	\$92,730,879	\$80,219,256	\$91,234,932	\$108,118,131
Expenditures					
General Government	\$13,624,066	\$17,129,907	\$18,919,254	\$13,264,359	\$10,100,380
Public safety	\$25,317,294	\$26,650,923	\$27,875,173	\$31,074,009	\$26,806,881
General services	\$25,484,445	\$24,158,972	\$22,608,920	\$25,316,166	\$25,268,546
Culture and recreation	\$5,156,203	\$5,727,541	\$5,232,182	\$6,195,287	\$6,657,032
Community development	\$5,324,033	\$5,083,451	\$4,351,848	\$4,384,615	\$3,827,237
Interest and fiscal charges	\$871,020	\$411,670	\$382,640	\$336,460	\$299,252
Total Expenditures	\$75,777,061	\$79,162,464	\$79,370,017	\$80,570,896	\$72,959,328

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Appendix K

California State Auditor – Process and
Methodology For the Local High-Risk Program

Skip to a section below

About

Dashboard

Audits

The California State Auditor's Office is a state entity that is independent of the executive branch and legislative control. The purpose of the California State Auditor is to improve California government by assuring the performance, accountability, and transparency that its citizens deserve. For more information on the California State Auditor, please visit www.auditor.ca.gov.

About

California Government Code section 8546.10 authorizes the State Auditor to establish a high-risk local government agency audit program (local high-risk program) to identify local government agencies that are at high risk for the potential of waste, fraud, abuse, or mismanagement, or that have major challenges associated with their economy, efficiency, or effectiveness. We are currently focusing our efforts on evaluating the risks facing California cities.

The local high-risk program consists of two elements:

- **Interactive Dashboard:** Each year we collect and analyze key financial data about California cities and use it to develop an interactive dashboard that identifies those cities that could be facing fiscal challenges. Through this transparent interface, California residents, state and local policymakers, and interested parties have a data driven view of each city's fiscal health.
- **Audits:** After establishing our list of cities facing fiscal challenges, we conduct initial assessments to further evaluate the risks those cities face. These initial assessments inform whether we will seek approval from the Joint Legislative Audit Committee to conduct an audit of the city. If a city is designated as high risk as a result of a completed audit, it must submit a corrective action plan and provide updates every six months regarding its progress in implementing the corrective action plan. We will remove the high risk designation when our professional judgment leads us to conclude that the city has taken satisfactory corrective action.

[See the Audits We've Completed](#) [See Our Work in Progress](#)

[Regulations](#) that define high risk and describe the workings of the local high-risk program became effective July 1, 2015.

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Dashboard

Overview

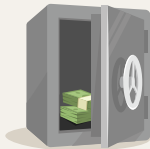
In October 2019, the California State Auditor launched a new tool—an online dashboard—that ranks more than 470 California cities based on detailed information about their fiscal health. The ranking is part of our process for determining whether a city is at risk of fiscal distress.

We used various financial indicators to assess the fiscal health of cities as summarized in [Figure 1](#). The dashboard allows users to view individual city rankings and ratings, which are scored using a stop-light indicator rating system. This system rates cities based on their risk of experiencing fiscal distress with red being high risk, yellow being moderate risk, and green being low risk. We review the indicators and scoring methodology each year to evaluate their relevance in this determination.

Figure 1

Could Your City Be In Fiscal Distress?

The State Auditor is looking at these factors in California cities...



FINANCIAL RESERVES

Does the city have sufficient financial reserves to cover unexpected costs or shortfalls in revenue?



DEBT BURDEN

How is the city's level of debt compared to its income?



CASH POSITION/LIQUIDITY

Is the city able to pay its bills in the coming fiscal year?



REVENUE TRENDS

Is the city's revenue going down over time?



RETIREMENT OBLIGATIONS

Does the city have the ability to pay for retirement benefits it promised its employees?

To ensure the development of the list included third-party municipal fiscal health expert input, we established and consulted with an advisory panel made up of experts in municipal fiscal health including representatives from the Public Policy Institute of California, the California Public Employees' Retirement System (CalPERS), California Policy Center, S&P Global Rating Services as well as an advisor to the California Society of Municipal Finance Officers and the League of California Cities, and a professor at the Daniel J. Evans School of Public Policy and Governance at the University of Washington.

[Go to the Dashboard](#) [Get the Raw Data Here](#)

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Detailed Methodology by Financial Indicator

OVERALL RISK

To identify cities that may be at risk for fiscal distress, we analyzed financial information for over 470 California cities. We assessed risk by performing various financial comparisons and calculations that we refer to as financial indicators, as discussed in more detail below. We analyzed the finances related to each city's governmental and business-type activities, including the general fund—the main operating fund.

Our analysis relied on information from audited financial statements prepared in accordance with generally accepted accounting principles (GAAP) that we obtained through various sources such as the Federal Audit Clearinghouse, the Electronic Municipal Market Access website, the California State Controller's Office (State Controller), and cities themselves. We also analyzed unaudited pension related information from CalPERS.

