

Sacramento County Office of Education and Placer County Office of Education

Report on Statutory Criteria for Proposed Transfer of Territory from Center Joint Unified School District to Roseville City School District and Roseville Joint Union High School District

October 16, 2023







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EXECUTIVE SUMMARY

A petition to transfer the “Aspire Solaire” (Westpark area of Roseville) neighborhood from the Center Joint Unified School District (CJUSD) to the Roseville City School District (RCSD) and the Roseville Joint Union High School District (RJUHSD) was submitted to the Placer County Superintendent of Schools and Sacramento County Superintendent of Schools¹ in December 2022.² In January 2023, the Superintendent of Schools for each County found the Petition sufficient and forwarded it to their County’s committee on school district reorganization for review and consideration.

In February 2023 each Committee conducted a public hearing to obtain public response to the Petition. In August 2023 each Committee found the project is exempt from California Environmental Quality Act (CEQA). The next steps are for the Committees to consider approving or disapproving the petition. Further information regarding these meetings is available at:

- Placer County Committee on School District Reorganization - agenda materials for meetings on February 8, 2023 and August 7, 2023 - <https://www.placercoe.org/Pages/PCOE/About/County-Committee/County-Committee.aspx>
- Sacramento County Committee on School District Organization - agenda materials for meetings on February 25, 2023 and August 15, 2023 - <https://www.scoe.net/divisions/board/cocom/>

The Aspire Solaire territory is bounded by Daylight Drive, Solaire Drive, Santucci Boulevard, and Pleasant Grove Boulevard and is part of the Sierra Vista Specific Plan, which includes approximately 2,000 acres in the City of Roseville. The Aspire Solaire territory currently includes 213 parcels, of which 210 are currently developed or undeveloped residential parcels (the other three are identified as common area or utilities).³

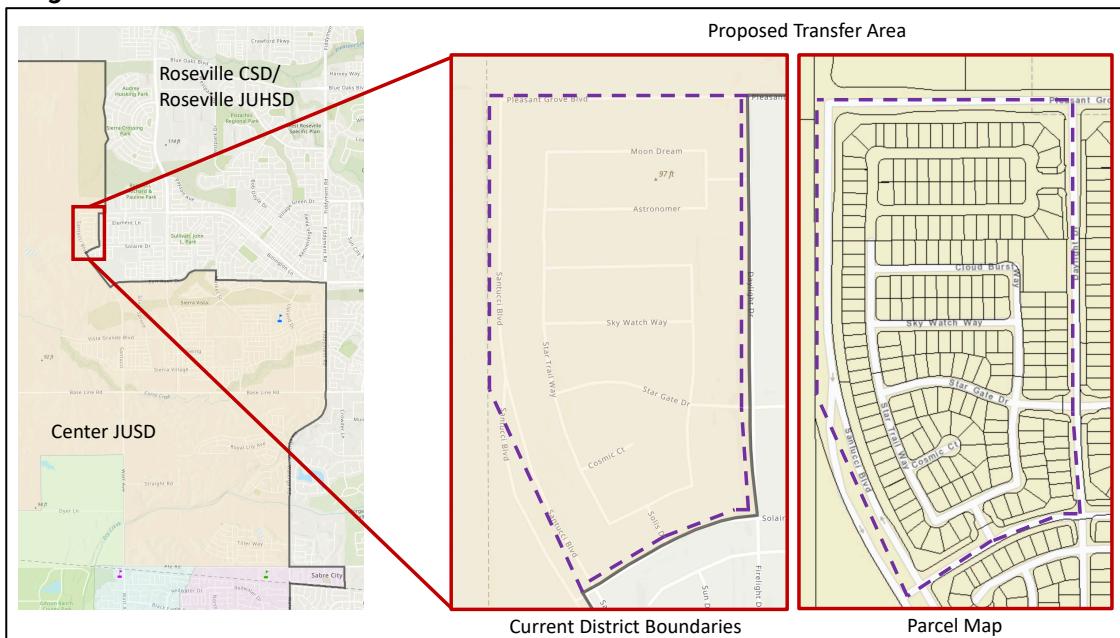
¹ The Sacramento County Office of Education is a member of Government Financial Services Joint Powers Authority, the author of this report.

² Both county superintendents and county committees on school district reorganization are involved because, while the Aspire Solaire territory, RCSD, and RJUHSD are located within the County of Placer, the Sacramento County Superintendent of Schools has jurisdiction over the CJUSD.

³ Based on proposed transfer area boundaries from Petitioner (e.g. neighborhood map, street names, etc.), individual assessor parcel numbers (APNs) were identified using Placer County's online Land Information Search. The 2023-24 assessed values for identified properties were extracted from property roll data provided by the Placer County Assessor's Department by APN.

Image 1, below, shows the Aspire Solaire territory.

Image 1⁴



Conditions for Approval

Pursuant to Education Code section 35753, proposals for the reorganization of school districts may⁵ be approved if all of the following conditions are substantially met:⁶

- 1) The reorganized districts will be adequate in terms of number of pupils enrolled.
- 2) The school districts are each organized on the basis of a substantial community identity.
- 3) The proposal will result in an equitable division of property and facilities of the original district or districts.
- 4) The reorganization of the school districts will preserve each affected district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation.
- 5) Any increase in costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.
- 6) The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the affected districts.
- 7) Any increase in school facilities costs as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.
- 8) The proposed reorganization is primarily designed for purposes other than to significantly increase property values.

⁴ From Dennis Woliver Kelley (legal counsel for Placer County Office of Education) August 7, 2023, presentation to the Placer County Committee on School District Reorganization. The two images under Proposed Transfer Area are close up views of the Aspire Solaire neighborhood. Also, note, in 2019, uninhabited territory (33.6 acres) to the east and southeast of the Aspire Solaire neighborhood was transferred from the CJUSD to the RCSD and RRUHSD, and territory (14.7 acres) further to the southeast was transferred from the RCSD and RRUHSD to the CJUSD. The Aspire Solaire territory was not transferred.

⁵ The committees on reorganization are not required to approve the petition even if all criteria are substantially met.

⁶ There is a 10th criterion in Education Code section 35753, which is "Any other criteria that the state board may, by regulation, prescribe." However, according to the School District Organization Handbook (California Department of Education), there is no implementing regulation for this.

- 9) The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the affected district.

In addition:

- Education Code section 35572 prohibits the transfer of territory if doing so would cause the outstanding bonded indebtedness of the divided district to exceed 5% of the assessed valuation in its remaining territory.
- Education Code section 35709 permits the county committee to approve the petition if the petition is to transfer inhabited territory of less than 10% of the assessed valuation of the school district from which the territory is being transferred, and the governing board of each affected district consents to the transfer.⁷

The purposes of this Report on Statutory Criteria for Proposed Transfer of Territory from Center JUSD to Roseville City School District and Roseville Joint Union High School District (Report) are to evaluate whether the nine criteria are substantially met and analyze the CJUSD's bonded indebtedness and assessed valuation pursuant to Education Code sections 35709 and 35572. This Report expresses no view on whether the petition should be approved.

Summary of Analysis

Based on our analysis, we conclude that criterion 1, 3, 4, 5, 6, 7, and 9 are substantially met, and criterion 2 and 8 appear to be substantially met.

- If the transfer is approved, the remaining enrollments of the school districts will exceed the minimums set forth in California Code of Regulations - Title 5 - Division 1 - Chapter 20 - Subchapter 4 - Section 18573(a)(1)(A).
- Reorganized districts will be adequate in terms of number of pupils enrolled.
- There are no district-owned properties or facilities in the territory.
- The Aspire Solaire neighborhood is bordered by other neighborhoods that are also in the Westpark area of Roseville, these neighborhoods are within the boundaries of the RCSD and RJUHSD. The Petitioners feel that their homes are part of the community which resides in the RCSD and RJUHSD. It forms the basis for their community identity.
- Based on geography, CJUSD schools are generally less accessible to residents of Aspire Solaire than RCSD and RJUHSD schools.⁸ This is determined by physical isolation from their current assigned schools and school district. Due to incomplete roads, and non-direct routes, Aspire Solaire families will travel past the elementary and middle schools closest to their homes to get to their currently assigned schools. The current school assignments do not provide the same timely access to schools that other neighbors in the immediate community have available to them.

⁷ On March 27, 2023, the CJUSD submitted a resolution opposing the transfer to Placer County Committee on School District Reorganization. Unless withdrawn, this opposition would mean that Education Code section 35709 would not be applicable. The analysis is provided in case the opposition is withdrawn and all affected districts consent to the transfer.

⁸ This report's analysis is based on information provided by RCSD/RJUHSD to PCOE/SCOE regarding schools which would house students from the territory in question if the transfer was approved notwithstanding that there may be school sites located in closer physical proximity to the territory.

- There would be relatively little decrease in CJUSD's enrollment because the 36 students⁹ currently residing with the Aspire Solaire territory equate to less than 1% of CJUSD's total enrollment (4,199¹⁰); further, even if the currently unimproved residential parcels are built out such that the total number of homes increases from the current count of 144 to a total of 210, assuming the student yield rates (for grades TK - 6, 7 - 8, and 9 - 12) in the CJUSD's 2022 Developer Fee Justification Study¹¹, the total 100 students yielded would equate to 2% of CJUSD's current total enrollment.
- If the proposed territory transfer is approved, it would allow the Aspire Solaire development, (currently in a different school district than neighboring homes) to have a cohesive community identity with the other homes in the development directly to the south and east. By providing access to the schools closest to their homes, residents in Aspire Solaire will have access to the same timely routes to school that their neighbors have. This may allow the potential to walk, bike and rideshare with schoolmates.

