

# **CALENDAR FOR THE BOARD OF SUPERVISORS CONTRA COSTA COUNTY**

AND FOR SPECIAL DISTRICTS, AGENCIES, AND AUTHORITIES GOVERNED BY THE BOARD  
VETERANS MEMORIAL BUILDING, WEST ROOM, 3780 MT. DIABLO BOULEVARD  
LAFAYETTE, CALIFORNIA 94549-3601

**GAYLE B. UILKEMA**, *CHAIR*, 2nd DISTRICT  
**JOHN GIOIA**, 1st DISTRICT  
**MARY N. PIEPHO**, 3rd DISTRICT  
**KAREN MITCHOFF**, 4th DISTRICT  
**FEDERAL D. GLOVER**, 5th DISTRICT

**DAVID J. TWA**, CLERK OF THE BOARD AND COUNTY ADMINISTRATOR, (925) 335-1900

The Board of Supervisors respects your time, and every attempt is made to accurately estimate when an item may be heard by the Board. All times specified for items on the Board of Supervisors agenda are approximate. Items may be heard later than indicated depending on the business of the day. Your patience is appreciated.

SPECIAL MEETING  
JANUARY 31, 2011

## **AGENDA**

9:00 A.M. Convene and call to order

I. Public Comment

II. Board Operating Procedures and Communications (Supervisor Uilkema)

III. ACCEPT 2011 Presentation of Key Issues, as recommended by the County Administrator.

IV. Redistricting Plan (Catherine Kutsuris, Conservation & Development Director)

12:00 P.M. Lunch

V. Closed Session Agenda:

A. CONFERENCE WITH LABOR NEGOTIATORS

1. Agency Negotiators: David Twa and Ted Cwiek.

Employee Organizations: Contra Costa County Employees' Assn., Local No. 1; Am. Fed., State, County, & Mun. Empl., Locals 512 and 2700; Calif. Nurses Assn.; Service Empl. Int'l Union, Local 1021; District Attorney's Investigators Assn.; Deputy Sheriffs Assn.; United Prof. Firefighters, Local 1230; Physicians' & Dentists' Org. of Contra Costa; Western Council of Engineers; United Chief Officers Assn.; Service Empl. Int'l Union United Health Care Workers West; East County Firefighters' Assn.; Contra Costa County Defenders Assn.; Probation Peace Officers Assn. of Contra Costa County; Contra Costa County Deputy District Attorneys' Assn.; and Prof. & Tech. Engineers, Local 21, AFL-CIO.

2. Agency Negotiators: David Twa and Ted Cwiek.

Unrepresented Employees: All unrepresented employees.

B. CONFERENCE WITH LEGAL COUNSEL--EXISTING LITIGATION (Gov. Code, § 54956.9(a))

Croskrey, et al., v. County of Contra Costa, et al.

United States District Court for the Northern District of California, No. C-73-0906 JCS

VI. Wrap up and Adjourn (Supervisor Uilkema)

*Any disclosable public records related to an open session item on a regular meeting agenda and distributed by the Clerk of the Board to a majority of the members of the Board of Supervisors less than 72 hours prior to that meeting are available for public inspection at 651 Pine Street, First Floor, Room 106, Martinez, CA 94553, during normal business hours.*

*The County will provide reasonable accommodations for persons with disabilities planning to attend Board meetings who contact the Clerk of the Board at least 24 hours before the meeting, at (925) 335-1900; TDD (925) 335-1915. An assistive listening device is available from the Clerk, Room 106.*

III.

To: Board of Supervisors

From: David Twa, County Administrator

Date: January 28, 2011



Contra  
Costa  
County

Subject: Key Issues for 2011

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**RECOMMENDATION(S):**

ACCEPT 2011 Presentation of Key Issues, as recommended by the County Administrator.

**FISCAL IMPACT:**

None.

**BACKGROUND:**

Refer to attached presentation materials.

**CONSEQUENCE OF NEGATIVE ACTION:**

None.

**CHILDREN'S IMPACT STATEMENT:**

None.

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☒ APPROVE

☐ OTHER

☒ RECOMMENDATION OF CNTY ADMINISTRATOR

☐ RECOMMENDATION OF BOARD COMMITTEE

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Action of Board On: **01/31/2011**

☐ APPROVED AS RECOMMENDED

☐ OTHER

Clerks Notes:

**VOTE OF SUPERVISORS**

AYES ☐

NOES ☐

ABSENT ☐

ABSTAIN ☐

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

**ATTESTED:**

**January 31, 2011**

David J. Twa. County

RECUSE



Administrator and  
Clerk of the Board of  
Supervisors

**Contact: Lisa Driscoll, County Finance Director (925)  
335-1023**

By: , Deputy

**cc:**

# Contra Costa County

## Board of Supervisors: 2011 Key Issues



### Contra Costa County

**Mission**  
Contra Costa County is dedicated to providing public services which improve the **quality of life** of our residents and the economic viability of our businesses.

**Vision**  
Contra Costa County is recognized as a **world-class service organization** where innovation and partnerships merge to enable our residents to enjoy a safe, healthy and prosperous life.

**Values**  
Contra Costa County **serves people,** businesses and communities. Our organization and each one of our employees value:

- Clients and communities
- Partnerships
- Quality Services
- Accountability
- Fiscal prudence
- Organizational excellence



# Agenda/Schedule

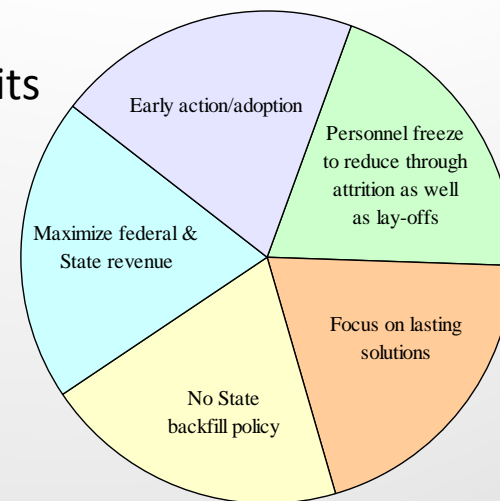
- ▶ Welcome – Board Chair Supervisor Gayle Uilkema
- ▶ Public Comment
- ▶ Board Operating Procedures and Communications
- ▶ Budgets and Key Issues for FY 2011/12
- ▶ Redistricting Procedures
- ▶ Closed Session
- ▶ Open Session – Wrap-up/Adjourn

# Budget Drivers/Challenges

- ▶ State Budget
- ▶ Real Estate Downturn and Revenue Reductions
- ▶ Pension Cost Increases
- ▶ Health Care Cost Increases
- ▶ Labor Negotiations
- ▶ Infrastructure Needs

# Message from County Administrator David Twa

- Top priority is sound financial management of the County
  - Building and maintaining team depth (five of eleven elected officials in Contra Costa County are new to their positions as of January 2011)
  - Critical for managing through challenging times
- Continue actions to address budget issues
  - Consolidation of services/review staffing and structure of County departments
  - Technology improvements and efficiencies
  - Complete implementation of OPEB provisions for remaining County employee groups
  - Continue process to restructure pension benefits
  - Complete sustainability study of County health care system
  - Continue five key budget policies



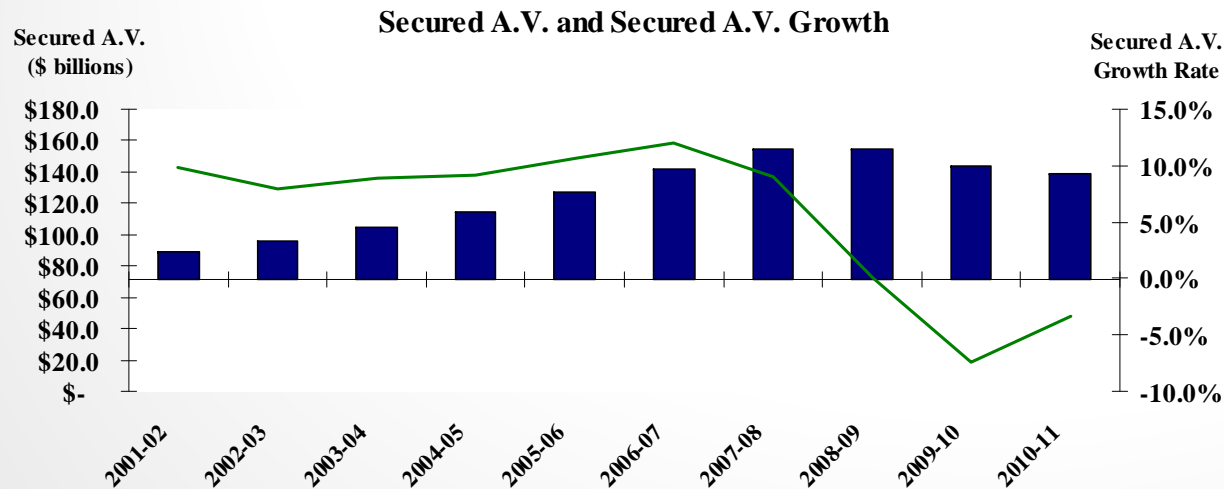


# CCC Major Cost Drivers for 2011/12

a.	2010/11 Furloughs Expire Increasing Payroll Costs	\$8.2 million
b.	Pension Cost Increase (\$17.2 million General Fund)	\$29.2 million
c.	Health Insurance Cost Increase	\$2.6 million
d.	Revenues Including Property Tax Likely to be Flat	Flat
e.	Chevron Refund for 2004-05-06	\$2.0 million
f.	Chevron Refund for 2007-08-09	Unknown
g.	Doctor's Hospital Repayment Stops	\$1.9 million
h.	Insurance Costs (Medical Malpractice/General Liability)	\$2.0 million
i.	Cuts and Shifts from State Necessary to Balance	Unknown
j.	Loss of SB90 Payments (State Shifts)	<u>Unknown</u>
	Total of Major Cost Drivers	\$45.9 million

# Assessed Valuation Update

- County experienced cumulative 10.7% secured AV decline since FY 2008-09
  - Most recent decline (-3.4%) was smaller than in prior year
  - FY 2010-11 decline is smaller than the 5% decline assumed in the budget