Financial Indicators

We selected a set of 10 indicators that enabled us to assess each city's ability to pay its bills in both the short and long term. Specifically, the indicators measure each city's financial reserves, debt burden, cash position or liquidity, revenue trends, and ability to pay for employee retirement benefits. In most instances, the financial indicators rely on information for fiscal years 2014-15 through 2020-21.

Each year, we create and use a points-based system to rank and categorize cities as either high, moderate, or low risk for fiscal distress. We weight the results of the indicators by assigning varying numbers of points to each indicator based on our professional judgment of each indicator's relative importance. [Table 1](#) shows the maximum points assigned to each indicator.

Table 1: Points Possible By Financial Indicators

FINANCIAL INDICATORS	POINTS POSSIBLE
1. General Fund Reserves	30
2. Debt Burden	15
3. Liquidity	10
4. Revenue Trends	5
5. Pension Obligations	10
6. Pension Funding	5
7. Pension Costs	5
8. Future Pension Costs	5
9. OPEB Obligations	10

FINANCIAL INDICATORS	POINTS POSSIBLE
10. OPEB Funding	5
Maximum Score Possible	100

We assigned points to cities based on the calculated result of each indicator, and then ranked cities based upon their cumulative scores. Cities could score anywhere from zero points up to the maximum available points for each indicator. A perfect score across all indicators would equal 100 points with lower scores representing higher degrees of fiscal risk.

Fiscal Risk Designations

We assigned risk designations to cities based on their cumulative score for all 10 indicators as shown in [Table 2](#).

Table 2: Methodology for Determining Which Cities Are High Risk

RISK DESIGNATION	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	0 to 41.76	This designation means that a city has significant risk of experiencing fiscal distress.
MODERATE RISK	41.77 to 71.23	This designation means that a city has some risk of experiencing fiscal distress.
LOW RISK	71.24 to 100	This designation indicates that a city has low risk of experiencing fiscal distress.

Our dashboard ranks cities from highest to lowest risk for fiscal distress based on indicators that rely primarily on audited financial statements and other financial information for fiscal years ending June 2018 through June 2021, which were available as of August 19, 2022, and therefore may not represent cities' current financial status. Additionally, our dashboard presents historical results for fiscal year 2016-17 that were last updated in November 2020.

These rankings do not reflect environmental factors such as population trends, unemployment rates, or levels of household income. Consequently, a high fiscal risk designation does not indicate that a city will default on its debt or file for bankruptcy. Similarly, a low-risk designation does not mean that a city is free of financial risk.

We excluded certain cities from our dashboard, generally because they did not publish audited financial statements that were prepared in accordance with GAAP.

[See Which Cities Did Not Publish Financial Reports](#)

City of Compton

We ranked the city of Compton as having high fiscal risk for fiscal years 2016-17, 2017-18 and 2020-21, because it has not yet published complete audited financial statements for those years and has a history of not preparing audited financial statements and therefore lacks transparency over its finances. Federal regulations require cities that spend \$750,000 or more in federal awards in a fiscal year to have an audit performed. In accordance with state law, cities subject to this requirement must submit this information to the State Controller or notify the State Controller of their exempt status. The State Controller did not report the city of Compton as exempt from this reporting requirement.

City of Lincoln

As requested by the Joint Legislative Audit Committee, we issued a report on March 21, 2019, pertaining to the city of Lincoln and its administration of public funds and assets. That report concluded that Lincoln's mismanagement of public funds, insufficient accountability, and inadequate oversight threatens its financial stability. [Read our report titled *City of Lincoln: Financial Mismanagement, Insufficient Accountability, and Lax Oversight Threaten the City's Stability* here.](#)

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GENERAL FUND RESERVES

This indicator evaluates whether a city has sufficient financial reserves to cover its expenditures during times of declining revenues or increasing costs. A city with insufficient reserves may have difficulty responding to revenue shortfalls or expenditure overruns while maintaining service levels. Essentially, this indicator measures the extent to which a city's unrestricted reserves could be used in times of fiscal distress.

Methodology

We calculated the general fund reserves indicator using information on general fund unrestricted fund balances (committed, assigned, and unassigned fund balances), as well as expenditures and transfers out (transfers from the general fund to another city fund) from a city's audited financial statements. We then determined whether the unrestricted fund balances were trending in a positive or negative direction using historical financial statements.

We calculated the indicator as follows:

General fund unrestricted fund balances divided by general fund expenditures and transfers out

Correlated with the average annual change in general fund unrestricted fund balances during the past three fiscal years

This indicator reflects a city's general fund unrestricted fund balances as a percentage of its general fund expenditures and transfers out, and whether a city's unrestricted fund balances are trending in a positive or negative direction. Cities that do not have enough reserves to pay for at least two months of expenditures may have trouble maintaining service levels in times of declining revenues or increasing costs. Similarly, even cities with sufficient reserves to cover several months of expenditures could have a difficult time responding to future revenue shortfalls or expenditure overruns if their reserves are declining.