Based on fiscal year 2023-24 assessed value data and our analysis, if the Aspire Solaire territory is transferred from CJUSD to RCSD and RJUSD, the bonded indebtedness and assessed valuation loss would not exceed the statutory limits.

- The assessed value of the Aspire Solaire territory represents 2.06% of the total assessed value of the CJUSD, which is less than the 10% cap specified in Education Code section 35709.
- The general obligation bond debt vs. bonding capacity of the Center Joint JUSD would be 2.23%, which is less than the 5% maximum specified in Education Code section 35572.

⁹ Information provided by CJUSD (July 2023).

¹⁰ 2022-23 total enrollment from DataQuest (California Department of Education).

¹¹ Based on student yield rates of 0.2507 for grades TK - 6, 0.0720 for grades 7 - 8, and 0.1500 for grades 9 - 12 shown in CJUSD's 2022 Developer Fee Justification Study. Also, these yield rates total 0.4727 for TK - 12, which is higher than the current actual TK - 12 yield of Aspire Solaire homes of 0.2500 based on 36 students from 144 homes. Rather than assume the continuation of a low yield rate, to be conservative in evaluating the impact, the higher rate from CJUSD's 2022 Developer Fee Justification Study was used.

BACKGROUND

In December 2022, the petition shown below to transfer the Aspire Solaire neighborhood (located in the West Park area of Roseville) from the CJUSD to the RCSD and RRUHSD was submitted to the Placer County Superintendent of Schools and Sacramento County Superintendent of Schools.¹²

Exhibit 1¹³

PETITION FOR TRANSFER OF TERRITORY To the Superintendents of Schools of Placer and Sacramento Counties <p>Pursuant to Education Code Section 35700, subdivision (a), the undersigned, constituting at least 25 percent of the registered electors residing in the territory proposed to be transferred, now within the boundaries of the Center Joint Unified School District, Sacramento County, petition that the boundaries of the Center Joint Unified School District be changed to eliminate from it the territory hereinafter described. The undersigned persons petition that the territory be transferred to and included within the Roseville City School District and Roseville Joint Union High School District of Placer County.</p> <p>The property to be transferred is described as follows:</p> <p><i>The Aspire Solaire neighborhood located in the Westpark area of Roseville, CA 95747. It is bordered by Daylight Drive, Solaire Drive, Santucci Blvd and Pleasant Grove Blvd in Roseville, CA within Placer County.</i></p> <p>The undersigned request the changes in the respective boundaries of the school districts for a variety of reasons including the following:</p> <ul style="list-style-type: none"> ➤ To be included within the Substantial Community Identity that is established within our area of Solaire and Westpark. As the boundaries stand, our neighborhood is isolated from the community we "identify" with. All surrounding neighborhoods, with the exception of our singular neighborhood, are within the Roseville City School District and Roseville Joint Union High School District. ➤ To promote geographic compactness. For example, Westbrook Elementary School is under construction a block from the Aspire neighborhood and can be visualized from Aspire yet our children are unable to attend and instead are expected to endure an unreasonable, prolonged commute to school. ➤ It is in the best interest of the student population within our neighborhood. 	 by Lon Walla Placer Co. Office of Education
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¹² Both county superintendents and county committees on school district reorganization are involved because, while the Aspire Solaire territory, RCSD, and RRUHSD are located within the County of Placer, the Sacramento County Superintendent of Schools has jurisdiction over the CJUSD.

¹³ This is the first page of a two-page document that is available from the Placer County Superintendent of Schools or Sacramento County Superintendent of Schools.

As shown in Table 1, below, in January 2023, both County Superintendents found the Petition sufficient¹⁴, and forwarded it to their respective county committees on school district reorganization for further review and consideration. In February 2023 each Committee conducted a public hearing to obtain public response to the Petition. In August 2023 each Committee found the project is exempt from CEQA. The next steps are for the Committees to consider approving or disapproving the petition.

Table 1

DATE	ITEM
December 16, 2022	Petition for transfer of territory filed with Placer County Superintendent of Schools and Sacramento County Superintendent of Schools.
January 13, 2023	After finding petition sufficient and signed as required by law, Placer County Superintendent of Schools transmitted petition to the Placer County Committee on School District Reorganization and State Board of Education.
January 24, 2023	After finding petition sufficient and signed as required by law, Sacramento County Superintendent of Schools transmitted petition to the Sacramento County Committee on School District Organization and State Board of Education.
February 8, 2023	Placer County Committee on School District Reorganization Meeting: Committee conducted public hearing to obtain public response to Petition.
February 25, 2023	Sacramento County Committee on School District Organization Meeting: Committee conducted public hearing to obtain public response to Petition.
August 7, 2023	Placer County Committee on School District Reorganization Meeting: Committee found the project is exempt from CEQA.
August 15, 2023	Sacramento County Committee on School District Reorganization Meeting: Committee found the project is exempt from CEQA.

¹⁴ The sufficiency finding included that the Placer County Elections office had found the Petition to have been signed as required by law.

The Aspire Solaire transfer territory is bounded by Daylight Drive (east), Solaire Drive (south), Santucci Boulevard (west), and Pleasant Grove Boulevard (north) in Roseville, California. Image 2, below, shows the Aspire Solaire territory (bordered in blue) relative to the neighboring homes and other development to the east, which are within the RCSD and RJUHSD.

Image 2



Image 3, below, is a closer view of the Aspire Solaire neighborhood and surrounding roads. Of note, and discussed further below, Santucci Boulevard currently ends just south of the Aspire Solaire territory and Solaire Drive.

Image 3

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As shown in Table 2, below, there are a total of 213 parcels, of which 210 are residential; the 210 residential parcels are comprised of 144 developed parcels and 66 vacant / undeveloped parcels.

Table 2

<i>Development Status</i> ¹	<i>Parcel Count</i> ¹	<i>Residential Parcels</i>
Developed	144	144
Vacant Land	66	66
Other ²	3	0
Total Parcels:	213	210

¹ Based on data from County of Placer Geographic Information System (GIS) and County of Placer Assessor data.
² Includes parcels identified as Common Area or Utilities.

As shown in Table 3, below, there are currently 36 K - 12 students from Aspire Solaire enrolled in CJUSD, including 24 in grades TK - 8 and 12 in grades 9 - 12¹⁵

¹⁵ To confirm, these are the current counts of Aspire Solaire students. Of course, should the Petition be approved in the future, the actual number of Aspire Solaire students who would then attend RCSD and RJUHSD schools may be different.



Table 3

CJUSD Enrollment from Aspire Solaire¹	
<i>Grade</i>	<i>Student Count</i>
TK	1
K	3
1	2
2	3
3	4
4	0
5	5
6	0
Subtotal TK - 6:	<u>18</u>
7	5
8	1
Subtotal 7 - 8:	<u>6</u>
9	5
10	3
11	1
12	3
Subtotal 9 - 12:	<u>12</u>
Total TK - 12:	<u><u>36</u></u>

¹ Information provided by CJUSD (July 2023).



CRITERION #1: ADEQUATE NUMBER OF PUPILS

Criterion: The reorganized districts will be adequate in terms of number of pupils enrolled.

Analysis: California Code of Regulations - Title 5 - Division 1 - Chapter 20 - Subchapter 4 - Section 18753(a)(1) states that "It is the intent of the State Board that direct service districts not be created which will become more dependent upon county offices of education and state support unless unusual circumstances exist" and goes on to describe that following the reorganization each affected district should have projected enrollment of at least 901 pupils for an elementary district, 301 pupils for a high school district, and 1,501 pupils for a unified district.

As shown in Table 4, below, the enrollments of the districts currently exceed these minimums.

Table 4

<i>District</i>	<i>Total Enrollment¹</i>	<i>Minimum Enrollment²</i>
CJUSD	4,199	1,501
RCSD	11,583	901
RJUHSD	12,237	301

¹ 2022-23 enrollment from DataQuest (California Department of Education).
² California Code of Regulations section 18753(a).

As shown in Table 3, above, there are currently 36 K - 12 students from Aspire Solaire enrolled in CJUSD. Although the number of students from Aspire Solaire may be different in the future (whether or not additional homes are constructed in Aspire Solaire), assuming this number for the purposes of analysis, then, as shown in Table 5, below, if the transfer is approved, the loss to CJUSD equates to 0.86% of current enrollment and the gains to RCSD and RJUHSD equate to 0.21% and 0.10%, respectively.

Table 5

<i>District</i>	<i>Total Enrollment¹</i>	<i>Students</i>		<i>Post-Transfer Enrollment</i>	<i>Change</i>
		<i>Gained / (Lost) from Transfer²</i>	<i>Post-Transfer Enrollment</i>		
CJUSD	4,199	(36)	4,163	-0.86%	
RCSD	11,583	24	11,607	0.21%	
RJUHSD	12,237	12	12,249	0.10%	

¹ 2022-23 enrollment from DataQuest (California Department of Education).
² Information provided by CJUSD (July 2023).

