

MEMORANDUM
OFFICE OF THE
COUNTY EXECUTIVE
COUNTY OF PLACER

TO: Honorable Board of Supervisors

FROM: Thomas M. Miller, County Executive Officer
Holly L. Heinzen, Assistant County Executive Officer

DATE: May 8, 2007

SUBJECT: City of Roseville – Proposed Annexation
Sierra Vista Specific Plan

ACTION REQUESTED:

Approve a minute order reflecting conditional support of a proposal by the City of Roseville for annexation of 2,172 acres, known as the Sierra Vista Specific Plan (SVSP) area, a mixed-use development located west of Fiddymont Road and South of the West Roseville Specific Plan area (Attachment 1).

Such support is predicated upon addressing development impacts in the Placer County unincorporated area consistent with the Placer County/City of Roseville Memorandum of Understanding and resolving issues as outlined below and in correspondence with the City of Roseville staff and Council (dated November 6, 2006; January 10, 2007 and April 16, 2007). As provided in Section Two; Page four of the Memorandum of Understanding (MOU), the County reserves the rights to comment on the proposal at all appropriate points in the process.

BACKGROUND:

In 1997 Placer County entered into a Memorandum of Understanding (MOU) with the City of Roseville (amended in 1999) to foster a cooperative, long range land use planning effort. A transition area was created adjacent to the City's western boundary, within which the impacts of development must be fully mitigated, unless both parties agree that overriding considerations justify such development without full mitigation. When a land use application is submitted to the City and the City elects to initiate annexation proceedings, the MOU requires that the city refer the application to the Board of Supervisors for consideration prior to the city's application to the Local Agency Formation Commission. The County may request additional information it deems necessary and must indicate by Minute Order support or opposition to the proposal. The County may provide conceptual direction to the City as to the issues that should be considered in proceeding with the annexation. If the County is in support of the annexation, the City must file a petition for such annexation with the Local Agency Formation Commission

(LAFCO) within sixty days. If the County opposes the annexation, the proposal will be referred to the City Council for a determination whether to proceed with the annexation, notwithstanding such opposition.

The Roseville City Council considered the Sierra Vista Specific Plan Feasibility Analysis Report at their meeting of April 18, 2007. At that time they directed City staff to initiate annexation proceedings for the SVSP property and referred the application to the Board of Supervisors. Consistent with the MOU between Placer County and the City of Roseville, the Board may support or oppose the SVSP annexation and then transmit the determination to the City along with direction as to issues to be addressed in the planning and annexation process.

A. Proposed Project

The approximate 2,160-acre Plan Area is generally located within the City's Sphere of Influence at the northwest corner of Baseline Road and Fiddymont Road, adjacent to the West Roseville Specific Plan area (Map - Attachment 2). Planned land uses include regional and local serving commercial and office centers, residential neighborhoods with higher density areas anchored by commercial mixed use centers (approximately 10,320 residential units), elementary and middle schools, regional and neighborhood parks, and an interconnected open space system. The City and the project proponents have prepared and provided to the County a preliminary land use plan that establishes a backbone roadway system and sites the location of residential neighborhoods, commercial centers, and parks and open space. A formal Specific Plan document will be prepared to establish a comprehensive land use and regulatory framework to guide development of the Plan area. The MOU also provides specific requirements relative to elements to be considered in the environmental documents, including thresholds and service levels for municipal-type services. The City of Roseville and the Resource Agencies are currently addressing environmental resource issues. Impacts on biological resources and proposed mitigations should be consistent with priorities and goals of the proposed Placer County Conservation Plan (PCCP).

B. Issues to Be Addressed

Based on the preliminary submittal, a number of technical studies have been or are being prepared either to address the information requirements established in the City/County Memorandum of Understanding, which will assist the City and its EIR consultant to prepare an EIR for the Specific Plan. Additional County evaluation and comment will occur as these documents are developed. The attached letters outline in more detail issues raised initially with City staff and subsequently the Roseville City Council (Letters - Attachment 3).