We calculated the average annual change in unrestricted fund balances over a three-year period. For a few cities, we were only able to obtain audited financial statements for two years, and we therefore calculated the change based on those two years. We were unable to calculate these changes for cities when audited financial statements were only available for one year, and therefore for scoring purposes, we assumed that these cities had no growth in their unrestricted fund balances.

We awarded points for this indicator using a two-part scoring system. First, we assigned a range of possible points by comparing a city's unrestricted fund balance in its general fund (fund balance reserve) to its annual expenditures, including transfers out. We assigned cities with higher reserves compared to their expenditures a higher range of possible points than cities with relatively lower reserves. For

example, if a city's fund balance reserve was large enough to pay expenditures for eight months, then the range of points it could earn was higher. However, if a city's fund balance reserve was only large enough to pay expenditures for one month, then the range of possible points was much lower.

Second, we determined whether a city's fund balance reserve increased or declined on an annual basis during the past three years. We awarded relatively more points to cities with increasing fund balances and fewer points to cities with declining fund balances. Specifically, if a city's fund balance on average grew by more than 20 percent annually, that city scored at the top of the range of available points. If a city's fund balance on average declined by 20 percent or more annually, that city scored at the bottom of the range. Fund balance trends in between these two boundaries were scored based upon a linear scale.

Because we used a two-part scoring system, a city could have a larger fund balance reserve relative to its expenditures, but it could receive fewer points than another city if its fund balance was declining significantly. For example, a city with a fund balance reserve large enough to cover expenditures for six months but whose reserves declined on average by 20 percent annually would earn 15.78 points. However, a city with a fund balance reserve that was only large enough to pay expenditures for five months, but whose reserves grew on average by 21 percent annually would earn 16.58 points. We assigned points and corresponding risk designations for this indicator based on the calculated percentages, as shown in [Table 3](#) and [Table 4](#).

Table 3: Methodology for Calculating General Fund Reserve Indicator Points

NUMBER OF MONTHS THAT RESERVES COULD BE USED TO PAY EXPENDITURES (CALCULATION RESULT)	RANGE OF POINTS ASSIGNED
0 months (less than or equal to 0%)	0.00
> 0 to 1 months (greater than 0% but less than or equal to 8%)	0.31-3.16
> 1 to 2 months (greater than 8% but less than or equal to 17%)	2.84-6.71
> 2 to 3 months (greater than 17% but less than or equal to 25%)	5.68-9.87
> 3 to 4 months (greater than 25% but less than or equal to 33%)	8.21-13.03
> 4 to 5 months (greater than 33% but less than or equal to 42%)	10.74-16.58
> 5 to 6 months (greater than 42% but less than or equal to 50%)	13.58-19.73
> 6 to 7 months (greater than 50% but less than or equal to 58%)	16.1-22.89
> 7 to 8 months (greater than 58% but less than or equal to 67%)	18.63-26.44
> 8 to 9 months (greater than 67% but less than or equal to 75%)	21.47-29.60
> More than 9 months (greater than 75%)	30.00

Table 4: Methodology for Measuring Risks Related to General Fund Reserves.

RISK DESIGNATION	DESCRIPTION
HIGH RISK	The high risk designation has a range of possible points from 0.00 to 6.50 and indicates that a city's general fund has insufficient reserves to cover its expenditures in the event of a fiscal emergency.

RISK DESIGNATION	DESCRIPTION
MODERATE RISK	The moderate risk designation has a range of possible points from 6.51 to 16.00 and indicates that a city's general fund may have sufficient reserves to cover its expenditures in the event of a fiscal emergency.
LOW RISK	The low risk designation has a range of possible points from 16.01 to 30.00 and indicates that a city's general fund has substantial reserves to cover its expenditures in the event of a fiscal emergency.

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DEBT BURDEN

This indicator measures the extent to which a city is burdened by debt by comparing its long-term obligations (excluding retirement obligations) to the revenues the city collects. High amounts of debt can strain a city's ability to provide essential services to its residents, especially if its revenues decline.

Methodology

We calculated the debt burden indicator using information on long-term obligations such as bonds, notes payable, and leases, as well as revenues, from a city's audited financial statements. We calculated the indicator as follows:

Long-term obligations (excluding retirement obligations) divided by governmentwide revenue

This indicator reflects a city's long-term obligations (excluding retirement obligations) as a percentage of its governmentwide revenue. A result greater than or equal to 100 percent indicates that a city may have excessive debt, which can strain its ability to pay its long-term obligations. We assigned points and corresponding risk designations for this indicator based on the calculated percentages, as shown in [Table 5](#).

Table 5: Methodology for Measuring Risks Related to Debt Burden

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	greater than or equal to 100%	0 to 8.33	This designation indicates that a city's revenues are substantially burdened by debt, and it may have difficulty paying those debts without lowering other expenses.
MODERATE RISK	less than 100%, but greater than or equal to 40%	8.34 to 13.33	This designation indicates that a city likely has sufficient revenues to pay its debts.
LOW RISK	less than 40%	13.34 to 15	This designation indicates that a city has substantial capacity to pay its debts and greater flexibility to respond to economic changes.

