

PLACER COUNTY GRAND JURY

FINAL REPORT

2025-2026



STATE OF CALIFORNIA

June 30, 2026



PLACER COUNTY GRAND JURY

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The Honorable Jeffrey Penney
Presiding Judge, Superior Court
County of Placer
P.O. Box 619072
Roseville, CA 95661

The Honorable Trisha Hirashima
Advising Grand Jury Judge, Superior Court
County of Placer
P.O. Box 619072
Roseville, CA 95661

Subject: 2025 – 2026 Grand Jury Final Report

Dear Judge Penney, Judge Hirashima, Placer County Board of Supervisors and
Citizens of Placer County:

As foreperson it is my honor to present the 2025/2026 Placer County Grand Jury Final Consolidated Report. The report contains six individual reports on our investigations and mandated inquiries. Key topics investigated are as follows: inter-jurisdictional interaction between the Auburn Police Department and the Placer County Sheriff's Office, how Placer County Health and Human Services has launched a new program that addresses the shortage of beds for those needing residential treatment, looking at how Placer County cities and towns communicate with their residents, and Foresthill Public Utility District's conflict within the board, leadership, and employees as well as an urgent need for financial and operational oversight.

The Placer County Grand Jury receives numerous complaints from citizens throughout the year. Each complaint is carefully reviewed by the grand jury to determine jurisdiction and the impact of the complaint topic to the citizens of Placer County. If the report has merit and falls within the jurisdiction of the grand jury, it may be investigated.

The grand jury acknowledges and thanks the advice and guidance provided by our Presiding Judge, the Honorable Jeffrey Penney, and Advising Judge, the Honorable Trisha Hirashima. We also recognize Jason M. Folker, Senior Deputy County Counsel, Rosalinda Cruz, Supervisor, Executive & Judicial Services, and the Placer County Superior Court, for their patience, encouragement and their invaluable guidance and support throughout the year.

Sincerely,

Norma J. Worley, Foreperson
2025-2026 Placer County Grand Jury



Placer County Grand Jury 2025-2026



Robert Angelastro

Candy Bryant

Dina Burns

Krista Fenske

Marie Fleischhacker

**Gail Graybeal & future
service dog Radish**

Gerry Hartmann

Lori Hull

Chris Leffel

Ryan Meyer

Lee Pentek

Robert Schuett

Janet Tolander

Rebecca Troxell

Don Whiting

Norma Worley, Foreperson



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INTRODUCTION TO THE GRAND JURY

What is a Grand Jury?

The grand jury is an investigatory body with the authority to act as a watchdog over local government, to investigate citizen complaints, and to assist in criminal matters at the request of the district attorney.

The grand jury is part of the county judicial system as authorized by the California State Constitution. It is advised by the Placer County Superior Court and is not accountable to elected officials or government employees. Its findings and recommendations are unbiased and impartial. Grand jurors are sworn to secrecy and, other than final reports, their work is kept strictly confidential.

History

The jury system is rooted in English common law and dates to the eleventh century. In 1635, the Massachusetts Bay Colony impaneled the first grand jury in North America to consider cases of murder, robbery, and wife beating. The U.S. Constitution's Fifth Amendment and the California Constitution Article 1 call for grand juries. Grand juries were established throughout California during the early years of statehood. As constituted today, criminal and civil grand juries are a part of the judicial branch of government and function as arms of the court system.

The grand jury is an investigatory body created for the protection of society and the enforcement of the law. The grand jury in California is unusual because its duties include investigation of local and county governments as provided by statutes passed in 1880.

Investigations

The primary duty of the grand jury is to evaluate local government entities through a systematic fact-finding process. The objective of the investigations is to produce beneficial reports that persuade local officials to run agencies more effectively and efficiently. The final report of the grand jury is the result of investigative efforts and is a public record of their endeavor.

Anyone may ask a grand jury to investigate a civil issue that falls within the grand jury's jurisdiction. Whether it chooses to investigate such a complaint is entirely in the jury's discretion and may be affected by workload, resource limitations, or jurisdiction.

By law, all proceedings of a grand jury are confidential. Findings and recommendations are published in its final report. Per California law, elected officials must respond within sixty days. Governing bodies of public agencies must respond within ninety days. The following year's grand jury publishes the responses to the final report.

Upon occasion, the district attorney can ask a grand jury to hold hearings in criminal investigations to determine whether evidence presented by the district attorney is sufficient to indict an individual, who would then stand trial in court. A minimum of twelve grand jurors must vote for an indictment in any criminal proceeding.

Placer County Grand Jury Committees

The 2025-26 Placer County Grand Jury served a one-year term from July 11, 2025, through June 30, 2026. In performing its duties, the grand jury examined county government, special districts, and city governments, and inspected jails, holding facilities, and the juvenile detention facility.

Grand jury reports are done by committees. A juror typically serves on three committees and may be an officer on two of those committees. Committees meet at least twice each month.

Audit and Finance

This committee may audit Placer County Government offices, departments, agencies, and districts.

Cities

This committee may investigate incorporated cities and towns within Placer County. The committee investigates the operations or functions of one or more city departments or functions. The six cities and towns are Auburn, Colfax, Lincoln, Loomis, Rocklin, and Roseville.

Continuity and Editorial

This committee is responsible for ensuring the written reports of the grand jury are factual, clear, concise, and readable. Editing includes proper punctuation, spelling, grammar, and formatting. This committee also leads the ongoing task of updating the Placer County Grand Jury Handbook so subsequent grand juries may make a smooth transition into a new term.

County Administration

This committee concerns itself with the investigation of the offices, departments, and functions of county government. It includes, but is not limited to, all appointed boards and commissions not under the purview of the Special Districts Committee.

Criminal Justice

This committee is mandated to inspect jails and holding facilities in Placer County each year. It also may investigate matters concerning criminal justice. This committee also considers matters concerning law enforcement and public safety.

Health and Welfare

This committee investigates issues related to the social services of Placer County. In addition, it is responsible for the annual Juvenile Detention Facility inspection.

Schools and Libraries

This committee investigates public educational institutions and public libraries. It has no jurisdiction over school policies or personnel.

Special Districts

This committee investigates special districts, agencies, boards, commissions, and joint powers agencies serving Placer County. Examples of these special districts include water agencies, hospitals, cemetery, utility, airport, and fire districts.

Jurisdiction

The areas within the investigatory jurisdiction of the Placer County Grand Jury include:

- Persons imprisoned in the county jail on a criminal charge and not indicted,
- The condition and management of the public jails within the county,
- Willful or corrupt misconduct in office of public officers of every description within the county,
- County government, city government, special districts, school districts, agencies, and authorities, and
- Criminal hearings upon request of the district attorney.

The areas which are not within Placer County Grand Jury jurisdiction include:

- Federal agencies,
- State agencies,
- Superior court system, and
- School district personnel records, curriculum, and policy.

Grand Juror Qualifications

Prospective grand jurors must possess the following qualifications per California Penal Code § 893:

- Applicant is a citizen of the United States, 18 years or older, who has been a resident of Placer County for one year immediately before being selected and sworn in,
- Applicant is in possession of his or her natural faculties, of ordinary intelligence, of sound judgment, and of fair character, and
- Applicant possesses sufficient knowledge of the English language.

A person is not allowed to serve as a grand juror if:

- Serving as a trial juror in any California court,
- Discharged as a grand juror in any court of this state within one year,
- Convicted of malfeasance in office, any felony, or other high crime, or
- Serving as an elected public officer.

Desirable qualifications for a grand juror include:

- Computer and internet communication skills,

- Good health,
- Open-minded with concern for the views of others,
- Ability to work with others,
- Genuine interest in community affairs,
- Investigative skills, and
- Ability to write reports.

Juror Selection

In the spring of each year, the Placer County Superior Court solicits applications from citizens of the county. Applicants should expect that a criminal records check will be conducted.

Applications are reviewed and an interview is scheduled with the presiding and advising judges as well as the foreperson of the outgoing grand jury.

After the interview process, prospective applicants are required to appear for the final selection which is held in a Placer County Superior Court courtroom. With outgoing grand jurors in attendance, the court clerk draws nineteen names at random. A minimum of ten names are drawn to form a list of alternate jurors. The presiding judge swears in the new nineteen grand jury members and gives the jurors a description of their duties and responsibilities.

Commitment

Persons selected for grand jury service can expect to serve forty or more hours per month for a period of one year, generally from July 1 through June 30. Jurors may opt to serve a second consecutive year, if approved by the court.

Remuneration

Grand jurors receive a nominal payment for meetings they attend and are reimbursed for mileage to attend meetings and training.

Orientation

Jurors attend a two-day orientation program provided by the Civil Grand Jury Association about grand jury functions, duties, and responsibilities. The jurors also receive onboarding training from the IT department.

Why Become a Grand Juror?

Those who volunteer and are accepted for grand jury service should feel privileged to be selected. They enter this service with interest and curiosity to learn more about the administration and operation of Placer County government. Serving as a grand juror requires many hours and serious effort and reflects a generous commitment to public service.

How to Apply to Serve as a Grand Juror

Apply to be a grand juror online at: www.placercourts.org/grand_jury/general-grandjury-application-form.html.

Grand Jury Reports

The Placer County Superior Court maintains webpages for the grand jury on its website. Past and present final reports, and responses to those final reports, may be found at:

www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-reports-resolutions/archive

How to Submit a Confidential Citizen Complaint

All complaints must be submitted in writing. A confidential citizen complaint form is available online at: www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-confidential-citizen-complaint-form and may be submitted electronically. The form may also be mailed, faxed, or hand-delivered to the grand jury office at the address below. The citizen will receive a letter acknowledging receipt of the complaint.

All grand jury documents, including citizen complaints, are secret and cannot be subpoenaed in court or revealed to the public. Complainants' names are held in strictest confidence.

How to Contact the Grand Jury

By Mail: Placer County Grand Jury
11532 B Ave
Auburn, CA 95603

In Person: Materials can be placed in a drop box located by the entrance door at the above address.

Online: info@placergrandjury.org **OR** forepersonprotem@placergrandjury.org

By Phone: (530) 886-5200

By Fax: (530) 886-5201



INSTRUCTIONS FOR RESPONDENTS

The legal requirements affecting respondents and responses to Grand Jury findings and recommendations are contained in California Penal Code § 933.05. The full text of the law is provided at the end of this document.

Two different time periods for responses, and to whom you must respond, are defined in California Penal Code § 933(c). They are as follows:

Type of Agency	Time Frame	To Whom
Government Boards	Ninety (90) Days	• Presiding Judge of the Superior Court
Elective Office or Agency Head	Sixty (60) Days	• Presiding Judge of the Superior Court • Information copy to Board of Supervisors

An original signed copy of the response must be provided to both of the following:

1. Presiding Judge of the Placer County Superior Court at the address listed below:

The Honorable Jeffrey Penney
Presiding Judge of the Superior Court
County of Placer
PO Box 619072
Roseville, CA 95661-9072

2. Placer County Grand Jury at the address listed below:

Placer County Grand Jury
11532 B Ave
Auburn, CA 95603
Attention: Foreperson

When responding to more than one report, respondents must respond to each report separately.

Respondents are encouraged to use the Response to Grand Jury Report Form, included in this report, to help format and organize your response. An electronic version of the form is available upon request from the Grand Jury.

RESPONSE TO PLACER COUNTY GRAND JURY REPORT FORM

Report Title: _____

Response Provided by: _____

What is a Compliant Response?

Penal Code § 933.05 is very specific in what is required in a response. First, a respondent must address the findings listed in the report. There are only two responses allowed by the penal code. However, additional information is required if the respondent disagrees with a finding. If a report only lists findings and there are no recommendations, a response agreeing or disagreeing with each finding is not necessary.

FINDINGS

For purposes of subdivision (b) of Penal Code § 933.05, the respondent shall report one of the following two actions regarding each finding.

The respondent **agrees** with the finding.

The respondent **disagrees** wholly or partially with the finding; in which case the **response shall specify the portion of the finding that is disputed and shall include an explanation of the reason(s) therefore.**

- I (we) **agree** with the finding(s) numbered: _____.
- I (we) **disagree** wholly or partially with the finding(s) numbered: _____.

*Describe any portions of the finding(s) that are disputed or not applicable;
include an explanation of the reason(s).*

RECOMMENDATIONS

For purposes of subdivision (b) of Penal Code § 933.05, the respondent shall report one of the following four actions regarding each recommendation.

The recommendation <u>has been implemented</u> with a summary regarding the implemented action.
The recommendation <u>has not yet been implemented</u> , but will be implemented in the future, <i>with a timeframe for the implementation.</i>
The recommendation <u>requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe</u> for the matter to be prepared for discussion. <i>This timeframe shall not exceed six months from the date of publication of the grand jury's report.</i>
The recommendation <u>will not be implemented</u> because it is not warranted or is not reasonable, <i>with an explanation</i> , therefore.

- Recommendations numbered _____ **have been** implemented.
(Describe the implemented actions.)
- Recommendations numbered _____ **have not yet been** implemented but will be implemented in the future, with a targeted completion date of _____.
Per Penal Code § 933.05(b)(2), a time frame for implementation must be included.
- Recommendations numbered _____ **require further analysis**. The further analysis will be completed by _____.
Describe the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or director of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six (6) months from the date of publication of the grand jury report.
- Recommendations numbered _____ **will not be** implemented because they are not warranted or are not reasonable.
Provide an explanation.

Signature: _____ Date: _____

Number of pages attached _____.

CALIFORNIA PENAL CODE

Section 933.05

- (a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:
 - (1) The respondent agrees with the finding.
 - (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.
- (b) For purposes of subdivision (b) of Section 933, as to each grand jury recommendation, the responding person or entity shall report one of the following actions:
 - (1) The recommendation has been implemented, with a summary regarding the implemented action.
 - (2) The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.
 - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.
 - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation, therefore.
- (c) However, if a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the board of supervisors shall respond if requested by the grand jury, but the response of the board of supervisors shall address only those budgetary or personnel matters over which it has some decision-making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.
- (d) A grand jury may request a subject person or entity to come before the grand jury for the purpose of reading and discussing the findings of the grand jury report that relates to that person or entity in order to verify the accuracy of the findings prior to their release.
- (e) During an investigation, the grand jury shall meet with the subject of that investigation regarding the investigation, unless the court, either on its own determination or upon request of the foreperson of the grand jury, determines that such a meeting would be detrimental.
- (f) A grand jury shall provide to the affected agency a copy of the portion of the grand jury report relating to that person or entity two working days prior to its public release and after the approval of the presiding judge. No officer, agency, department, or governing body of the public agency shall disclose any contents of the report prior to the public release of the final report.

FINAL REPORT SUMMARIES

PLACER COUNTY SHERIFF'S OFFICE AND AUBURN POLICE DEPARTMENT An Opportunity for Improved Public Safety

Stemming from an investigation into data sharing from automated license plate reader cameras amongst law enforcement agencies in the county, the grand jury's investigation revealed significant issues with inter-jurisdictional interactions between the Auburn Police Department and the Placer County Sheriff's Office. The investigation highlighted concerns including: Placer County Sheriff's Office intentionally turning off Auburn Police Department's access to the real-time notifications and alerts flagged by Placer County Sheriff's Office automated license plate reader cameras; Auburn Police Department's intentional failure to advise Placer County Sheriff's Office when operating outside of its principal jurisdiction and/or self-dispatching to Placer County Sheriff's Office calls; and Placer County Sheriff's Office deputies acting unprofessionally toward Auburn Police Department officers in the field.

Though this is not the intended relationship between the allied agencies desired by command staff at either agency, it has become the practical reality of the situation, requiring immediate attention and joint development of clear written policies and procedures for these agencies to cooperate and coordinate in ways that will benefit the citizens of Placer County.

THE FORESTHILL PUBLIC UTILITY DISTRICT Leadership Discordance

The Foresthill Public Utility District operates a water system in the unincorporated community of Foresthill. A five-member board of directors oversees approximately \$3,000,000 in annual revenue and \$6,000,000 in cash and investments at nearly any given time, and oversees one of California's most precious resources.

The grand jury's investigation found significant deficiencies in decorum and communication on the Foresthill Public Utility District board of directors and between

the board and general manager, and inconsistent application of training requirements, policies, and procedures. The grand jury also found the Foresthill Public Utility District is exposed to preventable financial risk due to governance failure and inadequate oversight, with a need for corrective action to restore accountability and public confidence.

PUBLIC RESPONSE BY PLACER COUNTY CITIES

Correctable Deficiencies

The residents of Placer County depend on their local city governments to provide public safety to the community, to be responsive to resident complaints and issues, and to communicate city matters. The Placer County Grand Jury received complaints from county residents regarding the difficulty of communicating with certain cities within the county. Based on these complaints, the Placer County Grand Jury determined a review of the complaint and communication policies of the six incorporated cities and towns in Placer County was warranted.

This investigation by the Placer County Grand Jury found a wide range of complaint processes, or absence thereof, and various communication methods and policies from city to city. Specifically, the grand jury discovered deficiencies exist in complaint intake procedures, inconsistent tracking of complaints, a lack of, or elusive, contact information, and unresponsive or inadequate communication with the public.

THE HARBOR

Bridging the Gap for Substance Use Disorder Treatment

Substance use disorder is a challenging disease that impacts individuals, families, communities, and resource providers. Placer County provides substance use disorder treatment services for Medi-Cal beneficiaries and those who are underinsured or uninsured.

The 2025-26 Placer County Grand Jury investigated how Placer County is providing substance use disorder treatment, examined the shortage of bed capacity within Placer County for those needing residential treatment, and explored how Placer County is

addressing the needs of those requiring admission into a residential facility. The Placer County Grand Jury found that The Harbor, a new innovative program by Placer County Health and Human Services, advances access to substance use disorder residential treatment within Placer County.

DETENTION FACILITIES INQUIRIES STATEMENT

An Inquiry into the County's Public Prisons: A Mandate and an Opportunity

California Penal Code Section 919(b) mandates the “grand jury shall inquire into the condition and management of the public prisons within the county.” The term “public prisons” includes county jails and similar facilities. To meet these legal expectations and requirements, the Placer County Grand Jury undertook its inquiry of the condition and management by touring each of the public detention facilities within Placer County and reviewing reports prepared by the California Board of State and Community Corrections, the state-agency tasked with oversight of these same facilities.

Additionally, several grand jurors participated in ride-alongs with several law enforcement agencies and toured the Coroner's Office.

RESPONSE COMPLIANCE REPORT

2025-26 Placer County Grand Jury

Governing boards of local government entities and elected county officials are required by law to respond to the findings and recommendations in reports the grand jury directs to them. The responses must be submitted to the superior court within the statutory timeframe and must conform to content requirements contained in Penal Code section 933.05.

The 2025-26 Placer County Grand Jury reviewed the responses to the eleven reports issued by the 2024-25 grand jury on June 30, 2025. In sum, we found that one entity failed to submit a response and that the responses of two others failed to provide the mandated wording. We recommend that those three entities submit legally compliant responses.

RESPONSES TO THE 2024-2025 FINAL REPORT

The primary duty of the Placer County Grand Jury is to investigate the functions of city and county government, school districts, and special districts. Each year the grand jury conducts inspections of the jails, holding facilities, and the juvenile detention center in the county. Additionally, the grand jury investigates different aspects of city and county government. Reports are written on the inspections and investigations conducted during the term with each report listing the grand jury's findings and recommendations. These documents are combined into a final report published each June.

A Response Report is published in the fall of each term. The report contains the responses from the investigative entities to their respective recommendations. While not included in this final report, the Placer County Grand Jury Response Report can be found at www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-reports-resolutions/grand-jury-reports-2024-2025.

PLACER COUNTY SHERIFF'S OFFICE AND AUBURN POLICE DEPARTMENT

An Opportunity for Improved Public Safety

PLACER COUNTY SHERIFF'S OFFICE AND AUBURN POLICE DEPARTMENT

AN OPPORTUNITY FOR IMPROVED PUBLIC SAFETY

SUMMARY

Automated License Plate Reader cameras are now ubiquitous law enforcement tools throughout California, including Placer County. These small cameras collect data about vehicles passing by, including make, model, color, and license plate information. Each of the law enforcement agencies operating in Placer County has these Automated License Plate Reader cameras, and the data collected can be shared among those agencies, as well as other state and local agencies outside of Placer County, both in the form of historic review of data as well as real-time notifications and alerts for targeted vehicles.

