



**COUNTY OF PLACER**  
**Community Development/Resource Agency**

Michael J. Johnson, AICP  
Agency Director

**ADMINISTRATION**

**MEMORANDUM**

**TO:** Honorable Board of Supervisors  
**FROM:** Michael Johnson, CD/RA Director  
**DATE:** May 3, 2011  
**SUBJECT:** 2010 Census/Redistricting – Board of Supervisors Workshop

**ACTION REQUESTED:**

The purpose of this report is to provide the Board with background information that will affect how supervisorial district boundaries will need to be modified to respond to population changes described in the 2010 Census data. Staff requests that the Board direct County staff to initiate work efforts for realigning Placer County Supervisorial Districts in accordance with State law and the Federal Census.

**BACKGROUND:**

The United States Constitution requires a count every 10 years of everyone residing in the United States. Information from the Census is used to help determine where to locate schools, day care centers, roads and public transportation, hospitals and other facilities, as well as to assist in making decisions concerning business growth and housing needs. Census data is also used for geographically defining state legislative districts, a "redistricting" process that begins in the year following a census. The Census data allow County officials to realign supervisorial districts in their counties, taking into account population shifts since the last Census and assuring equal representation for their constituents in compliance with the "one-person, one-vote" principle of the 1965 Voting Rights Act.

**CRITERIA AND PROCESS FOR REDISTRICTING SUPERVISORIAL DISTRICTS:**

The California Elections Code, *Adjustment of boundaries of supervisorial districts following federal census*, provides for basic criteria and process that the Board may consider in redistricting supervisorial districts. In addition to the Voting Rights Act, the Board "may give consideration to the following factors: (a) topography, (b) geography, (c) cohesiveness, contiguity, integrity, and compactness of territory, and (d) community of interests of the districts" in redistricting.

Pursuant to the direction given by the Board at its January 25, 2011 workshop, a supervisorial redistricting commission will not be formed; the Board has elected to review the development of new supervisorial district boundaries through the Board's own public deliberations at one or more public hearings. State law requires that the Board hold at least one public hearing on any proposals to adjust the boundaries of a district. One additional

public hearing is required for the Board to approve or defeat the proposals. The deadline for redistricting is November 1, 2011 given the Board's decision to conduct its own redistricting process.

**DISCUSSION:**

Since the January 25, 2011 Board Meeting, a redistricting team comprised of management staff from the County Executive Office, County Counsel, the County Clerk-Recorders Office and the Community Development/Resource Agency have met to outline a process for the Board to consider regarding options for how to adjust the existing supervisorial boundaries to address the changes in population. With the receipt of the census data in late March 2011, the County's redistricting team has focused on deciphering the new census numbers and preparing a series of alternative maps that respond to the new population data.

The following discussion is intended to provide the Board and interested members of the public with an overall understanding of the population changes, the geographic context for those changes, and how they affect the supervisorial district boundaries.

2000-2010 Overall Growth:

As of 2010, the County of Placer had a population of 348,432 persons. This is an increase of 100,947 persons over the 2000 population of 247,485 persons. This represents a 40.79 percent growth rate for 10 years or ~4.1 percent per year. A 4.1 percent/year growth rate is a substantial rate of growth for a sustained period of time.

Between 2000 and 2010, there were a number of geographically-based changes to the County's population that will cause adjustments in the supervisorial district boundaries. Notable changes include:

- Population reduction in the Tahoe Basin with reductions in one census tract exceeding 25 percent
- Population increase in the City of Roseville equal to +49 percent
- Population increase in the City of Lincoln equal to +281 percent
- Population increase in the City of Rocklin equal to +57 percent
- Limited growth in the Town of Loomis (+2 percent growth)
- Limited growth in the City of Auburn (+8 percent)
- Reductions in growth in the unincorporated Auburn area (-5 to -10 percent)
- Limited growth in large unincorporated areas of District 5 (population increase of ~100 person/year since 2000), excluding the Tahoe Basin.

Important District Population Changes:

Because it is essential to account for the "one person, one vote" principle contained in the equal protection clause of the U.S. Constitution, it is necessary to analyze population

distribution with each decennial census. The review of the data provided by the Census has lead to some basic conclusions about population growth patterns and the impact on supervisorial district boundaries. In general, it is necessary to adjust the supervisorial district boundaries so that each district has a population of 69,686 persons. No single district achieves this number, but the current population within the existing boundaries of District 4 comes close with a population of 67,014 persons.

District 2 - District 2 grew by the greatest percentage by adding 55,295 persons. This yielded a 112 percent change in population; the majority of which occurred in the City of Lincoln. The City of Lincoln grew by 281 percent, by far the largest percentage of growth for any jurisdiction in Placer County. In addition to the largest change in population, District 2 also has the largest overall population with 104,880 persons residing within the current boundaries of the District. The District 2 population currently represents 30.1 percent of the overall population of the County.

District 5 - District 5 has seen the smallest amount of overall growth with the addition of 1,008 persons over the past 10 years (an average of just over 100 persons/year). District 5 also has the smallest population with 49,097 persons and represents 14.1 percent of the overall population of the County. In addition, District 5 had two areas with population reductions: 1) the Tahoe Basin and 2) the unincorporated Auburn area. The Carnelian Bay/Dollar Point area saw reductions of around 20 to 25 percent which was likely due to fewer persons/household and a greater percentage of homes not serving as the primary residence when compared to 2000.