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LIQUIDITY

This indicator measures a city's ability to pay its bills in the coming fiscal year by comparing the amount of cash and investments at year-end in the general fund to the fund's obligations (or liabilities). A city with insufficient cash and investments may have difficulty paying the costs of providing services to residents.

Methodology

We calculated the liquidity indicator using information on general fund cash and investments and general fund liabilities from a city's audited financial statements. We calculated the indicator as follows:

General fund cash and investments divided by general fund liabilities

This indicator reflects a city's general fund cash and investments as a percentage of its general fund liabilities. A result of less than 100 percent indicates a city's cash and investments may not be sufficient to cover its short-term obligations. We assigned points and corresponding risk designations for this indicator based on the calculated percentages, as shown in [Table 6](#).

Table 6: Methodology for Measuring Risks Related to Liquidity

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	less than 100%	0 to 4.99	This designation indicates that a city's general fund may not have sufficient cash and investments at fiscal year-end to pay its short-term liabilities.
MODERATE RISK	100% or greater, but less than 150%	5.00 to 7.49	This designation indicates that a city's general fund likely has sufficient cash and investments at fiscal year-end to pay its short-term liabilities.
LOW RISK	150% or greater	7.50 to 10	This designation indicates that a city's general fund has cash and investments at fiscal year-end in an amount that substantially exceeds its short-term liabilities.

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REVENUE TRENDS

This indicator measures the extent to which a city's general fund revenues are increasing or declining over time. A city with relatively flat or declining revenues may have difficulty maintaining service levels, especially in times of rising costs.

Methodology

We calculated the revenue trends indicator using information on general fund revenues from a city's audited financial statements. We calculated the indicator as follows:

Average annual change in general fund revenues during the past three fiscal years

The revenue trends indicator measures the extent to which a city's general fund revenues increased or declined over a three-year period. A city with relatively flat or declining revenues may have difficulty paying for rising costs, such as rising pension costs, while also maintaining service levels. For a few cities, we were only able to obtain audited financial statements for two years, and therefore we calculated the trend based on those two years. We were unable to calculate trends for those cities when audited financial statements were only available for one year, and therefore such cities received a score of 0 points for this indicator. We assigned points and corresponding risk designations for the revenue trends indicator based on the calculated percentages, as shown in [Table 7](#).

Table 7: Methodology for Measuring Risks Related to Revenue Trends

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	less than or equal to 0%	0 to 2.50	This designation indicates that a city's general fund revenues are flat or declining, which could strain its ability to maintain service levels, especially in times of rising costs.
MODERATE RISK	greater than 0%, but less than or equal to 10%	2.51 to 3.75	This designation indicates that a city's general fund revenues are increasing modestly and may be sufficient to pay rising costs without reducing service levels.
LOW RISK	greater than 10%	3.76 to 5	This designation indicates that a city's general fund revenues are increasing substantially.

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PENSION OBLIGATIONS

This indicator assesses the magnitude of a city's pension obligations by comparing its unfunded pension liability and any other pension-related debt to the revenues the city collects. A city with large unfunded pension obligations will have to pay higher pension contributions over time, which may strain its ability to provide services to its residents, especially if its revenues decline.

Methodology

We calculated the pension obligations indicator using amounts on the net pension liability, pension-related debt outstanding, and revenues from a city's audited financial statements. We calculated the indicator as follows:

Sum of net pension liability and pension-related debt outstanding divided by governmentwide revenues

The pension obligations indicator assesses the magnitude of a city's pension obligations by comparing its unfunded pension liability (net pension liability) and other outstanding pension-related debt to its governmentwide revenues. Some cities elect to issue pension obligation bonds and use the proceeds to fund their unfunded pension obligations, or to pay the annual required contribution(s) to the pension plan, on the assumption that the interest paid on the bonds will be lower than the earnings from investments in the pension fund.

When a city issues pension-related debt, its financial statements must immediately report this debt within long-term obligations. Furthermore, due to the rules outlined in GAAP, there may be a delay in reporting a corresponding reduction to the city's pension liability. As a result, in the year of debt issuance, cities will score lower in this indicator. However, a city's pension liability may be reduced in the following year by an amount that corresponds to the debt, thus increasing the city's score.

We assigned points and corresponding risk designations for the pension obligations indicator based on the calculated percentages, as shown in [Table 8](#).