After concerns that Auburn Police Department was operating outside of its jurisdiction, for approximately two years, the Placer County Sheriff's Office turned off Auburn Police Department's access to the real-time notifications and alerts flagged by Placer County Sheriff's Office cameras. This led to real world impacts, including increased danger to public safety as a result of Auburn Police Department being forced to operate in a reactive instead of proactive manner with regard to targeted vehicles, including stolen vehicles, coming into the City of Auburn. This "sanction" came with no increased benefits to the citizens of Placer County.

The Automated License Plate Reader camera restriction is but one of several burdens imposed by Placer County Sheriff's Office on Auburn Police Department, creating a perception of attempted intimidation by Placer County Sheriff's Office deputies. Though this is not the intended relationship between the allied agencies desired by command staff at either agency, it has become the practical reality of the situation, requiring immediate attention and joint development of policies and procedures for these agencies to cooperate and coordinate in ways that will benefit the citizens of Placer County.

GLOSSARY

AVL: Automated Vehicle Locator used to identify and track law enforcement vehicles.

Flock: A common name for Flock Group, Inc. dba Flock Safety brand, a producer of automated license plate readers and surveillance products for law enforcement and commercial clients, including maintenance of records collected.

LawNet: An inter-agency communications tool used by law enforcement agencies throughout Placer County.

BACKGROUND

Placer County Sheriff's Office (PCSO) is the overarching law enforcement agency for Placer County, providing law enforcement to the unincorporated areas of Placer County, as well as contract law enforcement services to the City of Colfax and Township of Loomis.¹

Beyond law enforcement services, Placer County Sheriff's Office provides correctional services and facilities, court security, and coroner services.² Placer County Sheriff's Office also provides support to allied agencies throughout the County with specialized resources including air operations support,³ search and rescue, including a dive team for water rescues,⁴ a Special Enforcement Team which is a small group of highly trained, specially equipped deputies introduced into crisis situations,⁵ and a Hostage Negotiations Team.⁶ Collectively, these additional services are not a part of this investigation.

¹ County of Placer website, Sheriff's Office, "Your Sheriff's Office." Accessed January 23, 2026. <https://www.placer.ca.gov/2017/Your-Sheriffs-Office>.

² County of Placer website, Sheriff's Office, "Your Sheriff's Office." Accessed January 23, 2026. <https://www.placer.ca.gov/2017/Your-Sheriffs-Office>.

³ County of Placer website, Sheriff's Office, "Your Sheriff's Office, Units and Divisions, Air Operations." Accessed January 23, 2026. <https://www.placer.ca.gov/2437/Air-Operations>.

⁴ County of Placer website, Sheriff's Office, "Your Sheriff's Office, Units and Divisions, Dive Team." Accessed January 23, 2026. <https://www.placer.ca.gov/2534/Dive-Team>.

⁵ County of Placer website, Sheriff's Office, "Your Sheriff's Office, Units and Divisions, Special Enforcement." Accessed January 23, 2026. <https://www.placer.ca.gov/2726/Special-Enforcement>.

⁶ County of Placer website, Sheriff's Office, "Your Sheriff's Office, Units and Divisions, Hostage Negotiation Team." Accessed January 23, 2026. <https://www.placer.ca.gov/2557/Hostage-Negotiation-team>.

Separate and apart from Placer County Sheriff's Office, there are several incorporated cities within Placer County where citizens have elected to employ their own police forces, namely, Lincoln Police Department, Auburn Police Department, Roseville Police Department, and Rocklin Police Department. Additionally, other law enforcement agencies operate within Placer County to the benefit of all of its citizens, including, principally, California Highway Patrol, as well as various state and federal agencies, such as California Fish and Wildlife and California State Parks.

Each of these law enforcement agencies have installed, and now operate and maintain, Automated License Plate Reader (ALPR) cameras. Although historically various companies have provided these cameras, more recently these cameras have been manufactured, and monitored, by the Flock Group, Inc. dba Flock Safety, hence earning a common moniker of "Flock Cameras." These cameras capture details about vehicles passing by, including the license plate number, as well as the make and model, along with color, of the vehicle. According to Flock, these cameras do not collect details about the driver or passengers.⁷

The data obtained through law enforcement agency's cameras are their own; however, the data can be readily shared with other state and local law enforcement agencies across the State of California. This sharing comes in two forms: (1) a database of searchable information from ALPR captures; and (2) a notification to appropriate agencies when a specific plate or vehicle is flagged ahead of time (i.e., a "hit list" or "hot list"). This provides law enforcement agencies with the ability to not only conduct investigative reviews of ALPR data from historical entries, but also to set up alerts, akin to notifications on a smart phone, when certain criteria are met by these cameras.

To better understand the use of these ALPR cameras, take a common example of their use: tracking a stolen vehicle. Presume a law enforcement agency in Placer County inputs a stolen vehicle in the ALPR camera data system after that vehicle was stolen and used in the commission of a crime. The lead investigative agency in that instance can access ALPR camera

⁷ Flock Safety website. Accessed January 27, 2026. <https://www.flocksafety.com/products/license-plate-readers>.

data from its own cameras and thousands more via other allied agencies to see if that vehicle has passed an ALPR camera and thereby attempt to track the vehicle's path historically leading up to that commission of a crime, and from there carry out its investigative efforts. Moreover, once that vehicle has been put in the automated license plate camera data system, all other agencies can choose to flag said vehicle so that when the vehicle passes identified cameras, a notification is sent to that agency. In this example, that could be an agency which wants to be notified of a stolen vehicle heading toward and/or into its jurisdiction, so that agency personnel may attempt to locate the vehicle in real time. This allows those law enforcement agencies to be prepared for potential criminal actors entering their jurisdiction and provides a heads-up to officers on the street in the area. This would be particularly important in a relatively small geographical area like the limits of the City of Auburn, as there is little time to prepare for potentially dangerous incoming actors.

In Placer County, ALPR data is shared across virtually all law enforcement agencies operating within Placer County, with some notable exceptions. Except for Roseville Police Department, Placer County Sheriff's Office shares its ALPR data, both investigative and real-time data, with all of the local police departments within Placer County as well as California Highway Patrol, among others. However, based upon interviews conducted by the grand jury for this investigation, this has not always been the case, as Placer County Sheriff's Office has turned off certain law enforcement agencies' access to real-time data for months to years at a time, despite requests by enforcement agencies for active access. This denial of access has occurred to several agencies, though this grand jury has focused upon the denial of access to Auburn Police Department.

Placer County Sheriff's Office has, over the past approximately two years, intentionally removed access to real-time ALPR data for Auburn Police Department. During the grand jury's investigation, the access was restored. During its investigation, including more than a dozen interviews, the grand jury confirmed that not only was the denial of access to real-time ALPR camera data intentional, but was one of several troubling acts undertaken by Placer County Sheriff's Office staff relative to the law enforcement operations of Auburn Police Department.

Admittedly, some consequences experienced by Auburn Police Department are self-inflicted and often revolve around a lack of good communication between the agencies about ongoing operations.

In short, the current inability of these agencies to fully cooperate and coordinate, especially given the near-constant interaction they maintain with one another in overlapping territories, has led to a waste of City of Auburn and Placer County resources, potentially increased danger to public and officer safety, and ultimately has not yielded better policing or safety for the community at large.

METHODOLOGY

To undertake its investigation of these issues, the Placer County Grand Jury (PCGJ) conducted in-person interviews with more than a dozen witnesses pulled from all local law enforcement agencies within Placer County, examined Placer County Sheriff's Office's (PCSO) website, reviewed Auburn Police Department's (APD) website, reviewed PCSO's Field Operations Manual and General Orders, and reviewed internal records and information obtained from PCSO and other law enforcement agencies within Placer County. The PCGJ also viewed governmental and other law-enforcement related websites.

As a reminder to all citizens and readers of this report, given the sensitive nature of this investigation, California Penal Code section 929 prohibits grand juries from disclosing the identity or title of any witness who appeared before the body. However, the witnesses were all readily familiar with the facts and circumstances investigated and reported on herein, providing said testimony with the expectation that their statements would remain confidential and not subject them to retaliation.⁸

DISCUSSION

The 2025-26 Placer County Grand Jury focused its investigation initially upon the singular issue of whether and how, if at all, PCSO was sharing its ALPR camera data with APD. Through its

⁸ Labor Code section 1102.5 bars retaliation against employees giving testimony to investigative/governmental bodies.

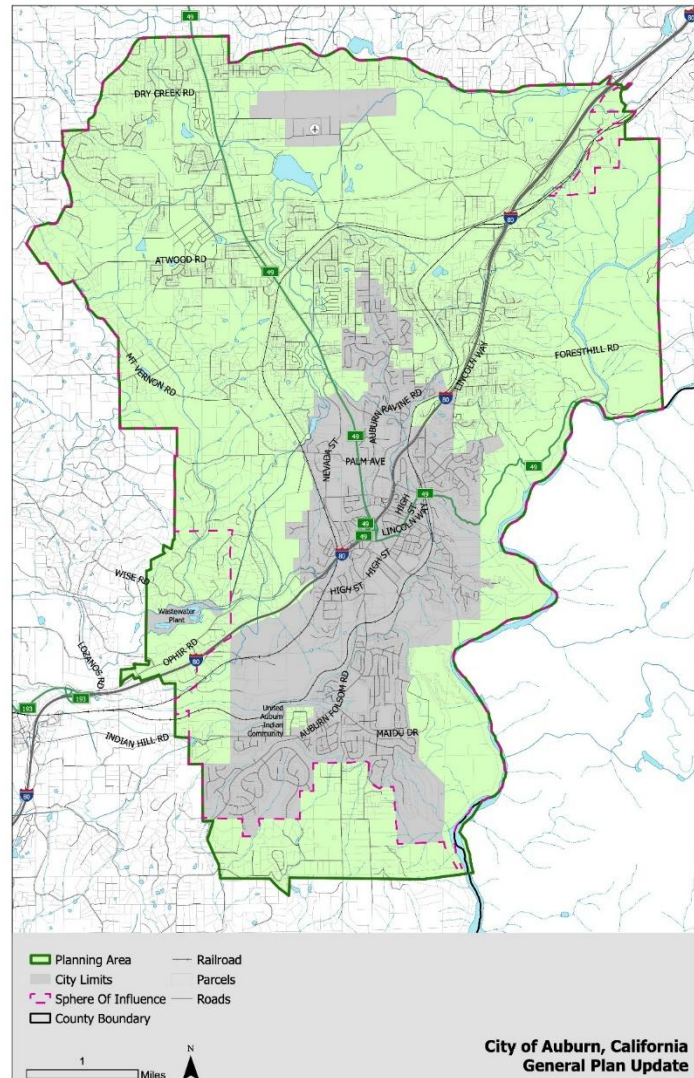
investigation, the PCGJ confirmed PCSO intentionally removed access to real-time data from its ALPR data system for APD based upon a belief that APD was operating outside of its jurisdictional boundaries. This denial of access lasted approximately two years (despite repeated requests from APD for access) and was only recently restored after the PCGJ initiated its investigation. As the investigation proceeded, the PCGJ learned that this denial of access was but one of several negative interactions amongst these agencies, leading the PCGJ to focus upon the broader operating relationship between PCSO and APD.

Auburn Police Department Operates Within a Unique Territorial Range in the County

Including administrative staff, APD is comprised of nineteen sworn officers⁹ serving a population of approximately 13,800.¹⁰ Auburn Police Department's territory is unique in Placer County as it includes both the City of Auburn city limits and an isolated island of authority over the area immediately surrounding and including the Auburn Municipal Airport:

⁹ City of Auburn website. Accessed January 13, 2026. <https://www.auburn.ca.gov/Directory.aspx?did=10>.

¹⁰ The United States Census Bureau website. Accessed January 13, 2026. <https://www.census.gov/quickfacts/fact/table/auburncitycalifornia/PST045224>.



The limits of the City of Auburn follow historic designations, creating several locations where APD jurisdictional limits abut those of PCSO. This diverse territory naturally causes APD to rely upon not only its own ALPR cameras, but also those within the unincorporated portions of the County operated and maintained by PCSO.

Denial of Access Runs Counter to the Spirit of the Placer County Sheriff's Office Field Operations Manual

As stated in PCSO's Field Operations Manual, "[t]he Placer County Sheriff's Office use of Automated License Plate Recognition (ALPR) is **intended to assist deputies, detectives, and other law enforcement partners in locating missing or wanted persons, investigation of**

various crimes, and the apprehension of criminals. . . ALPR data and information may be released to other authorized law enforcement agencies and officials for law enforcement purposes.”¹¹ This is similar to APD’s Policy Manual on ALPRs: “It is used by the Auburn Police Department to convert data associated with vehicle license plates for official law enforcement purposes, including **identifying stolen or wanted vehicles, stolen license plates and missing persons.** . .”¹² As stated by both agencies, the use of ALPR data is crucial in law enforcement activities, and to better allow deputies and officers to ensure public safety by tracking stolen and wanted vehicles as well as missing persons.

Auburn Police Department shares all of its ALPR camera data, both historical and real-time, with PCSO; however, for approximately two years prior to the initiation of this PCGJ investigation, PCSO did not share the real-time data with APD. Failing to do so subverts the intended purpose of the PCSO’s Field Operations Manual by expressly not assisting other allied agencies, which impairs the ability of APD to effectively police their territory and protect their citizens.

Public Safety Impacts from Denial of Access to Shared Data

The crux of the issue with the denial of access is that it adversely impacts the law enforcement capabilities of APD, without any attendant net benefit gained by PCSO. A prime example of this is demonstrated by the same hypothetical used to describe ALPR systems generally above – that of a stolen vehicle. This is an apt example due to it not being hypothetical at all. When a stolen vehicle was heading towards the City of Auburn by way of unincorporated Placer County, APD did not know of its existence until it passed a City of Auburn ALPR camera physically located within the city limits, at which point that stolen vehicle was already moving through the City of Auburn. Officers were forced to be only responsive with their actions, resulting in a vehicle chase, as they were deprived of the opportunity to be proactive due to a lack of

¹¹ Placer County website, *Placer County Sheriff’s Office Field Operations Division Policy Manual*, “Operational Order No. 5-37, Automated License Plate Recognition,” (Emphasis added). Accessed February 28, 2026. <https://www.placer.ca.gov/DocumentCenter/View/67682/Field-Ops-Manual-2023>.

¹² City of Auburn, California website, *Auburn Police Department Policy Manual*, “Policy No. 469.3, [ALPR] Administration”, (Emphasis added). Accessed February 28, 2026. <https://www.auburn.ca.gov/DocumentCenter/View/3355/Auburn-Police-Department-Policy-Manual>.

information sharing. When full ALPR data system access is permitted, those same APD officers receive alerts about that stolen vehicle as they pass through unincorporated Placer County, and they can be prepared and waiting once that vehicle enters the city, thereby potentially avoiding a vehicle chase.

One other important – and visible – use of these ALPR cameras is Placer County’s Retail Theft Initiative. In addition to Placer County’s efforts at PCSO and the District Attorney’s Office, several of the law enforcement agencies in the county have installed ALPR cameras or suggested to local businesses to do the same, from which “we have seen positive outcomes in both prevention and enforcement. [APD] Detectives recently identified a suspect responsible for stealing over \$1,000 in merchandise from CVS, who was later linked to multiple thefts at CVS locations throughout Southern California.”¹³ Similar results have been reported throughout the county including in Roseville and Rocklin.¹⁴ This broader approach to targeting retail theft crimes relies upon close allied-agency communication and the shared ALPR cameras.¹⁵

Although it would appear that sometimes PCSO dispatchers will notify APD dispatchers of incoming stolen vehicles on LawNet, the practice does not appear to be uniform or consistent. Moreover, said approach causes a greater impact on PCSO dispatch to have to watch for stolen vehicles or other vehicles APD is looking for and waste time connecting with APD dispatch to

¹³ Placer County District Attorney website, “Placer Retail Theft Initiative”. Accessed February 23, 2026.

<https://www.placer.ca.gov/RetailTheft>.

¹⁴ Rocklin Police Department, “Following up on a previous retail theft that occurred here in Rocklin, our officers contacted two suspects that made their way back to our city. Further investigation showed that the male and female had also been involved in out of county thefts. . . .” Facebook, posted June 4, 2025. Accessed February 23, 2026. <https://www.facebook.com/RocklinPolice/posts/following-up-on-a-previous-retail-theft-that-occurred-here-in-rocklin-our-office/1106498178190154/>;

California Highway Patrol website, December 23, 2025, “Multiple Arrests Made in Statewide Organized Retail Theft Investigation”. Accessed February 23, 2026. <https://www.chp.ca.gov/news-alerts/news-list/multiple-arrests-made-in-statewide-organized-retail-theft-investigation/>;

Ahumada, Rosalio, “Placer County DA Highlights Enforcement, Collaboration Against Retail Theft, *The Sacramento Bee*, November 19, 2025. Accessed February 23, 2026.

<https://www.sacbee.com/news/local/crime/article312971927.html>;

Sierra, Natalie, “82 People Arrested, \$14k Recovered in Roseville Retail Theft Operation, Police Say,” December 17, 2025. Fox 40 website. Accessed February 23, 2026. <https://fox40.com/news/local-news/roseville/82-people-arrested-14k-recovered-in-roseville-retail-theft-operation-police-say/>.

¹⁵ Placer County District Attorney website, “Placer Retail Theft Initiative”. Accessed February 23, 2026.

<https://www.placer.ca.gov/RetailTheft>.

relay the information. This is made more difficult with the understanding that on any given shift there is typically a single dispatcher working in APD, and that dispatcher may be fully engaged with other calls and officers and may not have the ability to promptly relay time-sensitive information shared only via LawNet. A much simpler solution would be to share that same information digitally and allow APD and its officers to receive real-time information directly and instantaneously.

Taken together, to provide for public safety, there is no clear reason for PCSO not to share all forms of its ALPR camera data with APD, especially without discussing any legitimate concerns with APD first. There is no cost increase, no training increase, and no other appreciable impact to PCSO in doing so. With this as a backdrop, the PCGJ sought to understand the true underpinnings for why PCSO intentionally denied access to its real-time ALPR data by APD.

Historical Animositities Have Fueled Tensions Between Placer County Sheriff's Office Deputies and Auburn Police Department Officers

Through its investigation, the Placer County Grand Jury has learned that PCSO and APD have historically been at odds with one another, especially with respect to jurisdictional boundaries. This appears to be driven by the split territory of APD, interspersed with areas of unincorporated Placer County, and the overlapping interaction between PCSO and APD in these areas, as well as concerns by PCSO about potential annexation by the City of Auburn.

Auburn Police Department officers must travel to and from the Auburn Municipal Airport, taking them through unincorporated Placer County, which is overseen by PCSO. The transition between the Auburn Municipal Airport and the City of Auburn does not otherwise deprive APD officers of their responsibilities as law enforcement professionals to serve and protect the public at large. Thus, if APD encounters individuals committing crimes outside of the formal City of Auburn limits, they are expected to undertake the same law enforcement actions they would if they were within the city limits. For example, if an APD officer encounters a suspected impaired driver on Highway 49 between the Auburn Municipal Airport and the City of Auburn limits, that officer would not simply turn a blind eye to a potentially dangerous condition, but

instead conduct a traffic stop and potentially remove that condition from the streets. This effort by APD officers is laudable if undertaken appropriately and when coordinated with PCSO.

Placer County Sheriff's Office command staff have directed deputies to report to the scene of any APD activity within PCSO's jurisdictional territory. The purpose of this directive is to both support APD (acknowledging their smaller force) and to functionally keep tabs on APD. The latter aspect of this directive has been driven by concerns by PCSO that APD self-dispatches to PCSO activities and/or have presented liability and control issues for PCSO. Hence, the directive from command staff to deputies is to check in with an APD officer on scene to offer assistance and confirm the basis for their enforcement outside of the City of Auburn limits.

This edict is not being carried out by all deputies on patrol. The PCGJ investigation shows some deputies appear to have misunderstood or misinterpreted the directive from command staff, taking the actions of APD as an encroachment on their jurisdiction. Some of the PCSO dispatched personnel are welcomed by APD officers for support of fellow law enforcement professionals, but a significant number of PCSO deputies assigned do not undertake to engage with APD officers at such calls, but instead will sit in their vehicles (and in some instances there will be several PCSO vehicles dispatched) and wait until APD leaves the area without ever rendering service, aid or offering any form of assistance other than the acknowledged deterrent effect on a suspect of multiple law enforcement officers involved. The PCGJ investigation further revealed that some PCSO deputies have even stopped and questioned APD officers when refueling their vehicles or obtaining food outside of the City of Auburn, stopping the tail only when APD officers return to the City of Auburn. Undertaking such activities, without actually supporting an allied agency, is not protecting the public from harm, is not utilizing county resources effectively, and is not providing assistance to fellow law enforcement personnel.