2010 Census Numbers

As noted above, in order to achieve absolute parity between the five Districts with 0 percent deviation, it would be necessary to adjust the supervisorial district boundaries so that each district had a population of 69,686 persons. (Note: As discussed below, the criteria being used by staff would allow a maximum of 5 percent overall deviation.) Table 1 depicts the amount of adjustment that would be required for each district if a 0 percent deviation were required.

**Table 1  
Population Adjustments by District – 0% deviation**

BOS District	2000 Population	2010 Population	Population Change for Parity
Supervisorial District 1	52,378	74,190	-4,504
Supervisorial District 2	49,585	104,880	-35,194
Supervisorial District 3	46,377	53,251	+16,435
Supervisorial District 4	51,056	67,014	+2,672
Supervisorial District 5	48,089	49,097	+20,589
<b>Total</b>	<b>247,485</b>	<b>348,432</b>	

As noted above in Table 1, the majority of adjustments need to be made between Districts 2, 3 and 5. Districts 1 and 4 require limited changes.

Table 2 provides an overall summary of population changes, by each district, between 2000 and 2010.

**Table 2  
Population Growth 2000-2010 by BOS Supervisorial District**

BOS District	2010 Population	2010 Percentage	2000 Population	2000 Percentage	% Change 2000-2010
Supervisorial District 1	74,190	21.29%	52,378	21.16%	41.64%
Supervisorial District 2	104,880	30.10%	49,585	20.04%	111.52%
Supervisorial District 3	53,251	15.28%	46,377	18.74%	14.82%
Supervisorial District 4	67,014	19.23%	51,056	20.63%	31.26%
Supervisorial District 5	49,097	14.09%	48,089	19.43%	2.10%
<b>Total Population</b>	<b>348,432</b>	<b>100.00%</b>	<b>247,485</b>	<b>100.00%</b>	<b>40.79%</b>

New District Boundaries: CDRA is using a number of criteria to prepare a range of district map alternatives. In addition to the necessary adjustment to account for the population changes, it is also necessary to prepare boundaries that are consistent with criteria found in state and federal law as well as the significant amount of case law that has addressed this issue. CDRA's primary assessment tool for this effort is the use of the ability of the County's Geographic Information System and its ability to manage both data and mapping combined with objective criteria and certain governing principles.

Redistricting principles found in state/federal law and case law includes:

- Comply with U.S. Constitution equal protection clause
- Comply with California Voters Rights Act
- Population equality as nearly as practicable
  - A total deviation within 10 percent may not constitute a prima facie equal protection violation under the 14th amendment (Gaffney vs. Cummings, 2973), but be prepared to justify in court, if necessary
  - A maximum of 5 percent deviation is generally considered a 'safe harbor' (Larios vs. Cox, 2004) but not 'fail-safe'. A deviation closer to 1 percent is best.
- Geographically contiguous
- Geographic integrity of city, local neighborhood, or local community of interest shall be minimized to the extent practicable
- Existing district boundaries are to be used as a starting point
- Preserve district cores (particularly relevant to high density urban areas)

- Consideration may be given to a) topography, b) geography, c) cohesiveness, contiguity, integrity and compactness of territory, and d) community of interests

Based upon recommendations from the County Clerk-Recorder's Office, County staff has developed additional criteria that can be applied to this effort. These criteria are consistent with statutory requirements that govern redistricting as well as contemporary case law. They also represent the geography and demographics of Placer County. These criteria include the following:

- Base the redistricting process strictly on 2010 Census population data at the block level
- Minimize the overall high/low deviation to 5 percent or less.
- To the extent possible, utilize existing supervisorial districts as the basis for new district boundaries
- Follow existing voting precinct boundaries where possible
- Supervisorial district boundaries must be wholly contained within one contiguous area
- Minimize the segmentation of incorporated cities and any known communities of interest

**ANALYSIS:**

Based upon the implementation of the above-stated criteria, the net result of these changes in population is that significant adjustments need to be made to the boundaries of Districts 2, 3 and 5.

The current District 5 boundary has a deficit of 20,589 persons which must be amended through a shift of the boundary into population centers that are currently located inside adjoining supervisorial boundaries (Districts 2 and 3). The only significant population center directly adjacent to District 5 is the unincorporated and incorporated areas of Auburn. Presently, District 5 is located adjacent to the urban edge of this population center. Because the City of Auburn has had a small amount of growth and the unincorporated Auburn area has actually seen a reduction in population since 2000, the Auburn population center would not provide a substantial offset to the amount of growth that has occurred further to the west, particularly in District 2. Consequently, staff believes it will be necessary to shift District 5 to incorporate a significant amount of this area and to further expand to the south into the northern area of the Loomis Basin in order to help achieve a balance.