Table 8: Methodology for Measuring Risks Related to Pension Obligations

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	greater than or equal to 100%	0 to 4.00	This designation indicates that a city's unfunded pension obligations exceed its annual revenues; therefore, making required contributions to the plan(s) will likely strain the city's financial resources.
MODERATE RISK	less than 100% but greater than or equal to 50%	4.01 to 8.00	This designation indicates that a city's unfunded pension obligations represent a substantial portion of its annual revenues; therefore, making required contributions to the plan(s) may strain the city's financial resources.
LOW RISK	less than 50%	8.01 to 10.00	This designation indicates that a city's unfunded pension obligations represent a relatively smaller portion of its annual revenues; therefore, making required contributions to the plan(s) may not strain the city's financial resources. This designation was also used for cities that do not offer defined benefit pension plans.
	No Defined Benefit Pension Plan Reported*	10	

* Defined benefit pension plans provide income or other benefits to employees at or after separation from employment as defined by the benefit terms. These pension benefits may be expressed as a specific dollar amount or an amount that is based on one or more factors such as an employee's age, years of service, and compensation.

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PENSION FUNDING

This indicator measures the extent to which a city has set aside assets to pay for the pension benefits earned by its employees. Specifically, it assesses the soundness of a city's pension plan by comparing the amount of accumulated pension plan assets to pension liabilities. A city with a pension plan that does not have sufficient assets will likely have to make higher contributions to its plan in the future, potentially supplanting other spending priorities.

Methodology

We calculated the pension funding indicator for those cities participating in CalPERS using unaudited information provided by CalPERS on the value of pension plan assets and accrued pension liabilities from actuarial valuations. An actuarial valuation is a type of appraisal of a pension fund's assets versus liabilities, that uses investment, economic, and demographic assumptions to determine the funded status of a pension plan. For pension plans outside of CalPERS, we obtained similar information from cities' audited financial statements. For cities with both CalPERS plans and plans outside of CalPERS, we combined both data sets to calculate the pension funding indicator.

We calculated the pension funding indicator as follows:

Value of pension assets divided by accrued pension liabilities

We determined that a funding ratio of 70 percent or less indicates that a city's pension plan(s) does not have sufficient assets to fund a substantial portion of the cost of pension benefits already earned by its employees. We assigned points and corresponding risk designations for the pension funding indicator based on the calculated percentages, as shown in [Table 9](#).

Table 9: Methodology for Measuring Risks Related to Pension Funding

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	less than or equal to 70%	0 to 3.50	This designation indicates that a city's pension plan(s) does not have sufficient assets to fund a substantial portion of the pension benefits earned by its employees.
MODERATE RISK	greater than 70%, but less than or equal to 80%	3.51 to 4.00	This designation indicates that a city's pension plan(s) is not fully funded but has enough assets to fund a moderate portion of the pension benefits earned by its employees.
LOW RISK	greater than 80%	4.01 to 5.00	This designation indicates that a city's pension plan(s) has enough assets to fund all or a substantial portion of the pension benefits earned by its employees. This designation was also used for cities that do not offer defined benefit pension plans.
	No Defined Benefit Pension Plan Reported*	5.00	

* Defined benefit pension plans provide income or other benefits to employees at or after separation from employment as defined by the benefit terms. These pension benefits may be expressed as a specific dollar amount or an amount that is based on one or more factors such as an employee's age, years of service, and compensation.

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PENSION COSTS

This indicator measures the current financial burden of a city's pension costs by comparing its actuarially determined contributions to its pension plan(s) to its annual revenue. High pension costs can supplant other spending priorities and even cause cities to curtail critical services when facing revenue shortfalls or expenditure overruns.

Methodology

We calculated the pension costs indicator using information on actuarially determined contributions and governmentwide revenue from a city's audited financial statements. The actuarially determined contribution is the amount an employer must contribute to adequately fund its pension plan. This indicator evaluates the current financial burden of each city's pension costs by comparing actuarially determined pension contributions to governmentwide revenue. We calculated the indicator as follows:

Actuarially determined pension contributions divided by governmentwide revenue

We assigned points and corresponding risk designations for the pension costs indicator based on the calculated percentages, as shown in [Table 10](#).

Table 10: Methodology for Measuring Risks Related to Pension Costs

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	greater than or equal to 10%	0 to 2.22	This designation indicates that a city's actuarially determined pension contributions constitute a significant portion of its revenues and will likely strain its financial resources.
MODERATE RISK	less than 10%, but greater than or equal to 6%	2.23 to 3.33	This designation indicates that a city's actuarially determined pension contributions constitute a moderate portion of its revenues and may strain its financial resources.
LOW RISK	less than 6%	3.34 to 5.00	This designation indicates that a city's actuarially determined pension contributions constitute a relatively small portion of its revenues. This designation is also used for cities that do not offer defined benefit pension plans and, thus, are not required to make pension contributions.
	No Defined Benefit Pension Plan Reported*	5.00	

* Defined benefit pension plans provide income or other benefits to employees at or after separation from employment as defined by the benefit terms. These pension benefits may be expressed as a specific dollar amount or an amount that is based on one or more factors such as an employee's age, years of service, and compensation.

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FUTURE PENSION COSTS

This indicator measures the future financial burden of a city's pension costs by comparing its projected actuarially determined contributions to its pension plan(s) to its present level of annual revenue. The actuarially determined contribution is the amount an employer needs to contribute to adequately fund its pension plan. Increasing pension costs may supplant a city's other spending priorities and potentially cause it to curtail critical services, unless it is able to generate additional revenues to offset these increasing costs.