The PCGJ has learned through its investigation that many members of the law enforcement community believe that the City of Auburn would attempt to annex additional portions of Placer County, thereby leading to reduced need for deputies in that area such as lost jobs for

deputies. Whether this concern is justified or not should have no impact on how these agencies interact since their collective goal is public safety, regardless of where that public exists.

Unfortunately, part of the problem here lies with APD's response to PCSO interactions. To this end, APD will often not notify PCSO when conducting stops within its jurisdictional territory, nor will APD share their Automated Vehicle Locator information (used to identify and track law enforcement vehicles) with PCSO, leading PCSO to view such actions as tantamount to hiding their activities. Further, when APD self-dispatches to calls by PCSO, it has caused unnecessary management and control burdens on PCSO in needing to coordinate additional law enforcement assets not expected nor desired by the PCSO for such calls. Again, whether or not justified, these actions by APD are adding to the inter-jurisdictional issues and raising tensions in like kind.

Placer County Sheriff's Office Interference with Auburn Police Department is Inefficient and Runs Afoul of its Own Policies

The PCSO has an established policy of Community Oriented Policing, which is described as promoting "organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. Efficiency, for these purposes, is defined as protecting the law abiding and innocent from the violent or criminally inclined, as well as bringing a sense of security to the community."¹⁶ Placer County Sheriff's Office takes this a step further by acknowledging its unique position within the community: "[r]ecognizing that law enforcement personnel are highly-visible representatives of local government and are entrusted with the responsibility of ensuring the safety and security of the community, **the standards of conduct for the members of the Sheriff's Office are higher than the standards of other occupations and those of the general public.** In this regard, Sheriff's Office members will conduct themselves in a manner that does not bring discredit upon

¹⁶ Placer County website, *Placer County Sheriff's Office Field Operations Division Policy Manual*, "No. 1-02, Community Oriented Policing," Accessed February 28, 2026.
<https://www.placer.ca.gov/DocumentCenter/View/67682/Field-Ops-Manual-2023>.

themselves, the agency, the county, or the community.”¹⁷ Placer County Sheriff’s Office deputies are expected to remain professional in all aspects: “I will never act officiously or permit personal feelings, prejudices, animosities, or friendships to influence my decisions.”¹⁸ Placer County Sheriff’s Office rightly holds itself out as requiring much of its staff, including being professional and upstanding in all respects in all situations.

Placer County Sheriff’s Office even has a policy on when it will engage with other allied agencies that is apt in this analysis: “Pursuits from other jurisdictions into PCSO Areas. PCSO participation in an allied agency’s pursuit is appropriate only in response to a specific request for participation. Mere notification of the existence of a pursuit shall not be construed as a request to assist for participation.”¹⁹

In light of these clear mandates by PCSO’s own guidelines and policies, it calls into question the purpose and intent of PCSO deputies being dispatched at all where APD has not sought assistance. Again, doing so without actually supporting APD is not protecting the public from harm, is not utilizing county resources effectively, and is not providing assistance to fellow law enforcement personnel. Instead, such actions can be seen as potentially motivated by personal feelings and animosities, justified or not, which is a sharp departure from the high standards and expectations set by PCSO guidelines. It also potentially puts the citizens within PCSO’s jurisdiction in jeopardy when response times are delayed due to resources being inappropriately utilized under these circumstances.

Auburn Police Department’s Policy Manual Lacks Sufficient Detail with Regard to Operating within Placer County Sheriff’s Office Territory

¹⁷ Placer County website, *Placer County Sheriff’s General Orders Manual*, “COND 3, Standards of Conduct.” (Emphasis added). Accessed February 28, 2026. https://www.placer.ca.gov/DocumentCenter/View/84128/General-Orders112025_R?bidId=.

¹⁸ Placer County website, *Placer County Sheriff’s General Orders Manual*, “COND 1, Ethical Responsibilities.” Accessed February 28, 2026. https://www.placer.ca.gov/DocumentCenter/View/84128/General-Orders112025_R?bidId=.

¹⁹ Placer County website, *Placer County Sheriff’s General Orders Manual*, “OPER 10, Pursuit of Vehicles.” Accessed February 28, 2026. https://www.placer.ca.gov/DocumentCenter/View/84128/General-Orders112025_R?bidId=.

Auburn Police Department does maintain several policies for operating outside of its territory, though none appear to be specific to operating within the Placer County Sheriff's Office territory. For example, the Policy Manual does address instances where APD undertaken law enforcement outside of its jurisdiction, to wit, the manual states: "Any on-duty officer who engages in law enforcement activities of any type that are not part of a mutual aid request and take place outside the jurisdiction of the Auburn Police Department shall notify his/her supervisor or the Shift Supervisor and the Dispatch Center as soon as practicable."²⁰ What appears lacking is what happens after the shift supervisor and dispatch center are notified; specifically, whether either of those individuals or positions then reports the same to PCSO, or whatever other jurisdiction the officer is operating in at the time.

Placer County Sheriff's Office Has Developed and Implemented a Memorandum of Understanding with the California Highway Patrol that Could be Used as a Template for Working with Auburn Police Department

Auburn Police Department is not the only allied law enforcement agency operating in Placer County and overlapping with PCSO's territory. Another agency, California Highway Patrol, also operates throughout the county and often interacts with PCSO. Several years ago, tensions between PCSO and California Highway Patrol increased as inter-jurisdictional disputes began to arise, primarily driven by a change in California Highway Patrol's methods of enforcement on the highways through the county. As a result, the PCSO and California Highway Patrol developed a memorandum of understanding (MOU) specifically tailored to addressing inter-jurisdictional issues, setting forth a detailed protocol for handling the same:

"The California Highway Patrol (CHP) and the Placer County Sheriff's Office (PCSO) are partners in combating crime in the unincorporated area of Placer County; we are a team. When jurisdictional disagreements occur, often the crime is not properly investigated or documented, and public perception can be subjected to a negative view of our organizations. When a disagreement occurs, the first responding officers should decide responsibility and, failing that, the supervisors should be consulted for a decision.

²⁰ City of Auburn, California website, *Auburn Police Department Policy Manual*, "Policy No. 350.3.1, Initiated Activity". Accessed February 28, 2026. <https://www.auburn.ca.gov/DocumentCenter/View/3355/Auburn-Police-Department-Policy-Manual>.

If no supervisor is immediately available, the first responding unit shall take the report and jurisdiction will be decided later. In no case will the victim/public be subjected to a negative experience with our agencies. Nothing in this MOU should preclude our agencies from working together collaboratively, regardless of MOU jurisdiction, in order to provide the highest level of service. Placer County is a special place with unique geography. Allied agency cooperation is encouraged in order to help mitigate staffing levels, response times, and utilize each agencies experience and expertise.”²¹

Since implementation of this MOU, and updates to it over time, the negative interactions between agencies have reportedly fallen precipitously.

It would seem appropriate for PCSO to undertake a similar exercise with APD, in an effort to delineate policies and procedures for both agencies to follow in the event of enforcement actions being undertaken outside of formal territorial jurisdictions.

Command Staff Have an Opportunity to Rebuild Trust and Cooperation

Placer County is rooted in its own history, which in most instances is a cause for celebration. However, when agencies get stuck in historical animosities without looking at the bigger picture, the community loses out. There is no doubt that public safety is not benefited by PCSO and APD standing at odds, failing to cooperate or communicate, and instead both wasting city and county resources that could better be used elsewhere.

With this backdrop, these agencies should work to rebuild trust and cooperation among not only command staff but also patrol-level personnel. Both agencies appear ready and willing to engage with one another to better address their operating relationship; that too should be celebrated, and the grand jury wishes to support such actions. We are a single county, diverse in population and geography, but connected as citizens seeking public safety. We implore these agencies to undertake the hard work of breaking down historic barriers and developing new protocols and policies that will better serve our county as a whole. This is never more important

²¹ Placer County website, Placer County Sheriff’s Office Field Operations Division Policy Manual, “No. 4-06, CHP MOU.” Accessed February 28, 2026. <https://www.placer.ca.gov/DocumentCenter/View/67682/Field-Ops-Manual-2023>.

than now as the population continues to grow, and these types of issues are only going to increase if not properly addressed.

FINDINGS

- F1.** Placer County Sheriff's Office denying access to real-time data from Automated License Plate Reader cameras to Auburn Police Department has led to an adverse impact on Auburn Police Department's ability to carry out its law enforcement objectives.
- F2.** The fear of annexation and job loss has caused some Placer County Sheriff's Office deputies to misinterpret and misapply command staff edicts that deputies be assigned to or assist with calls by Auburn Police Department when operating outside the City of Auburn, leading to unintended consequences.
- F3.** Placer County Sheriff's Office deployment of deputies to Auburn Police Department calls, when not sought by Auburn Police Department and not providing actual support, or when Auburn Police Department officers are obtaining food or fuel outside of the City of Auburn, is a waste of county resources.
- F4.** Placer County Sheriff's Office deployment of deputies to Auburn Police Department calls when not sought by Auburn Police Department does not further cooperative allied-agency interaction as proposed by the Placer County Sheriff's Office Field Operations Manual and General Orders.
- F5.** Auburn Police Department's operation outside of the City of Auburn without advising Placer County Sheriff's Office dispatch of its presence has resulted in the appearance of Auburn Police Department officers hiding their activities from Placer County Sheriff's Office, and caused unnecessary management and control burdens on Placer County Sheriff's Office in needing to coordinate additional law enforcement assets not expected nor desired by the Placer County Sheriff's Office for such calls.

RECOMMENDATIONS

- R1.** No later than October 1, 2026, Placer County Sheriff's Office and Auburn Police Department should share information and location technology with one another, including real-time Automated License Plate Reader data, Automated Vehicle Locator data, and LawNet.
- R2.** No later than October 1, 2026, Placer County Sheriff's Office and Auburn Police Department should create a joint task force for the purpose of establishing policies and procedures for inter-jurisdictional operations and cooperation among agencies.
- R3.** No later than February 1, 2027, Placer County Sheriff's Office and Auburn Police Department should establish policies and procedures for inter-jurisdictional operations and cooperation among agencies, including information sharing.
- R4.** No later than April 1, 2027, all policies and procedures established by the joint task force should be reduced to a memorandum of understanding or similar document and adopted as part of each agency's policies and procedures.

REQUIRED RESPONSES

The following responses are required, pursuant to Penal Code sections 933 and 933.05, from the following appointed and elected officials:

	Findings and Recommendations Requiring Response	Response Due Date
Placer County Sheriff Wayne Woo 2929 Richardson Drive Auburn, CA 95603	F1, F2, F3, F4, F5, and R1, R2, R3, R4	August 31, 2026
Auburn Mayor Kelley Davis 1225 Lincoln Way Auburn, CA 95603	F1, F2, F3, F4, F5, and R1, R2, R3, R4	August 31, 2026
Auburn City Council 1225 Lincoln Way Auburn, CA 95603	F1, F2, F3, F4, F5, and R1, R2, R3, R4	September 28, 2026
Auburn Police Chief Bryan Morrison 1215 Lincoln Way Auburn, CA 95603	F1, F2, F3, F4, F5, and R1, R2, R3, R4	August 31, 2026

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury do not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.



THE FORESTHILL PUBLIC UTILITY DISTRICT

Leadership Discordance

THE FORESTHILL PUBLIC UTILITY DISTRICT

LEADERSHIP DISCORDANCE

SUMMARY

The Foresthill Public Utility District operates a water system in the unincorporated community of Foresthill for approximately 6,000 residents. The Foresthill Public Utility District is governed by a five-member elected board of directors, which is responsible for overseeing strategic direction, public services, and financial operations to meet community needs and ensure long-term solvency. A general manager and seven employees are responsible for ongoing management and operations of the utility.

The 2025-26 Placer County Grand Jury investigation sought to identify areas in which the Foresthill Public Utility District can achieve the highest level of functioning between board and staff while fulfilling fiduciary and management responsibilities to the public. Our investigation found the Foresthill Public Utility District would benefit from:

- Robust enforcement of decorum policies between board members, and the public, at board meetings;
- Application of sound principles of accounting, particularly segregation of duties;
- Mandatory onboarding and ongoing training for board members;
- Adherence to correct policies regarding regular attendance and remote participation;
- Services of a management consultant to improve board/staff effectiveness;
- Regular oversight from Placer Local Agency Formation Commission to help the Foresthill Public Utility District continue to provide reliable, cost-effective, and efficient services to the community.

During the course of its investigation, the grand jury learned that some witnesses breached their confidential signed admonition, which impacted the grand jury's ability to conduct its investigation. A violation of the admonition is punishable as contempt of court.

GLOSSARY

Admonition: A formal instruction or warning given by a grand jury to a witness, commanding them to keep the proceedings, questions, and answers confidential. Witnesses are admonished not to reveal to any person, except as directed by the court, any matters concerning the nature or subject of the grand jury’s investigation.

Code of Conduct: An agreed-upon document clarifying an organization’s ethics and acceptable behavior.

Brown Act: California state law establishing rules for public access and participation in local government meetings, requiring open meetings, advance notice, and public comment for legislative bodies.

GAAP: Generally Accepted Accounting Principles. A set of accounting rules, standards and procedures entities are required to follow when preparing financial statements.

LAFCO: Local Agency Formation Commission. A LAFCO is an independent regulatory agency authorized by California state law, controlling the boundaries and service areas of cities and special districts to encourage orderly development, discourage urban sprawl, and preserve agricultural and open space land.

Jurassic Parliament: Online portal offering resources and training on parliamentary procedures for public meetings.

Municipal Service Review: A comprehensive study conducted by local LAFCOs of the level, range, and performance of governmental services provided within defined geographic areas.

SOI: Sphere of Influence, defined in California state law as “a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission.”²²

BACKGROUND

In 1950, the Foresthill Public Utility District (FPUD) was formed to operate a public water system in the unincorporated community of Foresthill, located in Placer County. The FPUD provides potable water to approximately 6,000 residents in Foresthill. The geographic area of

²² 2025 California Code Government Code – Gov Title 5 - Local Agencies Division 3 - Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 Part 1 – General Chapter 2 – Definitions Section 56076. Accessed February 23, 2026. <https://law.justia.com/codes/california/code-gov/title-5/division-3/part-1/chapter-2/section-56076/>.

the FPUD spans approximately 13,000 acres which primarily contain residential development. The FPUD's primary source of water is from the Sugar Pine Reservoir. The FPUD owns and operates the Sugar Pine Dam and its conveyance system.

The FPUD's stated mission is "[t]o provide the Community of Foresthill with the highest quality drinking water at affordable rates with courteous and professional service; [t]o manage District resources responsibly for future generations."²³ According to the FPUD's 2024 Consumer Confidence Report,²⁴ the drinking water meets or exceeds state and federal health and safety standards.

The California Special Districts Association (CSDA) defines a special district as "a local form of government that is created, funded, and overseen by a community's residents to provide a new or enhanced level of service and infrastructure to a community. Like counties and cities, special districts are an independent form of local government."²⁵ The FPUD is a special district.

The FPUD is governed by a five-member board of directors (board). The board's purpose is to ensure effective management of the water utility. The CSDA notes that, "These are the core components of effective special district governance: a competency-based group of individual citizens coming together as an effective team to accomplish the specific responsibilities that only governing boards can do on behalf of their community."²⁶ The board of directors oversees approximately \$3,000,000 in annual revenue and \$6,000,000 in cash and investments at nearly any given time, and oversees one of California's most precious resources.²⁷

²³ "Our Mission," Foresthill Public Utility District website. Accessed February 6, 2026.
<https://www.foresthillpud.com/>.

²⁴ 2024 Consumer Confidence Report, May 1, 1025, Foresthill Public Utility District website. Accessed January 21, 2026. <https://www.foresthillpud.com/consumer-confidence-report#docaccess-27983a910eab2340718cc5ba271271227b69f2b20dd8c2ffcf6a3200a4079564>.

²⁵ California Special Districts Association Board Member Handbook, a CSDA Publication, 2023. Accessed January 20, 2026.
<https://www.rrfc.net/files/e46432dea/2024+CSDA+Special+District+Board+Member+Handbook.pdf#:~:text=A%20California%20Special%20Districts%20Association,Special%20District%20Board%20Member%20Handbook>.

²⁶ CSDA Handbook. Accessed January 20, 2026.

²⁷ <https://www.foresthillpud.com/files/b796d0b20/2025+08+28+FY+2025-2026+FPUD+Budget+FINAL+ADOPTED+2025+08+13+R15.pdf>. Accessed March 31, 2026.

The FPUD's daily operations are managed by the general manager (GM). The duties of the GM are defined under Section 16114 of the Public Utility Code²⁸ (which requires the GM to report to the board regarding these duties) as well as the GM's employment contract. Specific duties are described in the Foresthill Public Utility District Policy Handbook, which explicitly states that, "The incumbent has broad management authority for implementing the policies of the Board of Directors."²⁹

In the prior year, the 2024-25 Placer County Grand Jury conducted an investigation of the FPUD, including staffing and outsourcing concerns and alleged unprofessional conduct in board meetings. The 2024-25 grand jury issued a report with a series of findings and recommendations. While the grand jury acknowledged positive improvements, the report noted, "While these changes are encouraging for the community, the Board should address staffing, governance, span of control and strategic issues to create a foundation for the future."³⁰ However, the Foresthill Public Utility District failed to properly respond to the 2024-25 grand jury report in the manner prescribed by Section 933/933.05 of the California Penal Code.

The 2025-26 Placer County Grand Jury did not seek to replicate the investigation that was conducted by the previous grand jury. Rather, the current grand jury sought to follow-up on the previous investigation to determine how the board had addressed the issues noted.

METHODOLOGY

To examine the FPUD, information was obtained through a series of interviews, examination of the FPUD website, review of and attendance at board of directors public meetings, and thorough review of the FPUD agendas and minutes. In addition, the Foresthill Public Utility

²⁸ https://leginfo.ca.gov/faces/codes_displaySection.xhtml?sectionNum=16114.&lawCode=PUC. Accessed April 27, 2026.

²⁹ Foresthill Public Utility District Policy Handbook, 2025 10 08, Policy Number 2301. Accessed January 21, 2026. <https://www.foresthillpud.com/foresthill-public-utility-district-policy-handbook#docaccess-513fcb4d58d74ab718d527db17328afdcfda8cf68fa8093aff1684cb706dcb4>.

³⁰ Placer County 2024-2025 Grand Jury Report, Superior Court of Placer County. Accessed February 4, 2026. <https://www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-reports-resolutions/grand-jury-reports-2024-2025>.

District Policy Handbook was inspected along with bank records and financial statements. Recent amendments to the Brown Act were reviewed. Relevant sections of the California Government Code, as well as minutes and agendas from Placer LAFCO meetings, were examined. The grand jury also viewed trade association, governmental, and other water agency-related websites.

DISCUSSION

The 2025-26 Placer County Grand Jury identified strengths at the FPUD. As a result of careful planning and refinanced debt, the FPUD is financially stable with a robust economic reserve.³¹ The FPUD owns and operates its own water supply. Even with millions of dollars invested in capital improvement projects such as the water distribution network, the FPUD has maintained a year-over-year positive cash flow with no new debt. The FPUD also boasts an impressive safety record, according to the Special District Risk Management Authority.³²

The board and staff have also made measurable efforts to improve transparency, including revising some outdated policies at board meetings. At the time of this report, the FPUD was in the process of contracting to fulfill the responsibilities of a finance manager, although not hiring for an in-house position, as well as a part-time board secretary to take minutes at board meetings.

However, our investigation revealed continuing problematic issues at the FPUD. Primary concerns include:

- Unprofessional interaction between the GM and directors;
- A distrustful board and contentious, unproductive board meetings;
- Lack of participation in training essential for proper governance;

³¹ Foresthill Public Utility District Adopted Operating Budget For the Year Ending June 30, 2026. Accessed January 21, 2026. <https://www.foresthillpud.com/budgets#docaccess-1bad4e8faacb790c173dc869e85f152450acbc15762ad7742f85dbd25a1c401>.