In summary the following reflects specific issues in the areas of traffic, fiscal considerations, water and the City's sphere of influence.

1. Traffic

The County has requested additional information and analyses of the traffic impact of the project on the County road system and, as indicated in previous correspondence, believes that capacity constraints must be addressed, as well as providing for through traffic to the West of the proposed plan area.

Interconnection of Major Arterial Roadways - It is imperative that the Sierra Vista Specific Plan identify and provide for implementation of a connected system of roads, particularly between the Sierra Vista Specific Plan and the Curry Creek Plan area. Construction of such connections and timing of construction are key to the County's support of the proposed annexation.

Baseline Road - The Baseline Road corridor is critically important with respect to the number and location of traffic signals and access points to adjacent properties. The County has promoted an expressway concept for Baseline Road in order to handle high traffic volumes and address poor levels of service at key intersections. The traffic signals and intersections shown in the draft Plan along Baseline Road will require further refinement to provide for the expressway concept.

2. Financial Considerations

Of highest priority to the County in considering moving forward with annexation is the ability of the County to provide for primary countywide services and obligations that we continue to provide to all city residents following annexation. Even with very conservative revenue estimates and expenditures reflected in the City fiscal studies, the studies affirm the feasibility of the City to remain fiscally neutral or positive under the scenarios evaluated when moderate special assessments are applied to new development. Absent consideration of assessments for the Sierra Vista Specific Plan, a shortfall would exist.

The County recognizes the need to retain the tax base as necessary to provide for countywide services with respect to new development in the unincorporated area. Service fees are required to support *municipal-type* services for new development. The proposed fees in the Vineyards Specific Plan area, for example, exceed any fees that may be required to support municipal services in the City of Roseville. New development in Cities and associated fiscal analyses need to recognize the demand on the tax base for Countywide services and incorporate reasonable fees, to the extent required, to fund the desired municipal services that are important to the quality of life in Placer County.

The tax sharing agreement with the City must:

- Reflect countywide service responsibilities and obligations that rely on the countywide tax base;
- Accommodate fluctuations in Federal and State revenues and upon which Counties rely heavily to meet service demands;

- Balance revenues and service demands across Countywide land uses; and
- Recognize the demand on property tax to address long term financial obligations and capital needs of the County.

The City has indicated they are considering moving forward with additional annexations in areas adjacent to the City in West Placer. A fiscal analysis that includes these other areas would enable the City and the County to evaluate fiscal implications and balance potential impacts more effectively over a broader range of land uses. The more comprehensive analysis would provide the basis for a broader tax sharing agreement, minimizing the need for multiple agreements and negotiations resulting in a more streamlined and efficient process.

3. Water

The Report outlines a somewhat challenging water supply and delivery plan. It concludes that the Sacramento River Water Reliability Study (SRWRS) water supply and the acquisition and delivery of additional water supplies from San Juan Water District are key to the overall water service to new development areas west of Roseville, including SVSP. This is recognized as a complex issue that requires technical review, and the County expects that the City will receive critical comment from the serving water agencies early in the review process to ensure water supply including the Placer County Water Agency (PCWA).

4. Roseville - Sphere of Influence

The proposed expanded sphere of influence for the SVSP extends into the Curry Creek Community Plan area in unincorporated Placer County. Consideration of this area for proposed annexation will be the subject of additional evaluation in that it heretofore has been considered an area that would remain in the unincorporated area and over which Placer County would have land use jurisdiction. Traffic, open space as well as fiscal issues will need to be considered from the County perspective as this process continues.

During discussions on the West Roseville Specific Plan the County's request for the City to withdraw its Sphere of Influence from the Sunset Industrial Area was deferred until the remainder to the MOU area was considered for annexation. The SIA is viewed as a regional for economic development and employment consistent with the 1994 General Plan and the 1997 Sunset Industrial Area plan. Any work in evaluation of amendments to the City's sphere must be predicated on the City pulling back their sphere from the Sunset Industrial area.