If a shift to the west was considered (as occurred in the 2000 adjustments), it is more difficult to develop a logical District 5 boundary. Presently District 5 extends into the Garden Bar/Big Hill area, near Hidden Falls Regional Park. This area has very low population densities with a small population base that has not changed significantly in the past 10 years and is unlikely to change significantly in the future. If District 5 were to be expanded across the northerly section of West Placer County, staff concluded it would be necessary

to move the District 5 boundary to the western City Limits of Lincoln to incorporate a sufficient population base to balance the District. Such a significant shift is not consistent with the principles discussed in this report and was not seriously considered.

In order to balance District 2, which needs to see a shift of approximately 35,000 persons to other Districts, staff concluded it is necessary for the District 2 boundary to shrink within existing urban areas with high population densities. District 2 includes a large portion of Rocklin and all of the City of Lincoln, and consequently, it would be necessary to see a reduction in these areas.

District 3 also needs to increase its population by approximately 16,000 persons in order to be balanced. This is most easily accomplished by shifting the Auburn area from District 3 into District 5 and by shifting the District 3 boundary into the larger Rocklin population base. Because District 1 is located adjacent to large unincorporated areas with a limited population, the District can expand or contract with minimal shifts in population.

As previously noted, Districts 1 and 4 need modest modifications to achieve parity.

Using the 5 percent deviation criteria that are discussed above, staff concluded there is some flexibility to achieve parity within the districts. Based upon the criteria discussed above a 5 percent deviation, split amongst the 5 Districts of 3,484 persons can occur, provided that substantive arguments can be made in the record as to why the deviation was necessary. Such arguments could include the necessity to making districts compact and contiguous without gerrymandered boundaries, respecting municipal boundaries, preserving the core areas (e.g., City centers) of prior districts, and avoiding contests between incumbent elected officials.

#### **DISTRICT MAP ALTERNATIVES:**

Attached to this report the Board will find four different maps depicting supervisorial district boundary adjustments consistent with the criteria described above. While each alternative map is consistent with the criteria, each map also has a different geographic outcome. Given the criteria above, it is possible to draw additional maps at the Board's direction.

Overall, each map provides for the following attributes in common:

- Provides a not-to-exceed deviation of 5 percent between Districts
- Does not force an election contest between existing incumbent Board members
- Retains existing communities of interest, and urban core and city centers within a single District boundary.
- With one minor exception, the City of Auburn is wholly contained within District 5.
- The City of Lincoln is wholly contained within District 2.
- A significant portion of the City of Rocklin shifts from District 2 to District 3 in order to balance populations between Districts 2, 3 and 5.

- The majority of District 1 area is within the Roseville City Limits.

The balance of this discussion will provide a description of the unique characteristics each map alternative.

Base Map: This map has an overall deviation of 4.06 percent. District 5 has the single greatest deviation of 2.57 percent.

- District 1: District 1 is only slightly modified to account for a population shift to District 2 along the City of Roseville's northern boundary.
- District 2: The base map reduces the amount of the City of Rocklin included within the District 2 boundary. The entire boundary of the City of Lincoln is contained in District 2. The eastern edge of District shifts easterly to Bell Road.
- District 3: The base map shifts District 3 to the south and west parallel to Interstate 80. The District is expanded into the City of Rocklin and shifts the City of Auburn wholly to District 5. Overall, the size of the District decreases.

District 4: The base map modifies District 4 along Highway 65 on the northern edge of the City of Roseville. This narrow area is presently served by District 4 and is divided by Highway 65 with a portion shifting to District 2. Other changes include a westerly shift to the west around the Town of Loomis and to the north into the Penryn area.

- District 5: This map shifts the District 5 east to Bell Road and extends District 5 through the City of Auburn southward to King Road and to portions west of Auburn Folsom Road in the Loomis Basin.
- The City of Lincoln is wholly contained in District 2.
- The City of Roseville is represented by Districts 1, 2, 3 and 4.
- The City of Rocklin is represented by Districts 2, 3 and 4.
- The Town of Loomis is wholly contained within the District 3 boundary.
- The City of Auburn is wholly contained within the District 5 boundary.

Alternative Map 1: This map has an overall deviation of 3.27 percent. District 5 has the single greatest deviation of 2.49 percent.

- District 1: On this map, District 1 shifts the Placer Vineyard Area to District 2. The only unincorporated area represented by District 1 would be those lands south of Baseline Road and east of Walerga Road. In this map, District 1 represents the smallest geographic area of the 4 alternatives.

- District 2: District 2 is expanded south of Base Line Road into the Placer Vineyards Specific Plan area and is reduced in the Rocklin area in order to shift population to District 3. It is also expanded easterly to Bell Road into areas presently inside the District 5 boundary.
- District 3: Similar to the Base Map, District 3 shifts to the south and west into the Rocklin area. The City of Auburn and unincorporated areas around Auburn are shifted to District 5.
- District 4: In this alternative, District 4 is slightly modified to extend into an area north of Horseshoe Bar Road. There is additionally a small expansion in the City of Roseville in an area that is mostly non-residential in character.
- District 5: The District 5 boundary extends westerly to include the City of Auburn and southward into the Loomis Basin. The western boundary with District 2 is shifted easterly to Bell Road.
- The City of Lincoln is wholly contained in District 2.
- The City of Roseville is represented by Districts 1, 2 and 4.
- The City of Rocklin is represented by Districts 2 and 3.
- The Town of Loomis is wholly contained within the District 3 boundary.
- The City of Auburn is wholly contained within the District 5 boundary.