³² Foresthill Public Utility District website. Accessed January 22, 2026. <http://www.foresthillpud.com/files/df4783442/2024+09+23+FINAL.pdf>.

- A lack of checks and balances governing day-to-day fiscal operations and lack of clarity regarding board management and fiduciary responsibility and associated legal risk;
- Inconsistent application of policies and statutory requirements for public board meetings.

Board Member Communication Remains Contentious

The Foresthill Public Utility District Policy Handbook describes the need to present a professional face to the community. The handbook section 4010.11 states, “The dignity, style, values and opinions of each Director shall be respected.” Section 4010.12 states, “Responsiveness and attentive listening in communication is encouraged.” Section 4010.15 – 4010.17 states, “Directors should commit themselves to the highest form of professionalism. They should emphasize the positive and avoid negative forms of interaction...Directors should commit themselves to focusing on issues. The presentation of the opinions of others should be encouraged. Cliques and voting blocks *[sic]* based on personalities rather than issues should be avoided. Differing viewpoints are healthy in the decision-making process. Individuals have the right to disagree with ideas and opinions, but without being disagreeable.”³³

Despite these policies, the board meetings continue to be contentious. The grand jury reviewed recordings of 2025 and early 2026 board meetings, attended remotely, and attended in person. Although numerous directors acknowledge the contention during public meetings, directors often speak to colleagues in a confrontational tone, interrupt and talk over each other, or decline to take actions with the intent to shut down dialogue and defeat issues. At several meetings, agenda items died for lack of a second to a motion, or no actions were taken. Numerous items were carried forward for future consideration instead of being voted upon. Individual directors left meetings in protest. Grand jurors also observed numerous instances where directors rolled their eyes or turned their backs on other directors. Directors made allegations in board meetings about actions being “illegal.” Staff appear to be openly condescending to the board. At the January 2026 board meeting, office personnel and field

³³ Foresthill Public Utility District Policy Handbook, 2025 10 08, Foresthill Public Utility District website. Accessed January 21, 2026. <https://www.foresthillpud.com>.

technicians were in attendance. A comment was made by the GM that the staff have a difficult time concentrating on their jobs when the board is so fractured.

Good governance starts with a respectful culture. This culture builds the trust necessary to address difficult issues, make effective decisions, and uphold responsibilities as an elected official, while mistrust leads to organizational dysfunction. While policy disagreement can be healthy and even productive, respectful communication recognizes the greater goals of an organization and conveys the competence required of a director.

The PCGJ recommends professional management facilitation to achieve this goal (see Appendix 1). As per the policy handbook, an agreement to abide by the code of conduct will raise the professional standards in the FPUD while mitigating legal risks and promoting public trust. It would be more effective for directors to conduct themselves in a respectful manner worthy of elected officials.

More Training Necessary for Better Operations and Alignment between Directors and Staff

Those who choose to serve on the board should have a breadth of knowledge or avail themselves of training that encompasses the complexity of their fiduciary and oversight responsibilities. The FPUD does not provide adequate onboarding for new directors. Directors are offered access to online training specific to special district boards through the CSDA and Jurassic Parliament. The grand jury examined the FPUD's records for participation in mandated ethics and sexual harassment training. Most, **but not all**, directors participated in legally mandated trainings.

The grand jury's observance of board meetings and minutes indicates additional training for directors is necessary, both for newly elected board members and on an annual basis. In 2025, challenges during meetings were repeatedly raised between directors about parliamentary procedure, the Brown Act, remote participation, and issues such as public contract law relevant to special districts and processes for adding items to the agenda. These publicly conducted skirmishes reflected poorly on the directors and took valuable time from financial and management decision-making.

Trade associations such as the CSDA, of which the FPUD is a dues-paying member, offer numerous cost effective training courses and webinars, including those related to board and staff interface such as, “Mastering Difficult Conversations at Work.”³⁴ The FPUD’s own law firm offers free in-person training opportunities on issues such as:

- AB 1234: Ethics Training for Local Officials.
- Brown Act and Conflicts.
- California Public Records Act.
- California Environmental Quality Act (CEQA) 101.
- Mandatory Sexual Harassment Prevention Training for Supervisors/Non-Supervisors.
- Social Media in the Workplace: How Prepared Are You?

Additionally, a new state law requires California special district officials to take mandatory training that covers fiduciary responsibilities. As of January 1, 2026, Senate Bill 827 (SB 827) mandates that covered local agency officials complete biennial fiscal and financial training. While the grand jury believes membership in the Association of California Water Agencies (ACWA) may offer the FPUD more opportunity to evolve organizationally on water-related issues, the FPUD should minimally ensure it is taking advantage of every training opportunity offered by the CSDA.

Administrative Segregation of Duties Governing Fiscal Operations

The financial management of the FPUD has several mechanisms under the sole direction of the GM and in accordance with the California Government Code. Section 61053 (c)(3) requires the FPUD to adopt a system of accounting that adheres to Generally Accepted Accounting Principles (GAAP). It is crucial for organizations to have effective internal controls to maintain integrity of financial data and comply with these principles. One key component of internal control is segregation of duties.

³⁴ California Special Districts Association website. Accessed February 26, 2026. [https://www.csda.net/events/event-description?CalendarEventKey=17633eac-f154-47aa-b6ca-019a9faf211b&hlmlt=ED#:~:text=Webinar:%20Mastering%20Difficult%20Conversations%20at,Risk%20Management%20Authority%20\(SDRMA\).](https://www.csda.net/events/event-description?CalendarEventKey=17633eac-f154-47aa-b6ca-019a9faf211b&hlmlt=ED#:~:text=Webinar:%20Mastering%20Difficult%20Conversations%20at,Risk%20Management%20Authority%20(SDRMA).)

Financial segregation of duties divides financial tasks among different people to prevent fraud, minimize errors, and ensure accuracy with no single individual controlling all parts of a financial operation. The FPUD has certain internal controls in place. For example, checks require two signatures. The grand jury learned that neither the treasurer nor someone from the finance committee were consistent signatories on checks.

Day-to-day duties fall primarily on the GM. The current system lacks the necessary checks and balances; the GM and in-house administrative staff are responsible for receiving and processing invoices and bills and handling banking on behalf of the FPUD, without the fiscal experience and oversight that should be provided by an in-house finance manager. The FPUD's policy reflects a need for checks and balances, but the FPUD lacks an in-house finance manager to fulfill these duties:

3032.7 The Finance Manager shall review and approve credit-card transactions by the General Manager. The General Manager shall review and approve credit-card transactions by the Finance Manager.³⁵

The policy, as well as the FPUD organizational chart, implies this is an individual and not an outside accounting firm. Since there is not currently an individual serving in this capacity, an additional layer of safeguard is warranted, such as an in-house finance manager who reports to the board.

Additionally, while the board has historically reviewed financial records at board meetings, the GM indicated at the January 2026 board meeting that he would not be providing bank statements in the future. The GM stated this action is prompted by the directors' ability to access the GM's monthly financial reports, in which information is self-reported without corroboration provided by institutional bank statements. The refusal to provide bank statements to back up the financial reports provided to the board as part of their monthly meeting packets reflects a lack of transparency and is a matter of grave concern to the

³⁵ Foresthill Public Utility District Policy Handbook. Accessed February 1, 2026.
<https://www.foresthillpud.com/foresthill-public-utility-district-policy-handbook>

community given the board's fiduciary duty. **The board of directors, not only the GM, is legally responsible to ensure the proper financial protection is in place.**

Many organizations find that due to a small number of personnel and cost, segregation of duties is difficult to attain. There are mitigating controls a small organization can employ to reduce the risk associated with the inability to segregate financial duties.

Financial duties should be bifurcated to help mitigate risk. Past practice at the FPUD shows that a part-time in-house finance manager handled these duties. The GM should maintain authorization for approving transactions under direct supervision of the board; the in-house finance manager should handle record-keeping, reconciliation, and check disbursement.

At the February 2026 board meeting, the board of directors voted three-to-two to extend the services of the current contract accounting firm to handle the responsibilities of an in-house finance manager. When discussing the pool of applicants, the board allowed the current contracted firm four-and-a-half minutes in the public comment period to speak to the firm's billings and the benefits of a "fractional model." The speaker noted, however, that the firm was not "auditing" credit card transactions but was "touching them" for appropriateness. This is in violation of the FPUD's own written policy 3032.7, as noted above, requiring double-reviews of credit card transactions by both the Finance Manager and General Manager.³⁶

Given the board's recent vote, the board should, at the minimum, implement additional mitigating internal controls due to the lack of segregation of duties. These mitigating controls should include board members receiving a copy of monthly bank statements directly or obtaining 'view access' to bank activity and utilizing the finance committee to consistently provide the second signature on checks.

Requirements for Board Meetings

In 2025, the FPUD board held regular business meetings every month for a total of twelve meetings as well as several special meetings. An analysis of board meeting minutes for that

³⁶ Ibid. Accessed April 27, 2026. <https://www.foresthillpud.com/foresthill-public-utility-district-policy-handbook>

calendar year showed that one director was absent for the majority of the regular meetings during a health event.

FPUD Board member participation is addressed in Policy 4020, which states:

4020.10 Members of the Board of Directors shall attend all regular and special meetings of the Board unless there is good cause for absence and they must contact the general manager stating reason for non-attendance within twenty-four (24) hours of meeting.

The director's absence was allowable, but significant given his role as treasurer and one of two members of the finance committee. In unique situations such as this, the board might have considered how a prolonged absence could affect the FPUD operations and made necessary officer and committee changes to ensure continuity.

Another director provided notice to participate remotely in board meetings for two consecutive meetings. After a director objected to waiving policy for the second notification of remote participation, the board voted appropriately to not waive the teleconference policy and the director was not permitted to participate in an official capacity as a director during the meeting.

The FPUD tele-conference policy is spelled out in Policy 4020.30, which states:

4020.30 Directors are limited to participating in regular meetings via tele-conference to one regular meeting every three (3) months. Directors are limited to participating in special meetings of the full Board via tele-conference to two (2) meetings in three (3) consecutive months.

It is important to note that FPUD policy does not align with legal requirements for public meetings for governmental bodies, known as the Brown Act.³⁷ The FPUD policy neither details the limited allowable reasons for teleconferencing nor correctly reflects the limitations on remote participation in Board meetings.

Recent amendments to the Brown Act allow a member of a legislative body to participate in a public meeting remotely only to accommodate a disability or if "just cause," including

³⁷ California Government Code Sections 54950–54963. Accessed March 4, 2026.
https://leginfo.ca.gov/faces/codes_displayText.xhtml?division=2.&chapter=9.&part=1.&lawCode=GOV&title=5.

emergency circumstances, exists. Allowable reasons are defined as any one of the following circumstances: childcare or caregiving of a child, parent, grandparent, grandchild, sibling, spouse, or domestic partner that requires them to participate remotely; a contagious illness that prevents a member from attending in person; a need related to a physical or mental disability; travel while on business of the legislative body or another state or local agency; an immunocompromised relative that requires the member to participate remotely; or military service obligations.

Those reasons do not include personal out-of-state travel.

Even under an allowable “just cause” event, members of a legislative body are capped at the number of times they may participate remotely. California Government Code §54953.8.3(a)(3) limits remote participation to:

- (i) Two meetings per year, if the legislative body regularly meets once per month or less.
- (ii) Five meetings per year, if the legislative body regularly meets twice per month.
- (iii) Seven meetings per year, if the legislative body regularly meets three or more times per month.

The board should follow both state law and the FPUD written policies for all operations.

Unlawful or excessive requests for remote participation could be prevented through updated policies and more training on current law.

Oversight Needed by Placer County Local Agency Formation Commission

The Placer County LAFCO, which operates under a statutory mandate for analyzing operational effectiveness, is charged with oversight of every public entity in the county, including special districts. Part of this oversight is a sphere of influence (SOI) review, a planning roadmap designating physical boundaries and service areas for districts. California State law governing LAFCOs states, “On or before January 1, 2008, and every five years thereafter, the commission shall, as necessary, review and update each sphere of influence.” (Gov. Code Section 56425 [g]). This language encourages, if not mandates, that sphere of influence (SOI) reviews occur every five years.

The Municipal Service Review (service review) examines providers' governance structures and efficiencies. Service reviews help identify opportunities for greater coordination and cooperation, including review and analysis of:

- Current service area and services provided;
- Probable future service needs based on growth;
- Infrastructure capabilities and deficiencies;
- Financial ability to provide services;
- Adjacent disadvantaged communities and service needs;
- Effectiveness of governmental structure and alternatives;
- Any other matter related to effective or efficient service delivery as required by Commission policy.³⁸

The Placer County LAFCO operations are overseen by a commission with members from cities and towns, the county, special districts, and the public. As of the writing of this report, Supervisors Cindy Gustafson and Anthony DeMattei serve as the county government representatives on the commission; Shanti Landon is an alternate.

Local LAFCOs such as Placer LAFCO offer many benefits for local entities. Municipal service reviews may contain recommendations for change. A presentation to the California State Assembly Local Government Committee noted that LAFCOs are a resource with "Training and educational resources for compliance with State laws and best practices."³⁹

Although SOI and service reviews are intended to occur by LAFCO every five years, the FPUD has not been reviewed since 2006.

³⁸ Placer County Local Agency Formation Commission (Placer LAFCO) Policy Manual Policies, Standards, and Procedures, November 5, 2025. Accessed January 22, 2026.
<https://www.placerlafcoca.gov/files/3341732a5/Placer+LAFCO+Policy+Manual+Adopted+November+5%2C+2025.pdf>.

³⁹ An Introduction to Local Agency Formation Commissions (LAFCOs), March 9, 2023. Accessed January 22, 2026.
<https://alcl.assembly.ca.gov/sites/alcl.assembly.ca.gov/files/CALAFCO%20ALGC%20Local%20Gov%20101%20PDF%20March%209%2C%202023.pdf>.

Placer LAFCO's Five-Year Workplan indicates that the FPUD is scheduled for review in the 2025-26 calendar year,⁴⁰ but as of the writing of this report, the most recently available Multi-Year Work Program (Service Reviews) did not show a specific starting date for the FPUD.⁴¹ Changes in LAFCO leadership staff and more pressing priorities likely play a role in schedule delays. However, the FPUD would benefit from an accelerated review in 2026 and regular reviews in the future, to gain robust and constructive insights into avenues for improved organizational function at FPUD.

Conclusion

It is possible managerial accomplishments and financial and operational stability have led to a sense of complacency by some directors regarding their oversight responsibility. It is also possible that a pervasive sense that "we've always done it this way" dictates board and staff public actions. Regardless of the financial and operational status of public entities, policies and procedures must be of the highest standard and consistently followed to ensure the public interest is always represented.

The Foresthill Public Utility District is exposed to preventable financial risk due to governance failure and inadequate oversight. Public funds require protection through professional management, internal controls, and a board that understands and fulfills its fiduciary duty. As noted above, the board of directors is ultimately responsible for ensuring the proper financial protection is in place.

Corrective action is urgent and necessary to restore accountability and public confidence. The residents served by the FPUD deserve no less.

⁴⁰ Placer LAFCO Multi-Year Work Program (Service Reviews). Accessed January 22, 2026. <https://www.placerlafcoca.gov/files/deb416b6a/Placer+LAFCO+Service+Review+List%2C+2025.pdf>.

⁴¹ Agenda from Placer LAFCO meeting April 8, 2026. Accessed April 10, 2026. <https://www.placerlafcoca.gov/lafco-meetings#docaccess-d6d5f9545caead410cea31787d42daf225192099638ce234682524cb074947b1>.

FINDINGS

- F1.** The Foresthill Public Utility District failed to properly follow statutory requirements in its response to the 2024-25 Placer County Grand Jury report and recommendations demonstrating a pattern of inconsistent adherence to established policies, rules and regulations.
- F2.** Poor communication and mistrust among directors and staff have affected collaborative and timely decision-making at the Foresthill Public Utility District.
- F3.** The lack of onboarding and annual training has resulted in conflict between directors and operational misalignment with the general manager.
- F4.** The Foresthill Public Utility District does not follow Generally Accepted Accounting Principles in all aspects of financial operations.
- F5.** Directors fail to ensure adherence to segregation of duties in the financial management of the Foresthill Public Utility District.
- F6.** The general manager effectively controls access to institutional bank records, transmittal of financial data to outside financial contractors, and preparation of the annual budget with minimal board analysis, modification, or independent review.
- F7.** Although written policies and procedures governing the Foresthill Public Utility District operations exist, some policies are followed inconsistently, conflict with state law, or are ignored.
- F8.** A lack of timely review from Placer County Local Agency Formation Commission, as required under its mandate, has resulted in a void of independent insights into efficient functioning and operations.

RECOMMENDATIONS

- R1.** The Foresthill Public Utility District Board of Directors should amend its response to the 2024-25 Placer County Grand Jury final report, to clearly align responses to the specific recommendations and provide implementation timelines to recommendations, by October 30, 2026.
- R2.** The Foresthill Public Utility District Board of Directors should engage the services of a professional management consultant, such as those services offered through the California Special Districts Association on leadership/board development, board planning/facilitation, and organizational assessment, no later than October 30, 2026.
- R3.** Directors should all follow the Foresthill Public Utility District Policy Handbook and state law and complete mandatory legal and fiduciary training, and maintain records of completion as mandated by state law, no later than October 30, 2026.
- R4.** The Foresthill Public Utility District should hire an in-house finance manager, as directed in the Foresthill Public Utility District Policy Handbook, who reports directly to the board as well as the general manager, no later than October 30, 2026.
- R5.** The Foresthill Public Utility District board should exercise financial oversight to ensure segregation of duties and appropriate checks and balances, in alignment with Generally Accepted Accounting Principles as directed by an in-house finance manager, by December 31, 2026.
- R6.** The Foresthill Public Utility District board should direct the in-house finance manager to provide direct financial reporting on a monthly basis, by December 31, 2026.
- R7.** The Foresthill Public Utility District board chair and general manager should follow policies regarding parliamentary procedures, remote participation, adherence to the Brown Act provisions, and decorum for public meetings, no later than the October 2026 board of directors meeting.

R8. Given the twenty-year gap from the last Placer Local Agency Formation Commission review, the Placer Local Agency Formation Commission should conduct a service review of the Foresthill Public Utility District as part of the “Placer LAFCO Final Workplan and Budget for Fiscal Year 2025-26,” with the review scheduled no later than August 30, 2026, and exercise ongoing individual oversight as determined by that review.

REQUIRED RESPONSES

Pursuant to Penal Code § 933 and 933.05, the Placer County Grand Jury requires a response from the following:

	Findings and Recommendations Requiring Response	Response Due Date
Foresthill Public Utility District Board of Directors 25540 Main Street Foresthill, CA 95631	F1, F2, F3, F4, F5, F6, F7 and R1, R2, R3, R4, R5, R6, R7	September 28, 2026
Placer County Board of Supervisors 175 Fulweiler Avenue Auburn, CA 95603	F8 and R8	September 28, 2026
Placer County Local Agency Formation Commission 110 Maple Street Auburn, CA 95603	F8 and R8	September 28, 2026

This report was issued by the Placer County Grand Jury with the exception of one juror who recused due to the perception of a conflict. This grand juror did not participate in any aspect of the investigation, including interviews and deliberations, or in the writing or approval of this report.

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

APPENDIX 1

<https://www.csda.net/member-resources/consultant-connection>

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PUBLIC COMMUNICATION BY PLACER COUNTY CITIES

Correctable Deficiencies

PUBLIC COMMUNICATION BY PLACER COUNTY CITIES

CORRECTABLE DEFICIENCIES

SUMMARY

The residents of Placer County depend on their local city governments to provide public safety to the community, to be responsive to resident complaints and issues, and to communicate city matters. The Placer County Grand Jury received complaints from county residents regarding the difficulty of communicating with certain cities within the county. Based on these complaints, the Placer County Grand Jury determined a review of the complaint and communication policies of the six incorporated cities and towns in Placer County was warranted.

This investigation by the Placer County Grand Jury found a wide range of complaint processes, or absence thereof, and various communication methods and policies from city to city. Specifically, the grand jury discovered deficiencies exist in complaint intake procedures, inconsistent tracking of complaints, a lack of, or elusive, contact information, and unresponsive or inadequate communication with the public.