Conclusion: The criterion is substantially met - the reorganized districts will be adequate in terms of number of pupils enrolled.

CRITERION #2: SUBSTANTIAL COMMUNITY IDENTITY

Criterion: The districts are each organized on the basis of a substantial community identity.

Analysis: California Code of Regulations - Title 5 - Division 1 - Chapter 20 - Subchapter 4 - Section 18573(a)(2) states that to determine whether the new district is organized on the basis of substantial community identity, the following criteria should be considered:

- Isolation;
- Geography;
- Distance between social centers;
- Distance between school centers;
- Topography;
- Weather;
- Community, school, and social ties, and other circumstances peculiar to the area.

Isolation

As part of determining whether “community identity” is substantially met, applicable regulations require an examination of isolation as a factor within the community as a result of the transfer. The parcels in the Aspire Solaire territory are located in the northern portion of CJUSD in the Aspire Solaire neighborhood of Roseville. Currently, there is farmland, or undeveloped parcels, to the west and south.

Aspire Solaire is within the larger Sierra Vista Specific Plan area in the City of Roseville, with immediately adjacent residential communities, primarily to the east, northeast and southeast, attending RCSD and RJUHSD schools. Aspire Solaire is bounded by Daylight Drive (East), Solaire Drive (South), Santucci Boulevard (West), and Pleasant Grove Boulevard (North).

The area currently has two entry/exits via Pleasant Grove Boulevard (North) and Solaire Drive (South). There is no direct driving access from Aspire Solaire southward to the assigned CJUSD schools. This is due to incomplete roadway infrastructure, Santucci Boulevard, to the south. All CJUSD schools assigned to the community of Aspire Solaire are to the south. The Sierra Vista Specific Plan outlines the development of Santucci Boulevard. The construction south on Santucci Boulevard has not begun and is tied to developer responsibilities for road construction as subdivisions are completed. In reaching out to the Placer County Planning Department, they could not provide a timeline for future construction south of Aspire Solaire.

If a transfer were granted, ostensibly the Aspire Solaire community would be more connected to neighbors and neighborhoods to the east and north who also attend RCSD and RJUHSD schools. In the absence of the transfer, the Aspire Solaire community, for the immediate future, would not have any other proximate CJUSD neighbors in any direction, although any future residential communities to the west and south, if developed, would be within the CJUSD attendance boundaries.

As part of its August 7, 2023 meeting agenda item to consider whether the proposed transfer was subject to CEQA, the Placer County Committee on School District Reorganization received the below table (marked as Exhibit 2) identifying possible RCSD and RJUHSD schools that would serve Aspire Solaire.

Exhibit 2

<u>School</u>	<u>Capacity</u>	<u>Expected Fall 2023 Enrollment</u>
Westbrook Elementary School	800	500
Barbara Chilton Middle School	1,200	1,200
Roseville High School	1,800	1,500
Oakmont High School	1,600	1,320
Antelope High School	1,900	1,750

Table 6, below, shows the distance and travel time between Aspire Solaire, the CJUSD schools serving Aspire Solaire, and the RCSD/RJUHSD schools identified as possible school locations in the Placer County Committee on School District Reorganization's August 7, 2023 meeting agenda item to consider whether the proposed transfer was subject to CEQA. This shows that the RCSD elementary and middle schools are nearer to Aspire Solaire than the CJUSD elementary and middle schools currently serving the neighborhood.

Table 6

<u>District</u>	<u>School</u>	<u>Travel Distance by Road (miles)⁴</u>	<u>Estimated Travel Time (mins)⁴</u>
CJUSD ¹	Rex Fortune Elementary School	3.6	8
	Wilson C. Riles Middle School	5.7	13
	Center High School	7.9	17
RCSD ²	Westbrook Elementary School	0.3	1
	Barbara Chilton Middle School	2.1	7
RJUHSD ³	Antelope High School	7.2	18
	Roseville High School	8.2	19
	Oakmont High School	10.0	24

¹ CJUSD schools serving Aspire Solaire (information provided by CJUSD).

² Schools identified by RCSD as possible receptor sites (as noted in Placer County Committee on School District Reorganization August 7, 2023 meeting agenda item report and Sacramento County Committee on School District Organization August 15, 2023 meeting agenda item report).

³ Schools identified by RJUHSD as possible receptor sites (as noted in Placer County Committee on School District Reorganization August 7, 2023 meeting agenda item report and Sacramento County Committee on School District Organization August 15, 2023 meeting agenda item report).

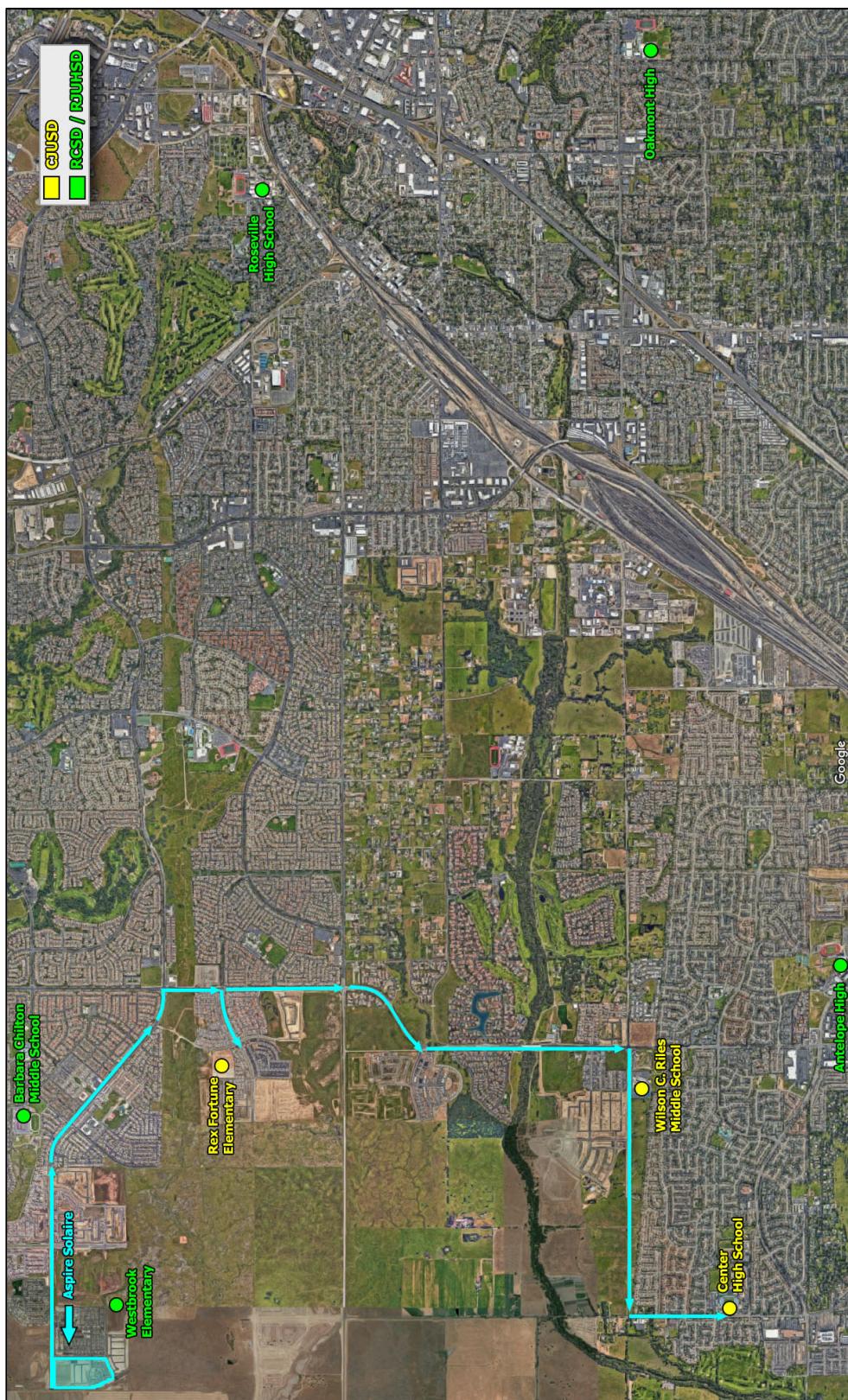
⁴ Information from Google maps.



Travel to the CJUSD schools assigned, must be done by driving north out of the subdivision and east on Pleasant Grove Boulevard. This provides the community access to roads south for travel to their assigned schools. The schools in RCSD and RJUHSD are preferable to the petitioners due to closeness, and direct route access.¹⁶

Image 4, below, shows Aspire Solaire and the above referenced schools. CJUSD schools are indicated with the color yellow and RCSD/RJUHSD schools are indicated with the color green. Of note, the elementary and middle school students in Aspire Solaire travel past RCSD elementary and middle schools, and neighborhoods immediately to the east of Aspire Solaire served by these schools, on their way to CJUSD elementary and middle schools. With regard to high schools, the travel distance by road to Center High School (7.9 miles) is 0.7 miles longer than to Antelope High School (7.2 miles), 0.3 miles shorter than to Roseville High School (8.2 miles), and 2.1 miles shorter than to Oakmont High School (10.0 miles).