5. Market Demand Analysis

Finally, under Exhibit B within the MOU, the County is expecting preparation of a market demand study relative to the type of development proposed, covering both the incorporated and unincorporated areas. Given the extensive growth planned for West Placer will assist in evaluating potential absorption and demand of new residential units in West Placer and in planning for the overall build out of Western Placer County.

ISSUE:

In keeping with the spirit of the intent of the MOU, Board consideration of whether to conceptually support or oppose the proposed annexation and direction as to elements the city should consider in the process is being requested by county staff. The preparation of a draft Specific Plan as identified in the MOU is necessary to meaningfully evaluate the impacts of the potential development on the County. In addition, City staff continues to develop technical studies necessary to evaluate the proposed annexation including preparation of an Environmental Impact Report (EIR) which should address many of the outstanding concerns in greater detail.

Pending receipt of these documents by the County and the issues articulated herein being addressed by the City; staff would suggest that conditional support of the project be considered.

FISCAL IMPACT:

Consistent with LAFCO law, the County and the City are evaluating the fiscal impacts of the proposed project and will be negotiating property taxes either specifically for this annexation or within the context of a master property tax sharing agreement. Your action today would not result in immediate additional fiscal impact to the county.

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MINUTE ORDER

PLACER COUNTY BOARD OF SUPERVISORS

2007

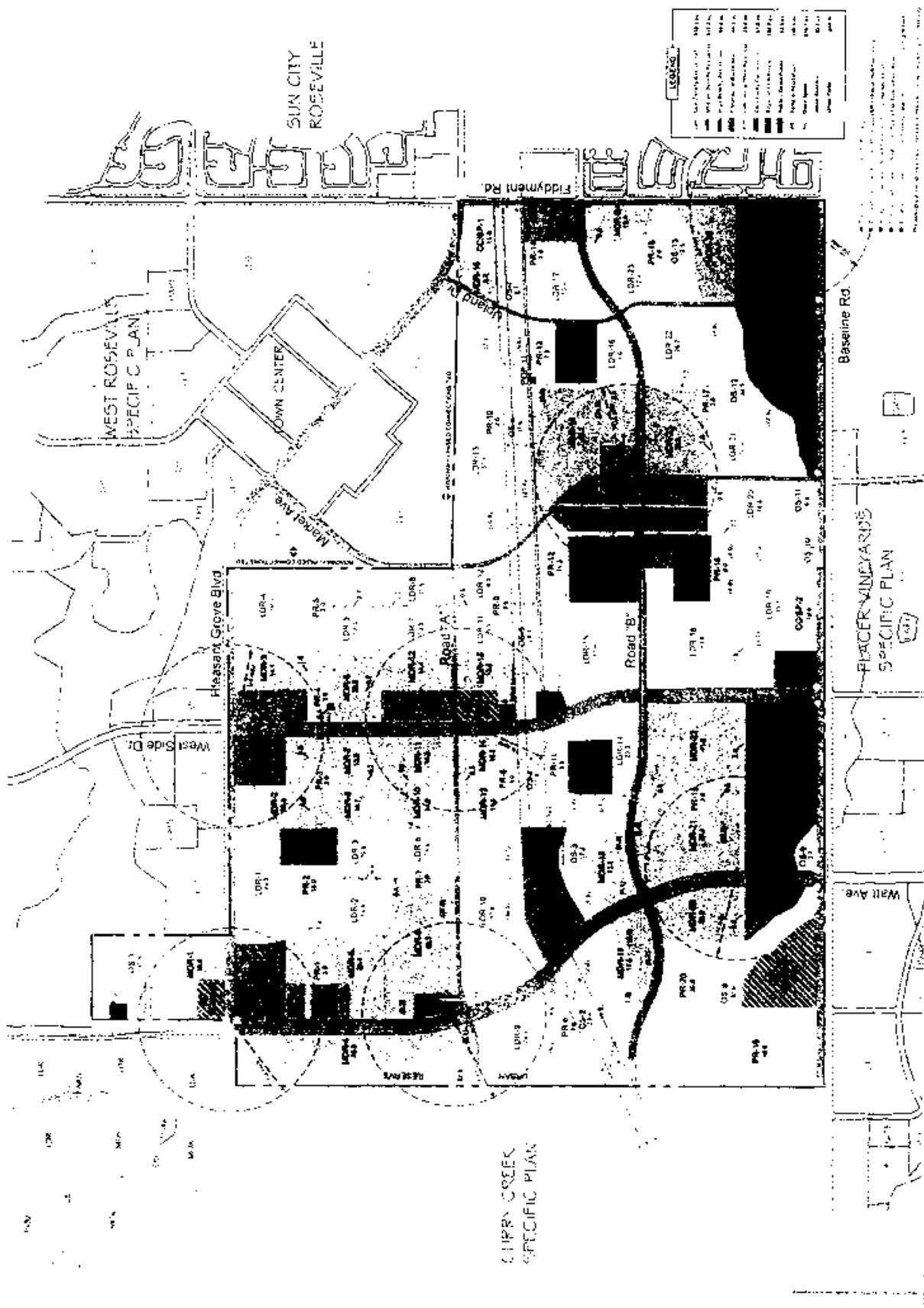
During a regular meeting held Tuesday, May 8, 2007, the Placer County Board of Supervisors approved Minute Order _____.