BACKGROUND

California Penal Code § 925(a) requires grand juries to investigate and report on operations, accounts, and records of the officers, departments, or functions of and within the county including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex-officio capacity as officers of the district.

Recognizing that smaller cities have limited staff and resources, these limitations do not excuse the absence of basic complaint tracking systems, a comprehensive public listing of key personnel with phone and email information, or timely responses. The Placer County Grand Jury finds the absence of structured processes in some cities has resulted in delayed responses and inconsistent communication.

METHODOLOGY

The Placer County Grand Jury (PCGJ) interviewed city staff representing the cities of: Roseville, Rocklin, Lincoln, Auburn, Colfax, and the Town of Loomis, and reviewed each city's website for ease of use, how each city provided services and information to their residents, how complaints were handled, the ease of website navigation, and how cities communicated with and responded to the public. Grand jury members also called and emailed various departments of each city to test their responsiveness.

DISCUSSION

Being responsive to citizen complaints and having effective communication with the public should be a cornerstone function of city governments. Communication failures are not merely administrative oversights; they represent a breakdown in the relationship between government and the governed. Even small cities must maintain minimum administrative standards to ensure citizen concerns are heard and addressed, along with providing ease of contacting city personnel. The PCGJ recognizes that budgets are tight. However, internal solutions exist including standardized forms, digital tracking systems, development of basic response benchmarks, and website updates. Failure to implement such measures exposes cities to reputational harm and community dissatisfaction.

Cities should have a citizen complaint process and a response policy which is timely and substantive where city management is accountable for complaint resolution and response to the complainant. In addition, cities should have readily identified departmental contact information, and a website that is easy to navigate containing all service-related issues and communication regarding city matters. The PCGJ found many of the cities fell short on some or all of these metrics. One key discovery from interviews was that most city managers were largely unaware of complaints that were submitted. There should be accountability by city management and the elected officials to be aware of issues raised by the public to ensure complaints or concerns are properly addressed by city staff.

Complaint Process

Regarding complaints, the PCGJ found some cities have a complaint form on their website that is straightforward, easy to find, and simple to fill out. In interviews, staff from these cities detailed how their cities respond to complaints. Other cities relied on receiving complaints via email, phone, or in person. In most of these cases, the complaint was directed to the appropriate department by the individual receiving the email or answering the general phone number. Some cities do not keep records of complaints, even if a particular complaint was reviewed and addressed. Some cities do not have a formal complaint process at all.

Responsiveness

To test the responsiveness of each city, PCGJ members placed phone calls to see if the phone was answered by a live person. The same procedure was used for emails. If a person did not answer and a voicemail was recorded, or an email was sent, PCGJ members documented when they received a response.

Phone calls received a variety of responses. In some cities, phone calls were readily answered by city staff. Calls to other cities were answered by an auto attendant prompting the caller to leave a voicemail. In other cases, the phone was not answered on multiple attempts with no way to leave a message.

Contact Information

The PCGJ reviewed how each city lists key departmental contact information, including email and phone numbers. For phone contact, most cities do not list direct phone numbers for individual personnel, opting to only publish their general phone number or departmental phone numbers. However, there are some cities that list direct phone numbers for individual personnel facilitating quicker responses. In most cases, individual numbers are listed for city council members, mayor, and city manager. Similarly, email addresses are generally provided for specific departments, and in some cases individual email addresses are provided.

Website

Most city websites include a comprehensive list of services, budget and finance information, planning and building requirements, codes and ordinances, public works, city council meeting information, public safety, and community news and activities. The PCGJ found most websites were user friendly and easy to navigate for general information. Some cities have developed mobile apps for cell phones that include most of the same information as their websites. These apps require a username and password to login.

New ADA Regulations

The PCGJ learned about the new Americans with Disabilities Act (ADA) requirements for city, state, and local government websites and mobile apps. “These come from a final rule the U.S. Department of Justice (DOJ) published on April 24, 2024, clarifying how Title II of the ADA applies to digital content and marks the first time the DOJ addressed a specific technical standard for government digital content.”⁴²

Key New Requirements for City Websites

1. Must Meet International Accessibility Standards

- City websites and mobile apps must conform to the Web Content Accessibility Guidelines (WCAG) 2.1 Level AA technical standards. These are internationally recognized best practices for digital accessibility.
- WCAG 2.1 Level AA includes requirements such as:
 - Text alternatives (alt text) for non-text content like images
 - Captions for live and prerecorded video
 - Keyboard operability (can navigate without a mouse)
 - Readable content regardless of text size and contrast
 - Avoiding elements that trigger seizures

2. Applies Broadly to City Digital Content

⁴² <https://www.federalregister.gov/documents/2026/04/20/2026-07663/extension-of-compliance-dates-for-nondiscrimination-on-the-basis-of-disability-accessibility-of-web>. Accessed 4/28/26.

- All web content provided or made available by the city must meet the standards — including text, images, documents (PDFs, Word files), multimedia, and mobile apps.
- Content created by vendors or contractors for the city must also meet these requirements.

3. Some Limited Exceptions

The rule includes limited exceptions where WCAG 2.1 Level AA does not need to be met immediately, such as:

- Archived content that is outdated and not generally used.
- Pre-existing conventional documents (e.g., old PDFs) that are not in current use.
- Third-party content only if it wasn't provided on behalf of the city or under contract.
- Password-protected individualized documents (e.g., specific utility bills).
- Pre-existing social media posts.

Compliance Deadlines

Deadlines depend on city population size:

- 50,000 or more - April 26, 2027 (formerly April 26, 2026)
- Under 50,000 / special districts - April 26, 2028 (formerly April 26, 2027)

During the grand jury's investigation, these compliance dates changed from the original requirements. After these dates, cities must ensure ongoing accessibility of new and updated content.

What This Means for Cities in Practice

- Audit current web content and mobile apps for accessibility gaps.
- Fix issues like missing alternative text, inaccessible PDFs, videos without captions, and poor keyboard navigation.
- Adopt policies directing staff and contractors to produce accessible digital content.

- Monitor ongoing compliance as websites and apps change over time.⁴³

This new requirement was only mentioned by the City of Roseville during interviews. In interviews with other cities, staff did not mention this requirement. The cost to cities to comply is unknown but could be significant enough to delay implementation. It may force cities to remove documents from their website until they can be reformatted and republished. This could take an extended period of time and citizens will not have access to key city information. Specifically, the City of Roseville staff noted they would not have had enough time or resources to meet the original deadline for compliance. They plan to remove many documents from their website until they can reformat them to be compliant. This will reduce their communication effectiveness.

The City of Roseville

Placer County's largest city, Roseville, has an estimated 2026 population of 170,696 as listed by the World Population Review.⁴⁴ According to Roseville staff, there are an estimated 75,000 households and the city covers forty-three square miles.

Roseville has an extensive website covering all aspects of the city's twenty departments including services, utilities, building and economic development, community events, and news. Staff reported they update the website every five years or sooner if needed. It is a comprehensive website that is easy to navigate in most cases. There are multiple ways to access most sections and information on the website, and the "How Do I..." section⁴⁵ is particularly useful. Phone calls to the general number are answered by a staff member who then directs the call to the appropriate department. Roseville has a policy that all contacts to the city receive a follow-up phone call within 24 hours, regardless of whether the issue was resolved or not. This lets the citizen know their contact or complaint was received and is being reviewed.

⁴³ Ibid.

⁴⁴ <https://worldpopulationreview.com/us-cities/california/by-county/placer-county>. Accessed February 2, 2026

⁴⁵ <https://www.roseville.ca.gov/myrsvl/index.php>. Accessed April 28, 2026.

Roseville has remote work and sick policies that every department shall always have multiple people in their respective offices to be responsive to phone calls. The Roseville IT department sets up an email forward to the department head for any staff member on extended leave to ensure the city is responsive.

As of the writing of this report, Roseville has a complaint system on their website for ten general issue areas including, but not limited to, abandoned vehicles, crime, graffiti, standing water and noise complaints. For these general complaint issues, Roseville residents file their complaint through an online form with one click. However, there is not a straightforward way to file a complaint for non-general issues or to any specific department. One must go through the MyRSVL cell phone application⁴⁶, which requires a login and is separate from the website, and navigate to the desired department and find the “comment” section. It takes many clicks to get to this area and, as a result according to staff, residents prefer to contact a specific department directly by either calling or emailing their complaint.

Staff explained that all complaints are tracked, recorded, and the data is retained. The city manager receives a copy of all complaints, reports these to the city council once per quarter, and receives a notification when the complaint or issue has been resolved.

The City of Rocklin

Rocklin is Placer County’s second largest city. With a population of 500 people in 1870, Rocklin’s population currently, according to the World Population Review, is 76,807 and the city covers nearly twenty square miles.⁴⁷

Rocklin’s website is a comprehensive, user-focused, and friendly website emphasizing its reputation as a top, fast-growing city in Placer County. The website has numerous links highlighting important information for residents, business and development, government, visitors, issuances of permits, and includes a “I Want To” link.⁴⁸ Each link provides drop-down

⁴⁶ <https://www.roseville.ca.us>. Accessed February 2, 2026.

⁴⁷ <https://worldpopulationreview.com/us-cities/california/by-county/placer-county>. Accessed February 2, 2026.

⁴⁸ <https://www.rocklin.ca.us/i-want>. Accessed April 28, 2026.

menus to help the user in locating and navigating services in Rocklin. The Government and Department links direct the user to the leadership contact information.

The City of Rocklin does have an optional hybrid remote work schedule at the discretion of the different departments at a maximum of two days a week with no reported complaints from the public about any delay in response time. Staff explained that the protocol for communications with citizens when calling by phone, if calling during work hours and calling the general number, is to have a live person answer the phone with the goal of not passing the caller to voicemail. However, a PCGJ member tested this and upon no answer by a live person, the auto attendant answered. One option was to connect to a live attendant and upon selecting that option, the call was transferred to the utility billing department's voice mail.

If communicating via the website, there are protocols in place depending on which department is receiving the inquiry from the citizen with the goal of responding in one business day. Every department is responsible for managing its own communications. If the main contact person is out of the office, they provide an alternate contact person. Rocklin does not have a formal complaint process on their website. However, the AccessRocklin⁴⁹ cell phone application does allow complaints to be filed and tracked. During interviews with city staff, senior management did not indicate knowledge of any complaints that the city receives, nor if complaints were communicated to the City Council. This raises an issue of accountability to Rocklin's citizens. The City of Rocklin's communication protocol and efficiency with its community indicates a user-friendly website, easy to navigate, with multiple links to different areas. Links include residents, business and development, government, and visitor information which provide drop down menus with multiple links and contact information for city departments including city leadership. There is also a separate window offering links to topics such as job openings, reporting a community issue, and city council agendas. There is a "contact us" link⁵⁰ for the city as well as a staff directory and website feedback. Speaking with a live person appears to be the

⁴⁹ <https://www.rocklin.ca.us/access-rocklin>. Accessed April 28, 2026.

⁵⁰ <https://www.rocklin.ca.us/contact-us>. Accessed April 28, 2026.

norm not the exception. The citizens and businesses in Rocklin will find the city's ability to communicate robust and comprehensive.

The City of Auburn

Serving as the county seat, the City of Auburn hosts the majority of county offices and support infrastructure. The city encompasses approximately seven and a half square miles and has a population of 13,773 according to the World Population Review.⁵¹

The city's website homepage is comprehensive, highlighting city government, services, business, and information for residents and visitors. The "How Do I..." section⁵² provides an extensive list of topics. Auburn has a "Commitment to Transparency" statement listed on the website, but it does not mention a communication policy or a response timeframe. According to city staff, Auburn relies on both phone and email for communicating with the public, along with an emphasis on social media. Staff reported callers will reach a live person on the phone "most of the time" during business hours. For after hours or holidays, the phone system does not allow a message to be left and disconnects the call. When searching for contacts by department, there are individuals listed for some of the departments with direct phone numbers and email addresses. However, contact information is not consistent for all the departments. For example, the Accounts Payable section only lists a general email address (not person specific), whereas the Finance section lists the finance director's name, phone and email address.

While there is a complaint form online, staff advised that most complaints either go directly to the city manager or specific department by phone or email. Complaints can also go to a city council member or mayor which are forwarded to the city manager. To file a complaint, or "Report a Concern,"⁵³ the user must first create an account with a username and password upon which the user has options to register their concern for police or fire, airport, public

⁵¹ <https://worldpopulationreview.com/us-cities/california/by-county/placer-county>. Accessed February 2, 2026

⁵² <https://www.auburn.ca.gov/360/How-Do-I>. Accessed April 28, 2026.

⁵³ <https://auburn.ca.gov/RequestTracker.aspx>. Accessed April 28, 2026.

works, code enforcement, and “other.” The “other” category captures complaints and concerns for all other areas. The form is the same for all categories and is easy to fill out.

One positive website feature, supporting the city’s commitment to transparency, is the online citizen request tracker of open or closed requests utilizing CivicPlus⁵⁴ software. CivicPlus is a company offering a suite of software options for governmental bodies including municipal websites, community development, web accessibility, and public records management.

According to Auburn staff, each category is assigned to designated staff recipients who receive an email notification when a complaint or concern is submitted. Assigned staff have backend access to the system, allowing them to log in, review submissions, update statuses, and add comments. Staff may also contact residents directly if needed. Residents must create or log into a user profile to track the status of their request. The system uses three status designations: New, In Progress, and Closed. The city does not directly host or retain these records; they are stored within the CivicPlus software platform. Requests remain in the system unless manually deleted by city staff.

For complaints that result in property damage, the complaint becomes a claim and involves the city manager for resolution. While claims are tracked for liability reasons, general complaints are not tracked. The city designates complaints involving city services, such as streetlights or potholes, as service requests which the appropriate department is expected to address.

The City of Lincoln

In recent years, the City of Lincoln has been one of Placer County’s fastest growing cities with a current population of 59,416, covering just over twenty-four square miles according to World Population Review.⁵⁵

The city’s website utilizes a scrolling header to highlight particular areas of interest city officials wish to communicate, including key current events. The home page also has links to press

⁵⁴www.civicplus.com. Accessed March 23, 2026.

⁵⁵<https://worldpopulationreview.com/us-cities/california/by-county/placer-county>. Accessed February 2, 2026

releases, council agendas, events, and links to other city management categories. The site is reasonably easy to navigate, and most key areas are accessed with two to three clicks.

The site provides an extensive list of phone numbers to the various departments in the “Contact Us” section,⁵⁶ including direct phone numbers to council members and city management. There is also an extensive phone list of the twenty-three departments, but individual personnel are not listed. There are no email addresses listed for individual staff, only for departments. Lincoln seems to encourage citizens to call rather than email, but phone calls are consistently not answered by a live person. When the general number for Lincoln is called, the auto attendant provides the typical voicemail tree of various departments to reach. All options transfer to recordings to leave a message. When the auto-attendant directs the caller to choose the option to reach a live person, the caller does not reach a live person. Instead, the call transfers to a voicemail in the utility billing department.

Communication with the public appears to be a large challenge for Lincoln. There is an inconsistency in departmental response. For example, the PCGJ attempted to contact the city six times to schedule an interview with a senior city employee with no response. Because of this unresponsiveness, the PCGJ had to hand deliver a written request. The city responded to this request several days later. In another example, PCGJ left a message for the code enforcement department who responded five days later. The lack of responsiveness in their communication is an area that needs to be addressed.

The City of Lincoln’s complaint system appears to be easy to navigate. From the home page, citizens can navigate through the “I Want To...” section⁵⁷ and file a city service request, report a problem for public works, code enforcement, cybercrime, traffic concerns, or provide feedback or compliments for the other departments. The respective forms are short and straightforward. Lincoln has an extensive form for reporting alleged criminal activity.

⁵⁶ <https://www.lincolncalifornia.gov/contacts-directory/>. Accessed April 28, 2026.

⁵⁷ Ibid.

The City of Colfax

The City of Colfax is the smallest city in Placer County and is 1.4 square miles with 2,091 residents according to the World Population Review.⁵⁸

Although it is a small city, it has a five-member city council, and the council meets on the second and fourth Wednesday of each month. The city council posts all agendas and meeting minutes in accordance with legal notice requirements and receives reports from the Placer County Sheriff's Office, the California Highway Patrol, Placer County Fire Department/CALFIRE, and Caltrans.

The City of Colfax's website is robust and has links to the monthly agendas and minutes as well as links to the Planning and Building Departments, Event Applications, Hazardous Vegetation Ordinance, and a form for confidential complaints. When filing a complaint, the complainant can either download a fillable form and submit it via the website or complete the form included in the complaint link, which will automatically be submitted to Colfax City Hall. When the complaint is received by Colfax City Hall, it is directed to the appropriate department for follow-up. Urgent complaints are handled immediately.

The main number for Colfax City Hall is listed at the top of the staff link. Each department within the City of Colfax lists the name of the employee in that department, along with their direct email address. Calls are answered and directed to the appropriate department. The website is easily navigated and user friendly. While the City of Colfax is the smallest city in Placer County, it has one of the more robust and informative websites.

The City of Colfax was investigated by the 2021-22 Placer County Grand Jury regarding its complaint process. The City of Colfax implemented the grand jury's recommendations, while also updating their website and adding contact information for each department and personnel.

⁵⁸ <https://worldpopulationreview.com/us-cities/california/by-county/placer-county>. Accessed February 2, 2026

The Town of Loomis

The Town of Loomis has a population of 6,995 people and covers just over seven square miles according to the World Population Review.⁵⁹

The town has a website⁶⁰ that provides basic information including Community, Contact, Events, Government, Jobs, Permits, and Services. The contact tab on the website provides the user with a button for a directory of the town's contacts, of which there are twelve listed. Clicking the link directs the individual to another page that lists the departments. Most do not have a phone number or contact name, only an email address. For further information, the user must click on the department link. Departments do not always have a phone number or email contact. The listing of contact information is inconsistent.

Interviewed staff did not know the last time the website was updated. When calling the main number, staff will answer and direct the call to the desired department and if necessary, provide the direct phone number. If a live person is unavailable, a recorded message will provide all the departments and either phone numbers or extensions.

Staff are available Monday through Friday and typically respond in 24 to 48 hours. The PCGJ sent emails to a few departments which were returned the same day.

The PCGJ inquired as to what mechanism is in place if there is a complaint. There is general contact information on the contact page of the website and there is a code enforcement complaint form. For general complaints, there are a few ways to register a concern through the search feature, but there is not a direct complaint option on their website.

According to staff, there are few complaints. When a complaint is received, the town clerk forwards it to the appropriate department. If complaints go directly to a department, the clerk is copied. In either case, the clerk is responsible for following up with the complainant regarding the status of the complaint. The clerk also retains all complaints.

⁵⁹ <https://worldpopulationreview.com/us-cities/california/by-county/placer-county>. Accessed February 2, 2026.

⁶⁰ <https://loomis.ca.gov>. Accessed March 25, 2026.

When Costco opened in May 2024, tax revenues increased and staff cited a need for increased fiscal planning. The Town of Loomis is working on long-term goals on how to best utilize the increase in funds to better serve its citizens. At the time of the interview, staff did not indicate if any of those funds would be directed to their communication program.

FINDINGS

The City of Roseville

- F1.** Individual contact information for the City of Roseville is not provided except for the senior management, making it more challenging for citizens to reach the appropriate individual.
- F2.** The City of Roseville's complaint system is easy to use for general issues but locating the form to submit for specific departmental issues is difficult to find on the website or the MyRSVL app, forcing citizens to attempt calling or emailing their complaint or not registering their concern at all.
- F3.** The City of Roseville's policy for responding within 24 hours is the most prompt in Placer County.
- F4.** The City of Roseville's website is comprehensive and generally easy to navigate, which provides access to city information and enhances the user's experience.

The City of Rocklin

- F5.** The City of Rocklin confirmed that it does not have a formal citizen complaint policy or online form, requiring citizens to attempt calling or emailing their concerns.
- F6.** The option to connect to a live attendant on the City of Rocklin's main phone system is frequently forwarded to the utility billing department's voicemail, which may or may not be what the caller is trying to reach and, if not, leads to citizen frustration.

- F7.** There does not appear to be accountability to the city council regarding citizen complaints which impedes the council's ability to make decisions to rectify issues that fall under its purview.
- F8.** Calls to several City of Rocklin departments were answered by a live person while other menu option selections were sent to voicemail or auto attendant resulting in inconsistent responses across the city.
- F9.** The City of Rocklin's website is generally easy to navigate, which provides access to city information and enhances the visitor experience.