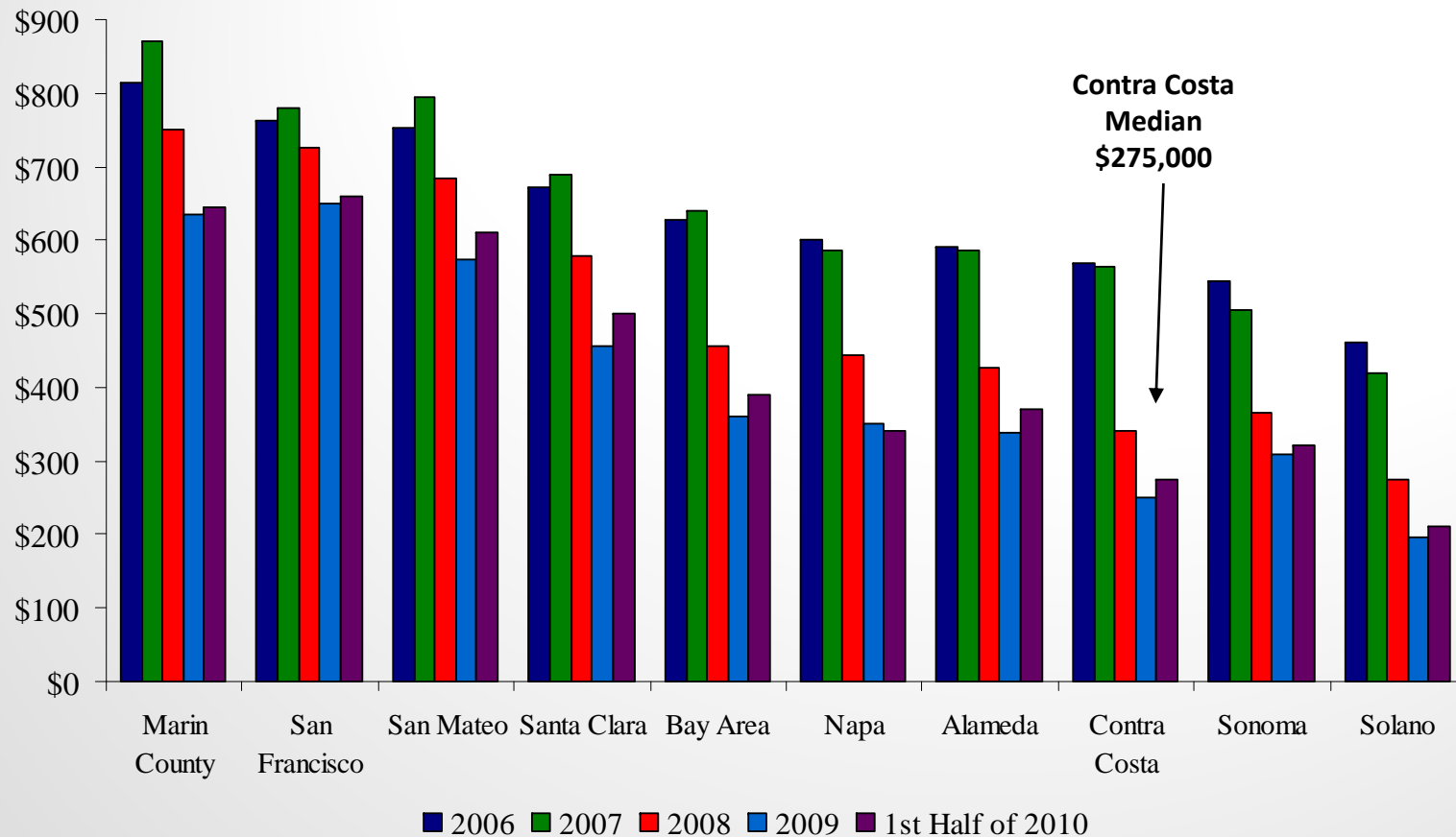


- Most of the decline is due to reduced AV per Proposition 8 (although negative CPI growth as well as housing stock turnover contributed to the overall net AV change)
  - Allows temporary tax reduction when market value is lower than current assessed value
  - Most of the reductions were in East and West County

	<u>2009-10</u>	<u>2010-11</u>
Parcels Reviewed	200,000	318,000
Parcels Reduced	168,000	155,000

# County's Median Home Price Attractive: Magnet for Young Families

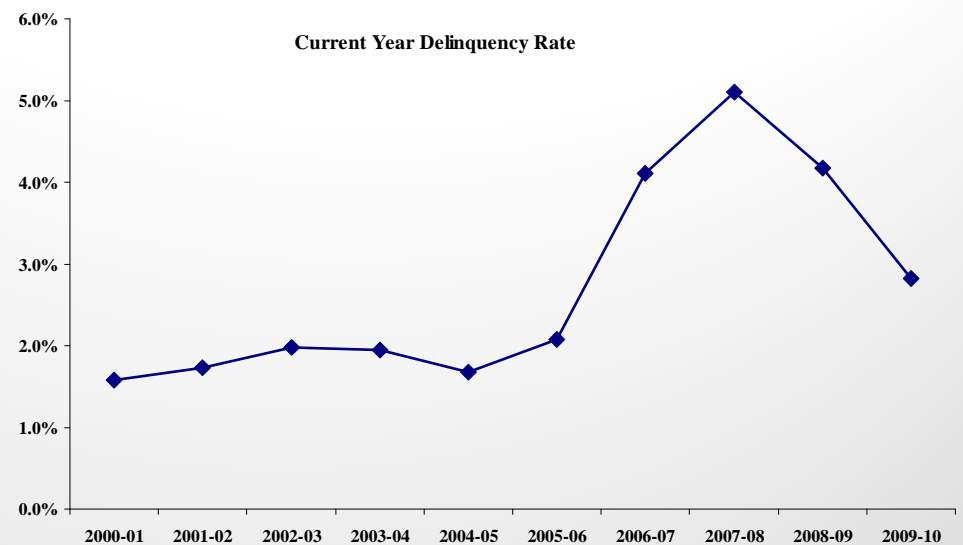
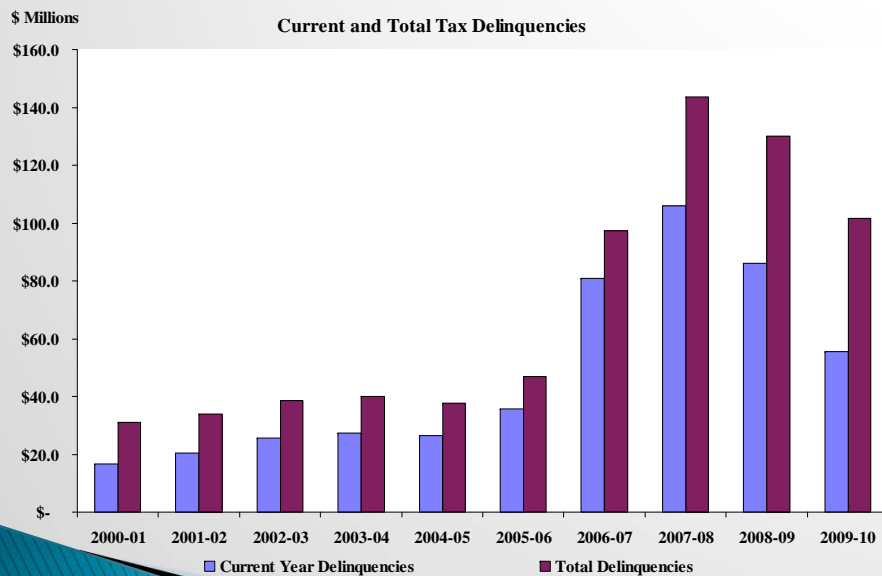
(by hundred thousands)



Source: Data Quick, as of August each year.

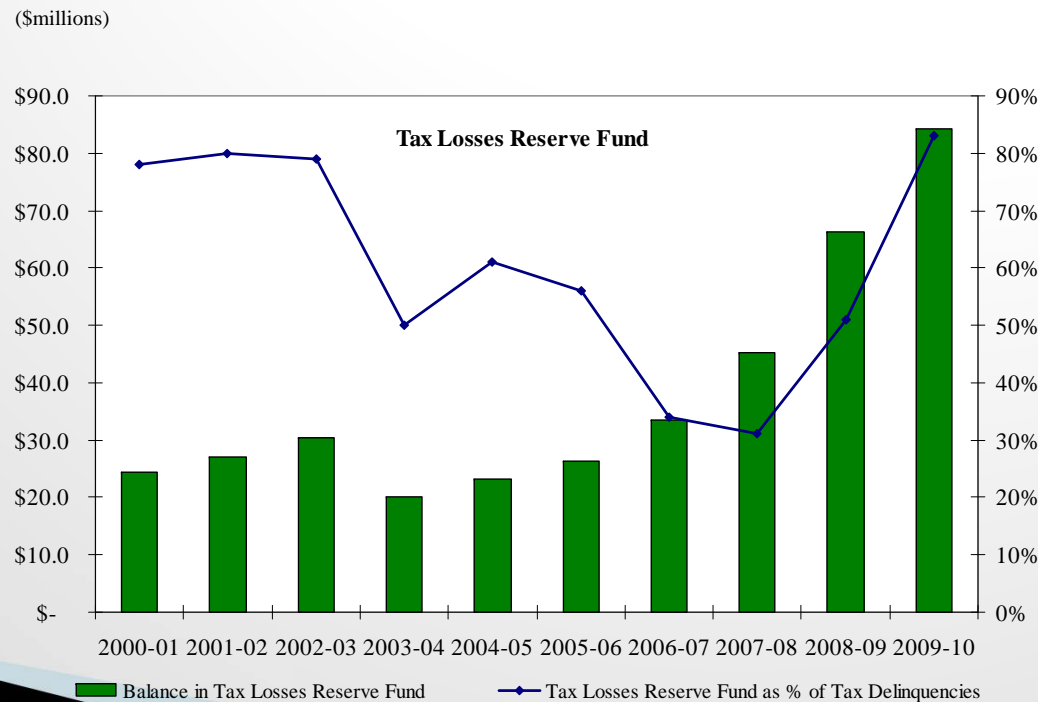
# Delinquencies on the Decline

- ▶ Relative to the FY 2007-2008 peak year:
  - Current delinquencies have fallen 48% to \$55 million
  - Total delinquencies have fallen 30% to \$101 million
- ▶ Current delinquency rate has fallen 45% to 2.82%



