



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: CEO
Department No.: 012
For Agenda Of: 12/7/10
Placement: Set Hearing
Estimated Tme: 60 minutes on 12/14/10
Continued Item: No
If Yes, date from:
Vote Required: Majority

TO: Board of Supervisors
FROM: Board Member(s) Chandra L. Wallar, County Executive Officer
Contact Info: Sharon Friedrichsen, Assistant to the CEO
SUBJECT: 2011 Redistricting Process

County Counsel Concurrence

As to form: Yes

Auditor-Controller Concurrence

As to form: N/A

Recommended Actions:

Receive an initial overview of the Redistricting process and provide direction to staff as appropriate.

Summary Text:

Federal and State laws require district boundaries to be examined and adjusted every ten years to ensure members of the public are equally represented. The process of redrawing boundaries so that the population is evenly divided into districts that are represented by elected officials (US House of Representatives, state legislature, county or city council, school board, etc) is referred to as Redistricting. Redistricting requires the Board of Supervisors ("Board") to readjust the boundaries of the existing five supervisorial districts by November 1, 2011 using data from the 2010 Census. This item is before the Board to receive an initial overview of the Redistricting process, consider initial outreach options and provide direction to staff regarding the process. A detailed Redistricting Plan will be brought to the Board in February for consideration based upon the initial direction received.

Background:

Overview of Key Terms and Sequence of Event:

Every ten years the federal government undertakes a process to count the number of individuals residing within the country as part of the Census. The population data that emerges from the Census is then used for purposes such as allocating Congressional seats, readjusting district boundaries and allocating funding to governments to administer various programs. By December 31, 2010, the U.S. Census Bureau will deliver population data, or the apportionment counts, to the President. This report contains national and state populations and allocates the 435 districts within the U.S. House of Representatives among the 50 states by population ("Reapportionment"). At the state and local level, Census data is used to adjust the boundaries of Congressional Districts, the State Legislature and local governing bodies (county board of supervisors, city councils, school districts and special districts).

Redistricting data must be delivered to state officials responsible for legislative redistricting no later than April 1, 2011. This data file will include population totals and summaries by ethnicity/race and age.

California Elections Code §21500 states that, “*Following each decennial federal census, and using the census as the basis, the board shall adjust the boundaries of any or all of the supervisorial districts of the county so that the districts shall be as nearly equal in population as may be and shall comply with the applicable provisions of §1973 of Title 42 of the United States Code.*” The supervisorial district boundaries must be adjusted before November 1, 2011 or a supervisorial redistricting commission composed of the district attorney, county assessor, county elections official and the superintendent of schools or sheriff would adjust the boundaries by December 31, 2011 (§21501).

Basis for Redistricting:

Redistricting adheres to the concept of “one person, one vote” meaning that each district has the same number of people. As a starting point, the total population is divided as equally as possible among the number of districts. The purpose of population equality is to ensure that votes within a district do not carry more weight than another district. For instance, if there are ten voters within District A and 100 voters within District B, then District A has ten times the power of votes than in District B.

Redistricting must also comply with the Federal Voting Act (“Act”) of 1965 to protect minority voter rights during the process. Specifically, Section 2 of the Act prohibits minority vote dilution, which occurs when minorities are either compressed into a small number of districts or, alternatively, spread out across many districts so that minority voters are deprived of an equal opportunity to elect a candidate of their choice.

In California, consideration must also be given to the following criteria when establishing districts: topography; geography; cohesiveness, contiguity, integrity and compactness of territory; and community of interests (California Elections Code §21500). Literature describes these factors:

- **Topography/Geography:** Use of natural barriers such as mountain ranges and major rivers, lakes and bodies of water when drawing boundaries.
- **Cohesiveness, contiguity, integrity and compactness of territory:** These features can describe the appearance of the district. For example, continuity exists when all the boundaries of a district are connected, barring any natural barriers. A district cannot be divided into two or more pieces. However, compactness goes beyond the shape of a district to reflect the ability of residents to relate to each other combined with their geographic proximity. In *Wilson v. Eu*, the California Supreme Court stated that “[c]ompactness does not refer to geometric shapes but to the ability of citizens to relate to each other and their representatives and the ability of representatives to relate effectively to their constituency. It also speaks to relationships that are facilitated by shared interests and by membership in a political community including a city and county.” (1 Cal. 4th, at 719).
- **Community of interests:** Intangibles that bring people together such as shared interests, views and/or social, political and economic characteristics.