The City of Auburn

- F10.** While there are certain departmental areas on the City of Auburn's website that list specific individuals with their phone and email contact information, this is not consistent across all departments, potentially increasing the time required to locate the correct individual.
- F11.** Staff indicated the City of Auburn does not have a policy to respond to public requests or complaints within a certain period, potentially creating uncertainty whether concerns will be addressed.
- F12.** Phone calls to the City of Auburn after hours or holidays do not automatically go to voicemail, often disconnecting the caller, and forcing a call back by the caller.
- F13.** The online complaint tracking tool used by the City of Auburn is innovative, demonstrates transparency, and inspires confidence by citizens that their complaint or concern has been addressed.

The City of Lincoln

- F14.** The City of Lincoln is either non-responsive or slow to respond to citizen phone calls or emails, resulting in potential citizen frustration and lack of confidence that their city government is receptive to or will resolve citizen issues.

F15. The Placer County Grand Jury was unsuccessful in getting a response from City of Lincoln officials via emails and phone calls, requiring an onsite visit to get a response.

F16. The City of Lincoln lacks timeliness and consistency in their policies for communicating with the public.

F17. The phones at the City of Lincoln are frequently not answered by a live person and are forwarded to the utility billing department's voicemail. This situation wastes time and leads to possible citizen frustration.

The Town of Loomis

F18. The listing of the Town of Loomis contact information for departments and specific personnel on their website is not consistent, making it difficult to contact the appropriate person.

F19. The Town of Loomis' website is not easily navigated, which impedes citizens' access to information.

F20. The Town of Loomis' complaint forms are not easily accessible on its web page, forcing citizens to call or email their concerns.

F21. The Town of Loomis responds to emails and phone calls in a timely manner, which does help citizens initiate a response to their issue.

The City of Colfax

F22. The City of Colfax was investigated by the 2021-22 Placer County Grand Jury regarding its complaint system. The city updated its system, website, and contact information. No other findings were warranted by the 2025-26 grand jury.

RECOMMENDATIONS

The City of Roseville

- R1.** The City of Roseville direct phone number and email for each department head or lead administrative person should be listed on its website and in the MyRSVL app by October 1, 2026.
- R2.** The City of Roseville complaint process for any general issue or departmental issue should be streamlined and made easy to find on the website and in the MyRSVL app by October 1, 2026.

The City of Rocklin

- R3.** The City of Rocklin should adopt a formal written complaint handling process that includes intake procedures, documentation requirements and response timeliness by October 1, 2026.
- R4.** The main City of Rocklin telephone menu should be updated to direct the caller to the “attendant” and not the utility billing department by October 1, 2026.
- R5.** The Rocklin City Manager should report complaints and their status to the city council quarterly beginning October 1, 2026.
- R6.** The City of Rocklin should update its phone system, allowing the option of a live person to be contacted for all phone calls placed to the city during normal business hours by October 1, 2026.

The City of Auburn

- R7.** The contact listing for the City of Auburn personnel, including phone and email information, should be included and consistent for all departments by October 1, 2026.
- R8.** The City of Auburn should include a 24-hour response time to all public contact or complaints in their communication policy by October 1, 2026.

- R9.** The City of Auburn should update the after-hours phone system, so callers are not disconnected, by October 1, 2026.

The City of Lincoln

- R10.** The City of Lincoln should develop or review its formal response protocol to citizens' concerns or complaints, by including a requirement for an email or a phone call response within 24 hours by October 1, 2026.
- R11.** The City of Lincoln should update the city's communication policy and provide training to management staff and city officials on communicating with the public by October 1, 2026.
- R12.** The City of Lincoln should update its phone system, allowing the option of a live person to be contacted for all phone calls placed to the city by October 1, 2026. For calls answered by the auto attendant, the City of Lincoln should change the transfer feature from the utility billing department to a general mailbox by October 1, 2026.

The Town of Loomis

- R13.** The Town of Loomis should provide a comprehensive list of phone numbers and email addresses for each department and key departmental personnel by October 1, 2026.
- R14.** The Town of Loomis should update its website to be easily navigated by October 1, 2026.
- R15.** The Town of Loomis' general complaint form should be updated and made more accessible on its website by October 1, 2026.

REQUIRED RESPONSES

The following responses are required, pursuant to Penal Code sections 933 and 933.05, from the following elected officials:

	Findings and Recommendations Requiring Response	Response Due Date
Roseville City Council 311 Vernon Street Roseville, CA 95678	F1, F2, and R1, R2	October 1, 2026
Rocklin City Council 3970 Rocklin Rd Rocklin, CA 95677	F5, F6, F7, F8, and R3, R4, R5, R6	October 1, 2026
Auburn City Council 1225 Lincoln Way Auburn, CA 95603	F10, F11, F12, and R7, R8, R9	October 1, 2026
Lincoln City Council City Hall 600 6 th Street Lincoln, CA 95648	F14, F15, F16, F17, and R10, R11, R12	October 1, 2026
Loomis Town Council 3665 Taylor Rd Loomis, CA 95650	F18, F19, F20, and R13, R14, R15	October 1, 2026

INVITED RESPONSES

	Findings and Recommendations
Dominick Casey, City Manager City of Roseville 311 Vernon Street Roseville, CA 95678	F1, F2, and R1, R2
Aly Zimmermann, City Manager City of Rocklin 3970 Rocklin Rd Rocklin, CA 95677	F5, F6, F7, F8, and R3, R4, R5, R6
Sean Rabe, City Manager City of Auburn 1225 Lincoln Way Auburn, CA 95603	F10, F11, F12, and R7, R8, R9
Sean Scully, City Manager City of Lincoln City Hall 600 6 th Street Lincoln, CA 95648	F14, F15, F16, F17, and R10, R11, R12, R13

Dirk Brazil, Interim Town Manager Town of Loomis
3665 Taylor Rd
Loomis, CA 95650

**F18, F19, F20, and R13, R14,
R15**

Ron Walker, City Manager
City of Colfax
PO Box 702
Colfax, CA 95713

F22

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury do not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.



THE HARBOR

Bridging the Gap for Substance Use Disorder Treatment

THE HARBOR

BRIDGING THE GAP FOR SUBSTANCE USE DISORDER TREATMENT

SUMMARY

Substance use disorder is a challenging disease that impacts individuals, families, communities, and resource providers. Treatment for the misuse of alcohol, prescription drugs, or illicit drugs involves numerous modalities including counseling, intensive outpatient services, and residential care. Placer County provides substance use disorder treatment services for Medi-Cal beneficiaries and those who are underinsured or uninsured.

The 2025-26 Placer County Grand Jury investigated how Placer County is providing substance use disorder treatment, examined the shortage of bed capacity within Placer County for those needing residential treatment, and explored how Placer County is addressing the needs of those requiring admission into a residential facility. The Placer County Grand Jury found that Placer County Health and Human Services launched a new innovative program, The Harbor, and learned how this program advances access to substance use disorder residential treatment within Placer County.

BACKGROUND

California Penal Code § 925 requires grand juries to “investigate and report on the operations, accounts, and records of the officers, departments, or functions of the county including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex officio capacity as officers of the districts.” This Placer County Grand Jury report provides an overview of how The Harbor complements the substance use disorder treatment approach by Placer County Health and Human Services. The Harbor bridges the gap for individuals awaiting placement in residential treatment programs as well as to those exiting resident treatment programs to a lower level of care.

Substance use disorder is characterized by uncontrolled use of a substance despite harmful consequences.⁶¹ The disorder encompasses misuse of alcohol, prescription, or illicit drugs. The Diagnostic and Statistical Manual of Mental Disorders provides specific criteria for diagnosing substance use disorder as a problematic pattern of substance use leading to clinically significant impairment or distress as manifested by at least two of eleven elements occurring in a twelve-month period. In recent years, approximately 5.6 million Californians age twelve and older met this criteria.⁶²

While Placer County Health and Human Services uses the term “substance use services,” the term “substance use disorder” as used in this report, is based on the terminology of the United States Substance Use and Mental Health Services Administration.⁶³

Funding Structure for Placer County Substance Use Disorder

Placer County’s budget for Substance Use Disorder services for fiscal year 2025-26 is \$15,640,477.⁶⁴ The funding for those programs is derived through a variety of federal, state, and local sources, including the state Drug Medi-Cal and Drug Medi-Cal Organized Delivery System. Additional funding comes from federal and state grants, including the Substance Use Prevention, Treatment, and Recovery Services Block Grant program, Behavioral Health Continuum Infrastructure Program grants, Proposition 47 grant funds, and American Rescue Plan Act funds. There are also funds from settlement and bankruptcy agreements with opioid manufacturers and distributors, other county and state sources, and Placer County’s General Fund.

⁶¹ American Psychiatric Association, “Addiction and Substance Use Disorders.” accessed February 9, 2026.

<https://www.psychiatry.org/patients-families/addiction-substance-use-disorders>.

⁶² Kelleher, Chelsea and Kelly Rozier. “Substance Use in California Almanac — 2025 Edition.” California Health Care Foundation, September 2025. <https://www.chcf.org/resource/substance-use-in-california-almanac/>.

⁶³ U.S. Substance Abuse and Mental Health Services Administration (SAMHSA) website. Accessed March 4, 2026. <https://www.samhsa.gov/substance-use/what-is-sud>

⁶⁴ County of Placer, 2025-2026 Adopted Budget. Accessed February 9, 2026. <https://www.placer.ca.gov/DocumentCenter/View/94431/FY-2025-26-Placer-Budget-Book-PDF>.

METHODOLOGY

The Placer County Grand Jury (PCGJ) began by comprehensively looking at substance use and misuse in Placer County. The PCGJ examined substance use disorder (SUD) programs and their effectiveness, and found Placer County has many effective programs and services for substance abuse treatment for eligible county residents.

The PCGJ conducted multiple interviews with Placer County administrators and staff, gathering information from local county officials, law enforcement, and health care professionals. The PCGJ examined public records and federal, state, and county budget information and statistics. The PCGJ conducted a tour of The Harbor along with reviewing intake and screening documents.

DISCUSSION

Residential treatment options for severe SUD-affected individuals in Placer County are currently limited. This is due, in part, to the closure of a twenty-bed residential treatment facility in Auburn in 2024. While Placer County Health and Human Services (HHS) has a number of outpatient treatment programs, the resources for critical SUD patient residential care programs are limited. This discussion focuses on The Harbor program, a short-term interim facility in Roseville, intended to assist people (clients) awaiting admission into a residential facility or transitioning to an outpatient program. The Harbor is a new and innovative program designed to complement existing treatment facility options.

The PCGJ found The Harbor helps to close an existing critical gap by ensuring clients are immediately ushered into a pathway to treatment, reducing or eliminating the wait for a residential bed, which alleviates the risks associated with those delays. The Harbor's successful launch and operations serve as a model for other counties with delays to residential care and treatment, aimed at increasing the success rate of treating people with SUD.

Understanding how individuals access treatment in Placer County may help show why The Harbor program is an integral part of the many SUD treatment tools available to HHS. This

includes the screening process, an assessment as to which treatment plan is appropriate, and how individuals are supported through the various programs.

Population Served by Placer County Health and Human Services

The State of California’s Medicaid program, which provides free or low-cost health coverage to eligible individuals and families, is known as Medi-Cal. Medi-Cal provides services for SUD as an essential health benefit. California’s Drug Medi-Cal Organized Delivery System (DMC-ODS) provides organized SUD treatment to eligible Medi-Cal members, and Placer County is one of the counties that provides SUD services via the DMC-ODS. In 2025, approximately 17% (or 75,450) of Placer County’s residents were enrolled in Medi-Cal.

Substance Use Disorder Screening

Placer County Health and Human Services offers numerous programs designed to identify and support eligible individuals seeking support for SUD. For many people, it begins with screening, which funnels individuals into the right type of care and treatment. According to HHS, screening clinics offer information, resources, referrals, and linkage to substance use treatment. Placer County Health and Human Services offers five screening clinics in Roseville and Auburn, which operate Monday through Friday and offer free screening without the need for an appointment. At the screening clinics, clients can meet with staff and explore treatment options. For after-hours care, clients can request services on a 24/7 access line.⁶⁵

Screening for eligible beneficiaries can be accessed in a number of different pathways including:

- Voluntary individual screening conducted with various providers or County staff.
- Mandatory drug screening for county probationers under 2011 California Assembly Bill 109.
- Screening conducted to ensure compliance with orders of collaborative courts, which “combine judicial supervision with rehabilitation services that are rigorously monitored

⁶⁵ County of Placer Health & Human Services, Substance Use Services website. Accessed February 9, 2026. <https://www.placer.ca.gov/2198/Substance-Use-Services>.

and focused on recovery to reduce recidivism and improve offender outcomes.”⁶⁶ In Placer County, those programs include Mental Health Court, Veteran’s Court, and Drug Court.⁶⁷

In November 2024, California voters approved Proposition 36, intended to provide SUD treatment for those facing certain drug charges, including third-time drug offenses, who could accept substance use disorder or mental health treatment in lieu of up to three years in jail or prison. A recent statewide analysis by the Judicial Council of California reported mixed success in the first 6 ½ months of the program, although the council acknowledged lagging data may play a role in the analysis.⁶⁸ Placer County began implementation of this measure in January 2025.

Placer County Health and Human Services reported screening 990 individuals in 2023, 1,142 in 2024, and 1,089 in 2025. Approximately 987 qualifying Medi-Cal, underinsured and uninsured individuals sought SUD treatment in Placer County in 2024, and 1,133 individuals sought treatment in 2025 according to HHS. While the number of screenings are not consistent with the number of treatments, particularly in 2025, HHS staff explained that they are treating more people than screened directly through the county.

In early 2024, Placer County’s only residential treatment provider closed its facility permanently. As a result, the county’s Medi-Cal beneficiaries in need of residential treatment for SUD have been placed in treatment facilities in neighboring counties. Although the county is in the process of building a new residential facility, the current wait for placement in residential treatment can take up to three weeks, according to HHS staff. This delay presents a serious barrier and has negative implications for individuals seeking treatment.

⁶⁶ County of Placer Office of the District Attorney website. Accessed March 1, 2026. <https://www.placer.ca.gov/7410/Collaborative-Courts>.

⁶⁷ Ibid. Accessed March 1, 2026.

⁶⁸ Judicial Council of California. “Preliminary Proposition 36 Court Data (December 2024 to June 2025)”, published October 1, 2025. <https://courts.ca.gov/system/files/legislative-reports/lr-2025-preliminary-proposition-36-court-data.pdf>.

Treatment Options

There are numerous options for SUD treatment depending on individual manifestation of disease and disease severity. Placer County offers multiple levels of treatment based on American Society of Addiction Medicine criteria. These include outpatient groups held several times per week, intensive outpatient groups, withdrawal management for seven to ten days in a residential setting, longer term residential treatment lasting an average of thirty days, and Opioid Treatment Programs such as Medication-Assisted Treatment and Narcotic Replacement Therapy. The number of individuals treated by HHS has increased year-over-year during the last few years.

While HHS offers a comprehensive continuum of services for county-sponsored SUD treatment, some gaps in services have been identified. Like many counties in California, Placer County has capacity shortages in residential beds. The Fiscal Year 2022-23 DMC-ODS External Quality Review, prepared for the California Department of Health Care Services (DHCS), noted that in Placer County, “wait times for residential treatment are lengthy and clients report waiting between two weeks to four months for treatment.”

The length of time spent between SUD “treatment-initiation” (willingness to begin treatment) and transition to care is critical. Rapid access to treatment is imperative to mitigate opportunities for further misuse and abuse and the potential of more negative outcomes.

In early 2024, Placer County’s only residential treatment provider closed its facility and those beneficiaries in need of residential treatment for SUD have been mainly directed to treatment at facilities in neighboring counties with one exception. Placer County Health and Human Services contracted with Community Outreach Recovery & Rehabilitation (CORR) in 2025 to provide residential care for post-release inmates needing SUD care. Placer County Health and Human Services sends two to three clients per month to this program. Area facilities used by HHS:

- Granite Wellness Center - Nevada County
- Progress House - El Dorado County
- Pathways - Sutter County

- GLOM (God's Love Outreach Ministry) - Sacramento County
- Wellspace Health - Sacramento County
- CORR – Community Outreach Recovery & Rehabilitation – Placer County

New Residential Facility

In 2025, Placer County received a \$14.5 million Proposition 1 Bond Behavioral Health Continuum Infrastructure Program (BHCIP) grant to support the conversion of a county-owned building at the Placer County Government Center in Auburn into a forty-four bed facility for SUD residential treatment to re-establish access to local care for residents.⁶⁹ This new facility has an estimated opening of January 2027.

The current delay in residential placement presents a serious barrier for individuals seeking treatment. According to HHS, the longer a person has to wait for treatment, the higher the chance of continued or increased substance abuse, an increased likelihood of family and social relationship issues, and ultimately an increased chance of legal issues including arrest and incarceration. Additionally, according to HHS, people may go through treatment multiple times before sustained remission which may include one or all three stages of treatment. This new facility will help address the shortage of residential facilities for Placer County residents, but there will still be a shortfall necessitating ongoing use of facilities such as The Harbor.

Overview of The Harbor

In November 2024, the Board of Supervisors approved an agreement for the County to partner with the Alliance for Mentally Ill Housing, Inc. (AMIH) to manage the facility for The Harbor, a short-term residence designed to complement Placer County's treatment continuum. Placer County Health and Human Services funded the program through a combination of BHCIP and American Rescue Plan Act grant funds, and now facilitates client treatment and services.

⁶⁹ County of Placer news release, published May 22, 2025. Accessed March 1, 2026.
<https://www.placer.ca.gov/10295/Placer-awarded-145M-to-build-new-resident>.

The Harbor offers short-term services to individuals awaiting placement in residential treatment programs as well as to those exiting residential treatment programs to a lower level of care – a unique dual model.⁷⁰ This “bridge” program is how HHS helps address the gap in accessing residential bed space.

Opened in February 2025, The Harbor is located in Roseville at a previous hotel on Douglas Boulevard. The location is strategic given its close proximity to retail outlets, medical services, and county resources. Placer County purchased this building to establish a permanent supportive housing complex. In addition to this subsidized housing program and a mental health program, the county was able to make space for The Harbor. The Harbor provides residential space for six women and ten men. Placer County Grand Jury members toured the facility and were impressed with the quality of the remodeling, the cleanliness, and overall layout of the building. Specific to The Harbor living spaces, the areas have a dorm-style sleeping area utilizing both single beds and bunk beds with personal storage for each individual, a dedicated restroom, and a fully contained kitchen. Food is supplied by AMIH.

⁷⁰ County of Placer news release, published February 25, 2025. Accessed March 1, 2026.
<https://www.placer.ca.gov/10184/Unique-substance-use-recovery-facility-o>.



Photo of the lobby at
The Harbor

Photo credit: PCGJ



Photo of the lobby at
The Harbor



Photo of the kitchen area
at The Harbor

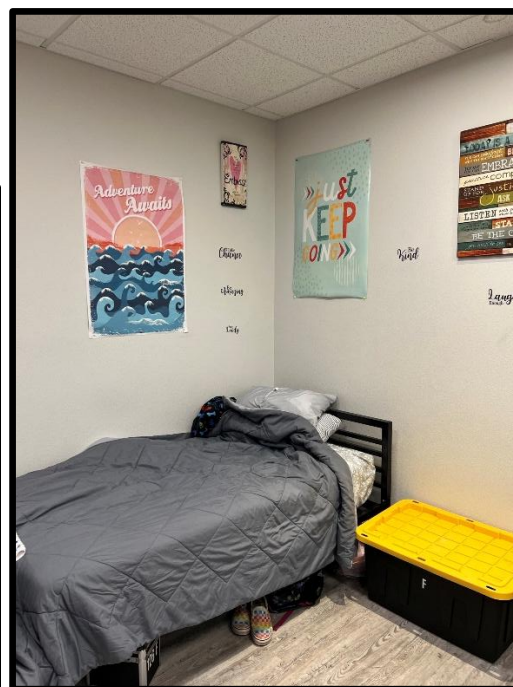


Photo of a single bed at
The Harbor

The Harbor participants are required to participate in daily self-help or group therapy sessions overseen by HHS staff. It is designed to provide a safe, supportive environment for Placer County adults actively pursuing recovery.