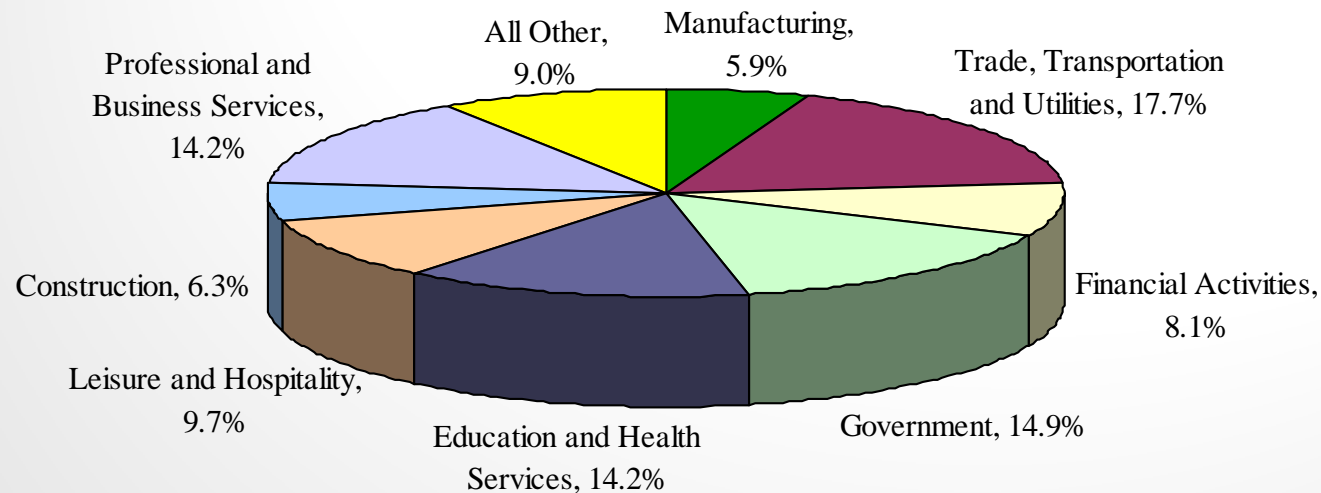
# County is the Original Teeter County

- Will continue to advance the full tax roll
  - County benefits by collecting the penalties and interest on delinquent taxes once paid
  - Foreclosure properties cannot transfer to new owner until all past taxes and penalties are paid
  - Biggest issue for the County is the lag between advancing the tax roll and receiving the Teeter redemptions
- Tax Losses Reserve Fund is a cushion
  - County believes there are ample resources in the fund
  - Average \$9.0 million has been transferred to General Fund each year since FY 2004-05



# County's Employment Base Remains Diverse

Employment by Sector 2009  
(% distribution)



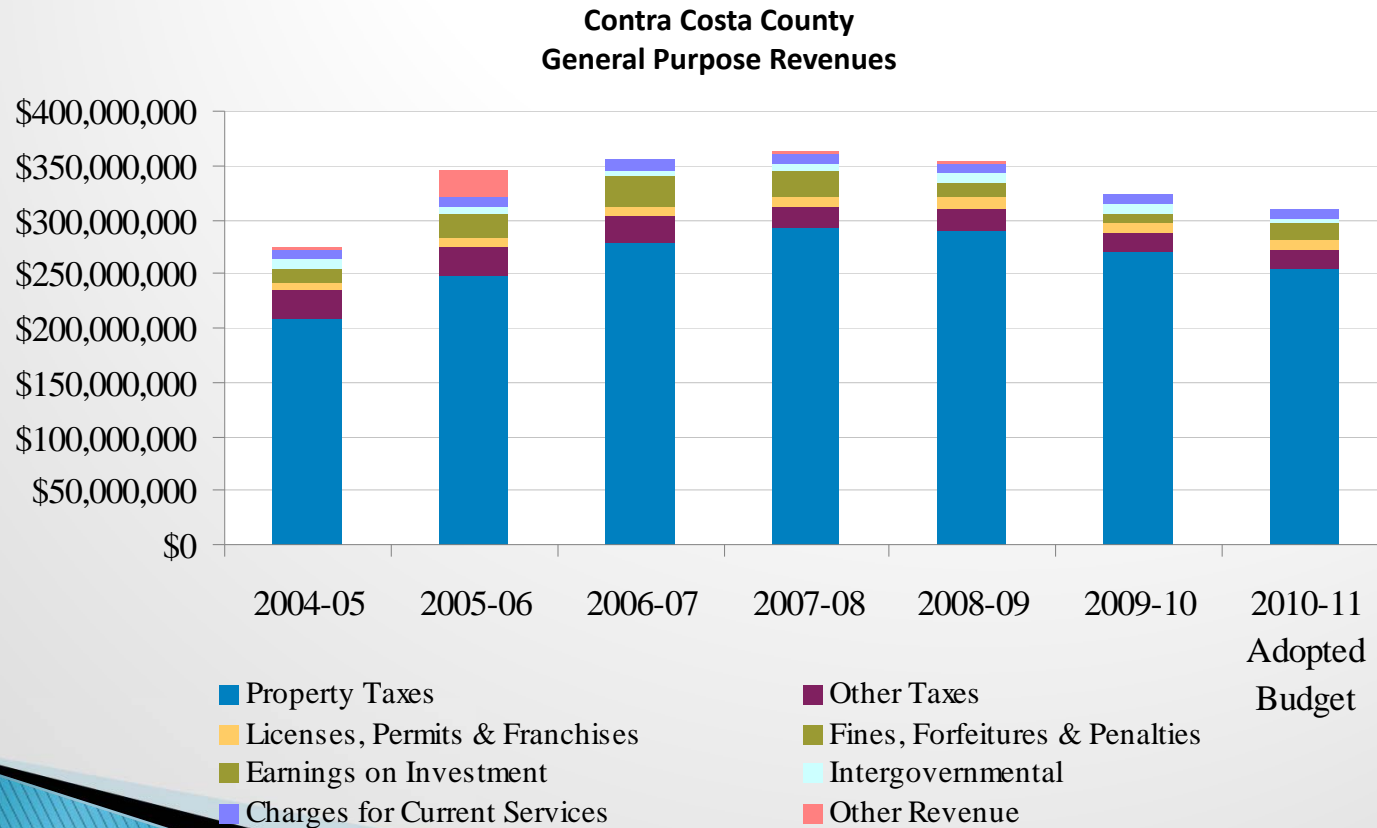
California Employment Development  
Department, 2009.

# Budget and Financial Performance



# General Purpose Revenues Reflect Economic Slowdown

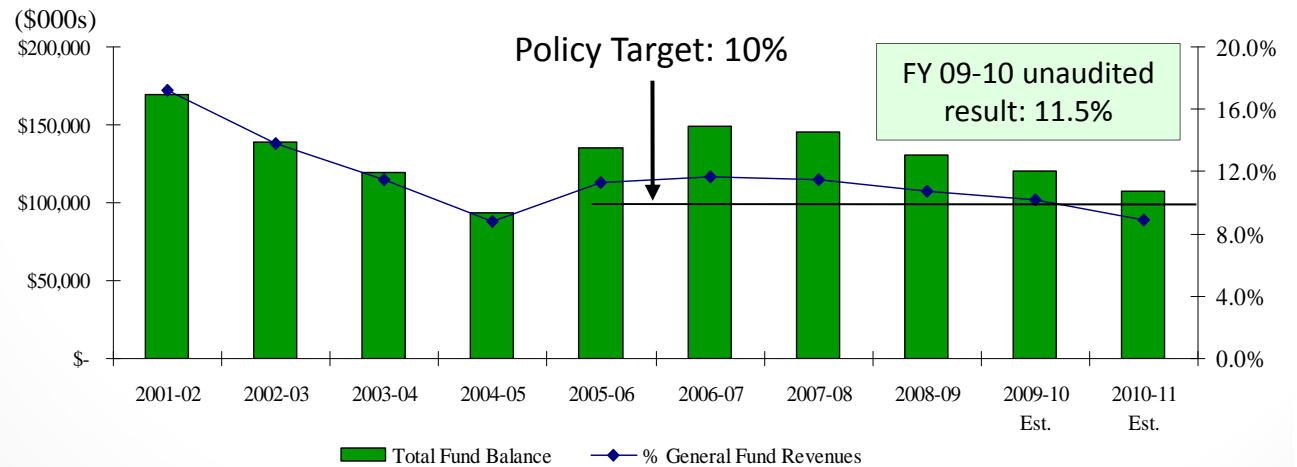
- General Purpose Revenues comprise about 26% of total General Fund Revenues
  - AV decline of 3.38% in FY 2010-11 was part of the reason for a projected decline of 2.3% in General Purpose Revenues
  - Projected cumulative decline of 17.0% from the FY 2007-08 peak
- Federal/State Revenues have been relatively stable during same timeframe