Summary of the Previous County Outreach Process:

In 2001, the County employed a variety of mechanisms to engage the community including:

- Citizen kits containing “FAQ” on the Redistricting process, glossary of terms, County maps and a schedule of community workshops and Board hearing dates distributed to libraries, community centers, County and city government buildings, etc.
- Webpage on County website that including “FAQ”, glossary of terms, County maps, links to the U.S. Census and State of California Redistricting websites, schedule of community workshops and Board hearing dates and relevant staff reports to the Board and information on Geographical Information System (GIS) office hours;
- Radio and County TV public service announcements and newspaper ads that listed the dates, times and locations of community workshops on Redistricting.
- Mailings to various community groups, homeowner associations and interested parties containing information on the Redistricting process and upcoming community workshops.
- Community meetings located throughout the County and held in the evenings (Spanish translation assistance available) and several workshops conducted in Spanish.
- GIS office hours in Santa Barbara and Santa Maria to assist individuals/ groups in drawing proposed boundaries as part of Redistricting proposals.
- Status updates to Board of Supervisors in April; Board meetings to receive community input and consider proposals in June and July; and Board meetings in August to discuss and adopt the Redistricting Plan ordinance.

A County project team was led by the County Administrator’s Office and included staff from County Counsel, Clerk-Recorder-Assessor, Surveyor, Information Technology (IT) Group and Santa Barbara County Association of Governments (SBCAG). Staff met internally and also attended community workshops to answer questions. In addition, various consultants were used for Spanish translation and community outreach, including developing and distributing citizens’ kits, organizing community meetings, and preparing and placing outreach advertisements and public service announcements.

Summary of Possible County Outreach Process and Options for Consideration:

County Project Team:

A multi-departmental team, led by the County Executive Office, is proposed with representatives from Counsel, General Services and the Surveyor. General Services Information Technology (IT) staff will be the primary contact for integrating Census data into maps using Geographical Information System (GIS). Other departments may also be utilized as part of the community involvement strategy, including consulting with Long Range Planning staff regarding their efforts with the 2010 Census and community plans. Departments with expertise in demographics like First 5, Public Health and Social Services may also be consulted. Clerk-Recorder-Assessor staff will be consulted to ensure that proposed Board supervisorial districts align with the boundaries of other districts (i.e. State legislative districts). County staff will meet frequently to review data, facilitate community workshops and prepare and review Redistricting proposals to bring forward to the Board for consideration.

Use of consultants:

In addition to County staff, the Board may wish to consider utilizing media/public relations consultants to assist in the development of a communication and outreach plan, including producing and negotiating radio, television and print advertisements. As previously indicated, the County used a consultant in the past to assist in this effort. Should the Board opt for the use of a consultant, it is recommended that a Request for Proposal (“RFP”) be developed, consultants evaluated by the proposed County team and a recommendation be brought forward to the Board no later than February for approval to allow for the implementation of an outreach plan. County staff will also be contacting the Statewide Database (SWDB) at the University of California-Berkeley for technical support and possible training opportunities for County staff in using Census data for Redistricting efforts.

Possible Outreach Strategy:

Staff is researching the communication and outreach strategies used by other County departments and exploring possible tools to inform the public about the Redistricting process. While a detailed communication plan will be brought forward for the Board’s consideration in February, an outreach strategy is likely to include the components listed below.