The average stay at The Harbor is seven to ten days. According to HHS, at the end of December 2025, The Harbor had served 165 men and women, and none of those clients were reported to have relapsed. If The Harbor is at capacity, then HHS still supports those needing treatment by providing tailored services and follow up until they can be admitted into The Harbor or other facilities.

According to HHS, “What makes The Harbor truly stand out from other programs is its flexibility. Whether someone is transitioning from inpatient care or waiting for a spot in a residential program, The Harbor ensures they’re not left to navigate recovery alone. Right now, the wait time for residential treatment averages about three weeks. Without a stable place to

go, individuals are at risk of falling back into old patterns or facing crises such as homelessness, arrests, or emergency room visits. This is a model that prioritizes progress.”⁷¹

It is clear The Harbor is functioning as a vital link to the complex methods used to treat SUD in Placer County. It provides a significant increase in flexibility and strategic options for HHS management of residential treatment between longer term care, transitioning to residential recovery and outpatient programs, and eventually to full remission. The goal of HHS is to ensure that individuals seeking treatment do not fall into a gap where they are not receiving treatment for a period of time which can lead to more severe issues.

Individual Support

Placer County Health and Human Services employs a multi-faceted approach to supporting individuals through the SUD treatment process supported by a staff of seventeen professionals. Each client is assigned a case manager. The HHS staff develops a plan for each client upon discharge.

CONCLUSION

The pathway for individuals with substance use disorder can be challenging. With The Harbor program, Placer County Health and Human Services has expedited the entry into residential treatment, closing a critical gap in delivery of prompt services. Placer County Health and Human Services staff should be commended for their solution-oriented approach, which may serve as a model for other resource constrained counties in California.

FINDINGS

F1. The addition of transitional residential beds in Placer County bridges the time between screening and placement into substance use disorder treatment, decreasing the likelihood

⁷¹ Ibid. Accessed March 1, 2026.

individuals abandon their pursuit of treatment and mitigating the potential of continuing negative outcomes.

F2. By targeting grant funds for short term transitional care, Placer County Health and Human Services created a highly innovative program, with central access to other services, removing a significant barrier to seamless placement for substance use disorder treatment.

F3. With a high rate of successfully transitioning individuals with substance use disorder into residential care, The Harbor may serve as a model for enhancing positive treatment outcomes for other public health agencies.

COPIES SENT

Placer County Board of Supervisors

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Auburn, CA 95603

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Placer County Health and Human Services

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Placer County Health and Human Services

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Placer County Health and Human Services

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Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.



DETENTION FACILITIES INQUIRIES STATEMENT

**An Inquiry into the County's Public Prisons: A
Mandate and an Opportunity**

DETENTION FACILITIES INQUIRIES STATEMENT

AN INQUIRY INTO THE COUNTY'S PUBLIC PRISONS: A MANDATE AND AN OPPORTUNITY

Though the Grand Jury has many responsibilities, “(t)he watchdog role is by far the one most often played by the modern grand jury in California.”⁷² To this end, the Grand Jury is empowered to investigate any number and scope of matters; however, it is statutorily required to undertake at least one affirmative inquiry. California Penal Code Section 919(b) mandates the “grand jury shall inquire into the condition and management of the public prisons within the county.” The term “public prisons” includes county jails and similar facilities.⁷³

To meet these legal expectations and requirements, the Placer County Grand Jury undertook its inquiry of the condition and management by touring public detention facilities and reviewing reports prepared by the California Board of State and Community Corrections (BSCC). While Penal Code Section 919(b) requires this inquiry, it does not require a Grand Jury to investigate or to write a formal report about these local detention facilities. What follows is not a formal report as set out in Penal Code Section 939.9, but instead a statement on how the Grand Jury completed its inquiry.

Placer County’s facilities are as follows:

Facility Name	Location	BSCC* Facility ID
Main Jail	2775 Richardson Drive Auburn, CA 95603	3780
South Placer Jail	11801 Go For Broke Road Roseville, CA 95678	3807
South Placer Courtroom Department 20	10820 Justice Center Drive Roseville, CA 95678	3808
South Placer Minimum Security Facility	11701 Go For Broke Road Roseville, CA 95678	3809

⁷² McClatchy Newspapers v. Superior Court, supra, 44 Cal.3d at p. 1170, citing Pen. Code, §§ 919, 925 et seq. Accessed February 2, 2026. <https://oag.ca.gov/system/files/opinions/pdfs/96-307.pdf>

⁷³ Opinion No. 18-103, Office of the Attorney General of the State of California. Accessed February 2, 2026. https://oag.ca.gov/system/files/opinions/pdfs/18-103_1.pdf.

Facility Name	Location	BSCC* Facility ID
Bill Santucci Justice Center	10810 Justice Center Drive Roseville, CA 95678	3842
Placer Historical Courthouse	101 Maple Street Auburn, CA 95603	3850
South Placer Mental Health Facility	11851 Go For Broke Road Roseville, CA 95678	3815
South Placer Minimum Security and Vocational Training Facility	11701 Go For Broke Road Roseville, CA 95678	3830
Placer County Juvenile Detention Facility	11260 B Avenue Auburn, CA 95603	7400

*The Board of State and Community Corrections (BSCC) Facility ID is provided for the public's ease of reference to BSCC reports as described and referenced herein.

The first step in the Grand Jury's inquiry was to undertake a thorough review of the reporting by the BSCC. The BSCC provides, among other things, "services to county adult and juvenile systems through inspections of county jails and juvenile detention facilities."⁷⁴ "Pursuant to Penal Code section 6031.1 and Welfare and Institutions Code sections 209 and 885, the [BSCC] is responsible for conducting inspections of local adult and juvenile detention facilities and posting those reports on the BSCC website for public access beginning July 1, 2017."⁷⁵ Those reports prepared by the BSCC for the above-noted facilities are found at the BSCC's website (prior years are also accessible, all as public documents):

[Access the report for Adult Facilities here](#)

[Access the report for Juvenile Facility here](#)

After reviewing the BSCC reports, the Grand Jury coordinated and undertook in-person tours of each of the facilities noted above in order to further inquire into the physical condition, management, and ongoing operations of these facilities relative to expectations set by the inspection reports and findings produced by the BSCC. Those facility staff who were present for

⁷⁴ Wicklander, Steven, n.d., California Board of State and Community Corrections, "Facility Standards and Operations". Accessed December 4, 2025. https://www.bscc.ca.gov/s_facilitiesstandardsoperations/.

⁷⁵ California Board of State and Community Corrections, n.d., Local Detention Facility Inspection Reports. Accessed December 4, 2025. https://www.bscc.ca.gov/s_fsolocaldetentionfacilityinspectionreports/.

the tours were knowledgeable, helpful, and eager to share their respective experiences and insight regarding their facilities.

Main Jail, South Placer Jail, and Minimum Security Facility

The BSCC's reporting confirmed the following for those operating adult facilities reviewed during the inspection cycle: "We [the BSCC] identified no items of noncompliance with Title 15 or Title 24 Minimum Standards."⁷⁶ Combined, these facilities provide for the vast majority of all beds in the County:

Facility	Rating Capacity (Beds)⁷⁷
Main Jail	492
South Placer Jail	300
Minimum Security	120

Each of these facilities was toured by the Grand Jury in order to inquire into the condition of each, including whether these facilities were consistent with the reporting by the BSCC. The in-person tours also provided grand jurors the opportunity to inquire into programs for inmates, including culinary programs, vocational training programs, work-share programs, and veteran-led support groups, among many others.

Mental Health Facility and Vocational Training Facility

With regard to the review of the two facilities that are not yet operational, the Mental Health Facility and the Vocational Training Facility, the BSCC undertook pre-opening inspections, finding, "[the Mental Health] Facility was inspected for compliance with the applicable

⁷⁶ California Board of State and Community Corrections, BSCC 2025-2026 Comprehensive Inspection, Penal Code Section 6031, Welfare & Institutions Code Section 209, Placer County Sheriff's Department's Detention Facilities, July 8, 2025. Accessed December 4, 2025. https://www.bscc.ca.gov/s_facilitiesstandardsoperations/ and <https://drive.google.com/drive/folders/1JYQlx5PP4H7ABPqJCaxXpWmlh3LWVXVp>.

⁷⁷ California Board of State and Community Corrections, BSCC Report, 2025-2026 Comprehensive Inspection, Penal Code Section 6031, Welfare & Institutions Code Section 209, Placer County Sheriff's Department's Detention Facilities, Living Area Space Evaluations (at pages 51, 112, and 198, respectively), July 8, 2025. Accessed December 4, 2025. <https://www.bscc.ca.gov/> and <https://drive.google.com/drive/folders/1MPP8YvQwQMBdluHOLoDliPrqRVgPy3fD>.

Minimum Standards for Local Detention Facilities as outlined in Title 24, California Code of Regulations (CCR). The new facility is rated under the 2019 Regulations. We noted no noncompliance issues with those regulations and have rated the capacity of the facility at 45.”⁷⁸ “The [Vocational Training] Facility was inspected for compliance with the applicable Minimum Standards for Local Detention Facilities as outlined in Title 24, California Code of Regulations (CCR). The new facility is rated under the 2019 Regulations. We noted no noncompliance issues with those regulations and have rated the capacity of the facility at 120.”⁷⁹

The Minimum Security and Vocational Training Facility is approximately 39,000 square feet in size and contains 120 beds, anticipated to be split nearly equally between men and women inmate populations. The new Mental Health Facility is approximately 16,300 square feet in size, contains three fifteen bed pods, and connects directly to the South Placer Jail Facility. The grand jury toured these facilities before being opened and utilized, and further inquired into their anticipated use and interaction with other existing facilities.

Placer County Juvenile Detention Facility

As to the Juvenile facility, the BSCC similarly found as follows: “We identified no items of noncompliance with Title 15 Minimum Standards. . . No items of noncompliance were identified with Title 24 Minimum Standards.”⁸⁰ The Juvenile facility houses individuals aged twelve to twenty-five years of age. The facility utilizes a pod system, separating juveniles into one of four pods:

⁷⁸ BSCC Report, RE: Pre-Opening Inspection (POI), County of Placer: South Placer Mental Health Facility/ BSCC Plan Review Number 061-3815.01 / SB 863, September 3, 2025. Accessed December 11, 2025.

<https://drive.google.com/drive/folders/1JYQlx5PP4H7ABPqJCaxXpWmlh3LWVXVp>.

⁷⁹ BSCC Report, RE: Pre-Opening Inspection (POI), County of Placer: South Placer Minimum Security and Vocational Training Facility / BSCC Plan Review Number 061-3830.01 / SB 844, September 3, 2025. Accessed December 11, 2025. <https://drive.google.com/drive/folders/1JYQlx5PP4H7ABPqJCaxXpWmlh3LWVXVp>.

⁸⁰ BSCC Report, 2025-2026 Comprehensive Inspection, Welfare & Institutions Code Sections 209 & 885, Placer County Probation Department Detention Facilities, May 15, 2025. Accessed December 11, 2025. <https://drive.google.com/drive/folders/1MPP8YvQwQMBdluHOLoDliPrqRVgPy3fD>.

Pod	Capacity (beds)	Description
A	20	General housing unit.
B	20	Capable of housing juveniles, but currently used to facilitate programming and library services.
C	20	General housing unit.
Max	18	Housing for juveniles with high medical/mental health needs, putting them in closer proximity to staff.

The Grand Jury also conducted a tour of this facility to inquire into the general condition, ongoing avenues for education, and other programs being made available to the youth housed there.

Other Facilities

In addition to the jails, the BSCC also reported on their review of facilities designated as “holding cells” (a location where inmates are kept only for a short period of time, but in no case overnight). As to these holding cells, the BSCC likewise found no items of noncompliance with Title 15 or Title 24 Minimum Standards.⁸¹ The Grand Jury toured these facilities as well, in order to inquire into the day-to-day operations of the Sheriff’s Office across Placer County. Staff providing these tours are dedicated to the work they do and are eager to share their knowledge of facilities they operate and their overall integration with the balance of Placer County’s public prisons.

Other Opportunities to Engage with County Law Enforcement and Coroner

In addition to the statutorily mandated inquiry of the jails, several Grand Jurors participated in ride-alongs with several law enforcement agencies, including: Placer County Sheriff’s Office, City of Auburn Police Department, City of Rocklin Police Department, City of Roseville Police Department, and City of Lincoln Police Department. While not conducted as part of a formal investigation, the Grand Jurors received a close-up view of daily operations of local law

⁸¹ BSCC Report, 2025-2026 Comprehensive Inspection, Penal Code Section 6031, Welfare & Institutions Code Section 209, Placer County Sheriff’s Department’s Detention Facilities, July 8, 2025. Accessed December 11, 2025. <https://drive.google.com/drive/folders/1JYQlx5PP4H7ABPqJCaxXpWmlh3LWVXVp>.

enforcement agencies. The experiences reported by Grand Jurors were positive and often eye-opening, as these opportunities were in the field, in real time.

The Grand Jury also attended a tour of the Placer County Coroner's Office. As with the other tours, the facility management and staff are dedicated to their purpose and mission, and the Grand Jury appreciated the insight into the daily operations of the Placer County Coroner's Office and those who undertake such important work.

Appreciation for Staff

The Grand Jury wishes to thank and commend each staff member of the respective facilities and law enforcement agencies who took time from their busy schedules to provide the jurors with these unique opportunities to learn while fulfilling their statutory mandates.



PLACER COUNTY GRAND JURY 2025-26 RESPONSE COMPLIANCE REPORT

PLACER COUNTY GRAND JURY

Response Compliance Report 2025-2026



STATE OF CALIFORNIA
April 10, 2026

Photo credit: Placer County Media Valet





PLACER COUNTY GRAND JURY

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April 10, 2026

The Honorable Jeffrey Penney
Presiding Judge
Superior Court County of Placer
P.O. Box 619072
Roseville, CA 95661

The Honorable Trisha Hirashima
Advising Grand Jury Judge
Superior Court County of Placer
P.O. Box 619072
Roseville, CA 95661

and Citizens of Placer County

Subject: Responses to 2024-2025 Grand Jury Final Report

Dear Judge Penney, Judge Hirashima, and Citizens of Placer County:

The 2025-2026 Placer County Grand Jury has received and reviewed all the responses to the 2024-2025 Grand Jury Final Report.

All of the responses received by the grand jury, between the final report's release date of July 11, 2025, and November 20, 2025, have been assembled and published in this response report.

The reports are being published primarily in electronic form and are available on the Superior Court's website at www.PlacerGrandJury.org. Hard copies are being distributed only if requested.

If you desire a hard copy, please email your request to the Placer County Grand Jury at info@placergrandjury.org. Include your contact name and complete mailing address.

Sincerely,

Norma J. Worley, Foreperson
2025-2026 Placer County Grand Jury



RESPONSE COMPLIANCE REPORT 2025-26 PLACER COUNTY GRAND JURY

SUMMARY

Governing boards of local government entities and elected county officials are required by law to respond to the findings and recommendations in reports the grand jury directs to them. The responses must be submitted to the superior court within the statutory timeframe and must conform to content requirements contained in Penal Code⁸² section 933.05.

The 2025-26 Placer County Grand Jury reviewed the responses to the eleven reports⁸³ issued by the 2024-25 grand jury on June 30, 2025. In sum, we found that one entity failed to submit a response and that the responses of two others failed to provide the mandated wording. We recommend that those three entities submit legally compliant responses.

BACKGROUND

Responses to grand jury reports must adhere to Penal Code sections 933 and 933.05.

For each finding, required respondents must either agree or disagree. If the respondent disagrees, they must explain what part of the finding they disagree with and explain the reasons for the disagreement. (See Penal Code § 933.05, subd. (a).)

For each recommendation, respondents must choose one of the following four responses:

- 1) That the recommendation has been implemented, with a summary of actions taken
- 2) That it will be implemented within a specified timeframe

⁸³ All referenced reports issued by the 2024-25 Grand Jury can be located on the Placer County Superior Court's website: <https://www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-reports-resolutions/grand-jury-reports-2024-2025>. Accessed on March 12, 2026. ; https://www.placer.courts.ca.gov/sites/default/files/GJ_Final%20Response%20Report_December%2015%202025.pdf. Accessed March 18, 2026.

- 3) That the recommendation needs further analysis, with an explanation, the scope of the analysis, and the timeframe (not to exceed six months from issuance of the report) as to when the response will be considered by the respondent; or
- 4) That the recommendation will not be implemented because it is not warranted or not reasonable, with an explanation. (Penal Code § 933.05, subds. (b)(1-4).)

The 2024-25 Placer County Grand Jury issued eleven reports during its term from July 2024 through June 2025. The responses to nine of the reports fully complied with the law; accordingly, no extended discussion of those reports is included herein. This Response Compliance Report instead focuses on two reports for which the Placer County Grand Jury has noted non-compliance:

- Conflict of Interest Code, Form 700, Ethics Training Compliance
- Foresthill Public Utility District, Transparency and Governance

Required respondents for the former report included the mayors of the City of Colfax and the Town of Loomis, respectively; the latter required a response from the Foresthill Public Utility District Board of Directors.

Please note, this report does not address or comment on the merit or wisdom of any disagreements expressed by any respondent to last year's reports, but merely upon whether the responses complied with legal requirements.

METHODOLOGY

The 2025-26 Placer County Grand Jury evaluated responses to the findings and recommendations to determine their compliance with Penal Code Sections 933 and 933.05. The following criteria were considered:

- 1) **Timeframe:** Were responses submitted to the judge in the timeframe required by the law?

- 2) **Findings:** Did the governing board or elected county official indicate their agreement or disagreement with each finding? If there was disagreement, did they explain the reason for the disagreement?
- 3) **Recommendations:** Did each response include one of the four statements required under Penal Code section 933.05(b)(1-4)? Did the response also contain the required content?
 - a) If a response stated a recommendation had been implemented, did the response include a summary of what had been done? (Penal Code § 933.05(b)(1))
 - b) If a response stated a recommendation would be implemented, did the response include a summary and timeframe for what would be done? (Penal Code § 933.05(b)(2))
 - c) If a response stated a recommendation required further analysis or study, did the response include an explanation of the scope and parameters of the analysis or study, and a timeframe (within six months of receipt of the report) for the matter to be prepared for discussion by the applicable public official, department head, or governing body? (Penal Code § 933.05(b)(3))
 - d) If a response stated a recommendation would not be implemented because it was not warranted or not reasonable, did the respondent include an explanation supporting that position? (Penal Code § 933.05(b)(4))

DISCUSSION

The law requires county elected officials to respond to a grand jury report in writing. The elected official's response must be submitted to the presiding judge within sixty days of receiving the report. (Penal Code § 933(c).) Governing boards have ninety days after receiving a grand jury report to submit their response to the presiding judge. (*Id.*)

The multiple respondents to ten of the eleven reports were fully compliant with the timeframe required by law. One respondent to one report was not. Although their response was due no later than September 1, 2025, the mayor of Colfax has not, as of the date of this report, responded to the report titled "Conflict of Interest Code, Form 700, Ethics Training Compliance."

All of the respondents to findings within the eleven reports complied with the California Penal Code by indicating their agreement or disagreement with findings. For all disagreements, an explanation was given.

The responses to grand jury recommendations require specific content as described above. For the report titled, “Conflict of Interest Code, Form 700, Ethics Training Compliance,” the mayor of the Town of Loomis failed to provide a target date in five of the responses that indicated a recommendation would be implemented.

The grand jury also identified instances of non-compliance with the responses from the Foresthill Public Utility District Board of Directors. In five of the twelve recommendations, the board of directors failed to provide a clear response that aligns with the recommendation; further, no target dates were provided when the response seemed to indicate future implementation.

All other respondents were compliant.

FINDINGS

- F1.** The mayor of Colfax failed to respond to the report titled “Conflict of Interest Code, Form 700, Ethics Training Compliance” within sixty days of receiving the report, as mandated by Penal Code section 933, subd. (c).
- F2.** The mayor of the Town of Loomis failed to provide target dates for the implementation of recommendations R1, R2, R4, R5, and R6 in the report titled “Conflict of Interest Code, Form 700, Ethics Training Compliance.” Providing such timeframes is required by Penal Code section 933.05, subd. (b)(2).
- F3.** The Foresthill Public Utility District Board of Directors failed to provide a timeframe for implementation of recommendations in the report titled “Foresthill Public Utility District, Transparency and Governance,” violating Penal Code Section 933.05, subd. (b)(2),

specifically for recommendations R1, R3, R4, and R5. Providing such timeframes is required by Penal Code section 933.05, subd. (b)(2).