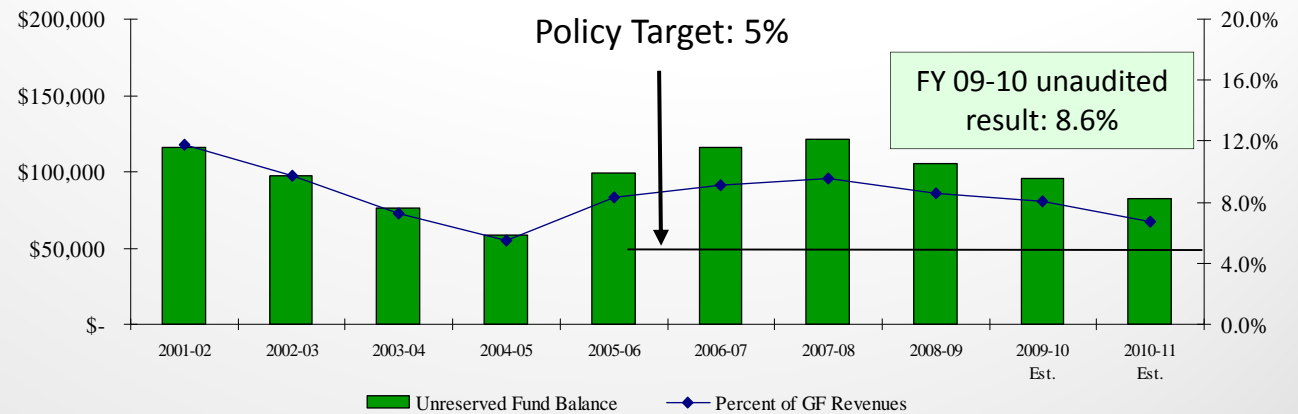


# Fund Balances in Sync with Reserves Policy

**Audited Total Fund Balance**  
(Level and % of General Fund Revenues)  
As of June 30



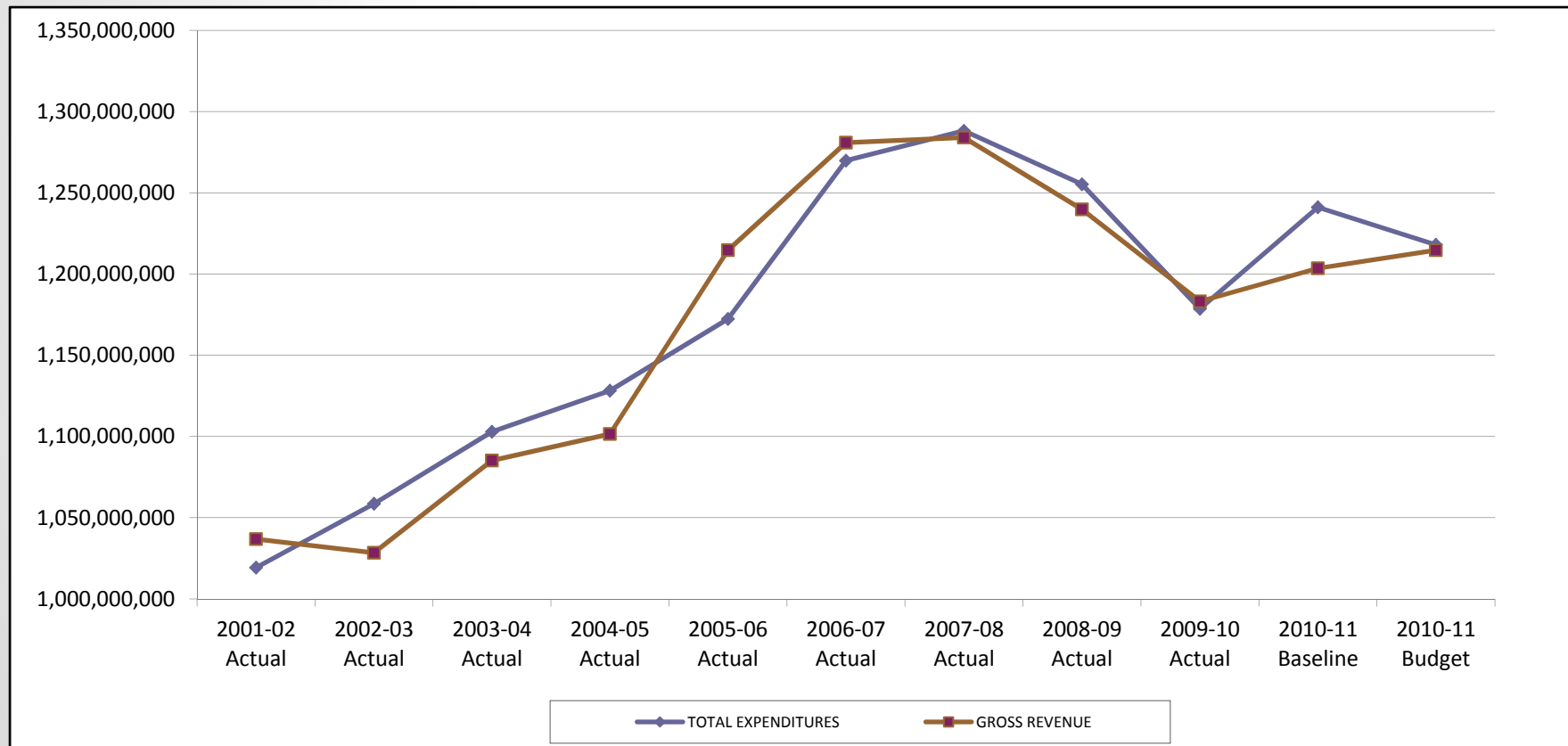
**Audited Unreserved Fund Balance**  
(Level and % of General Fund Revenues)  
As of June 30



# Budget Gaps

## General Fund Revenues and Expenditures

County closed an  
estimated \$34.3 million  
gap for FY 2010-11



# Budget Actions and Backdrop:

- ▶ DECLARED the Board's intent to adopt a FY 2011/12 General Fund budget that balances annual expenses and revenues;
- ▶ ACKNOWLEDGED that the State of California and residents throughout the State continue to struggle to manage the negative outcomes of the current economy;
- ▶ ACKNOWLEDGED that significant economic issues continue to challenge the Board of Supervisors in its effort to finance services and programs which Contra Costa County residents need, or expect will be provided to them by the County, especially in a time of economic downturn;
- ▶ ACKNOWLEDGED that, in addition to the effects on the provision of services for residents, these State and local economic issues are challenging the maintenance of the Board of Supervisors reserve policy;
- ▶ ACKNOWLEDGED that, although restoration of the County's reserve funds and an improved credit rating remain a priority of the Board of Supervisors over the long term, maintenance of the current reserves is the Board's goal through the 2011/2012 fiscal year;
- ▶ ACKNOWLEDGED that, sometime during FY 2011/2012, the State's significant deficit projections and structural budget imbalance are expected to mean additional and sizable reductions in State revenues to county government;
- ▶ RE-AFFIRMED the Board of Supervisors' policy prohibiting the use of County General Purpose Revenue to backfill State revenue cuts;

# Budget Actions (Continued)

- ▶ DIRECTED Department Heads to work closely with the County Administrator to develop a Recommended Budget for consideration of the Board of Supervisors that balances expenses with revenues, minimizes net County cost and maintains core service levels;
- ▶ ACKNOWLEDGED that the employees of Contra Costa County have already been negatively affected as a result of the requirement to balance the County's expenses with available revenues;
- ▶ ACKNOWLEDGED that this situation is expected to continue for County employees, as we work to manage and cope with the outcomes of this lengthy economic downturn;
- ▶ DIRECTED the County Administrator to meet with the County's union representatives and employees to explain the size, scope and anticipated length of the County's fiscal challenges and to gain their input/suggestions;
- ▶ DIRECTED the County Administrator to also make this information readily available to the residents of the County; and
- ▶ DIRECTED Departments, in cooperation with Labor Relations and Union representatives, to begin as necessary the meet and confer process with employee representatives about the impact of potential program reductions on the terms and conditions of employment for affected employees.

# Budget Actions (continued)

- FY 2010-11 General Fund budget is \$23.5 million lower than Baseline budget expenditures
  - \$12.6 million came from reductions in salaries and benefits
    - 6 furlough days from employees in the majority of the County's labor unions
  - \$6.5 million came from services and supplies, which includes occupancy costs
  - \$8.8 million came from health services reductions
  - Remaining \$3.3 million came from reserves
- For FY 2011-12 CAO will again recommend an early budget with current year impacts
  - Significant changes to State Budget Act and State Schedules
    - County intends to over-haul current budget documents
  - Board declared its intent to adopt a no-growth FY 2011-12 budget
- State impacts
  - County policy is not to backfill any State revenue reductions

# Budget Schedule FY 2011/12

- Monday, April 4, 2011 (or earlier) Recommended Budget made available to the Public
- The County Administrator will report to the Board of Supervisors on April 12, 2011 with a FY 2011/2012 Recommended Budget that meets the above requirements listed above;
- Tuesday, April 12, 2011 is designated for FY 2011/2012 budget hearings (including Bielsenson Hearings, if needed); and
- Tuesday, May 3, 2011 for the adoption of the FY 2011/12 County and Special District Budgets



# Status of Labor Negotiations

## Labor Organization

### Currently Negotiating

Contra Costa County Defenders Association (P.D.)	69	9/30/2008
Deputy Sheriff's Association, Management Unit and Rank and File Unit (DSA)	780	6/30/2008
District Attorney Investigator's Association (DAIA)	18	6/30/2008
Physicians and Dentists of Contra Costa (PDOCC)	276	9/30/2008

### Settled

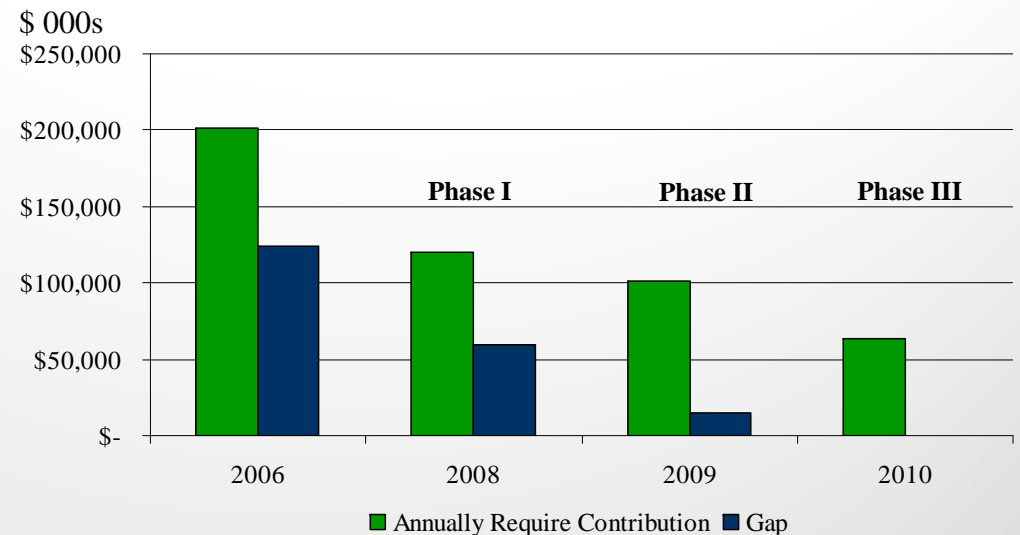
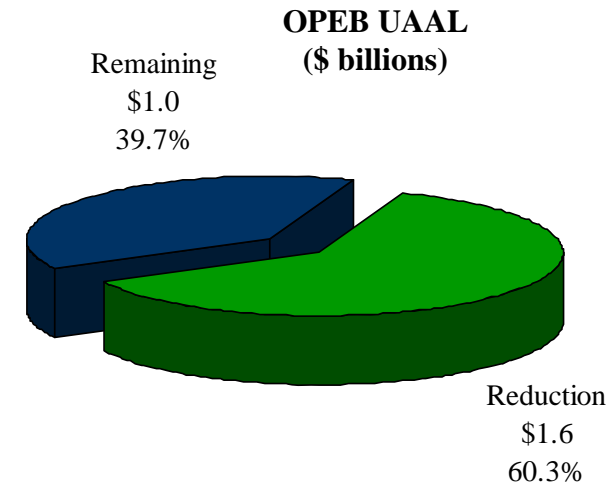
California Nurses Association (CNA)	510	8/31/2011
Contra Costa County Deputy District Attorneys' Association (DDAA)	82	6/30/2011
IAFF Local 1230	315	6/30/2012
Probation Peace Officers Association (PPOA)	275	6/30/2011
Professional & Technical Engineers – Local 21, AFL-CIO	837	6/30/2011
United Chief Officers' Association (UCOA)	11	9/30/2011

### Coalition Bargained Agreements

AFSCME Local 512, Professional and Technical Employees	272	6/30/2011
AFSCME Local 2700, United Clerical, Technical and Specialized Employees	1,709	6/30/2011
Public Employees Union, FACS Site Supervisor Unit	21	6/30/2011
Public Employees Union, Local One	2,463	6/30/2011
SEIU Local 1021, Rank and File Unit	776	6/30/2011
SEIU Local 1021, Service Line Supervisors Unit	36	6/30/2011
Western Council of Engineers (WCE)	20	6/30/2011