Alternative Map 2: This map has an overall deviation of 3.22 percent. District 4 has the single greatest deviation of 1.94 percent.

- District 1: In this alternative District 1 is the most expansive with a significant expansion north of Baseline Road into the Curry Creek Community Plan Area and the Regional University Specific Plan Area.
- District 2: District 2 is reduced to accommodate the expansion from District 1 and from the District 3 shift into the City of Rocklin as discussed above.
- District 3: In this alternative, District 3 largely represents the area north and west of Interstate 80. The District expands into District 2 in the City of Rocklin and north of Bickford Ranch. A small portion of Rocklin is represented south of Interstate 80 including the campus of Sierra College.
- District 4: District 4 expands north into a portion of the Town of Loomis using Interstate 80 as the boundary between Districts 3 and 4. The District is also expanded into the Penryn area.

- District 5: District 5 is the most expansive in this alternative. The District's western boundary extends west through Garden Bar to the Thermalands area. It also extends south of Newcastle Road into the Loomis Basin along Interstate 80.
- The City of Lincoln is wholly contained within District 2.
- The City of Roseville is represented by Districts 1, 2, and 4.
- The City of Rocklin is represented by Districts 2 and 3.
- The Town of Loomis is divided between the town center to the west and north and the rural residential areas to the south and east. Interstate 80 serves as the District Boundary between Districts 3 and 4.
- The City of Auburn is located within the District 5 boundary with the exception of the wastewater treatment plant in the Ophir/Newcastle area.

Alternative Map 3: This map has an overall deviation of 4.00 percent. District 5 has the single greatest deviation of 2.50 percent.

- District 1: In this alternative, District 1 is only slightly modified along the northern boundary with District 2 and a shift of an area that is primarily non-residential to District 4.
- District 2: In this map, the District 2 boundary is nearly identical to the Base Map. The largest shift being the shift of a large area of Rocklin to District 3 and the eastern boundary shifting easterly to Bell Road.
- District 3: Similar to Base Map, the primary shift is into the City of Rocklin to help balance the population shift away from the City of Auburn. In this alternative, the area around Loomis and Rocklin is more contiguous and balanced with the surrounding area.
- District 4: District 4 is only slightly modified to include an area that is mostly non-residential in Roseville and a small shift to King Road in the Loomis Basin.
- District 5: This alternative is similar to the Base Map with District 5 stopping at Bell Road but shifting into the City of Auburn. The District would extend to Horseshoe Bar Road in the Loomis Basin.
- The City of Lincoln is wholly contained within District 2.
- The City of Roseville is represented by Districts 1, 2 and 4.
- The City of Rocklin is represented by Districts 2 and 3.
- The Town of Loomis is wholly contained within the District 3 boundary.

- The City of Auburn is wholly contained within the District 5 boundary.

**NEXT STEPS:**

At the January 25, 2011 workshop, the Board directed staff to “initiate work efforts for realigning Placer County Supervisorial Districts in accordance with State law and Federal Census”. This workshop is the first opportunity for the Board to analyze the Census data and how it affects supervisorial district boundaries. Based upon the discussion at the January 25, 2011 workshop, staff recommends that the factual conclusions found in the Census data and the resulting need to change supervisorial district boundaries be shared with the County’s Municipal Advisory Councils (MACs) and to work with the Elections Division staff to refine the boundaries. Additionally, similar to the processes followed with the 2000 Census, the County Clerk-Recorder has offered to provide community outreach to City Councils, Placer County Water Agency (who shares the Board’s supervisorial district boundaries) various Special Districts, School Districts, and other interested parties is also recommended.

Lastly, each Board member has been provided with a workbook that contains background information on the redistricting process, data on population, and a number of maps. Copies of the maps have been made available to the public via the County’s website.

**RECOMMENDATION:**

Staff recommends that the Board of Supervisors:

- 1) Direct County staff to initiate work efforts for Realigning Placer County Supervisorial Districts in accordance with State law and Federal Census and consistent with direction provided by the Board at the public workshop.
- 2) Direct staff to present census/redistricting information to the Municipal Advisory Councils for their review and comment.
- 3) Accept the County Clerk-Recorder’s offer to provide outreach to City Councils, various Special Districts, School Districts, and other interested parties to ensure appropriate public review and input.
- 4) Direct staff to compile all comments received from the Municipal Advisory Councils, City Councils, School Districts and Special Districts and return to the Board no later than August 2011 to report the findings and to receive direction on finalizing the redistricting process.

**FISCAL IMPACT:**

There are no additional fiscal impacts to the General Fund expected from this action.