The Board of Supervisors approved the following action:

Approved a minute order reflecting conditional support of a proposal by the City of Roseville for annexation of 2,172 acres, known as the Sierra Vista Specific Plan (SVSP) area, a mixed-use development located west of Fiddlyment Road and South of the West Roseville Specific Plan area pending requirements of the Memorandum of Understanding between Placer County and the City of Roseville being met and issues articulated in the Memorandum to the Board of Supervisors, dated May 8, 2007, being addressed by the City.

AYES:

Ann Holman,
Clerk of the Board of Supervisors



Land Use Plan for Project Application Submittal :: 3-27-07

DATE: 3/27/07
LUDATA: SERRA-VISTA



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Thomas M. Miller, County Executive Officer

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November 6, 2006

Craig Robinson, City Manager
City of Roseville
311 Vernon St.
Roseville, CA 95678

Dear Craig,

I understand from our recent West Placer Land Use meetings that proposals for new development in Sierra Vista and Creek View are progressing and preliminary plans, along with documents for the environmental review, are being developed for potential submittal to the City in spring of 2007.

As you know, the Memorandum of Understanding (MOU) between Placer County and the City of Roseville calls for forwarding the application for new projects (proposed in the area designated by the MOU) and the Initial Submittal Requirements outlined in Exhibit B of the Memorandum of Understanding (MOU) to the County. Once the application is received by the City and, assuming the City decides to initiate annexation proceedings, the City refers the application within 10 days to the County Board of Supervisors. The Board, at that point, may request additional information.

The submittal requirements, as you may recall, are rather extensive including the draft specific plan document with proposed land uses, infrastructure, development standards and implementation measures identified. In addition, supporting documentation including a market demand analysis, a preliminary fiscal impact analysis, (assuming and not assuming annexation by the City), among other elements, are provided for within Attachment B. Finally, the agreement provides that impacts of the proposed development will be mitigated to a level that is less than significant unless both the County and the City agree that specific overriding considerations render such mitigation requirements infeasible.

Experience suggests that significant work and discussion must occur early in the planning process to ensure that the time frames provided in the MOU can be met. The County, as you know, has a number of large projects under consideration in the unincorporated area impacting

staff resources. Given sufficient information, many of these issues can be addressed as the application is refined, thus avoiding delays that may occur once the application has been submitted should revisions be necessary. This is particularly true with regard to cross-jurisdictional traffic impacts and infrastructure needs, as well as, fiscal studies that may be required. Earlier discussion and information from the City will allow us to consider overall resources necessary for scheduling County staff to ensure review occurs in a timely manner.