- F4.** The Foresthill Public Utility District Board of Directors in its responses did not comply with the specific content of Penal Code section 933.05 (b)(1-4) to recommendations R1 through R5.

RECOMMENDATIONS

- R1.** The mayor of Colfax will respond to the report titled “Conflict of Interest Code, Form 700, Ethics Training Compliance” by May 30, 2026 to comply with Penal Code section 933.
- R2.** The mayor of the Town of Loomis will update the grand jury with target dates for the implementation of recommendations R1, R2, R4, R5, and R6 in the report titled “Conflict of Interest Code, Form 700, Ethics Training Compliance” by June 30, 2026, to comply with Penal Code section 933.05(b)(2).
- R3.** The Foresthill Public Utility District Board of Directors will review the required response language in the California Penal Code and update the grand jury as to their responses by July 31, 2026, as to recommendations R1 through R5 and provide a timeframe for implementation of those recommendations in the report titled “Foresthill Public Utility District, Transparency and Governance” to comply with Penal Code section 933.05, subd. (b)(2).

REQUIRED RESPONSES

Pursuant to Penal Code Section 933.05, the following responses are required:

- The mayor of Colfax is required to respond to F1 and R1 within sixty days of receipt of this report.

- The mayor of Loomis is required to respond to F2 and R2 within sixty days of receipt of this report.
- The Foresthill Public Utility District Board of Directors is required to respond to F3 and R3 within ninety days of receipt of this report.

Responses must be submitted to the presiding judge of the Placer County Superior Court in accordance with the provisions of Penal Code Section 933.05. Responses must include the information required by Section 933.05.

CONCLUSION

The 2025-26 Placer County Grand Jury is following the precedent set by past Placer County Grand Juries by publishing this Response Compliance Report. This jury believes it is important to verify that these respondents were compliant with Penal Code Section 933.05.

COPIES SENT TO:

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Foresthill Public Utility District Board of Directors
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ATTACHMENT A

TOWN OF LOOMIS



9/9/2025

The Honorable Alan V. Pineschi
Presiding Judge
Placer County
P.O. Box 619072
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The Honorable Trisha Hirashima
Advising Grand Jury Judge
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11532 B Avenue
Auburn, CA 95603

RE: Response to the Placer County Grand Jury Final Report 2024/25

Dear Honorable Judge Pineschi, Honorable Judge Hirashima, and Placer County Grand Jury:

The Town of Loomis has reviewed the Placer County Grand Jury Final Report 2024/25 released on June 30, 2025. The Town is providing the following responses pursuant to California Penal Code section 933.05, subdivision (a) and (b):

Placer County Grand Jury Finding No. 8:

Auburn, Colfax, Lincoln, Loomis, and Rocklin do not include Assembly Bill 1234 Ethics Training requirements in their conflict-of-interest codes.

Town of Loomis' Response to Grand Jury Finding No. 8:

The Town agrees that its conflict-of-interest code ("Code") does not include AB 1234 language, but it cannot concur to the extent that such finding presumes it is required to be included in the Code. The three required components of a Code are as follows:

1. Incorporation Section (Terms of the Code) - This section designates where the Form 700s are filed and retained (i.e., the agency or the FPPC). This section also must reference Regulation 18730, which provides the rules for disqualification procedures, reporting financial interests, and references the current gift limit. A sample is available.

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2. List of Designated Positions - The code must list all agency positions that involve the making or participation in making of decisions that “may foreseeably have a material effect on any financial interest.” This covers agency members, officers and employees, and it may include volunteers on a committee if the members make or participate in making government decisions.
3. Detailed Disclosure Categories - A disclosure category is a description of the types of financial interests’ officials in one or more job classifications must disclose on their Form 700s. The categories must be tailored to the financial interests affected and must not require public officials to disclose private financial information that does not relate to their public employment.

Placer County Grand Jury Finding No. 10:

Auburn, Colfax, Lincoln, Loomis, and Rocklin do not include enforcement authority in their conflict of interest codes, leaving no defined consequences if a designated individual fails to timely file Form 700 or complete Assembly Bill 1234 Ethics Training.

Town of Loomis’ Response to Grand Jury Finding No. 10:

The Town agrees that its Code does not include any “enforcement authority” language, but it cannot concur to the extent that such finding is presumed to be required to be included in the Code. The three required components of a Code are as follows:

1. Incorporation Section (Terms of the Code) - This section designates where the Form 700s are filed and retained (i.e., the agency or the FPPC). This section also must reference Regulation 18730, which provides the rules for disqualification procedures, reporting financial interests, and references the current gift limit. A sample is available.
2. List of Designated Positions - The code must list all agency positions that involve the making or participation in making of decisions that “may foreseeably have a material effect on any financial interest.” This covers agency members, officers and employees, and it may include volunteers on a committee if the members make or participate in making government decisions.
3. Detailed Disclosure Categories - A disclosure category is a description of the types of financial interests officials in one or more job classifications must disclose on their Form 700s. The categories must be tailored to the financial interests affected, and must not require public officials to disclose private financial information that does not relate to their public employment.

The Town also cannot concur to the extent that there is assumed to be left “no defined consequences” if a designated individual fails to file the Form 700 or fails to complete the AB 1234 training. The Town Clerk, as the filing officer for the Town has certain rights and duties under state law, and moreover, all designated-filer employees are under the Town Manager’s oversight.

Placer County Grand Jury Finding No. 12:

For Colfax, Lincoln and Loomis, incomplete information in recordkeeping for designated Form 700 filers prevented the grand jury from accurately assessing the timeliness of the filings.

Town of Loomis’ Response to Grand Jury Finding No. 12:

The Town cannot concur that there was “incomplete information” in the Form 700 logs, as they are accurate as to what the FPPC requires.

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Placer County Grand Jury Finding No. 17:

All local agencies' recordkeeping was difficult to review and often failed to contain necessary information.

Town of Loomis' Response to Grand Jury Finding No. 17:

The Town's AB 1234 recordkeeping was legally compliant and therefore it cannot concur that it failed to contain "necessary" information.

Placer County Grand Jury Finding No. 18:

A lack of enforcement authority within all local agencies led to failures to receive timely ethics training.

Town of Loomis' Response to Grand Jury Finding No. 18:

To the extent there was untimely ethics training the Town cannot concur at this time that it was caused by any "lack of enforcement authority" — given the robust enforcement mechanisms already available.

Placer County Grand Jury Recommendation No. 1:

Auburn, Colfax, Lincoln, Loomis, and Rocklin review, amend, and/or adopt their conflict of interest code to specify those positions who shall receive Assembly Bill 1234 Ethics Training pursuant to Government Code section 53234-53235.2 by October 1, 2025.

Town of Loomis' Response to Grand Jury Recommendation No. 1:

The Town will implement this recommendation, in keeping with its current practice to regularly review and update its Code. Pursuant to such review, it will make any necessary amendments pursuant to the time allotted for such amendments under state law.

Placer County Grand Jury Recommendation No. 2:

Auburn, Colfax, Lincoln, Loomis, and Rocklin review, amend, and/or adopt their conflict of interest code to specify the city clerk is the responsible official to administer the Assembly Bill 1234 Ethics Training program, and function as the recordkeeper for ethics training records by October 1, 2025.

Town of Loomis' Response to Grand Jury Recommendation No. 2:

The Town will implement this recommendation, in keeping with its current practice to regularly review and update its Code. Pursuant to such review, it will make any necessary amendments pursuant to the time allotted for such amendments under state law.

Placer County Grand Jury Recommendation No. 3:

Auburn, Colfax, Lincoln, Loomis, Rocklin, and Roseville should specify in their conflict of interest code actionable enforcement authority against individuals who fail to timely file Form 700 and/or fail to timely receive Assembly Bill 1234 Ethics Training by October 1, 2025.

Town of Loomis' Response to Grand Jury Recommendation No. 3:

The Town does not believe the recommendation is warranted. First, such language is not required under state law. Second, the FPPC already regulates and provides robust and broad enforcement over the Form 700 filing and AB 1234 training requirements. In addition, the filing officer for the Town has the ability to provide referrals to the FPPC as necessary. Finally, the Town Manager, consistent with the Town's Council-Manager form of governance, has oversight over all affected employees.

Placer County Grand Jury Recommendation No. 4:

Colfax, Lincoln, Loomis, and Roseville should create and maintain an annual database for all designated Form 700 filers in alignment with the FPPC filing year by December 31, 2025. The Placer County Grand Jury recommends the database include: the name of each Form 700 filer, the date of hire or initial service, the type of filing (assuming, annual, leaving), the deadline for filing, the date the form was filed, and whether the filing was timely.

Town of Loomis' Response to Grand Jury Recommendation No. 4:

The recommendation will be implemented to the extent it will include the date of hire or initial service.

Placer County Grand Jury Recommendation No. 5:

Auburn, Colfax, Lincoln, Loomis, and Rocklin should create and maintain a database of all individuals required to receive Assembly Bill 1234 Ethics Training by December 31, 2025. The Placer County Grand Jury recommends the database include: the name of each individual required to receive ethics training, the date of hire or the date the position was assumed which required ethics training, the deadline for receiving ethics training (one year/two years), the date ethics training was received, and whether ethics training was timely. The training records should be maintained for five years.

Town of Loomis' Response to Grand Jury Recommendation No. 5:

The recommendation will be implemented to the extent it will include the date of hire or initial service.

Placer County Grand Jury Recommendation No. 6:

Auburn, Colfax, Lincoln, Loomis, Rocklin, and Roseville should create a plan to increase oversight with a goal to achieve 100% timely Form 700 filings and ethics training, by November 1, 2025.

Town of Loomis' Response to Grand Jury Recommendation No. 6:

The Town plans to implement this recommendation through its implementation of some of the other recommendations, as noted above, including date of hire/service.

The Town of Loomis appreciates the Grand Jury's interest in the Town's administration, as well as the opportunity to respond to the findings and recommendations above.

Sincerely,

David M. Ring

David Ring, Mayor
Town of Loomis

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ATTACHMENT B



FORESTHILL PUBLIC UTILITY DISTRICT

BOARD OF DIRECTORS

Chase Dowling, President
Mark Bell, Vice President
Roger Pruett, Treasurer
Ron Thompson, Director
Dianne Foster, Director

Henry N. White, General Manager
Eric N. Robinson, District Counsel
Kronick, Moskovitz, Tiedemann & Girard

August 18, 2025

The Honorable Alan V. Pineschi
Presiding Judge of the Superior Court
County of Placer
P.O. Box 619072
Roseville, CA 95661-9072

Placer County Grand Jury
11532 B Avenue
Auburn, CA 95603

Re: 2024-2025 Grand Jury Final Report: Foresthill Public Utility District

Dear Grand Jury:

The Foresthill Public Utility District respectfully submits the following responses to the Placer County Grand Jury's 2024-2025 Final Report. We acknowledge and appreciate the Grand Jury's important role in promoting transparency, accountability, and good governance in local public agencies. After careful review of the findings and recommendations presented, we are pleased to provide the following responses on behalf of the District.

RESPONSES TO GRAND JURY FINDINGS

We agree with the findings numbered: F2, F3, F5, F6, F7, F8, F9, F10, and F11

We partially disagree with the finding numbered: F4

We disagree wholly with the finding numbered: F1

Finding No. 1: The Foresthill Public Utility District Finance Manager position has been vacant since April 2023.

We respectfully disagree with this finding. From August 2011 through April 10, 2023, Roger Carroll, CPA, fulfilled the duties of Finance Manager for the Foresthill Public Utility District under a Proposal to Provide Accounting Services. Following Mr. Carroll's passing in April 2023, Lance, Soll & Lunghard, LLP (LSL) assumed responsibility for Finance Manager duties under a Letter of Engagement executed on

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May 31, 2023. Therefore, while there was a brief transition period, the Finance Manager responsibilities have not been vacant since April 2023.

Finding No. 4: The Foresthill Public Utility District does not have a comprehensive strategic plan outlining future years including risks and opportunities.

We partially disagree with this finding. The Foresthill Public Utility District developed a Water Master Plan in 1992. The Plan served as a strategic guide to maintain and enhance water service for the community. This Plan was updated in 2008 and includes long-term improvements and planning initiatives. This updated plan is a comprehensive strategic plan, and it continues to provide valuable guidance on infrastructure and water service issues the District may face for decades into the future.

RESPONSES TO RECOMMENDATIONS

Recommendation No. 1: The Foresthill Public Utility District Board of Directors should evaluate the benefits of staffing the vacant Finance (or Business) Manager position in-house or execute and engagement letter with an accounting services provider no later than September 30, 2025.

Recommendation No. 1 has not yet been implemented.

The Board agreed during the August 13th board meeting to evaluate, through a Request For Proposal, the benefits of staffing the Finance Manager position in-house or with an accounting service provider.

This process will continue during the next board meeting and will likely continue beyond that.

One Board member has a differing opinion: "At the Aug. 13th Board meeting, the Board passed a motion to hire a Finance Manager, but Directors continue to disagree on hiring a Finance Manager to work in-house. The process of posting, interviewing, and hiring methods are scheduled for discussion on Sept. 10, at the FPUD's next Board meeting."

Recommendation No. 2: The Foresthill Public Utility District Board of Directors should prepare and approve a strategic plan at the next fiscal planning cycle (2025-2026) and update annually.

Recommendation No. 2 has been implemented.

The Foresthill Public Utility District developed a comprehensive Water Master Plan in 1992, which has served as a strategic framework for maintaining and enhancing water

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service to the community. This plan was updated in 2008 to reflect changing needs and priorities and continues to guide the District in long-term infrastructure investment and water resource management. The 2008 update remains relevant and applicable to the District's ongoing operations and strategic decisions.

While the District supports the intent behind regular review of strategic goals, updating the Water Master Plan on an annual basis is neither typical for long-range planning documents nor financially prudent. Strategic planning at this scale is traditionally conducted on a multi-year cycle to ensure effective use of public resources. However, the District remains committed to reviewing its operational priorities annually as part of its fiscal planning process and will incorporate strategic considerations into that cycle as appropriate.

Recommendation No. 3: Foresthill Public Utility District job descriptions should be updated and approved by the Board of Directors no later than September 30, 2025.

Recommendation No. 3 has not yet been implemented.

The Foresthill Public Utility District acknowledges that routine updates to job descriptions (Policies) are a best practice and appreciates the Grand Jury's recommendation.

The District's current job descriptions were developed using widely accepted industry standards. These documents remain functional for the purposes of compliance, supervision, and operational consistency.

Timing of the implementation of this recommendation will depend on future Board discussions and priorities. Updating the Job Descriptions will be an Action Item at the September Board Meeting.

Director Foster believes revising Job Descriptions should be the next priority for the board.

Recommendation No. 4: The Foresthill Public Utility District Board of Directors should develop a plan (timeline and milestones) to update its Policy Handbook no later than September 30, 2025.

Recommendation No. 4 has not yet been implemented.

The Foresthill Public Utility District Board of Directors are currently reviewing about one policy per month, allowing for focused discussion and thoughtful deliberation on each item. Due to the collaborative nature of this process, and the time required to obtain full Board consensus, each policy revision may take several months to complete.

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While this ongoing approach ensures that policies are carefully evaluated and reflect the Board's collective judgment, it does not currently follow a formal timeline with defined milestones. As such, the District cannot commit to a fixed plan for updating the entire Policy Handbook by the specified date. The pace and sequence of updates will continue to be shaped by Board priorities and available resources.

The District remains committed to ensuring its policies are clear, current, and aligned with best practices, and will continue to assess progress during regular Board meetings.

Recommendation No. 5: Placer County Grand Jury 2024-2025 Final Report The Foresthill Public Utility District General Manager responsibilities should be decoupled from minute taking no later than September 30, 2025.

Recommendation No. 5 has not yet been implemented.

The Board of Directors has already discussed the possibility of transitioning away from action-style minutes – recommended by District counsel – to a more narrative or detailed format. Such a transition would require additional staff resources. The Board is currently deliberating whether to approve an additional staff position to support this potential change in minute-taking style. Until such a decision is made and resources are allocated, the current system will remain in place.

Recommendation No. 6: The Foresthill Public Utility District Enterprise System(s) disclosure on the District website should be updated for current business systems no later than September 30, 2025.

Recommendation No. 6 has been implemented.

The Foresthill Public Utility District updated its disclosure of enterprise system information in compliance with the requirements of Senate Bill 272 on July 14, 2025. The updated disclosure is available on the District's website and reflects the District's current business systems.

Recommendation No. 7: The Foresthill Public Utility District should provide the Local Agency Formation Commission with updated information no later than September 30, 2025.

Recommendation No. 7 has been implemented.

On July 14, 2025, the Foresthill Public Utility District provided updated information to the Placer County Local Agency Formation Commission (LAFCO), including the name of the current Board Chair and the District's regular meeting time.

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Recommendation No. 8: Foresthill Public Utility District expenditure approvals should adhere to stated amounts in the Policy Handbook immediately, with acknowledgement to the Placer County Grand Jury no later than September 1, 2025.

Recommendation No. 8 has been implemented.

The Foresthill Public Utility District follows a standard procurement policy which requires pre-authorization by the Board of Directors for expenditures exceeding \$15,000 per month. This policy ensures appropriate oversight of significant financial commitments.

Occasionally, operational necessity may require the General Manager to authorize purchases that exceed this threshold prior to formal Board approval. In such cases, the expenditures are to be promptly presented to the Board for ratification. This ratification process ensures compliance with District policy, maintains transparency, and safeguards public resources through full Board accountability.

The District acknowledges the importance of adhering to its Policy Handbook and remains committed to transparent and responsible financial management.

Director Foster and President Dowling thinks the board should revise policy 3082 to address violations.

Recommendation No. 9: The Foresthill Public Utility District should review its investment strategy and realized asset returns at the next review cycle or no later than December 31, 2025.

Recommendation No. 9 has been implemented.

The Foresthill Public Utility District reviews its investment strategy annually, or more frequently if necessary, to ensure compliance with Government Code Section 53600. The District's current investment policy is consistent with statutory requirements and provides clear, industry-standard guidance for staff and investment professionals. This policy supports the transparent and responsible management of public funds and ensures alignment with the District's financial goals and fiduciary duties.

Recommendation No. 10: The Foresthill Public Utility District Board of Directors should update the status of securing its water right permit expired in 2011 no later than September 30, 2025.

Recommendation No. 10 has not yet been implemented.

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The Foresthill Public Utility District is actively working to update the status of Water Right Permit No. 15375. The District anticipates providing an updated status regarding the extension request by September 30, 2025, in accordance with the recommendation. The Foresthill Public Utility District remains committed to preserving this critical resource for the benefit of the community and ensuring continued compliance with applicable state regulations.

Recommendation No. 11: The Foresthill Public Utility District Board of Directors should review Form 700 filing requirements for district and board individuals no later than September 30, 2025, and review annually thereafter.

Recommendation No. 11 has been implemented.

Information outlining Form 700 filing requirements was distributed to the Board of Directors and staff on **July 15, 2025**. In addition, the Fair Political Practices Commission (FPPC) regularly issues reminders to all mandatory filers to ensure ongoing compliance. The District will continue to review these requirements on an annual basis moving forward.

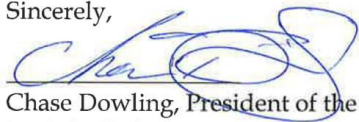
Recommendation No. 12: The Foresthill Public Utility District Board of Directors should schedule a meeting to establish performance goals and objectives for the General Manager no later than September 30, 2025, and for each fiscal year thereafter.

Recommendation No. 12 has not yet been implemented.

The Foresthill Public Utility District Board of Directors conducts an annual review of the General Manager's performance and establishes goals during its regularly scheduled August board meeting. The Board is scheduled to initiate this task at the upcoming meeting on August 13, 2025.

The Foresthill Public Utility District appreciates the efforts of the Placer County Grand Jury in reviewing local governance practices. We remain committed to transparency, accountability, and continuous improvement in our operations. Should the Grand Jury require any additional information or clarification regarding these responses, please do not hesitate to contact us.

Sincerely,



Chase Dowling, President of the Board,
On behalf of the
Board of Directors, Foresthill Public Utility District