**RECOMMENDATION:**

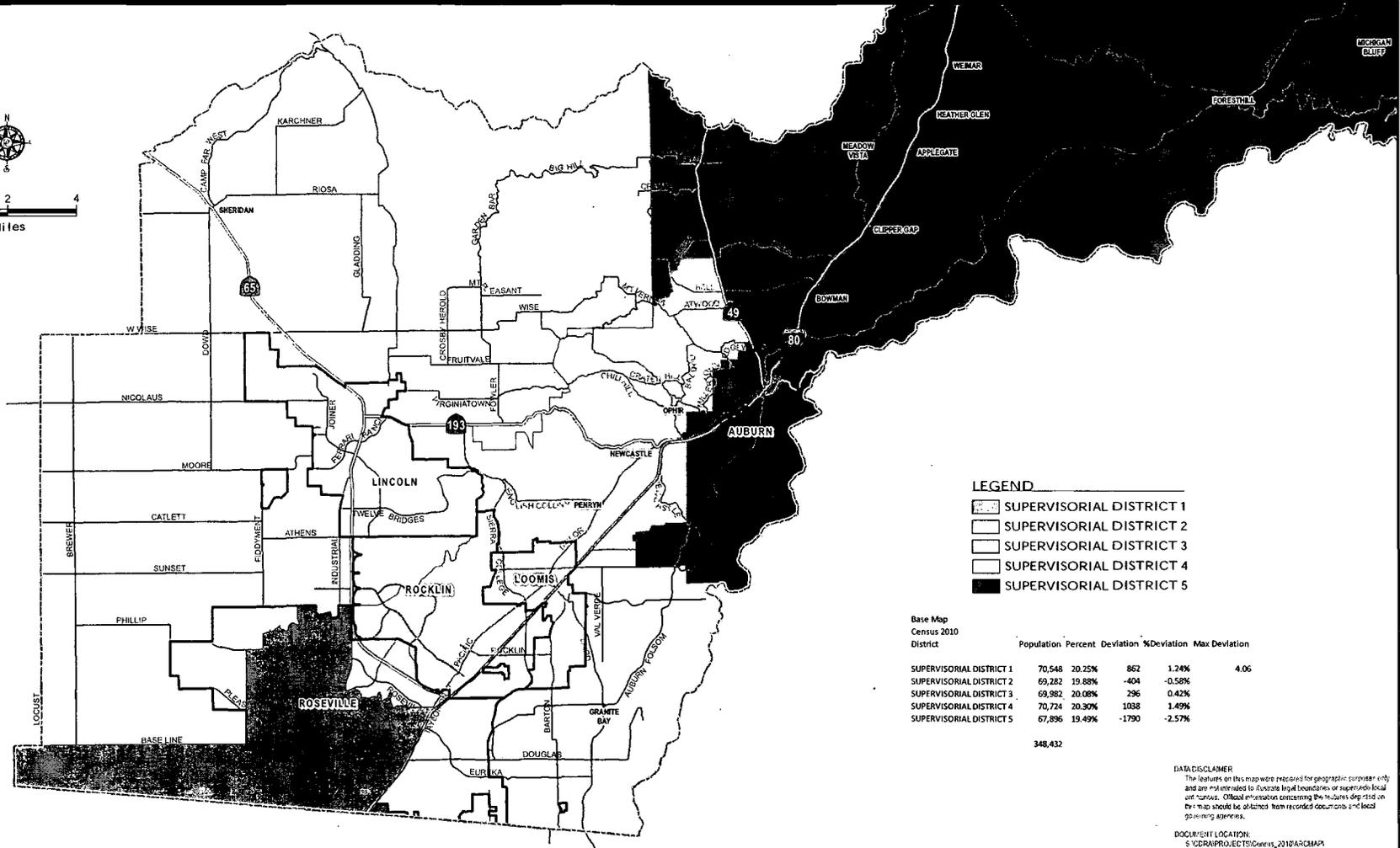
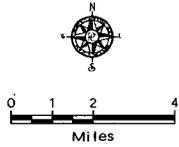
The Community Development/Resource Agency recommends that the Board direct County staff to initiate work efforts for realigning Placer County Supervisorial Districts in accordance with State law and the Federal Census.

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The following attachments are included for the Board's consideration:

- Attachment 1: Base Map
- Attachment 2: Alternative 1 Map
- Attachment 3: Alternative 2 Map
- Attachment 4: Alternative 3 Map

cc: Tom Miller, County Executive Officer  
Holly Heinzen, Assistant County Executive Officer  
Leslie Hobson, County Executive Office  
Jim McCauley, County Clerk-Recorder



- LEGEND**
- SUPERVISORIAL DISTRICT 1
  - SUPERVISORIAL DISTRICT 2
  - SUPERVISORIAL DISTRICT 3
  - SUPERVISORIAL DISTRICT 4
  - SUPERVISORIAL DISTRICT 5

Base Map Census 2010 District	Population	Percent	Deviation	%Deviation	Max Deviation
SUPERVISORIAL DISTRICT 1	70,548	20.25%	862	1.24%	4.06
SUPERVISORIAL DISTRICT 2	69,282	19.88%	-404	-0.58%	
SUPERVISORIAL DISTRICT 3	69,982	20.08%	296	0.42%	
SUPERVISORIAL DISTRICT 4	70,734	20.30%	1038	1.49%	
SUPERVISORIAL DISTRICT 5	67,896	19.49%	-1790	-2.57%	
	348,432				