- *Community Workshops:* One to two meetings in each district scheduled for evenings and/or Saturdays to be held at public facilities and facilitated by the County project team. Spanish translation will be available and specific workshops will also be conducted in Spanish as well. Purpose of meetings is to describe the Redistricting process and receive community input on the criteria used for Redistricting.
- *Geographical Information System (GIS) Sessions:* GIS “office hours” that allow members of the public to meet with a County GIS expert to map possible boundary adjustment scenarios.
- *Movie Theatre Advertisements:* Public service announcements describing Redistricting and inviting the public to attend community workshops and GIS sessions played before movies.
- *Newspaper Advertisements:* Ads, in English and Spanish, describing Redistricting and inviting the public to attend community workshops and GIS sessions.
- *Posters:* Posters placed on buses, County facilities and other governmental locations describing Redistricting and inviting the public to attend community workshops.
- *Press Releases:* Press releases of the schedule for community workshops, GIS sessions and upcoming board meetings and other announcements on updates to the Redistricting process.
- *Radio Advertisements:* Ads, in English and Spanish, describing Redistricting and inviting the public to attend community workshops and GIS sessions.
- *Targeted Mailings:* Email announcements of Redistricting process and upcoming community meetings and GIS sessions to interested parties. Mailing lists used for 2001 Redistricting, community plans outreach and 2010 Census will be a source. Staff will explore the costs of other mailings (with government bills, sending mailer home with school children, etc.).
- *Technology:* Staff is exploring the possibility of utilizing new Internet technology that would allow interested individuals and groups to draw a district proposal and then submit the proposal to the County via the Internet. In addition, the County will have a dedicated webpage for Redistricting that includes a specific email address for questions/comments.
- *Televisions Advertisements:* Replay community workshops and air public service announcements describing Redistricting and inviting the public to attend community workshops and GIS sessions on government and other cable television stations.

Possible Timeline:

A possible timeline is outlined on the next page. Key factors for Board consideration include establishing possible special meetings/workshops as well as allowing sufficient time for adoption of the Redistricting Plan, including a second reading, before summer recess. Approval of a Redistricting Plan in August will allow sufficient time for the Clerk-Recorder-Assessor to readjust boundaries prior to any forthcoming election.

Redistricting Timeline	
Key Event/Deliverable	Date (2011)
County staff returns to Board with detailed outreach strategy and budget	February 15
US Census provides Redistricting data to States	April 1
County prepares data for distribution and use	April 1-May 15
Board Review of Public Outreach Materials	April 12
Community Outreach Launched: Targeted Outreach April 18-May 9	April 18
Board Hearing-Update on Preliminary Census Data	April 26
Community Meetings Held (Number and Locations TBD)	May 2-June 3
GIS Sessions Held (Number and Locations TBD)	May 16-June 17
Board Hearing-Summary of Community Input Received	June 14 or 21
Redistricting Proposal Submittal Deadline	June 17
Board Special Hearing-Review of Proposals (2 day session suggested)	July 11-15
Board Hearing-Proposed Redistricting Plan	August 2
Board Hearing-Proposed Redistricting Plan (2 nd reading required)	August 9
Board Hearing-Proposed Redistricting Plan (2 nd reading required)	August 16 as necessary
Last Date for Board to Legally Adopt Plan	October 31

Fiscal and Facilities Impacts:

Budgeted: No

Fiscal Analysis:

The 2001 Redistricting included a budget of \$100,000 for the creation of citizens’ kits, advertising, software and a media consultant. While the County has the software needed to map the Census data, there may be additional costs if the County wishes to utilize the Internet to allow the public to submit Redistricting proposals online. The County will utilize public facilities for meetings and involve County staff as needed for Spanish translation, videotaping and production and government television programming to minimize costs. A detailed budget will be presented to the Board in February for consideration.

Authored by:

Sharon Friedrichsen

- cc:** Dennis Marshall, County Counsel
 Bob Nisbet, General Services
 Michael Emmons, Surveyor
 Joe Holland, Clerk-Recorder-Assessor
 Glenn Russell, Planning and Development