¹⁶ Aspire Solaire petition and reorganization analysis (December 2022).

Image 4

Geography

The area proposed for transfer is located in the same geographical area of homes of the RCSD and RJUHSD. All are within the Roseville city limits. The geographic area is defined by developing subdivisions of "new housing" and is part of the Placer County, Sierra Vista Specific Plan.

Distance from Social Centers

The main social centers, retail establishments, and grocery stores within reasonable driving distance, would primarily be in the community of Roseville. Travel to local social centers would be through the same routes utilized to travel to requested schools in the transfer territory. Most travel out of Aspire Solaire, will require travel past the schools located in the Roseville school districts.

Distance from School Centers

The distance and time required to drive to the schools currently assigned is one of the main reasons that residents of Aspire Solaria feel isolated. In the case of elementary and middle school, the access to closer schools is most noticeable. As shown in Table 6, above, at the high school level, Center High School and the three potential RJUHSD high schools are reasonably similar in distance.

Topography

Topography in the Aspire Solaire neighborhood and its surroundings are visually similar. All three school districts are located at approximately 100 feet of elevation in California's Central Valley, between the Coast Mountain Range and the Sierra Nevada Mountain Range.

Weather

Weather in the communities surrounding Aspire Solaire does not show evidence of being materially different from one another. Both the City of Roseville and the Antelope area (where CJUSD is located) are classified by the US Department of Agriculture as USDA Zone 9B.

Community, School, and Social Ties and Other Circumstances

The lead petitioner shared that the petitioners have a strong community identity with the City of Roseville. Aspire Solaire residents also have close social ties with their neighbors in adjacent subdivisions, who attend Roseville schools. The eastward path of travel for entrance and exit of Aspire Solaire, provides close access to local school facilities, shopping centers, places of worship, three major parks, and two golf courses, all within three miles. The personal relationships amongst neighbors and connection to the Roseville area community and its social resources supports a conclusion of substantial community identity.

Conclusion: The criterion appears to be substantially met - because, as shown above, Aspire Solaire has connections with the nearby areas within the boundaries of RCSD and RJUHSD, if the transfer were approved, it appears that the three school districts involved would be organized on the basis of substantial community identity.



CRITERION #3: EQUITABLE DIVISION OF ASSETS AND LIABILITIES

Criterion: The proposed reorganization will result in an equitable division of property and facilities, including debt and monies due and not collected.

Analysis:

Property and Facilities

There is no school property or facilities located in the territory proposed for transfer - therefore, no property and facilities will be divided.

Debt and Monies Due and Not Collected

There is no debt and monies due and not collected subject to division - each district's outstanding debt would remain the same.

Property Tax Revenue¹⁷

The exchange of property tax revenue as a result of reorganization is determined pursuant to Revenue and Taxation Code section 99.

Subdivision (b) requires the county assessor to notify the county auditor within 30 days of receiving notification of the change of the assessed valuations of the territory to be reorganized. The county auditor then estimates the amount of property tax generated from the territory and notifies the governing boards in the affected school districts.

Subdivision (i) states that the governing boards of the districts must negotiate a property tax exchange within 60 days of receiving notification from the county auditor or the County Board of Education will determine the exchange.

Conclusion: The criterion is substantially met - the reorganization would not involve division of property and facilities, including debt and monies due and not collected.

¹⁷ Although the impact of reorganization on the property tax revenue is not expressly mentioned in the Criterion #3 description, it is included here for informational purposes.



CRITERION #4: NOT PROMOTE RACIAL OR ETHNIC DISCRIMINATION OR SEGREGATION

Criterion: The reorganization of the districts will preserve each affected district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation.¹⁸

School districts have a constitutional obligation to prevent racial and ethnic segregation and to alleviate the harmful effects of segregation. As such, any school district reorganization should not isolate minority students and deprive all students of an integrated educational experience.

The information on ethnic groups in the affected districts is taken from the California Department of Education's (CDE) DataQuest database and is for school year 2022-23, which is the most recent available from the CDE as of October 2023.

The ethnicities reported are:

- African American - Not of Hispanic origin, a non-Hispanic person having origins in any of the black racial groups of Africa.
- American Indian or Alaskan Native - A person having origins in any of the original peoples of North America and who maintain cultural identification through tribal affiliation or community recognition.
- Asian - A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent.
- Filipino - A person having origins in any of the original peoples of the Philippine Islands.
- Hispanic or Latino - A person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
- Pacific Islander - A person having origins in any of the original peoples of the Polynesian, Micronesian, or Melanesian Islands.
- White - Not of Hispanic origin, a non-Hispanic person having origins in any of the original peoples of Europe, North Africa, or the Middle East.

Table 7, below, shows the number of students and the percentage of students in each of the racial/ethnic groups in the three affected school districts.

¹⁸ California Code of Regulations - Title 5 - Division 1 - Chapter 20 - Subchapter 4 - Section 18573(a)(4) sets forth factors to consider in determining whether the new districts will promote racial or ethnic discrimination or segregation.

Table 7

<i>Ethnicity</i>	Center JUSD		RCSD		RJUHSD	
	<i>Enrollment¹</i>	<i>Percent¹</i>	<i>Enrollment¹</i>	<i>Percent¹</i>	<i>Enrollment¹</i>	<i>Percent¹</i>
African American	507	12.1%	309	2.7%	475	3.9%
American Indian or Alaska Native	27	0.6%	37	0.3%	107	0.9%
Asian	401	9.5%	1,102	9.5%	1,268	10.4%
Filipino	126	3.0%	692	6.0%	539	4.4%
Hispanic or Latino	1,349	32.1%	2,906	25.1%	2,626	21.5%
Pacific Islander	51	1.2%	43	0.4%	113	0.9%
White	1,413	33.7%	5,412	46.7%	6,366	52.0%
Two or More Races	310	7.4%	1,049	9.1%	566	4.6%
Not Reported	15	0.4%	33	0.3%	177	1.4%
Total	<u>4,199</u>	<u>100.0%</u>	<u>11,583</u>	<u>100.1%</u>	<u>12,237</u>	<u>100.0%</u>

¹ California Department of Education, DataQuest, 2022-23. Percentages may not total to 100% because of rounding.



As shown in Table 3, above, there are 24 CJUSD students in grades TK - 8 (18 in grades TK - 6 and 6 in grades 7 - 8) and 12 CJUSD students in grades 9 - 12 residing in the Aspire Solaire area¹⁹. Assuming these students are distributed across ethnicities in the same percentages as the entire CJUSD student population, Table 8, below, shows that there is no material change in the distribution of ethnicities for any of the districts after a transfer. Thus, the transfer would not materially affect the racial/ethnic balance of any of the districts.

Table 8

Ethnicity	2022-23		Assumed Distribution of Aspire Solaire Students: Enrollment ¹	Assumed Distribution of Aspire Solaire Students: Percent ¹	Enrollment Following Aspire Solaire Transfer ³	Percent Following Aspire Solaire Transfer ⁴	Enrollment Following Aspire Solaire Transfer	Percent Following Aspire Solaire Transfer
			TK - 8	9 - 12 ²				
Center JUSD								
African American	507	12.1%	3	1	503	12.1%	[4]	0.0%
American Indian or Alaska Native	27	0.6%	0	0	27	0.6%	0	0.0%
Asian	401	9.5%	2	1	398	9.6%	(3)	0.1%
Filipino	126	3.0%	1	0	125	3.0%	(1)	0.0%
Hispanic or Latino	1,349	32.1%	8	4	1,337	32.1%	(12)	0.0%
Pacific Islander	51	1.2%	0	0	51	1.2%	0	0.0%
White	1,413	33.7%	8	5	1,400	33.6%	(13)	-0.1%
Two or More Races	310	7.4%	2	1	307	7.4%	(3)	0.0%
Not Reported	15	0.4%	0	0	15	0.4%	0	0.0%
Total	4,199	100.0%	24	12	4,163	100.0%	(36)	
RCSD								
African American	309	2.7%	3	n/a	312	2.7%	3	0.0%
American Indian or Alaska Native	37	0.3%	0	n/a	37	0.3%	0	0.0%
Asian	1,102	9.5%	2	n/a	1,104	9.5%	2	0.0%
Filipino	692	6.0%	1	n/a	693	6.0%	1	0.0%
Hispanic or Latino	2,906	25.1%	8	n/a	2,914	25.1%	8	0.0%
Pacific Islander	43	0.4%	0	n/a	43	0.4%	0	0.0%
White	5,412	46.7%	8	n/a	5,420	46.7%	8	0.0%
Two or More Races	1,049	9.1%	2	n/a	1,051	9.1%	2	0.0%
Not Reported	33	0.3%	0	n/a	33	0.3%	0	0.0%
Total	11,583	100.1%	24		11,607	100.1%	24	
RJUHSD								
African American	475	3.9%	n/a	1	476	3.9%	1	0.0%
American Indian or Alaska Native	107	0.9%	n/a	0	107	0.9%	0	0.0%
Asian	1,268	10.4%	n/a	1	1,269	10.4%	1	0.0%
Filipino	539	4.4%	n/a	0	539	4.4%	0	0.0%
Hispanic or Latino	2,626	21.5%	n/a	4	2,630	21.5%	4	0.0%
Pacific Islander	113	0.9%	n/a	0	113	0.9%	0	0.0%
White	6,366	52.0%	n/a	5	6,371	52.0%	5	0.0%
Two or More Races	566	4.6%	n/a	1	567	4.6%	1	0.0%
Not Reported	177	1.4%	n/a	0	177	1.4%	0	0.0%
Total	12,237	100.0%		12	12,249	100.0%	12	
<small>¹ California Department of Education, DataQuest, 2022-23. Percentages may not total to 100% because of rounding. ² For CJUSD, because rounding resulted in total high school students adding to 11 instead of 12, purely for the purposes of this calculation, one student was manually added to "White" (because this is the single largest category). ³ Based on loss of students from CJUSD and gain of students to RCSD and RJUHSD. ⁴ Percentages may not total to 100% because of rounding.</small>								

¹⁹ These are the current counts of Aspire Solaire students. In the future, these counts may be different.