Methodology

We calculated the future pension costs indicator for cities participating in CalPERS using unaudited information provided by CalPERS on projected required contributions and governmentwide revenue from a city's audited financial statements. According to CalPERS, projected required contributions were based on its most recent actuarial valuation reports as of June 30, 2021. These projected contributions were increased by CalPERS to reflect the estimated impact of the negative 7.5 percent investment return experienced by the fund during the fiscal year ending June 30, 2022. The estimation approach used for this purpose may overstate projected contributions for plans that were in excess of 100 percent funded as of June 30, 2021. An actuarial valuation is a type of appraisal of a pension fund's assets versus liabilities that uses investment, economic, and demographic assumptions to determine the funded status of a pension plan.

For cities that only have plans outside of CalPERS we allocated the same proportional share of points to this indicator as those cities earned for the pension obligations indicator. For example, if a city earned half of the available points for the pension obligations indicator, then that city also earned half of the available points for the future pension costs indicator.

For cities with both CalPERS and non-CalPERS plans, we determined which of the plans was larger. If the non-CalPERS plan was larger, we allocated the same proportional share of points to this indicator as those cities earned for the pension obligations indicator. If the CalPERS plan was larger, we used the same approach as if it was the city's only plan. Therefore, we calculated the indicator for those cities participating in CalPERS or whose CalPERS plan was larger than an outside plan, as follows:

- *Fiscal Year 2016-17: Projected required pension contributions for fiscal year 2024-25 divided by governmentwide revenue*
- *Fiscal Year 2017-18: Projected required pension contributions for fiscal year 2025-26 divided by governmentwide revenue*
- *Fiscal Year 2018-19: Projected required pension contributions for fiscal year 2026-27 divided by governmentwide revenue*
- *Fiscal Year 2019-20: Projected required pension contributions for fiscal year 2027-28 divided by governmentwide revenue*
- *Fiscal Year 2020-21: Projected required pension contributions for fiscal year 2028-29 divided by governmentwide revenue*

We assigned points and corresponding risk designations for the future pension costs indicator based on the calculated percentages, as shown in the [Table 11](#).

Table 11: Methodology for Measuring Risks Related to Future Pension Costs

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	greater than or equal to 10%	0 to 2.22	This designation indicates that a city's future projected pension costs constitute a significant portion of its current revenues, and will likely strain its financial resources.
MODERATE RISK	less than 10%, but greater than or equal to 6%	2.23 to 3.33	This designation indicates that a city's future projected pension costs constitute a moderate portion of its current revenues and may strain its financial resources.
LOW RISK	less than 6%	3.34 to 5.00	This designation indicates that a city's future projected pension costs constitute a relatively small portion of its current revenues. This designation is also used for cities that do not offer defined benefit pension plans and, thus, are not required to make pension contributions.
	No Defined Benefit Pension Plan Reported*	5.00	

* Defined benefit pension plans provide income or other benefits to employees at or after separation from employment as defined by the benefit terms. These pension benefits may be expressed as a specific dollar amount or an amount that is based on one or more factors such as an employee's age, years of service, and compensation.

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OPEB OBLIGATIONS

This indicator assesses the magnitude of a city's other post-employment benefits (OPEB), such as health and dental benefits, obligations by comparing its unfunded OPEB liability to the revenues the city collects. Specifically, this indicator assesses a city's OPEB burden by comparing its unfunded OPEB obligations to its revenues. A city with significant unfunded OPEB obligations will have to make larger payments in the future to fund these obligations, which may strain its ability to provide services to its residents, especially if its revenues decline.

Methodology

We calculated the OPEB obligations indicator using information on the OPEB unfunded liability and governmentwide revenue from a city's audited financial statements. We calculated the indicator as follows:

Net OPEB liability (or OPEB unfunded actuarial accrued liability) divided by governmentwide revenue

We assigned points and corresponding risk designations for the OPEB obligations indicator based on the calculated percentages, as shown in [Table 12](#).

Table 12: Methodology for Measuring Risks Related to OPEB Obligations

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	greater than or equal to 100%	0 to 4.00	This designation indicates that a city's unfunded OPEB obligations exceed its annual revenues; therefore, making contributions to the plan(s) will likely strain the city's financial resources.
MODERATE RISK	less than 100%, but greater than or equal to 50%	4.01 to 8.00	This designation indicates that a city's unfunded OPEB obligations represent a substantial portion of its annual revenues; therefore, making contributions to the plan(s) may strain the city's financial resources.
LOW RISK	less than 50%	8.01 to 10.00	This designation indicates that a city's unfunded OPEB obligations represent a relatively smaller portion of its annual revenues; therefore making contributions to the plan(s) may not strain the city's financial resources. This designation is also used for cities that do not offer defined benefit OPEB plan(s).
	No Defined Benefit OPEB Plan Reported*	10	

* Defined benefit OPEB plans provide benefits to employees at or after separation from employment as defined by the benefit terms. These OPEB benefits may be expressed as a specific dollar amount; an amount that is based on one or more factors such as an employee's age, years of service, and compensation; or a type or level of coverage such as prescription drug coverage or a percentage of the cost of health insurance premiums.