While the West Placer Land Use meetings provide a forum for the County and the West Placer cities to address issues of mutual concern, the Memorandum of Understanding expressly provides for cooperation and agreement between Placer County and Roseville that I believe would be beyond the scope of these broader meetings. I would recommend that the County and the City set up an initial meeting to develop an approach that will allow earlier, meaningful input and detailed discussion of these items for projects in the MOU remainder area, including the establishment of more formal staff working groups and agreement on documents and information to be developed in advance of transmittal of the application to the County. As you know, the technical working groups that have been established for evaluation of traffic impacts and utilities including wastewater, drainage and water related to the Vineyards Specific Plan are time consuming and have been meeting, formally and informally, for several years. Nonetheless, they have provided opportunities for more in-depth discussion and analysis related to these issues as is warranted for these significant projects.

We would be happy to initiate this meeting at your convenience. Please let me know how you would like to proceed.

Respectfully,

COUNTY OF PLACER



Thomas M. Miller,
County Executive Officer

TM:HH

T:\Annex:



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January 10, 2007

Craig Robinson, City Manager
City of Roseville
311 Vernon St.
Roseville, CA 95678

Dear Craig,

Thank you for the informative presentation on the proposed Creekview and Sierra Vista projects at our meeting on Monday. The presentation clarified several questions regarding the City's proposed requests for annexations in the area covered by the Memorandum of Understanding (MOU).

As we have discussed, the MOU between Placer County and the City of Roseville calls for forwarding the application for new projects (proposed in the area designated by the MOU) and the Initial Submittal Requirements outlined in Exhibit B of the Memorandum of Understanding to the County. Once the application is received by the City and, assuming the City decides to initiate annexation proceedings, the City refers the application within 10 days to the County Board of Supervisors. The Board, at that point, may request additional information. In order to avoid delay, I wanted to identify significant issues and other information with this follow-up letter that the County believes are the most critical to resolve and the most time consuming.

As you know, transportation issues are of particular interest to the County especially as it relates to roadway connections on the exterior boundaries of the projects. This includes Baseline Road, Watt Ave, West Side Drive and the east/west arterial roadways in Sierra Vista. The County is implementing a limited access expressway concept for Baseline Road in Placer Vineyards that should be applied uniformly to accommodate projected high traffic volumes in the corridor. The planned connections of Watt Ave to Regional University and West Side Drive to Placer Ranch should be the subject of special consideration and discussion. The implementation of a planned roadway system north of Baseline Road with adequate timely connections to the west is vital to providing for the long term transportation needs of regional growth both within the City and to the west.

Craig Robinson, City Manager

January 10, 2007

Page 2

With regard to the fiscal analyses, as it appears that the City will be requesting annexation of areas outside of the existing Sphere of Influence, previously contemplated to remain in the unincorporated area, we believe it is important that the fiscal analysis consider the proposed annexations with and without the proposed sphere amendments.

It was also suggested at our meeting that the City assumed a net 56/54 County-City allocation of the property tax upon annexation. Given the relatively low property tax share the County currently receives in this area, this assumption may be quite optimistic. To provide a more realistic approach, the County would request that the analysis assume the City receives no more than the balance that would be available after the County receives a net property tax equivalent of 17.6% for each tax rate area post ERAF. There is no reason to believe that the County's countywide service responsibilities have or will diminish in the upcoming years, in fact quite the contrary. As such we believe this would be a more reasonable assumption.

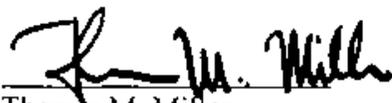
Further, the analysis should be conducted both with and without the alternative property tax scenario previously noted. (As you may recall while we did take advantage of the City's lower property tax share in the West Plan, the equivalent property tax share in the West Plan, assuming we used a traditional property tax allocation, was 67% to the County and 33% to the City pre-ERAF with a net, after ERAF, to the County of approximately 17.5%).

Finally, as noted in our earlier correspondence, the MOU also calls for the preliminary fiscal impact analysis to evaluate scenarios both with and without annexation to the City. I am anticipating that the draft work to be forwarded to us will include this information, as well as, the market demand analysis provided for in Attachment B of the MOU.