# OPEB Liability Significantly Reduced Due to Board Actions

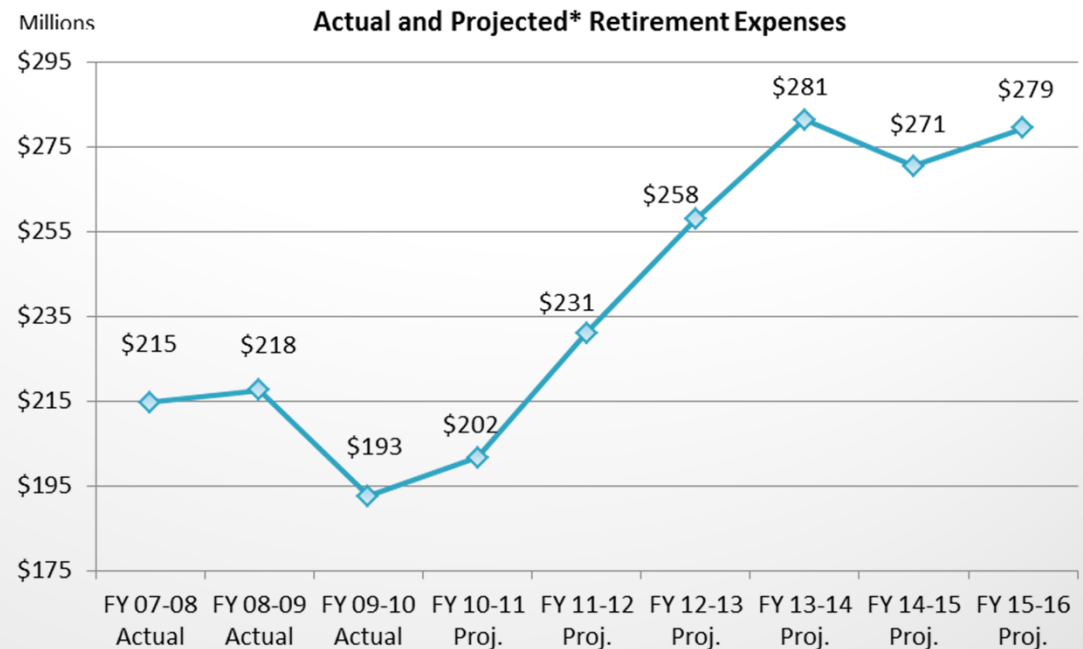
- Most recent actuarial report received in April 2010
  - ❖ Reduction in 2006 OPEB Liability from \$2.6 billion to \$1.0 billion (the “implied subsidy” is \$120 million of new UAAL as of 1/1/10 using 6.32% discount rate; this is a reduction from the 1/1/08 value of \$346 million at a 4.5% discount rate).
  - ❖ Reduction reflects health plan changes, caps on County contributions and labor concessions
- 71% reduction in ARC from \$216.3 million to \$63.3 million
  - ❖ Reduction in annual “gap” to zero
- Total OPEB Trust assets exceed \$50 million as of January 2011
- Board may modify its prior funding strategy originally adopted June '07





# Pension Cost Management

- ▶ Following carefully
- ▶ Formed task force for review of future benefits (similar to OPEB approach)
  - Like our approach with OPEB, our strategy is to reduce the liability, not attempt to fund it
  - Potential State reforms may affect benefit profile
- ▶ Monitoring changes by CCCERA Board
  - No extension of amortization
  - No change in 5-year smoothing
  - Recently depooled by Employer



\* Assumes 7.75% AIR does not include 2010 market impacts

# County's Policy Report Card

	<u>Policy Requirements</u>	<u>Accomplished?</u>
<b>Budget Policy</b>	Structurally Balanced Budget	✓
	Multi-Year Projections	✓
	Mid Year Update	✓
<b>Reserves Policy</b>	Total Fund Balance $\geq$ 10%	✓ (was 11.5% in FY 09-10)
	Unreserved Fund Balance $\geq$ 5%	✓ (was 8.6% in FY 09-10)
<b>Debt Policy</b>	Conservative debt structuring	✓
	Annual debt report/update	✓
<b>Investment Policy</b>	Comprehensive, conservative	✓ (AAAf/S1+ pool rating)
<b>Workers' Compensation Policy</b>	80% Confidence Level	✓ (was 99% in FY 09-10)

# 2010 Projects and Lease Revenue Bonds



# 2010 Projects

## West County Clinic (\$45 million)

- \$12.0 million Federal grant will offset part of \$45 million cost; County pool will advance funds for project costs in the event the grant monies are lagged
- Will replace aging clinic in Richmond
- Will be located in San Pablo near Doctor's Hospital
- Qualified for \$20.7 million of Recovery Zone Economic Development Bond authorization under ARRA
- 50,000 square foot facility with 60 exam rooms and a parking garage
- Design/Build construction; construction in 2011 with completion in Spring 2012

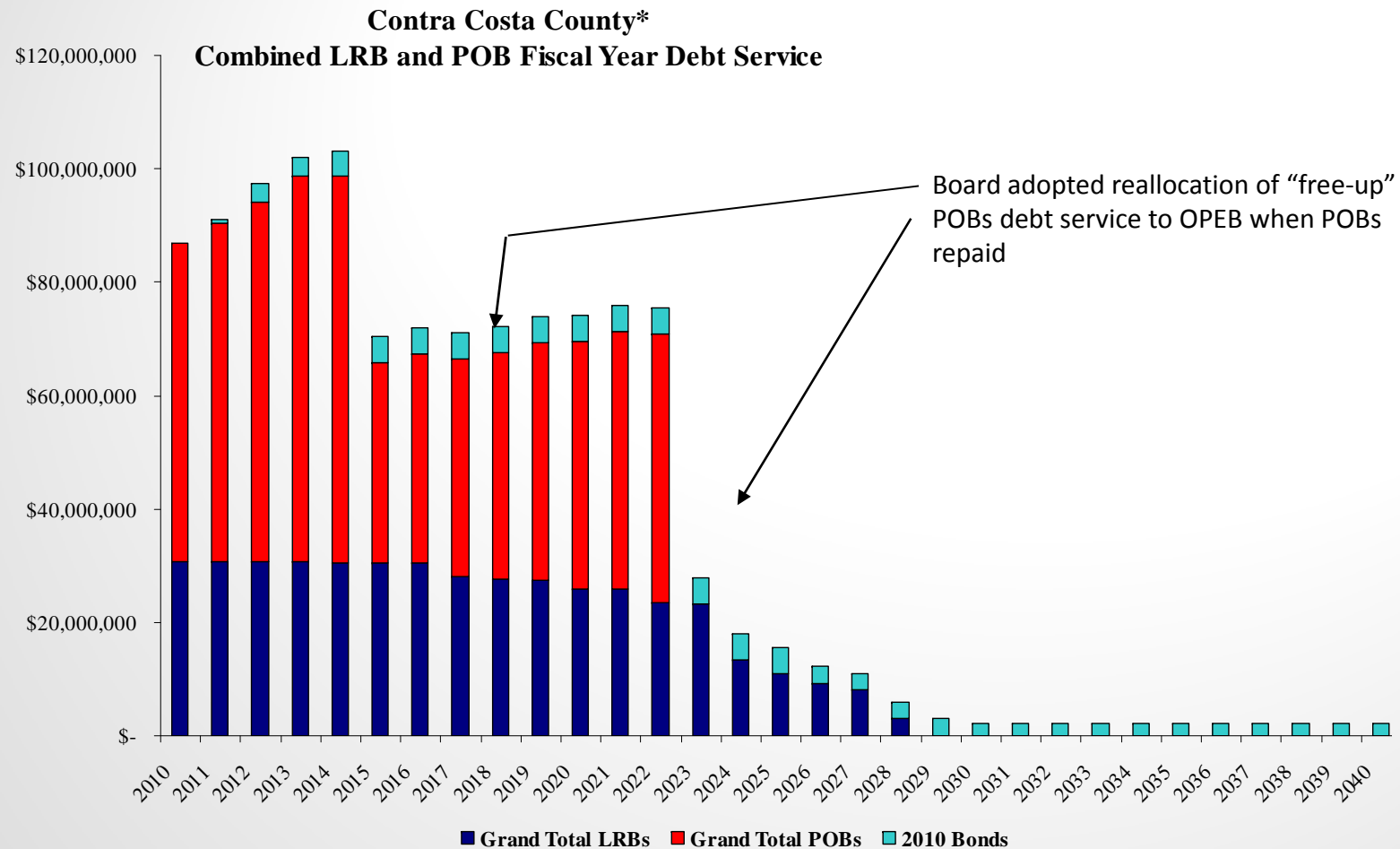
## Refunding of 1998 LRBs

- Will produce about \$160,000 of level annual debt service savings
- No extension of term

## Emergency Communication System Equipment (\$7.5 million)

- Contra Costa and Alameda Counties formed a JPA known as East Bay Regional Communication System Authority (EBRCS) to jointly build an emergency communication system to be used by both Counties and up to 41 cities/agencies in the region
- CCC and Alameda will use General Fund reserves to fund EBRCS

# County's Debt Structure Remains Conservative



# **Contra Costa COUNTY BUDGET FY 2011/12**

GFOA Distinguished Budget Presentation Awards  
Program



# Submission for the Government Finance Officers Association Distinguished Budget Presentation Award

The County Administrator's Office intends to submit the 2011-2012 Recommended Budget document to the Government Finance Officers Association under the *Distinguished Budget Presentation Award* program. To meet submission criteria for the *Distinguished Budget Presentation Award*, modifications will be made to the format and content of our existing Recommended Budget document. Modifications include:

- Including Financial Policies, such as planning policies, revenue policies, and expenditure policies;
- Adding annual budget process calendar and budget process details;
- Augmenting financial schedules;
- Including specific fund balance information;
- Augmenting revenue information;
- Adding detailed capital expenditure information;
- Expanding debt information; and
- Augmenting position count information.

# Budget “book” Goals and Objectives

- ▶ Identify Mandatory Criteria
- ▶ Identify Local Topics for Inclusion
- ▶ User Friendly
- ▶ Reader Friendly
- ▶ Electronic/Easy Access
- ▶ Complete



# Revision of State Controller Budget schedules for FY 2011/12

The County Administrator's Office is in the process of modifying all of the State Controller Budget Schedules. The process is required per the State Controller's Office Division of Accounting and Reporting. The modifications require:

- A summary of all County funds including special district funds (previously displayed in a separate document);
- A new format placing greater emphasis on distinguishing the different categories of funds; and
- The elimination and consolidation of some of the previous schedules.

# GASB 54 Implementation

## Revision of fund balance definitions

GASB 54 provides more clearly defined categories to make the nature and extent of the constraints placed on a government's fund balance more transparent. It also clarifies the existing governmental fund type definitions to improve the comparability of governmental fund financial statements and help financial statement users to better understand the purposes for which governments have chosen to use particular funds for financial reporting. The **new categories** are:

- \*Nonspendable
- \*Restricted
- \*Committed
- \*Assigned
- \*Unassigned

Essentially the first three categories are now referred to as **reserved** and the last two categories as **unreserved**; the County has established a GASB 54 Committee with representatives from the CAO and Auditor-Controller.