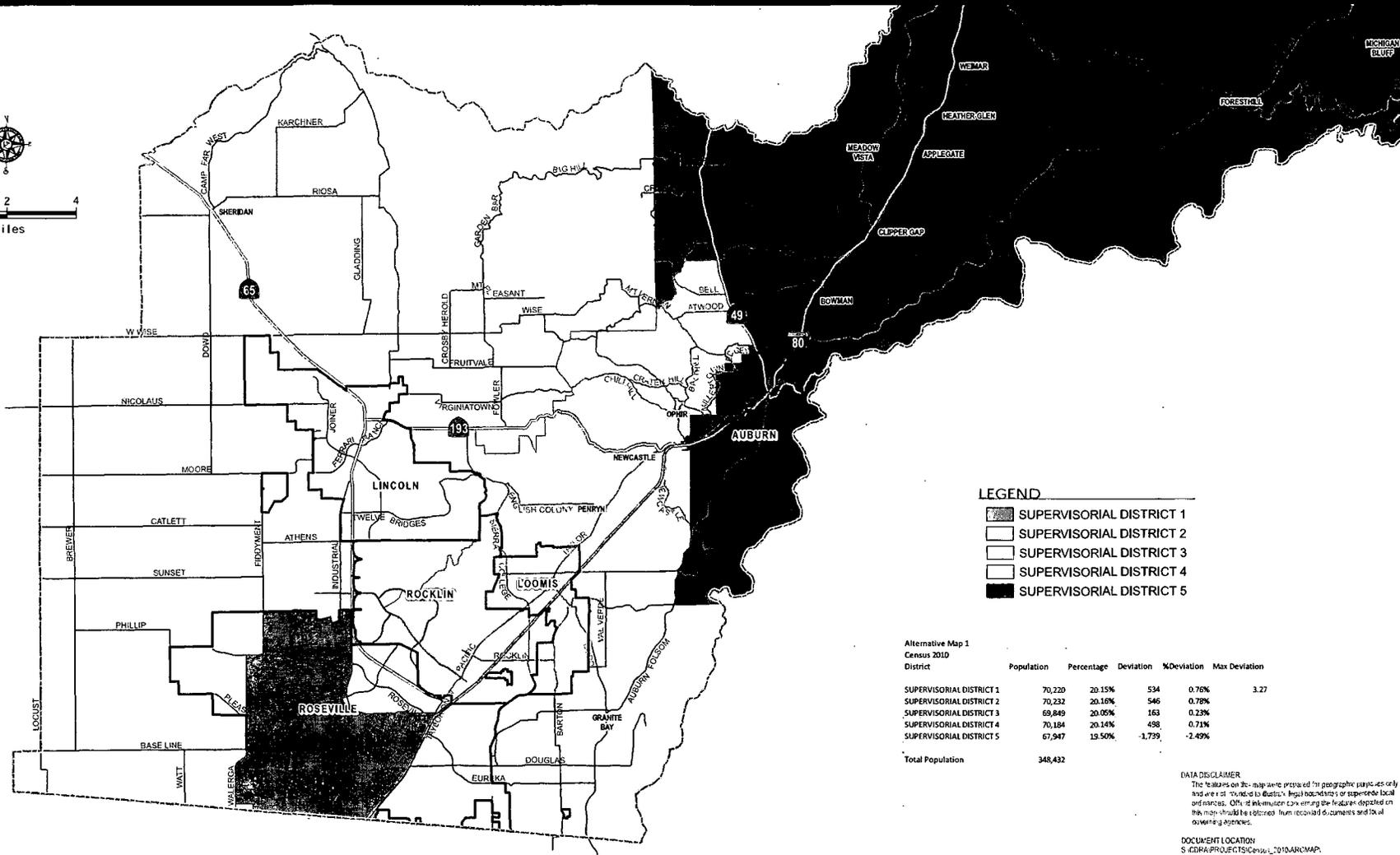
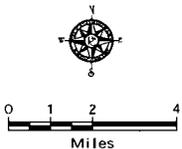
**DATA DISCLAIMER**  
The features on this map were prepared for geographic purposes only and are not intended to illustrate legal boundaries of supervisory local and counties. Official information concerning the features depicted on this map should be obtained from recorded documents and local governing agencies.

**DOCUMENT LOCATION:**  
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April 27, 2011

ATTACHMENT 1

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**LEGEND**

- SUPERVISORIAL DISTRICT 1
- SUPERVISORIAL DISTRICT 2
- SUPERVISORIAL DISTRICT 3
- SUPERVISORIAL DISTRICT 4
- SUPERVISORIAL DISTRICT 5