We would anticipate additional information and questions as staff reviews the materials already provided to us and as the draft analyses become available. We wanted to ensure, however, that we would be able to progress immediately on the more critical issues outlined above. We look forward to working with you further. Please do not hesitate to call if you have any questions or need clarification.

Respectfully,

COUNTY OF PLACER



Thomas M. Miller,
County Executive Officer

TM:HH

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April 16, 2007

Jim Gray, Mayor
Roseville City Council
City of Roseville
311 Vernon Street
Roseville, CA 95678

Dear Mr. Mayor and Members of the Council,

Placer County has received the Feasibility Analysis Report (Report) for the Sierra Vista Specific Plan (SVSP), dated April 2007. In order to ensure early and cooperative communication on development within this area of the County and consistent with the Memorandum of Understanding (MOU) between our jurisdictions, this comment letter is provided to identify issues that may be relevant in consideration of proposed annexation by the City of Roseville.

Although this Report is a preliminary assessment and the County will have the opportunity for input on the draft specific plan, environmental, and other fiscal/finance documents, it contains recommendations by which your City Council may take action at their April 18 meeting. We recognize that this analysis is limited to key elements of feasibility, but that other areas identified in the MOU will be addressed through continued evaluation of the Specific Plan. Given the limited review time, these comments are preliminary in nature and broader analyses will be necessary should the City proceed with this project.

Traffic

The interconnection of major arterial roadways between jurisdictions is a critical part of the planning and implementation of a transportation system. It is imperative that a connected system of roads be planned and implemented between the Sierra Vista Specific Plan and the Curry Creek Plan area. The timely construction of these roadway connections on the west side of the Sierra Vista plan are of concern to the County and will be the subject of further discussion.

The Baseline Road corridor will be a heavily used facility that is projected to experience poor levels of service at key intersections. The number and location of traffic signals and access points to adjacent properties is critically important. The County has promoted an expressway concept for Baseline Road with increased spacing of traffic signals and no driveways. Proposed land uses within the Specific Plan along Baseline Road should rely on parallel roads to the north for access. There are more traffic signals and intersections shown in the draft Plan along Baseline Road than was anticipated in the expressway concept. Further work and discussion should occur during the environmental process on this subject.

Water

The Report outlines a somewhat challenging water supply and delivery plan. It concludes that the Sacramento River Water Reliability Study (SRWRS) water supply and the acquisition and delivery of additional water supplies from San Juan Water District are a factor in the overall water service to new development areas west of Roseville, including SVSP. This is recognized as a complex issue that requires technical review, and the County expects that the City will receive critical comment from the serving water agencies early in the review process to ensure water supply and distribution as proposed is confirmed through the build out of the project.

Fiscal Implications

As you know, of utmost priority to the County in considering moving forward with annexation is the ability of the County to provide for primary countywide services and obligations that we continue to provide to all city residents following annexation. While the fiscal studies provided by the City show a revenue shortfall, even with very conservative revenue estimates and expenditures, the City's fiscal studies also appear to affirm the feasibility of the City to remain fiscally neutral or positive under the scenarios evaluated when moderate special assessments are applied to new development.

As part of the background for understanding the fiscal feasibility of the proposed Sierra Vista specific plan, the City of Roseville provided a fiscal impact analysis of three citywide growth scenarios. Two scenarios were based on the current General Plan, including all approved rezones and a third scenario considered the current Roseville General Plan plus Sierra Vista and Creekview specific plan areas. The work for the Citywide General Plan Fiscal Impact Analysis (February 6, 2006) concluded that even without the proposed specific plans, special assessments were required in order to maintain services in the City of Roseville. As you know, to ensure that new development covers its General Fund costs, the City has required new development project-based special district revenues to fund on-going parks and storm water maintenance (a special district assessment) and on-going police, fire, and library services (a community facilities district assessment). For new residential development, the combined assessments appear to be as much as \$464 per unit to cover the cost of City general fund services.