# PUBLIC PROTECTION

## Current and Emerging Justice Partner Issues:

- ▶ Criminal justice realignment and its impact on County programs and communities
- ▶ Budget issues
- ▶ Management Team turnover
- ▶ Ageing detention facilities
- ▶ New integrated case management system

# Criminal Justice Realignment

## Court security

- Costs have grown 30% statewide since 2005/06
- Governor's current proposal to transfer responsibility/costs to counties makes no provision for future growth in costs
- LAO supports state retention of court security and competitive bidding to reduce costs
- Sheriffs, of course, oppose competitive bidding and want to continue to provide the service
- Counties are concerned that this is the first step in unraveling the Trial Court Funding Act, which caps county costs for courts

# Criminal Justice Realignment

## Local public safety grant programs

- ▶ Funds COPS, Probation Camps & Supervision, Booking fee backfill, Vertical prosecution, etc.)
- ▶ Funded by 0.15% VLF increment, which is due to expire 6/30/11
- ▶ Absent extension of VLF, costs would be shifted to General Fund or the programs would be eliminated
- ▶ Program elimination would require closure of Boys' Ranch; significant reductions in juvenile supervision, prosecution of special crimes, and front-line law enforcement; and drastic increase in booking fees charged to local arresting agencies

# Criminal Justice Realignment

## Low-level offenders (yet to be specifically defined)

- ▶ Governor proposes to prospectively reduce prison population by sending low-level offenders to counties
- ▶ Our county has limited jail capacity and limited flexibility to absorb new prisoners
- ▶ Avg. annual cost to house an inmate in prison is \$48,000; the state proposes to give counties \$21,700/offender for all services; medical costs are not addressed
- ▶ We are yet unable to determine if state allocation will be adequate to provide the appropriate mix of incarceration, supervision, sanctions, and services for this population, but it doesn't seem likely
- ▶ The "low-level offender" net has a high probability of capturing undocumented criminal aliens, the detention costs of which are a federal responsibility that has been historically underfunded, and which the state now proposes to pass to the counties



# Criminal Justice Realignment

## Adult parole

- ▶ State currently houses 108,000 parolees
- ▶ More than 60,000 parolees are returned to state prison annually
- ▶ About ½ of all inmates return to prison within 1 year of release, and 2/3 return within 3 years of release
- ▶ Our county has limited jail capacity and limited flexibility to absorb new prisoners
- ▶ State proposes to give counties \$13,800/offender for all services; we are yet unable to determine if state allocation will be adequate to provide the appropriate mix of supervision, sanctions, and services for this population
- ▶ The Governor's proposal makes no provision for local justice system costs to process parolees that violate parole or re-offend – HUGE CONCERN!
- ▶ The parole revocation process remains undefined; responsible agency should control parole revocation decisions; litigation over different standards applied by counties is a significant concern

# Criminal Justice Realignment

## Division of Juvenile Justice

- ▶ Counties currently manage 99% of all juvenile offenders; most of DJJ has already been realigned to counties
- ▶ DJJ currently houses only 1,800 inmates statewide, but they are the violent offenders, many of them seriously mentally ill
- ▶ Counties do not have the specialized programming/ facilities to hold and treat long-term, seriously mentally ill and violent juveniles
- ▶ Building such capacity in every county would be cost prohibitive, which is why it has historically been centralized at the state level
- ▶ Consensus among county probation officers is that this remaining DJJ population should not be realigned to counties



# Criminal Justice Realignment

## Impact on County Programs

- Inmate and parolee realignment will mean higher program demands and costs in every aspect of the local justice system, as a result of historically high recidivism rates
- Adult and juvenile detention capacity is very limited
- MDF still lacking adequate high-security bed space capacity
- Current detention facility construction/expansion dollars (AB 900 & SB 81) require 25% local match
- Challenge will be to quickly develop capacity for all sanctions/ services on the continuum: incarceration, electronic monitoring, mental health and substance abuse treatment, re-entry services within funded levels

# Criminal Justice Budget Issues

One-time federal stimulus funds will expire this year, leaving a funding gap in 2011/12

<u>Program</u>	<u>Dept</u>	<u>Amount</u>
Regional anti-drug, violence against women, crime victims	District Attorney	\$221,517
Federal foster care	Probation	\$122,403
Multi-jurisdictional methamphetamine task force	Sheriff	\$59,235
TOTAL:		<u>\$403,155</u>

# Criminal Justice Budget Issues

- ▶ Deputy Sheriffs and Public Defenders continue without a labor contract and other labor contracts are due to expire soon
- ▶ Lack of DSA and PDA contracts forfeited the planned budgetary savings from ATAs and healthcare caps, causing current year cost overruns
- ▶ After years of cost cutting, the few discretionary expenditures remain because they are deemed critical to maintain public safety, leverage greater outside funding, and/or help us to avoid higher costs in other programs
- ▶ General-purpose revenues are flat while retirement and healthcare costs continue to rise

# Management Team Turnover

Learning curve, plus challenge to build a cohesive partnership during a time of highly competitive resource allocation

District Attorney	January 2011
Sheriff-Coroner	January 2011
Undersheriff	January 2011
Public Defender	July 2009
County Probation Officer	October 2010
Chief Deputy Probation Officer	February 2010
Probation Admin Chief	December 2010
Law & Justice Business Systems Mgr	April 2010

# Detention Facilities are Aging

- 100% of the 2009/10 Facilities Life-Cycle Investment Program budget and most of the current year Program budget was for detention facility problems
- Martinez Detention Facility is approaching 30 years and continues to incur maintenance problems, particularly with plumbing
- Orin Allen Youth Rehabilitation Facility in Byron, opened in 1960 and expanded in 1999, is served by well water and frequently has well and sewage maintenance problems
- State inmate and parolee realignment will place added demands on County detention facilities

# Integrated Case Management System

- Contract awarded in 2009 to third party vendor to modernize system to meet operational requirements for case management, electronic report transmission, digital imaging and file storage, and ad hoc statistical reporting and performance measurement
- New system will replace current systems used by District Attorney, Public Defender, and Probation Departments
- System will integrate with the rest the CJIS and the future statewide court system
- Full implementation will have approx. 600 system users
- Project is more than a year behind schedule due to cutbacks in staff resources and significant turnover in key justice management personnel
- DA (first phase) now scheduled to go live in May 2011

# HEALTH AND HUMAN SERVICES

## Current and Emerging Issues



# Challenges to the County Health Care Delivery System

The landscape for the Department in 2011-12 includes the following challenges to maintain an efficient and effective health care delivery system:

- Implementation of electronic medical records will require an eighteen month process and include a total system redesign including training 3,000 individuals;
- Increasing efforts to insure the delivery of “quality” services;
- transitioning of the disabled population from a fee for service Medi-Cal system to a managed care system under the Contra Costa Health Plan by July 2011 and beyond;
- design and implementation of multiple hospital clinical performance based metrics for payment under the recently approved State Medi-Cal Waiver, e.g. sepsis detection and management program and the Central Line-Associated Bloodstream infection prevention program;
- Enroll 5,000 to 7,000 new members in the Coverage Initiative in preparation for Healthcare reform. Beginning January 1, 2011 individuals with incomes between 0 - 133 percent of the Federal Poverty Level will be eligible for Federally subsidized health care coverage.

# Challenges to the County Health Care Delivery System (continued)

- Expansion of primary care capacity through (a) construction of the new West County clinic; (b) expansion of the Concord clinic; (c) construction of a new joint medical/psychiatric clinic in Martinez; (d) expansion of the Antioch clinic.; and (e) recruitment of primary care physicians
- Construction a new Mental Health residential facility on the 20 Allen site in Martinez
- Continuation of the Joint Powers Agreement involvement with Doctor's Medical Center to ensure adequate emergency and ICU bed availability for West County residents

# Employment and Human Services

The Department will continue to be challenged by:

- state funding cuts that put children and seniors at risk, e.g., Child Welfare Services, Adult Protective Services, and Stage 3 Child Care;
- the financial impact of continued high levels of need for social services that impact county general funds, specifically: General Assistance and IHSS;
- the long term consequences of a growing number of children experiencing prolonged periods of poverty and economic hardship;
- the need to be ready to take advantages of the opportunities provided by Health Care Reform to increase access to health care for indigent adults and “seniors and persons with disabilities”;
- and the use of information technology to streamline and increase the efficiency of county administrative systems, particularly personnel systems. Inefficient personnel processes hinder the department’s effort to maximize state and federal funds because it can not fill grant funded positions in a timely manner.

# Animal Services

- The State Legislature has not funded the Animal Adoption Program even though it is a mandated program.
- This unfunded mandate requires additional workload be accomplished without sufficient resources.

# Veterans Services

- ▶ The California Department of Veterans Affairs has provided funding for Operation Welcome Home to expand services to veterans during 2010-11. This is the first new funding in years and will require the hiring and training of several new staff members at a time when seasoned staff members are retiring. This creates a challenge in providing an adequate level of services to the veterans in our community.
- ▶ The 2011-12 Governor's budget proposes to eliminate funding for this new program, in addition to the elimination of State funds for the current program. These reductions would result in the loss of \$90,000 and one full time position.

# Child Support Services

- The State Department of Child Support Services plans to expand regionalization and/or centralization of child support program services. The County will be challenged to find the best ways to: 1) prepare the office to receive a reduction in the budget to pay for these services and, 2) restructure staffing to provide the best operation of remaining services.
- Challenge staff to handle an increase in the number of children serviced by the Department by 2% annually to meet the States projections in increasing number of cases that have paternity established, number of cases with orders and the total dollars collected.
- The Department will continue to find ways to reduce costs and provide better customer services. The Department is currently in the development stage of automating the current process of paternity declarations that are now taken on NCR paper in hospitals, vital record offices, and welfare departments throughout California.
- The Department will continue to work with the courts to find ways to better spend our time in the courtroom. By continuing to refine our out-of-court settlement of cases this will continue to reduce costs and provide better customer service.