Alternative Map 1  
 Census 2010  
 District

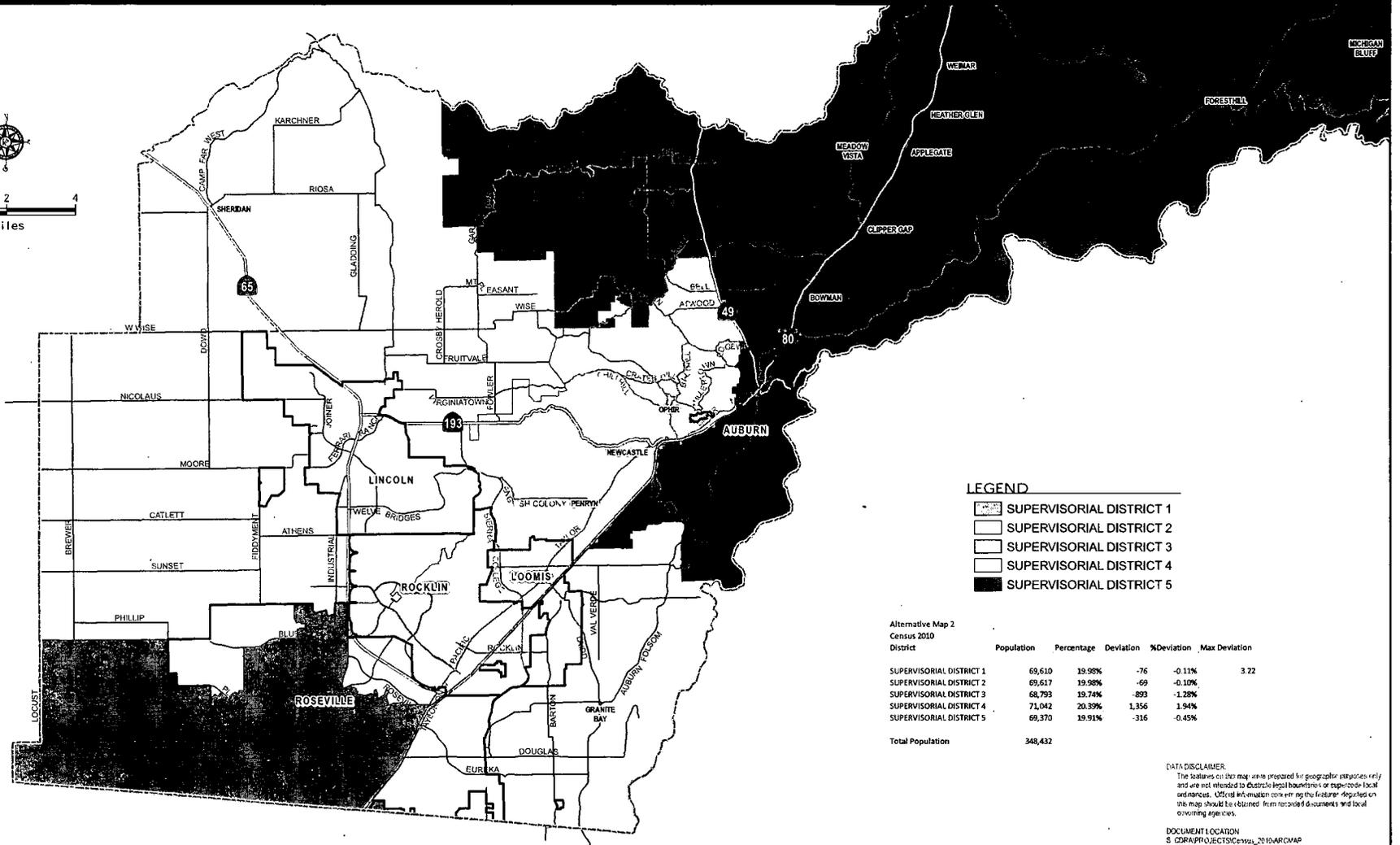
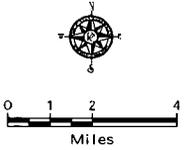
District	Population	Percentage	Deviation	%Deviation	Max Deviation
SUPERVISORIAL DISTRICT 1	70,320	20.15%	534	0.76%	3.27
SUPERVISORIAL DISTRICT 2	70,232	20.16%	546	0.78%	
SUPERVISORIAL DISTRICT 3	69,849	20.05%	163	0.23%	
SUPERVISORIAL DISTRICT 4	70,184	20.14%	498	0.71%	
SUPERVISORIAL DISTRICT 5	67,947	19.50%	-1,739	-2.49%	
<b>Total Population</b>	<b>348,432</b>				

**DATA DISCLAIMER**  
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ATTACHMENT 2

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**LEGEND**

- SUPERVISORIAL DISTRICT 1
- SUPERVISORIAL DISTRICT 2
- SUPERVISORIAL DISTRICT 3
- SUPERVISORIAL DISTRICT 4
- SUPERVISORIAL DISTRICT 5