In 2022-23, Aspire Solaire elementary students attended Oak Hill Elementary School. Beginning with the 2023-24 school year, Aspire Solaire students attend the new Rex Fortune Elementary School, for which the CDE's DataQuest data is not available for comparison (because the most recent DataQuest data available is for 2022-23).

Table 9, below, shows the ethnic composition of Oak Hill Elementary School, and the assumed post-transfer ethnic composition assuming the 18 TK - 5 Aspire Solaire students²⁰ are distributed across ethnicities in the same percentages as the entire school. It can be seen that there is no material change in the distribution of ethnicities after a transfer. Assuming the 2023-24 ethnic composition of Rex Fortune Elementary is the same as for Oak Hill Elementary in 2022-23, there would also be no material change, and thus no material impact on the racial/ethnic balance.

If the transfer were approved, the Aspire Solaire elementary students would attend the new Westbrook Elementary School in the RCSD, which will serve 800 students at its capacity²¹. This school opened in 2023-24, and thus the CDE's DataQuest data is not available for comparison (because the most recent DataQuest data available is for 2022-23). In 2022-23, the homes neighboring Aspire Solaire were served by Orchard Ranch Elementary School. Assuming Westbrook Elementary School will have the same ethnic composition as Orchard Ranch Elementary School (based on the 2022-23 DataQuest data), Table 9, below, also shows the assumed pre-territory transfer and post-territory transfer ethnic composition of Westbrook Elementary School. It can be seen that there is no observable material change in the distribution of ethnicities after a transfer.

²⁰ Although Oak Hill Elementary School serves grades TK - 6, there are no 6th grade Aspire Solaire students.

²¹ District website for Westbrook Elementary School - <https://westbrook.rcsdk8.org>.

Table 9

Ethnicity	2022-23		Students	Transfer ³	Percent ²	Enrollment		Percent						
	Enrollment ¹	Assumed Distribution of Aspire Solaire				Enrollment Following		Percent Following		Change Following	Change Aspire			
						Aspire Solaire	Solaire	Aspire Solaire	Solaire	Solaire	Solaire			
CJUSD - Oak Hill Elementary School (TK - 6)⁴														
African American	89	12.2%	2	87	12.3%	[2]		0.1%						
American Indian or Alaska Native	2	0.3%	0	2	0.3%	0		0.0%						
Asian	80	11.0%	2	78	11.0%	[2]		0.0%						
Filipino	28	3.9%	1	27	3.8%	(1)		-0.1%						
Hispanic or Latino	190	26.1%	5	185	26.1%	(5)		0.0%						
Pacific Islander	8	1.1%	0	8	1.1%	0		0.0%						
White	259	35.6%	6	253	35.7%	(6)		0.1%						
Two or More Races	71	9.8%	2	69	9.7%	(2)		-0.1%						
Not Reported	0	0.0%	0	0	0.0%	0		0.0%						
Total	727	100.0%	18	709	100.0%	[18]								
RCSD - Westbrook Elementary School (TK - 5)⁵														
African American	17	2.1%	2	19	2.3%	2		0.2%						
American Indian or Alaska Native	5	0.6%	0	5	0.6%	0		0.0%						
Asian	105	13.1%	2	107	13.1%	2		0.0%						
Filipino	100	12.5%	1	101	12.3%	1		-0.2%						
Hispanic or Latino	139	17.4%	5	144	17.6%	5		0.2%						
Pacific Islander	0	0.0%	0	0	0.0%	0		0.0%						
White	349	43.6%	6	355	43.4%	6		-0.2%						
Two or More Races	81	10.1%	2	83	10.1%	2		0.0%						
Not Reported	4	0.5%	0	4	0.5%	0		0.0%						
Total	800	99.9%	18	818	99.9%	18								

¹ California Department of Education, DataQuest, 2022-23. As detailed in Footnote 5, 2022-23 enrollment for Westbrook Elementary School, which opened in 2023-24, is assumed for the purposes of analysis.

² Percentages may not total to 100% because of rounding.

³ Based on loss of students from CJUSD and gain of students to RCSD.

⁴ Aspire Solaire students attended Oak Hill Elementary School during the 2022-23 school year (which is the most recent year available from the California Department of Education's DataQuest database). For school year 2023-24, Aspire Solaire students attend CJUSD's new Rex Fortune Elementary School.

⁵ Aspire Solaire students would transfer to Westbrook Elementary School, which, according to the RCSD, would serve 800 students at its capacity. This school was not open in 2022-23. Because the most recent school level ethnicity data available on the California Department of Education's DataQuest database is from 2022-23, and therefore not available for Westbrook Elementary School, the ethnic distribution data for the nearby Orchard Ranch Elementary School is used because this is the school that the homes in RCSD neighboring Aspire Solaire were served by in 2022-23.



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Table 10, below, shows the current ethnic composition of Wilson C. Riles Middle School (which Aspire Solaire students currently attend) and the assumed post-transfer ethnic composition assuming the six Aspire Solaire middle school students are distributed across ethnicities in the same percentages as the entire school. It can be seen that there is no material change in the distribution of ethnicities after a transfer.

If the transfer were approved, the Aspire Solaire middle school students would attend Barbara Chilton Middle School in the RCSD. Table 10 also shows the current ethnic composition of this school and the post-transfer ethnic composition based on the assumed current ratios at Wilson C. Riles Middle School. It can be seen that there is no observable material change in the distribution of ethnicities after a transfer.

Thus, the transfer would not materially affect the racial/ethnic balance of these schools.

Table 10

Ethnicity	2022-23		Assumed Distribution of Aspire Solaire Students	Enrollment Following Aspire Solaire Transfer ³	Percent Following Aspire Solaire Transfer ²	Enrollment Change Percent Following Aspire Solaire Transfer	
	Enrollment ¹	Percent ²				Change Following Aspire Solaire Transfer	Percent Following Aspire Solaire Transfer
CJUSD - Wilson C. Riles Middle School (7 - 8)							
African American	79	13.5%	1	78	13.4%	(1)	-0.1%
American Indian or Alaska Native	4	0.7%	0	4	0.7%	0	0.0%
Asian	51	8.7%	1	50	8.6%	(1)	-0.1%
Filipino	18	3.1%	0	18	3.1%	0	0.0%
Hispanic or Latino	186	31.7%	2	184	31.7%	(2)	0.0%
Pacific Islander	7	1.2%	0	7	1.2%	0	0.0%
White	199	33.9%	2	197	33.9%	(2)	0.0%
Two or More Races	43	7.3%	0	43	7.4%	0	0.1%
Not Reported	0	0.0%	0	0	0.0%	0	0.0%
Total	587	100.1%	6	581	100.0%	(6)	
RCSD - Barbara Chilton Middle School (6 - 8)							
African American	30	2.5%	1	31	2.6%	1	0.1%
American Indian or Alaska Native	2	0.2%	0	2	0.2%	0	0.0%
Asian	139	11.5%	1	140	11.6%	1	0.1%
Filipino	178	14.8%	0	178	14.7%	0	-0.1%
Hispanic or Latino	220	18.3%	2	222	18.3%	2	0.0%
Pacific Islander	4	0.3%	0	4	0.3%	0	0.0%
White	521	43.3%	2	523	43.2%	2	-0.1%
Two or More Races	109	9.1%	0	109	9.0%	0	-0.1%
Not Reported	1	0.1%	0	1	0.1%	0	0.0%
Total	1,204	100.1%	6	1,210	100.0%	6	
<small>¹ California Department of Education, DataQuest, 2022-23. ² Percentages may not total to 100% because of rounding. ³ Based on loss of students from CJUSD and gain of students to RCSD.</small>							



Table 11, below, shows the current ethnic composition of Center High School (which Aspire Solaire students currently attend) and the assumed post-transfer ethnic composition assuming the 12 Aspire Solaire high school students are distributed across ethnicities in the same percentages as the entire school. It can be seen that there is no material change in the distribution of ethnicities after a transfer.

If the transfer were approved, the Aspire Solaire high school students would attend either Antelope High School, Roseville High School, or Oakmont High School. Table 11 also shows the current ethnic composition of each of these schools and the post-transfer ethnic composition based on the assumed current ratios at Center High School. It can be seen that there is no observable material change in the distribution of ethnicities after a transfer.

Thus, the transfer would not materially affect the racial/ethnic balance of these schools.