# MUNICIPAL SERVICES

## Current and Emerging Issues



# Public Works

- ▶ Continued concerns over transportation funds (HUTA.) Legislative analysts are reviewing impact of Proposition 22 vis-à-vis Transportation Tax Swap and Excise Tax on gas
- ▶ Declining funds available for local streets and roads
- ▶ Illegal dumping continues to be a drain on County's very limited road funds
- ▶ Continuing need to establish cost-effective strategies for Integrated Pest Management
- ▶ Explore alternatives to ease fiscal challenges in several Special Districts
- ▶ FEMA has decertified certain levees in the County, putting people in the flood plain and requiring flood insurance. The Flood Control District has insufficient funds to improve the levees to FEMA standards

# Climate Change Issues

Three regional plans underway that affect local land use control to varying degrees:

- ▶ Metropolitan Transportation Commission Sustainable Communities Strategy
  - new land uses that reduce auto use, meet housing needs and drive transportation funding
- ▶ Delta Stewardship Council's Delta Plan
  - State and local projects must comply with this plan
  - Will drive state and federal funding in the Delta
- ▶ Bay Conservation Development Commission's Bay Plan Amendment
  - BCDC permits will address adaptation to sea level rise
  - Cities and counties will be encouraged to address sea level rise

# Future of the Delta

- ▶ Delta Counties Coalition (DCC) continues gaining strength and recognition
- ▶ DCC is advocating for funds to support local participation in Delta planning
- ▶ State agencies are struggling to meet mandate to improve reliability of state's water supply while restoring the Delta ecosystem
- ▶ State and Feds still pushing a peripheral canal
- ▶ County's message: *Involve us, apply scientific principles and upgrade levees and emergency response*

# Real Estate Downturn Impacts

- ▶ Continued decrease in Building Permit requests
- ▶ Conservation and Development continuing to shift workload to urban infill and foreclosure assistance activities
- ▶ Real estate downturn partially offset by revenue stream from specialized industrial projects, contracts with cities, and transportation projects
- ▶ Low land values have increased opportunities for open space/habitat acquisitions

# Library Issues

- ▶ The decrease or elimination of Literacy funding will result in a decrease to both Adult Literacy and Family for Literacy services, including tutor training, use of computer lab and software to enhance training.
- ▶ County/city lease agreements are in various stages of approval and discussion. The inability of cities to fund facility operations may result in a reduction of library hours at some locations.

# **CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT**

Current and Emerging Issues

## CCCFPD 4-Year Forecast Including Proposed Reductions

January 31, 2011	FY 09/10 Actual	FY 10/11 Budgeted	FY 10/11 Projected	FY 11/12 Projected	FY 12/13 Projected	FY 13/14 Projected
Salaries	\$ 49,276,088	\$ 44,661,000	\$ 47,676,000	\$ 50,209,448	\$ 50,987,483	\$ 50,987,483
Pension	\$ 5,907,179	\$ 6,371,000	\$ 6,526,000	\$ 12,726,415	\$ 14,402,484	\$ 16,158,435
Workers Compensation	\$ 4,203,774	\$ 7,146,000	\$ 4,044,000	\$ 3,555,529	\$ 3,596,072	\$ 3,596,072
Employee Group Insurance	\$ 4,268,080	\$ 4,930,000	\$ 4,930,000	\$ 5,210,881	\$ 5,328,576	\$ 5,595,005
Retiree Health	\$ 3,869,156	\$ 4,515,000	\$ 4,515,000	\$ 4,515,000	\$ 4,740,750	\$ 4,977,788
OPEB Pre-Pay	\$ 1,959,289	\$ 1,959,289	\$ 1,959,289	\$ 1,959,289	\$ 1,959,289	\$ 1,959,289
Other Benefits	\$ 207,214	\$ 578,690	\$ 609,000	\$ 830,271	\$ 866,068	\$ 866,068
<b>Total Salaries &amp; Benefits</b>	<b>\$ 69,690,780</b>	<b>\$ 70,160,979</b>	<b>\$ 70,259,289</b>	<b>\$ 79,006,833</b>	<b>\$ 81,880,722</b>	<b>\$ 84,140,139</b>
Services & Suplies	\$ 5,121,510	\$ 8,281,271	\$ 7,785,638	\$ 7,785,638	\$ 7,785,638	\$ 7,785,638
Other Charges	\$ 2,942,743	\$ 3,103,125	\$ 3,226,125	\$ 3,226,125	\$ 3,226,125	\$ 3,226,125
Fixed Assets & Fleet Equip Chg	\$ 950,835	\$ 772,058	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000
POB Debt Service	\$ 9,848,930	\$ 10,375,054	\$ 10,375,054	\$ 10,925,455	\$ 11,501,185	\$ 12,104,161
Stablization Fund Transfer	\$ 2,603,450	\$ 2,600,740	\$ 2,600,740	\$ 2,600,740	\$ 2,600,740	\$ 2,600,740
<b>Total Expenditures</b>	<b>\$ 91,158,248</b>	<b>\$ 95,293,227</b>	<b>\$ 94,276,846</b>	<b>\$ 103,574,791</b>	<b>\$ 107,024,409</b>	<b>\$ 109,886,802</b>
Current Property Tax	\$ 80,624,945	\$ 77,678,479	\$ 78,321,000	\$ 78,321,000	\$ 78,321,000	\$ 78,321,000
Other	\$ 8,204,951	\$ 16,801,194	\$ 8,197,770	\$ 8,197,770	\$ 8,197,770	\$ 8,197,770
Chevron Payment for 04, 05, 06			\$ (307,000)	\$ (614,000)		
Chevron Payment for 07, 08, 09				?	?	?
<b>Total Revenue</b>	<b>\$ 88,829,896</b>	<b>\$ 94,479,673</b>	<b>\$ 86,211,770</b>	<b>\$ 85,904,770</b>	<b>\$ 86,518,770</b>	<b>\$ 86,518,770</b>
<b>Annual Imbalance</b>	<b>\$ 2,328,352</b>	<b>\$ 813,554</b>	<b>\$ 8,065,076</b>	<b>\$ 17,670,021</b>	<b>\$ 20,505,639</b>	<b>\$ 23,368,032</b>
<b>Fund Balance Available</b>	<b>\$ 17,610,425</b>	<b>\$ 16,796,872</b>	<b>\$ 8,731,796</b>	<b>\$ (8,938,225)</b>	<b>\$ (29,443,864)</b>	<b>\$ (52,811,897)</b>
<b>POB Stabilization Fund</b>	<b>\$ 2,647,393</b>	<b>\$ 5,425,145</b>	<b>\$ 8,025,885</b>	<b>\$ 10,626,625</b>	<b>\$ 13,227,365</b>	<b>\$ 15,828,105</b>
<b>FUND BALANCE</b>	<b>\$ 20,257,818</b>	<b>\$ 22,222,017</b>	<b>\$ 16,757,681</b>	<b>\$ 1,688,400</b>	<b>\$ (16,216,499)</b>	<b>\$ (36,983,791)</b>



# Parcel Tax

Action	June 7, 2011	November 8, 2011	November 6, 2012
Revenue Availability	2011/12	2012/13	2013/14
<b>Document Preparation</b>	<b>January 10, 2011</b>	<b>June 27, 2011</b>	<b>June 17, 2012</b>
1. Public Hearing Notice			
2. BOS Agenda Docs			
a. Tax Ordinance			
i. Tax Rates			
ii. Legal Description of Area			
b. Resolution			
<b>Documents Finalized</b>	<b>January 31, 2011</b>	<b>July 19, 2011</b>	<b>July 9, 2012</b>
<b>Submit Public Notice to CC Times</b>	<b>February 1, 2011</b>	<b>July 20, 2011</b>	<b>July 10, 2012</b>
The CC Times requires submission of public notice request no fewer than three-days prior to the first publish date			
<b>Public Notice - 1st Publish Date</b>	<b>February 4, 2011</b>	<b>July 23, 2011</b>	<b>July 13, 2012</b>
Statute requires public notice to be published twice within a ten day period with at least five days between each notice			
<b>BOS Meeting</b>	<b>February 15, 2011</b>	<b>August 2, 2011</b>	<b>July 24, 2012</b>
1. Public Hearing-Tax Ordinance			
2. Adopt Tax Ordinance			
a. Legal Description of Area			
3. Adopt Resolution			
a. Direct Tax Ord. to be presented to voters for approval with specified ballot proposition.			
b. Designate CCC Registrar of Voters as the Election Official			
<b>Submission to Registrar</b>	<b>March 11, 2011</b>	<b>August 12, 2011</b>	<b>August 10, 2012</b>
1. Resolution (Certified Copy)			
2. Tax Ordinance (Certified Copy)			
a. Tax Rates			
b. Legal Description of Area			

**Note:** November 6, 2012 deadline dates are estimates as the BOS Meeting schedule has not been set for 2012

# Benefit Assessment

Action	2011/12 Tax Roll
<b>BOS Meeting</b>	<b>March 1, 2011</b>
<ol style="list-style-type: none"> <li>1. Adopt Resolution to Initiate Proceedings for levy of benefit assessments</li> <li>2. Approve Contract with vendor to complete Engineer's Report</li> </ol>	
<b>BOS Meeting</b>	<b>May 10, 2011</b>
<ol style="list-style-type: none"> <li>1. Preliminary Approval of Engineer's Report</li> <li>2. Adopt Resolution               <ol style="list-style-type: none"> <li>a. Declare intention to collect benefit assessment in the District</li> <li>b. Describe boundaries of the District</li> <li>c. Call assessment ballot proceeding</li> <li>d. Declare proposed assessment methodologies described in detail within the Engineer's Report</li> <li>e. Adopt Procedures for completion, return, and tabulation of assessment ballots and set Public Hearing date.                   <ol style="list-style-type: none"> <li>i. Gov't Code 54954 requires a public notice and ballot be mailed to landowners impacted not less than 45 days prior to the public hearing.</li> <li>ii. Set procedures pursuant to Article XIID of the California Constitution</li> </ol> </li> </ol> </li> </ol>	
<b>Mail Public Hearing Notice and Assessment Ballot</b>	<b>May 27, 2011</b>
<ol style="list-style-type: none"> <li>1. Public Hearing Notice</li> <li>2. Assessment Ballot</li> <li>3. Copy of adopted procedures</li> </ol>	
<b>BOS Meeting</b>	<b>July 12, 2011</b>
<ol style="list-style-type: none"> <li>1. Open Public Hearing</li> <li>2. Consider public testimony</li> <li>3. Collect remaining ballots</li> <li>4. Continue public hearing to July 26, 2011</li> </ol>	
<b>BOS Meeting</b>	<b>July 26, 2011</b>
<ol style="list-style-type: none"> <li>1. Adopt Resolution               <ol style="list-style-type: none"> <li>a. Certify results of assessment ballots</li> </ol> </li> </ol>	
<b>Submit Ballot Results to Treasurer-Tax Collector and Auditor-Controller for inclusion on 2011/12 Tax Rolls</b>	<b>August 1, 2011</b>

# Questions?

IV.

To: Board of Supervisors

From: Catherine Kutsuris, Conservation & Development Director

Date: February 1, 2011



Contra  
Costa  
County

Subject: Redistricting Plan

---

**RECOMMENDATION(S):**

**FISCAL IMPACT:**

**BACKGROUND:**

**CONSEQUENCE OF NEGATIVE ACTION:**

**CHILDREN'S IMPACT STATEMENT:**

---

☒ APPROVE

☐ OTHER

☒ RECOMMENDATION OF CNTY ADMINISTRATOR

☐ RECOMMENDATION OF BOARD COMMITTEE

---

Action of Board On: **01/31/2011**

☐ APPROVED AS RECOMMENDED

☐ OTHER

Clerks Notes:

**VOTE OF SUPERVISORS**

AYES ☐

NOES ☐

ABSENT ☐

ABSTAIN ☐

RECUSE ☐

Contact: .