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OPEB FUNDING

This indicator measures the extent to which a city has set aside assets to pay for OPEB, such as health and dental benefits, earned by its employees. Specifically, this indicator assesses the soundness of a city's OPEB plan(s) by comparing the amount of accumulated plan assets to related obligations. A city with OPEB plans that do not have sufficient assets will likely have to make higher contributions to those plans in the future, thus potentially supplanting other spending priorities. Funding levels for OPEB plans are generally much lower than for pension plans.

Methodology

We derived the OPEB Funding indicator for cities offering these benefits to employees by using each city's audited financial statements. The OPEB funded ratio is calculated as follows:

Fiduciary net position divided by total OPEB liability (post-GASB Statement No. 75)

Actuarial value of assets divided by the actuarial accrued liability (pre-GASB Statement No. 75)

A funding ratio of 70 percent or less indicates that a city's OPEB plan(s) does not have sufficient assets to fund a substantial portion of the cost of the post-employment benefits already earned by employees. We assigned points and corresponding risk designations for the OPEB funding indicator based on the calculated percentages, as shown in [Table 13](#).

Table 13: Methodology for Measuring Risks Related to OPEB Funding

RISK DESIGNATION	CALCULATION RESULT	RANGE OF POINTS ASSIGNED	DESCRIPTION
HIGH RISK	less than or equal to 70%	0 to 3.50	This designation indicates that a city's OPEB plan(s) does not have sufficient assets to fund a substantial portion of the other post-employment benefits, such as health and dental benefits, earned by its employees.
MODERATE RISK	greater than 70%, but less than or equal to 80%	3.51 to 4.00	This designation indicates that a city's OPEB plan(s) is not fully funded but has enough assets to fund a moderate portion of the other post-employment benefits, such as health and dental benefits, earned by its employees.
LOW RISK	greater than 80%	4.01 to 5	This designation indicates that a city's OPEB plan(s) is fully funded or has enough assets to fund a substantial portion of the cost of the other post-employment benefits, such as health and dental benefits, earned by its employees. This designation is also used for cities that do not offer defined benefit OPEB plans.
	No Defined Benefit OPEB Plan Reported*	5	

* Defined benefit OPEB plans provide benefits to employees at or after separation from employment as defined by the benefit terms. These OPEB benefits may be expressed as a specific dollar amount; an amount that is based on one or more factors such as an employee's age, years of service, and compensation; or a type or level of coverage such as prescription drug coverage or a percentage of the cost of health insurance premiums.

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CITIES THAT ARE EXCLUDED FROM OUR INTERACTIVE DASHBOARD

We excluded the following cities from our interactive dashboard, generally because they did not publish audited financial statements that were prepared in accordance with generally accepted accounting principles (GAAP).

FISCAL YEAR			
2017-18	2018-19	2019-20	2020-21*****
Albany***	Amador**	Adelanto	Adelanto
Amador**	Artesia**	Amador**	Amador
Compton	Fort Jones**	Artesia	Arcata
Fort Jones***	Holtville*	Avenal	Artesia
Holtville*	Ripon*	Calipatria	Avenal
Ripon*	Westmorland*	Fort Jones**	Baldwin Park
Westmorland**		Gridley**	Bradbury
		Holtville*	California City
		Huntington Park	Calipatria
		Imperial***	Ceres
		Imperial	Clearlake
		Novato	Compton
		Portola Valley	Davis
		Ripon*	Dorris
		Sonoma**	Dos Palos
		Taft**	El Segundo****
		Westmorland	Etna
		Willits	Fairfax
			Fort Jones
			Fowler
			Greenfield
			Gridley
			Hollister
			Holtville*
			Huntington Park
			Huron
			Imperial
			Imperial
			Isleton
			Livingston
			Loyalton
			Manteca
			McFarland
			Mill Valley
			Nevada City
			Novato
			Orange Cove
			Placerville
			Portola Valley
			Ripon*
			Riverbank
			Santa Maria
			Shafter
			Shasta Lake
			Sonoma
			Taft
			Turlock
			Union City
			Westmorland
			Willits
			Windsor
			Woodland

* These cities issued audited financial statements prepared on a basis other than GAAP. We do not believe these financial statements are comparable to statements prepared in accordance with GAAP, so we excluded these cities from our analysis.

** These cities did not issue audited financial statements and are not included in our analysis. The State Controller reports that these cities were exempt from federal reporting requirements (as described above).

*** These cities' auditors disclaimed opinions on the cities' financial statements, citing issues that would affect our analysis. Therefore, we excluded these cities from our analysis. The State Controller also reported that these cities were exempt from federal reporting requirements.