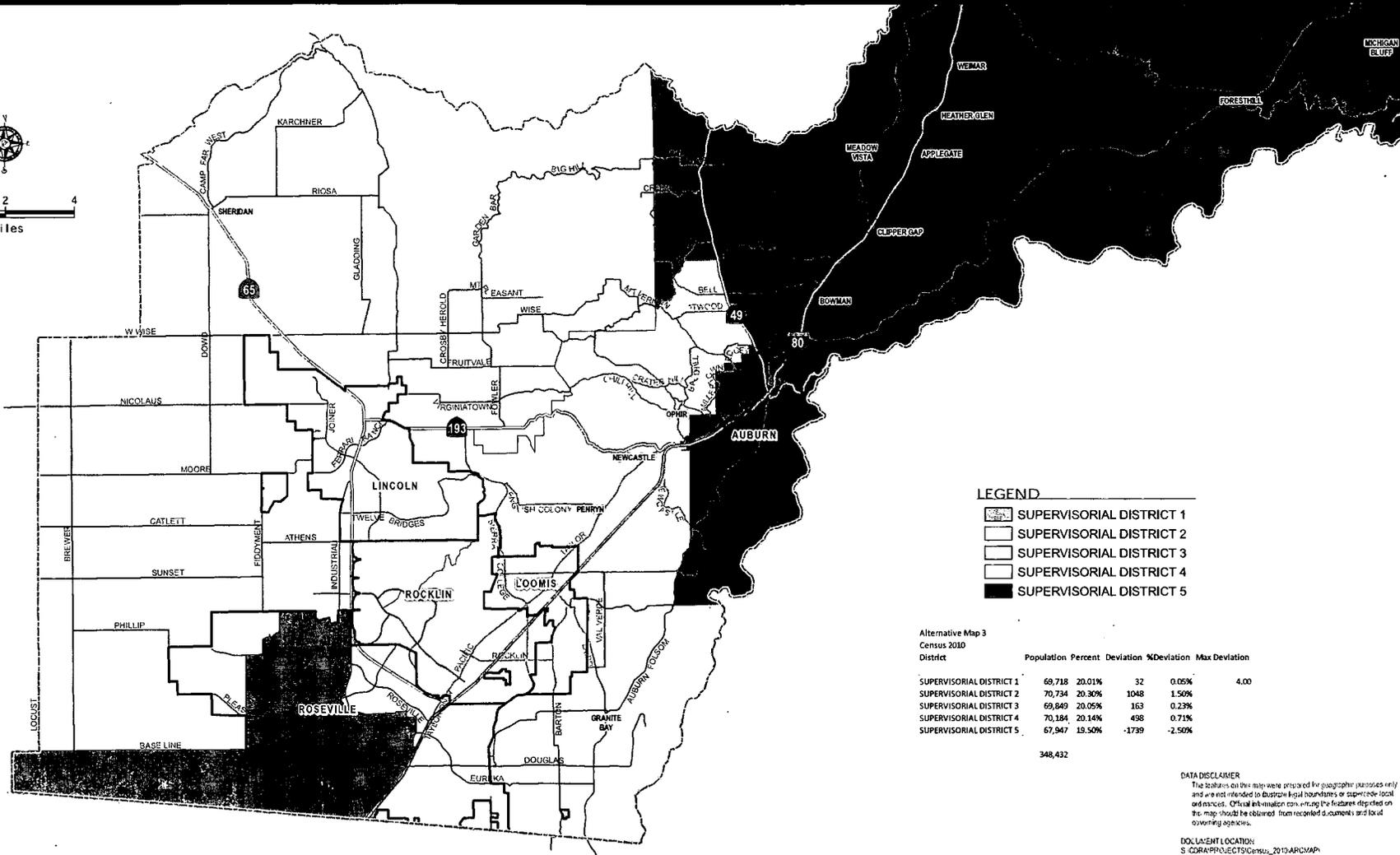
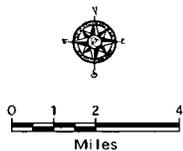
Alternative Map 2  
 Census 2010  
 District

District	Population	Percentage	Deviation	%Deviation	Max Deviation
SUPERVISORIAL DISTRICT 1	69,610	19.98%	-76	-0.11%	3.22
SUPERVISORIAL DISTRICT 2	69,617	19.98%	-69	-0.10%	
SUPERVISORIAL DISTRICT 3	68,799	19.74%	-893	-1.28%	
SUPERVISORIAL DISTRICT 4	71,042	20.39%	1,356	1.94%	
SUPERVISORIAL DISTRICT 5	69,370	19.91%	-316	-0.45%	
<b>Total Population</b>	<b>348,432</b>				

**DATA DISCLAIMER:**  
 The boundaries on this map were prepared for geographic purposes only and are not intended to depict legal boundaries or represent local and national. Official information concerning the boundaries depicted on this map should be obtained from recorded documents and local governing agencies.

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April 27, 2011



**LEGEND**

- SUPERVISORIAL DISTRICT 1
- SUPERVISORIAL DISTRICT 2
- SUPERVISORIAL DISTRICT 3
- SUPERVISORIAL DISTRICT 4
- SUPERVISORIAL DISTRICT 5

Alternative Map 3  
 Census 2010  
 District

District	Population	Percent	Deviation	%Deviation	Max Deviation
SUPERVISORIAL DISTRICT 1	69,718	20.01%	32	0.05%	4.00
SUPERVISORIAL DISTRICT 2	70,734	20.30%	1048	1.50%	
SUPERVISORIAL DISTRICT 3	69,849	20.05%	163	0.23%	
SUPERVISORIAL DISTRICT 4	70,184	20.14%	498	0.71%	
SUPERVISORIAL DISTRICT 5	67,947	19.50%	-1739	-2.50%	
<b>Total</b>	<b>348,432</b>				

**DATA DISCLAIMER**  
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April 27, 2011

ATTACHMENT 4

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