Table 11

Ethnicity	2022-23		Assumed Distribution of Aspire	Enrollment Following Aspire	Percent Following Aspire	Enrollment Change		Percent Change Aspire
	Enrollment ¹	Percent ²				Solaire Transfer ⁴	Solaire Transfer ²	
						Solaire Transfer	Solaire Transfer	
CJUSD - Center High School (9 - 12)								
African American	145	11.1%	1	144	11.1%	(1)	0.0%	
American Indian or Alaska Native	10	0.8%	0	10	0.8%	0	0.0%	
Asian	106	8.1%	1	105	8.1%	(1)	0.0%	
Filipino	51	3.9%	0	51	3.9%	0	0.0%	
Hispanic or Latino	426	32.5%	4	422	32.5%	(4)	0.0%	
Pacific Islander	16	1.2%	0	16	1.2%	0	0.0%	
White	445	33.9%	5	440	33.8%	(5)	-0.1%	
Two or More Races	98	7.5%	1	97	7.5%	(1)	0.0%	
Not Reported	15	1.1%	0	15	1.2%	0	0.1%	
Total	1,312	100.1%	12	1,300	100.1%	[12]		
RJUHSD - Antelope High School (9 - 12)⁵								
African American	138	7.9%	1	139	7.9%	1	0.0%	
American Indian or Alaska Native	10	0.6%	0	10	0.6%	0	0.0%	
Asian	204	11.7%	1	205	11.7%	1	0.0%	
Filipino	38	2.2%	0	38	2.2%	0	0.0%	
Hispanic or Latino	446	25.6%	4	450	25.7%	4	0.1%	
Pacific Islander	29	1.7%	0	29	1.7%	0	0.0%	
White	666	38.3%	5	671	38.3%	5	0.0%	
Two or More Races	172	9.9%	1	173	9.9%	1	0.0%	
Not Reported	38	2.2%	0	38	2.2%	0	0.0%	
Total	1,741	100.1%	12	1,753	100.2%	12		
RJUHSD - Roseville High School (9 - 12)⁵								
African American	62	3.8%	1	63	3.9%	1	0.1%	
American Indian or Alaska Native	14	0.9%	0	14	0.9%	0	0.0%	
Asian	132	8.2%	1	133	8.2%	1	0.0%	
Filipino	54	3.3%	0	54	3.3%	0	0.0%	
Hispanic or Latino	477	29.5%	4	481	29.5%	4	0.0%	
Pacific Islander	14	0.9%	0	14	0.9%	0	0.0%	
White	796	49.2%	5	801	49.2%	5	0.0%	
Two or More Races	54	3.3%	1	55	3.4%	1	0.1%	
Not Reported	14	0.9%	0	14	0.9%	0	0.0%	
Total	1,617	100.0%	12	1,629	100.2%	12		
RJUHSD - Oakmont High School (9 - 12)⁵								
African American	38	2.8%	1	39	2.8%	1	0.0%	
American Indian or Alaska Native	5	0.4%	0	5	0.4%	0	0.0%	
Asian	110	8.0%	1	111	8.0%	1	0.0%	
Filipino	53	3.8%	0	53	3.8%	0	0.0%	
Hispanic or Latino	412	29.9%	4	416	29.9%	4	0.0%	
Pacific Islander	13	0.9%	0	13	0.9%	0	0.0%	
White	675	48.9%	5	680	48.9%	5	0.0%	
Two or More Races	47	3.4%	1	48	3.4%	1	0.0%	
Not Reported	27	2.0%	0	27	1.9%	0	-0.1%	
Total	1,380	100.1%	12	1,392	100.0%	12		

¹ California Department of Education, DataQuest, 2022-23.

² Percentages may not total to 100% because of rounding.

³ For Center High School, because rounding resulted in total students adding to 11 instead of 12, purely for the purposes of this calculation, one student was manually added to "White" (because this is the single largest category).

⁴ Based on loss of students from CJUSD and gain of students to RJUHSD.

⁵ Three different high schools are shown for RJUHSD because the District communicated that, if the transfer were approved, students from Aspire Solaire would attend one of these three high schools (i.e., RJUHSD has not determined exactly which high school the students would attend).



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Conclusion: The criterion is substantially met - although the racial/ethnic makeups of the districts vary, given the relatively small number of students in the Aspire Solaire territory compared to the total enrollment of each district, the transfer would not promote racial or ethnic discrimination or segregation.



CRITERION #5: NO SUBSTANTIAL INCREASE IN COSTS TO THE STATE

Criterion: Any increase in costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.

The State Board of Education has not adopted a regulation to implement this criterion. However, the California Department of Education's School District Organization Handbook (2020 edition), suggests that the following factors be considered in analyzing whether the proposal will increase state costs:

- 1) Whether implementation of the proposal would change one or more of the affected districts' Basic Aid status.

All three of the school districts are Non-Basic Aid funded and the addition or reduction of (36) students, will not result in a change of non-basic aid funding status for any district.

- 2) Additional state costs for school facilities.

As shown in Table 5, above, the number of transfer students are less than 1% of the total enrollment for each district. Therefore, the transfer would not create an additional significant cost to the state for school facilities, if any.

- 3) Other state special or categorical aid programs and any increased state costs if students transferring would qualify in the gaining district and not in the losing district.

Under the Local Control Funding Formula (LCFF) legislation most categorical program funding streams were eliminated. The LCFF target amount districts receive are by grade span and include base, supplemental, and concentration grants, with add-ons for the former Home-to-School Transportation and Targeted Instructional Improvement Block Grant Programs and Expanded Learning Opportunity Programs. Funds would shift to the district receiving the students. Neither the shift in funds nor the cost to the state, if any, would be significant.

- 4) The additional costs to the state if costs per student for special or categorical programs are higher in the gaining district.

This does not apply to the current system of school funding. The LCFF funding model has eliminated most categorical funding streams. Funding for districts is uniform for school districts by grade span. The current AB602 model of funding for special education is based on the enrollment of each district. Funding is allocated through local special education SELPA's and may shift from one SELPA to another. This shift will not increase costs to the state.

- 5) The effect on the districts' home-to-school and special education transportation costs and state reimbursements.

Home-to-School transportation for special education is provided by formula reimbursement through the Local Control Funding Formula. Revenue for these services will follow the students in the transfer. Current funding reimburses school districts 60% of their Home-to-School transportation costs. The movement of students from one district to another is unlikely to cause any significant increase in cost to the state.

- 6) Increased costs resulting from additional schools becoming eligible for "necessary small school" funding under Education Code sections 42280 through 42289.

All of the schools in the affected school districts are within 15 miles of other schools. The transfer of territory will not result in the creation of additional necessary small schools nor will it relegate existing schools to necessary small school status.

Analysis: This criterion is a non-issue since all affected districts are Non-Basic Aid funded. There would be no new direct-service school districts created, as a result of the transfer.

Conclusion: the criterion is substantially met - there would be no substantial increase in costs to the State as a result of the proposed territory transfer.



CRITERION #6: NO SIGNIFICANT DISRUPTION OF THE EDUCATIONAL PROGRAMS

Criterion: The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the districts affected by the proposed reorganization.

Analysis: As shown in Table 4, above, there are 36 students within Aspire Solaire. This is a small fraction of the total enrollments (shown in Table 5, above) of the districts; therefore, this number would not significantly disrupt the educational programs of the school districts involved.

Conclusion: The criterion is substantially met - the number of students that would leave CJUSD and join RCSD/RJUHSD would not significantly disrupt the educational programs of the districts.

CRITERION #7: NO SIGNIFICANT INCREASE IN SCHOOL HOUSING COSTS

Criterion: The proposed territory transfer will not result in a significant increase in school housing costs.

Analysis: The proposed territory transfer would transfer a total of 36 students from CJUSD. Per Table 3, above, this includes 24 students in grades TK - 8 (who would attend RCSD) and 12 students in grades 9 - 12 (who would attend RJUHSD).

Exhibit 2, above, shows the capacity and expected fall 2023 enrollment of the possible RCSD and RJUHSD schools that would serve Aspire Solaire. The related agenda item report stated:

“ . . . with the possible exception of Chilton Middle School, each such receptor site has available capacity to accommodate the entire impacted student population based on each sites existing student capacity. Thus, no physical changes would be required at the campuses to accommodate the transferring students and no exceptions to the exemption apply. As to Chilton Middle School, while it may be necessary to add a portable classroom to accommodate the five (5) expected middle school-age students resulting from the Petition, such modification is still well within the exemption.”

If a new classroom is required, there would be a cost; however, it would not be significant, and thus the proposed territory transfer would not result in a significant increase in school housing costs.

Further, as shown in Table 12, below, assuming Aspire Solaire is built out to 210 homes (see Table 2, above) and the student yield rates in CJUSD's 2022 Developer Fee Justification Study, the 210 homes would yield 53 elementary students, 15 middle school students, and 32 high school students.

Table 12

Potential Students at Buildout			
<u>Grade Levels:</u>	<u>TK-6</u>	<u>7-8</u>	<u>9-12</u>
Potential New Homes:	210	210	210
Student Yield Rates ¹ :	x <u>0.251</u>	x <u>0.072</u>	x <u>0.150</u>
Potential Students:	53	15	32

¹ CJUSD - 2022 Developer Fee Justification Study.