**** For fiscal year 2020-21, El Segundo changed the end of its fiscal year from September 30 to June 30, resulting in the financial statements for that year consisting of only nine months of financial activity instead of 12 months. Because this shorter period results in this city's financial statements not being comparable to those of other cities, or to its own prior year financial statements, we excluded this city from the 2020-21 analysis.

***** These cities did not issue their audited financial statements by August 19, 2022, the deadline for being included in this year's dashboard. Also, for fiscal year 2020-21, the federal government extended the deadline for submitting audited financial statements to September 30, 2022.

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Audits

Overview

After completing the dashboard, we perform an independent, data-driven analysis to determine which cities to send audit teams into to obtain local officials' perspective regarding the areas of concern. If the assessment determines it would be beneficial to conduct an official audit of the respective city to determine the extent of the fiscal challenges and to recommend corrective actions, the State Auditor will request approval to do so from the Joint Legislative Audit Committee.

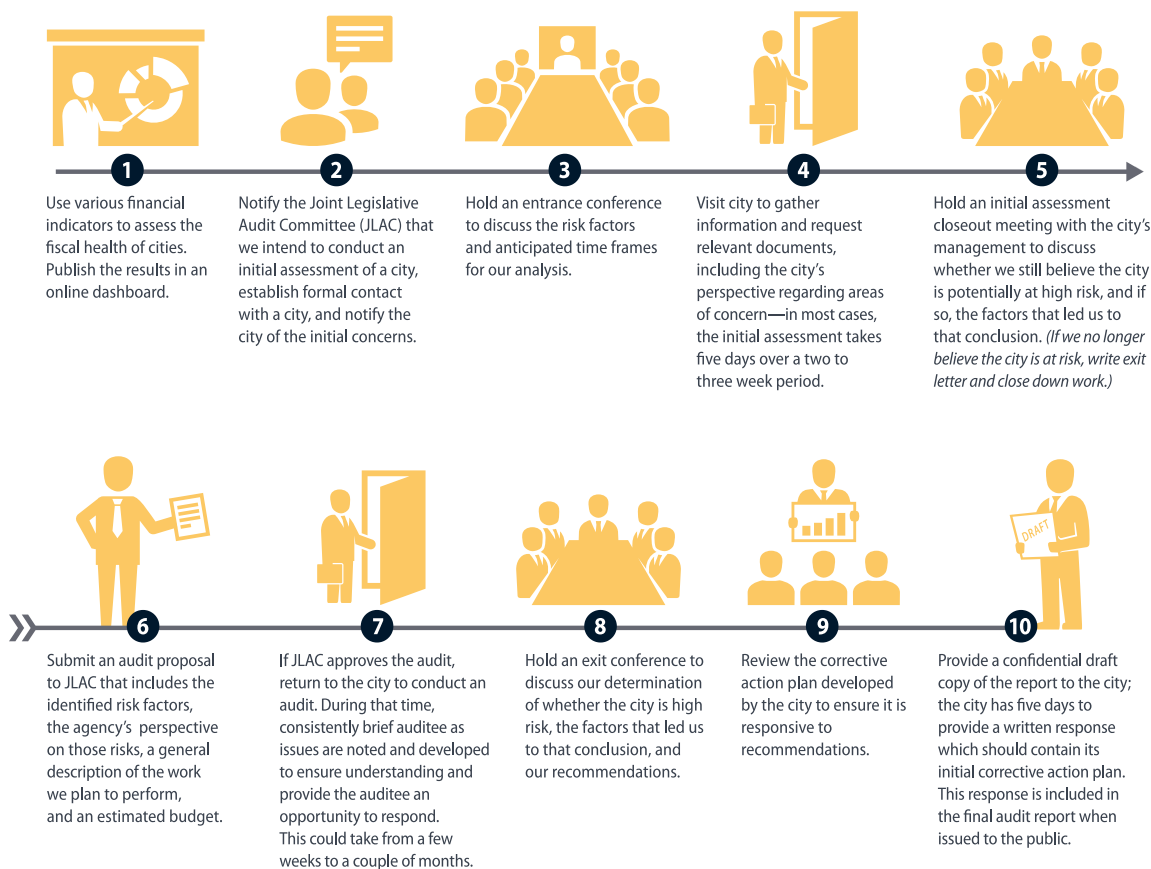
If a city is designated as high risk as a result of a completed audit, it must submit a corrective action plan and provide updates every six months regarding its progress in implementing the corrective action plan. Corrective action plans must outline the specific actions the city will take to address the conditions causing us to designate it as high risk, and the proposed timing for undertaking those actions. We will remove the high risk designation when, in our professional judgment, we determine that the city has taken satisfactory corrective action.

[See the Audits We've Completed](#) [See Our Work in Progress](#)

Process

[Figure 2](#) outlines the process for identifying and seeking approval to audit high-risk cities as well as information about our local high-risk audit process.

Figure 2: High-Risk Local Government Audit Process



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South Fork

CONSULTING