The second scenario summarized in the Sierra Vista Feasibility Analysis Report (based on a tax-sharing scenario that assumes the County retains greater property tax revenue at annexation) also shows costs exceeding revenues at build-out. While special assessments are not factored into the City's fiscal studies, if this revenue shortfall were to be eliminated as it is in other new development projects in Roseville, the assessment per unit would be about \$500 for similar, primarily general fund based services, if all of the costs were assigned to residential development.

The per-unit assessment would be less if non-residential development were also subject to the assessment and would be more depending upon the relative share of the property tax available to the City and ultimate land uses in the specific plan area. Nonetheless, using the assumptions in the City's fiscal studies, this is roughly equivalent to the level of project-based revenue that would be required for other new development projects in the City and, in terms of order of magnitude, would seem a reasonable and feasible approach to offsetting service costs

While there is additional work to be completed relative to the fiscal consequences of new development, this amount of levy on new development would be considered moderate as compared with what is occurring in general within the region. Regional finance data identifies on going services costs for new development are typically within a range between \$400 and \$1,200 per single family dwelling unit. As you may already be aware, financing plans for projects under consideration by the County are resulting in need for assessments and taxes above the typical range. This is primarily due to the low property tax share and recognition that maintaining services is a priority for funding. As such, County property tax revenues are necessarily utilized to fund countywide services.

With regard to the Feasibility Analysis provided by City staff, please note a correction to the feasibility report that identifies 17.6% of the net property tax as the County's "requested split". In response to the initial fiscal analysis provided by the City which assumed the County would retain about a third less than was retained in the West Roseville Specific Plan Area (WRSP), the County suggested that the City use a more realistic assumption upon which to base a fatal flaw analysis. The 17.6% share assumed is roughly what the County retained in the West Roseville Specific Plan annexation which was only arrived at following strenuous negotiations and compromise. There is significant negotiation to occur with the proposed annexation, as such, the assumption used should be considered only that.

Finally, with respect to the fiscal analysis and ultimate tax sharing agreement, it should be noted that the analysis provided is developed on a tax rate area by tax rate area basis. (The County currently has approximately 500 tax rate areas.) During the time that we have been evaluating the SVSP feasibility analysis, the fiscal analysis for Creekview was also received. A broader fiscal analysis that covers both of the proposed annexation areas and potentially other areas the City is interested in annexing would be a more efficient, reasonable approach to evaluating the financial feasibility of new development. The concept of a master agreement would not only minimize the administrative intensity and negotiation time overall, but would result in a more meaningful approach to funding both municipal and Countywide services. It has been suggested that a broader, master agreement be developed that encompasses and balances the multiple land uses contemplated in proposed upcoming annexations and we respectfully request that the Council consider this alternative approach.

Roseville Sphere of Influence

Consistent with our prior letters and discussions with staff, the County would note that the proposed expanded sphere of influence for the SVSP extends into the Curry Creek Community Plan area in unincorporated Placer County. Consideration of this area for proposed annexation will be the subject of additional evaluation in that it heretofore has been considered an area that would remain in the unincorporated area and over which Placer County would have land use jurisdiction. Traffic, open space as well as fiscal issues will need to be considered from the County perspective as this process continues.

In addition, deferred during discussions on the WRSP was the County's request for the City to withdraw its Sphere of Influence from the Sunset Industrial Area. As you know the SIA is viewed as a regional for economic development and employment consistent with the 1994 General Plan and the 1997 Sunset Industrial Area plan. Any work in evaluation of amendments to the City's sphere should include pulling back the City's sphere from the Sunset Industrial area.

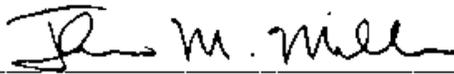
Market Demand Analysis

Finally, under Exhibit B within the MOU, the County is expecting to review an analysis of market demand relative to the type of development proposed, covering both the incorporated and unincorporated areas. We believe such an analysis will assist in evaluating potential absorption and demand of new residential units in West Placer and in planning for the overall build out of Western Placer County.

Thank you for this opportunity to provide initial comments, and we look forward to continuing productive discussions with your staff.

Sincerely,

COUNTY OF PLACER



Thomas M. Miller
County Executive Officer

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