Table 13, below, compares the number of potential students at buildout (Table 9) with the available capacities of the possible RCSD and RJUHSD schools that would serve Aspire Solaire shown in Exhibit 2, above. It can be seen that there is sufficient capacity to accommodate the elementary students at Westbrook Elementary School and the high school students at each of the three high school options. With regard to Chilton Middle School (no available space), it may be necessary to add a classroom to accommodate the middle school students.



Table 13

<i>School</i>	<i>Capacity¹</i>	Potential Aspire Solaire Students at Buildout v. Capacity				<i>Potential Capacity Surplus/ (Shortfall)</i>
		<i>Expected Fall 2023 Enrollment¹</i>	<i>Expected Remaining Capacity</i>	<i>Potential Aspire-Solaire Students²</i>		
Westbrook Elementary School	800	500	300	53	247	
Barbara Chilton Middle School	1,200	1,200	0	15	(15)	
Roseville High School	1,800	1,500	300	32	268	
Oakmont High School	1,600	1,320	280	32	248	
Antelope High School	1,900	1,750	150	32	118	

¹ Data from table received by Placer County Committee on School District Reorganization at August 7, 2023 meeting [Exhibit 2, herein].
² Information from Table 9 of Report on Proposed Transfer of Territory from Center JUSD to Roseville City School District and Roseville Joint Union High School District.

Conclusion: The criterion is substantially met - the proposed territory transfer will not result in a significant increase in school housing costs.



CRITERION #8: NOT PRIMARILY DESIGNED TO RESULT IN A SIGNIFICANT INCREASE IN PROPERTY VALUES

Criterion: The proposed reorganization is primarily designed for purposes other than to significantly increase property values.

Analysis: This Criterion is met if the petitioners have a compelling reason to put forth the petition for reasons other than significantly increasing property values.

The petitioners state that “The affect this transfer of territory would have on property value, if any, is irrelevant to those in favor of this proposal. An effort to increase property values is not the intention of this proposal.”

The purpose of Criterion 8 is to ascertain whether the primary reason for proposing the transfer of territory is for financial advantage to the owners.

The petitioners have requested a boundary change based on the isolation of their homes to local schools that neighboring homes in their community attend. They cite long commute distances, inability to walk/ride to school, and inability to carpool with neighboring families that are assigned RCSD/RJUHSD schools. Our work validated that the homes of Aspire Solaire, are part of the surrounding community identity²², except for assigned schools. This is supported by the fact that an elementary school and a middle school are significantly closer to their homes than the ones assigned²³. In most cases, petitioner families will need to drive past the closer schools to arrive at their assigned schools.

Conclusion: The criterion appears to be substantially met - it appears that the proposed reorganization is primarily designed for purposes other than to significantly increase property values.

²² Criterion 2 references community, school, and social ties and which petitioners cite as emphasis that community identity is the motivating factor for requesting district reorganization.

²³ Images 2, 3, and 4 above validate that closeness to schools is an important factor in requesting district reorganization.

CRITERION #9: NO SUBSTANTIAL NEGATIVE EFFECT ON THE FISCAL STATUS AND MANAGEMENT OF EACH DISTRICT

Criterion: The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the proposed district or any existing district affected by the proposed reorganization.

Analysis: There are no regulations on this subject. The CDE's School District Organization Handbook Chapter 6 from December of 2022 provides the following guidance:

"The county committee should review and consider any potential revenue gains or losses resulting from community development, agency agreements or other pass-through agreements, loss of incremental taxes, Mello-Roos Community Facility District funds, parcel taxes, certificates of participation, basic aid, tax overrides, mitigation agreements with developers, and any other categorical or specialized funds (e.g. Public Law 874 funds and Timber Reserves)."

Average Daily Attendance (Student Generated Revenue)

The resolution passed by the CJUSD states that the removal of students will result in the loss of operational funding for the school district. It should be noted that there would be no cost to educate these pupils. School budgets are built on matching the cost of education to the revenues projected. State funding follows the students; the district receives revenues to cover expenses.

While the loss of ADA funding is always a concern for school districts, this Report finds that due to the insignificant number of students currently residing in the proposed transfer territory, there will not be an impact on educational programs, or the overall fiscal operation of the school district.

Basic Aid Status

This is a non-issue as all school districts involved, are Non-Basic Aid (i.e., they receive their revenue through the state Local Control Funding Formula). There would be no change to the funding status of any district. As referenced above, funding for the 36 students would move to each district serving them.

Parcel Tax

At this time there are no parcel taxes in any of the districts involved.

Assessed Valuation

As detailed in the Bonded Indebtedness and Assessed Value section (which shows our analysis of the Education Code section 35709 and Education Code section 35572 requirements), beginning on page 35, below.

- The assessed value of the Aspire Solaire territory equates to 2.06% of the total assessed value of the CJUSD, which is less than the 10% maximum specified in Education Code section 35709. Therefore, the loss of this territory does not significantly decrease CJUSD's total assessed value.
- Including the assessed value of the Aspire Solaire territory, the CJUSD's general obligation bond debt equates to 2.18% of its bonding capacity for CJUSD. Excluding the Aspire Solaire neighborhood increases the general obligation debt vs. bonding capacity to 2.23%, which is below the 5% maximum specified in Education Code section 35572. Therefore, the loss of this territory does not significantly increase CJUSD's general obligation debt as a percentage of bonding capacity.

Bonded Indebtedness

Pursuant to Education Code Section 35575, if the transfer is approved, the Aspire Solaire territory would drop any liability for outstanding bonded indebtedness in CJUSD and assume its share of liability for outstanding bonded indebtedness in RCSD/RJUHSD.²⁴

For tax year 2022-23, the total general obligation bond tax levied on Aspire Solaire parcels for CJUSD's general obligation bonds was \$154.00 per \$100,000 of assessed value.²⁵ According to CJUSD²⁶, the transfer would result in "An increase in General Obligation Bond tax rates which are limited under Prop 39, for Center taxpayers due to loss of assessed value estimated to total \$3.59 per \$100,000 of assessed valuation". \$3.59 equates to 2.33% of the \$154.00 total general obligation bond tax levied.

Developer Fees

Developer fees will be paid to the school district in which the development is located at the time the developer fee is payable (typically at issuance of building permit). Currently, there are 66 undeveloped residential parcels. Assuming these 66 parcels are developed, an average home size of 2,197 square feet²⁷, and the current maximum statutory residential developer fee of \$4.79 per square foot, the total developer fees would be about \$695,000. Although there would be a loss of revenue, because, according to the District's 2022 Developer Fee Justification Study, the fiscal impact of new residential development is greater (\$6.13 per square foot), the loss of revenue is more than offset by the decreased facilities costs.

Conclusion: The criterion is substantially met - The reorganization, will result in a reduction in some revenue for CJUSD, but the losses are well within the tolerances outlined in the Education Code. The proposal would not have a substantial adverse effect on the fiscal management or fiscal status of the existing district by the proposed reorganization.

²⁴ It is worth noting that in 2007, the RJUHSD formed School Facilities Improvement District No. 1 (SFID No. 1) around certain of its territory (approximately 11.8 square miles) located in the northwest portion of the RJUHSD, including a portion of the Westpark community located to the north and east of the territory proposed to be transferred. SFID No. 1 was created for bond-financed construction and improvements to one of RJUHSD's high schools (Westpark High School) located, and serving the residents, within SFID No. 1. Voters within SFID No. 1 approved up to \$115 million in principal amount of general obligation bonds to be issued for school(s) serving residents of SFID No. 1, and the approved bonds are secured by an *ad valorem* tax levied on taxable properties located within SFID No. 1. RJUHSD has issued several series of SFID bonds, portions of which remain outstanding. It is not clear that 1) the Aspire Solaire territory would automatically be included in SFID No. 1 given SFID No. 1's boundaries were created by the RJUHSD School Board in 2007 and that any changes may require additional legal process, 2) the extent to which Aspire Solaire parcels would be subject to taxation for SFID No. 1 bonds, and 3) Aspire Solaire students may enroll in schools funded with SFID No. 1 bond proceeds.

²⁵ Placer County 2022-23 property tax bill for one of the parcels within Aspire Solaire neighborhood. The bill lists five series of CJUSD bonds, each with a separate levy amount - these total \$154.00 per \$100,000 of assessed value.

²⁶ CJUSD Governing Board resolution opposing territory transfer (adopted March 15, 2023).

²⁷ Center Joint Unified School District - 2022 Developer Fee Justification Study.

BONDED INDEBTEDNESS AND ASSESSED VALUE

Education Code section 35709 Analysis

Education Code section 35709 states:

"If the following conditions are met, the county committee may approve the petition . . .

(b)(2) The petition is to transfer inhabited territory of less than 10 percent of the assessed valuation of the school district from which the territory is being transferred, and the governing board of each affected district consents to the transfer."²⁸

As shown in Table 14, below, based on assumed 2024-25 assessed values, as of the assumed effective date²⁹, the assessed value of the Aspire Solaire territory would represent 2.06% of the total assessed value of the CJUSD, which is less than the 10% specified in Education Code section 35709.

Table 14

Education Code section 35709 Analysis	
Assumed Effective Date of Territory Transfer ¹ : July 1, 2025	
<u>Total Assessed Value</u>	
2023-24 Assessed Value within Sacramento County Portion of Center JUSD ² :	\$2,684,534,062
2023-24 Assessed Value within Placer County Portion of Center JUSD ³ :	<u>+\$1,626,311,996</u>
2023-24 Total Assessed Value of Center JUSD:	\$4,310,846,058
2023-24 Total Assessed Value of Center JUSD:	\$4,310,846,058
Assumed Change in Assessed Value from 2023-24 to 2024-25 ⁴ :	<u>x 0.00%</u>
Assumed Total Assessed Value of Center JUSD as of Assumed Effective Date:	\$4,310,846,058
2023-24 Assessed Value of Territory Petitioned for Transferred ⁵ :	\$88,852,852
Assumed Change in Assessed Value from 2023-24 to 2024-25 ⁴ :	<u>x 0.00%</u>
Assumed Assessed Value of Territory Petitioned for Transferred as of Effective Date:	\$88,852,852
Assumed Assessed Value of Territory Petitioned for Transferred as of Effective Date:	\$88,852,852
Assumed Assessed Value of Center JUSD Immediately Prior to Transfer:	<u>-\$4,310,846,058</u>
Percentage of District's Total AV Petitioned for Transfer:	2.06%
<small>¹ Education Code section 35534 states " . . . any action to reorganize a school district shall be effective for all purposes on July 1 of the calendar year following the calendar year in which the action is completed." According to the Sacramento and Placer County Offices of Education, if the transfer is approved, it is possible that this may not occur until calendar year 2024. If so, pursuant to Education Code section 35534, the effective date for the transfer would be July 1, 2025.</small>	
<small>² Information provided by Sacramento County Department of Finance.</small>	
<small>³ Information provided by Placer County Auditor-Controller's Department.</small>	
<small>⁴ Solely for the purposes of this analysis, it is assumed that there will be no change in assessed value (AV) for 2024-25. The calculated percentage of the Center JUSD's total AV to be transferred will be dependent on the AV change for transferred property relative to the District-wide AV change; if the transferred property AV growth rate exceeds the District-wide growth rate, the calculated change will be greater, and vice versa.</small>	
<small>⁵ Based on proposed transfer area boundaries from Petitioner (e.g. neighborhood map, street names, etc.), individual assessor parcel numbers (APNs) were identified using Placer County's online Land Information Search. The 2023-24 assessed values for identified properties were extracted from property roll data provided by the Placer County Assessor's Department by APN.</small>	

²⁸ On March 27, 2023, the CJUSD submitted a resolution opposing the transfer to the Placer County Committee on School District Reorganization. Unless withdrawn, this means that Education Code section 35709 is not applicable. The analysis is provided in case the opposition is withdrawn and all districts consent to the transfer.

²⁹ Education Code section 35534 states " . . . any action to reorganize a school district shall be effective for all purposes on July 1 of the calendar year following the calendar year in which the action is completed." According to the Sacramento and Placer County Offices of Education, if the transfer is approved, it is possible that this may not occur until calendar year 2024. If so, the effective date for the transfer would be July 1, 2025.

Education Code section 35572 Analysis

Education Code section 35572 states:

"No territory shall be taken from any school district having any outstanding bonded indebtedness and made a part of another school district where the action, if taken, would so reduce the last equalized assessed valuation of the divided district so that the outstanding bonded indebtedness of the divided district would exceed 5 percent of the assessed valuation in the remaining territory of the divided district for each level maintained, on the date the reorganization is effective pursuant to Section 35766."

As shown in Table 15, below, as of the assumed effective date, the outstanding bonded indebtedness of the Center Joint JUSD would be 2.23%, which is less than the 5% maximum specified in Education Code section 35572.

Table 15**Education Code section 35572 Analysis**Assumed Effective Date of Territory Transfer¹: July 1, 2025District's Bonded Indebtedness as of Effective Date²:

Election of 1991, Series 2016E Bonds	\$4,996,601
Election of 1991, 2016 Refunding Bonds	\$18,106,818
Election of 1991, 2020A Refunding Bonds	\$6,425,000
Election of 1991, 2020B Refunding Bonds (Taxable)	\$595,000
Election of 2008, Series 2020A Bonds	\$9,210,000
Election of 2008, Series 2021B Bonds	\$42,285,000
Election of 2008, Series 2022C Bonds	<u>+\$12,435,000</u>
Total Bonded Indebtedness as of Effective Date:	\$94,053,418

Assessed Value of Center JUSD After Transfer

2023-24 Assessed Value within Sacramento County Portion of Center JUSD ³ :	\$2,684,534,062
2023-24 Assessed Value within Placer County Portion of Center JUSD ⁴ :	<u>+\$1,626,311,996</u>
2023-24 Assessed Value of Center JUSD:	\$4,310,846,058

2023-24 Assessed Value of Center JUSD:	\$4,310,846,058
Assumed Change in Assessed Value from 2023-24 to 2024-25 ⁵ :	<u>x 0.00%</u>
Assumed Total Assessed Value of Center JUSD as of Assumed Effective Date:	\$4,310,846,058

2023-24 Assessed Value of Territory Petitioned for Transferred ⁶ :	\$88,852,852
Assumed Change in Assessed Value from 2023-24 to 2024-25 ⁵ :	<u>x 0.00%</u>
Assumed Assessed Value of Territory Petitioned for Transfer as of Effective Date:	\$88,852,852

Assumed Total Assessed Value of Center JUSD as of Assumed Effective Date:	\$4,310,846,058
Assumed Assessed Value of Territory Petitioned for Transfer as of Effective Date:	<u>-\$88,852,852</u>
Assessed Value of Center JUSD After Transfer:	\$4,221,993,206

Bonded Indebtedness as % of Assessed Value

Total Bonded Indebtedness as of Effective Date:	\$94,053,418
Assessed Value of Center JUSD After Transfer:	<u>÷ \$4,221,993,206</u>
Outstanding Bonded Indebtedness as % of CJUSD Assessed Value After Transfer:	2.23%

¹ Education Code section 35534 states “ . . . any action to reorganize a school district shall be effective for all purposes on July 1 of the calendar year following the calendar year in which the action is completed.” According to the Sacramento and Placer County Offices of Education, if the transfer is approved, it is possible that this may not occur until calendar year 2024. If so, pursuant to Education Code section 35534, the effective date for the transfer would be July 1, 2025.

² Balance on outstanding obligations derived from Official Statements and does not include accrued interest on the capital appreciation bond components of the Election of 1991, Series 2016E & 2016 Refunding Bonds pursuant to paradigm that the outstanding principal of capital appreciation bonds does not include accrued interest.

³ Information provided by Sacramento County Department of Finance.

⁴ Information provided by Placer County Auditor-Controller's Department.

⁵ Solely for the purposes of this analysis, it is assumed that there will be no change in assessed value (AV) for 2024-25. The calculated percentage of the Center JUSD's bonded indebtedness will be dependent on the AV change for transferred property relative to the District-wide AV change; if the transferred property AV growth rate exceeds the District-wide growth rate, the calculated change will be greater, and vice versa.

⁶ Based on proposed transfer area boundaries from Petitioner (e.g. neighborhood map, street names, etc.), individual assessor parcel numbers (APNs) were identified using Placer County's online Land Information Search. The 2023-24 assessed values for identified properties were extracted from property roll data provided by the Placer County Assessor's Department by APN.



**Government
Financial Services**

Joint Powers Authority

Sacramento County Office of Education
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CONCLUSION

As detailed above, we conclude that criterion 1, 3, 4, 5, 6, 7, and 9 are substantially met, criterion 2 and 8 appear to be substantially met, and the assessed valuation loss and bonded indebtedness limits are not exceeded.

INFORMATION RELIED ON³⁰

- Video call with Scott A. Loehr, Superintendent of Schools, Center Joint Unified, July 18, 2023
- Video call with Joe Landon, Assistant Superintendent, Roseville Joint Union High School District July 19, 2023
- Video call with Nick Schweizer, Associate Superintendent, Sacramento County Office of Education and Barbara Liebert, General Counsel, Sacramento County Office of Education - July 20, 2023.
- Video call with Gayle Garbolino-Mojica, County Superintendent of Schools, Placer County Office of Education and Martin Fregoso, Associate Superintendent, Business, Placer County Office of Education - July 25, 2023
- Video call with Derk Garcia, Superintendent of Schools, and Amy Banks, Associate Superintendent Business Roseville City School District, July 27, 2022
- Phone call with Chief Petitioner for the “Aspire Solaire” homeowners, Melissa Campbell, August 2, 2023
- Petition and petitioner’s analysis
- Placer County Superintendent of Schools’ Sufficiency Letter dated January 13, 2023
- Sacramento County Superintendent of Schools’ Sufficiency Letter dated January 24, 2023
- California Department of Education - School District Organization Handbook
- Placer County Committee on School District Reorganization - agenda materials for meetings on February 8, 2023 and August 7, 2023 - <https://www.placercoe.org/Pages/PCOE/About/County-Committee/County-Committee.aspx>
- Sacramento County Committee on School District Organization - agenda materials for meetings on February 25, 2023 and August 15, 2023 - <https://www.scoe.net/divisions/board/cocom/>

³⁰ The list does not include California codes and regulations that are cited in this Report.