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

**ATTESTED:**

**January 31, 2011**

, County Administrator  
and Clerk of the Board  
of Supervisors

By: , Deputy

cc:

---

# CONTRA COSTA COUNTY

BOARD OF SUPERVISORS  
REDISTRICTING  
2011

# PURPOSE / MISSION

---

***CONDUCT A TRANSPARENT  
REDISTRICTING PROCESS,  
PROVIDING EXCEPTIONAL  
PUBLIC ACCESS TO  
INFORMATION, LEADING TO  
ADOPTION OF THE  
REDISTRICTING ORDINANCE  
BY AUGUST 2011 THAT  
COMPLIES WITH ALL  
APPLICABLE LAWS***



# WHAT IS REDISTRICTING?

---

- ❑ Every ten years the Board of Supervisors redraw supervisorial district lines to account for population growth and shifts during last decade based on U.S. census data
- ❑ Redistricting is necessary to comply with Equal Protection Clause, 14<sup>th</sup> Amendment, U.S. Constitution, "one person, one vote"
- ❑ Board redistricting last occurred in 2001 (Ord. 2001-13)

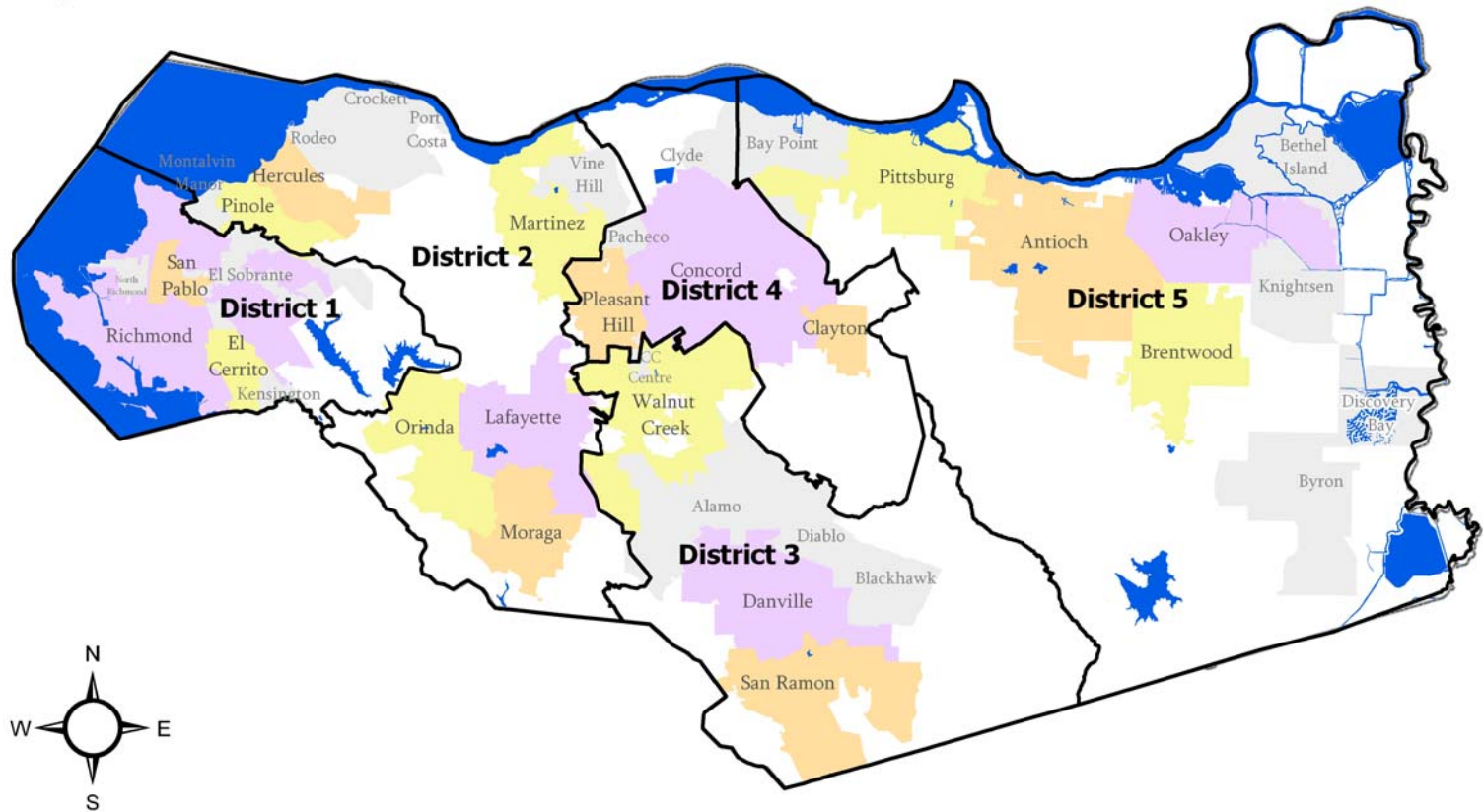
# HISTORIC VIEW

## BOARD DISTRICT BOUNDARIES

Contra  
Costa  
County



1991 SUPERVISORIAL DISTRICT BOUNDARIES



Note: Cities shown are 2011 cities boundaries, not 1991 city boundaries.

0 4.5 9 18 Miles

Contra  
Costa  
County



Map of Contra Costa County, California, showing five districts and their populations:

- District 1: 185,339
- District 2: 186,287
- District 3: 193,653
- District 4: 184,473
- District 5: 199,064

The map includes a compass rose and a scale bar from 0 to 27 miles.

Modified as directed by the Board of Supervisors on July 24, 2001

# GOVERNING LAW

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- ❑ **14<sup>TH</sup> Amendment, Equal Protection Clause, U.S. Constitution – “one person, one vote”**
- ❑ **California Elections Code, Sections 21500-21506**
- ❑ **Voting Rights Act of 1965**

# CALIFORNIA LAW

## MANDATORY REQUIREMENTS

---

- ❑ **U.S. Census Data** - Elections Code section 21500 requires using Federal decennial census as basis for the Board's redistricting
- ❑ **Equal Population** - Elections Code section 21500 requires that *"the districts shall be nearly equal in population as may be"*
- ❑ **Strict Time Limits** – Elections Code section 21501 requires that redistricting be completed before 1<sup>st</sup> day of November (11/1/2011)
- ❑ **At Least Two Public Hearings Required** – Elections Code section 21500.1 requires at least one Board public hearing on any proposal to adjust boundaries of a district prior to a public hearing by Board to consider approval of a proposal – in other words a minimum of 2 hearings
- ❑ **Compliance with Voting Rights Act** – Elections Code section 21500 requires compliance with applicable provisions of the Voting Rights Act

# CALIFORNIA LAW

## PERMISSIVE CONSIDERATIONS

---

**Elections Code section 21500 provides that**

***"In establishing the boundaries of districts the board may give considerations to the following factors:***

- a) topography,***
- b) geography,***
- c) cohesiveness, contiguity, integrity, and compactness of territory, and***
- d) community of interests of the district"***

# POPULATION GROWTH

---

- ❑ **Official 2010 U.S. Census data must be used as basis for the Board's redistricting (CA Elections Code 21500)**
- ❑ **Census 2010 redistricting data (P.L. 94-171) will be released by April 1, 2011**
- ❑ **General growth trends over last decade suggest population growth in San Ramon and East County**



# **PROPOSED WORK PROGRAM**

---

- Guiding Principles / Criteria**
- Data Analysis and Mapping**
- Public Outreach**
- Public Hearings and Ordinance Adoption**
- Interdepartmental Leadership Group**

# **GUIDING PRINCIPLES / CRITERIA**

---

**Using existing district boundaries as the starting point, Board will redraw district boundaries that to the extent possible:**

- **Achieve near equal population for each district – within 5% of each other**
- **Use easily identifiable geographic features and topography to achieve compact and contiguous district boundaries**

# GUIDING

## PRINCIPLES / CRITERIA - continued

---

- **Maintain communities of interest in a single district and avoid splitting communities. Communities of interest may be defined by existing boundaries for**
  - **Cities**
  - **School Districts**
  - **Special Districts**
  - **Unincorporated communities**

# DATA ANALYSIS & MAPPING

---

- ❑ Existing DCD staffing and resources, including GIS mapping program, will be used to map district boundaries
- ❑ DCD will begin mapping district boundary alternatives, with an anticipated 3-6 map alternatives, when census data (P.L. 94-171) is available
- ❑ DCD will require 5-6 weeks to review new census data and geography and mapping of district boundary alternatives

# PUBLIC OUTREACH

*“insure transparent process, providing exceptional public access to information”*

---

- ❑ Establish Redistricting webpage on County website as primary portal for public information/access with up-to-date information and ability for public to provide feedback and comments
- ❑ DCD will support up to 2 public meetings in each district to provide background, present boundary changes, answer questions, and receive input
- ❑ Other outreach efforts may include: press releases, public notice in newspapers, CCTV, and other strategies

# INTERDEPARTMENTAL LEADERSHIP GROUP

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DEPARTMENT	ROLE
County Administrator's Office	Provides oversight and, as needed, direct assistance to DCD in the public outreach
Conservation & Development	Facilitates redistricting process, provides data analysis, prepares mapping, coordinates public outreach efforts (maintains website and prepares outreach material)
County Counsel	Provides legal advice and assistance
County Clerk-Recorders Office	Provide information and procedural guidance

# PROPOSED TIMELINE/MILESTONE

---

**Milestone:** February 8, 2011

Board adopts work program, including timeline, public outreach, and approach, prior to release of 2010 Census Redistricting Data (P.L. 94-171) Summary File.

February - April

Census Bureau releases 2010 Census Redistricting Data (P.L. 94-171). Summary File to states and local government agencies. DCD staff reviews new geography, reviews data, and prepares draft maps. It will require a minimum of 5-6 weeks to complete this process.

**Milestone:** May 3, 2011

Check-in with Board to review draft map alternatives (scenarios) and confirm public workshops/meetings.



# PROPOSED

## TIMELINE/MILESTONE - continued

---

May  
(May 16-26, 2011)

Public meetings in each Supervisorial District to review redistricting process, present map alternatives, and receive comments.

June

Board Public Hearing#1: Redistricting Map Proposal(s), potential hearing dates: June 14, 21, or 28

**Milestone:** July 12, 2011

Board Public Hearing#2:  
Redistricting Ordinance introduced

**Milestone:** July 26, 2011

Redistricting Ordinance set for adoption

**Milestone:** August 26, 2011

Statute of limitations to challenge adopted district boundaries expires (30 days after adoption)

**Milestone:** November 1, 2011

Statutory deadline to complete redistricting (CA Elections Code section 21501)

# BOARD REDISTRICTING 2011

---

**Are we on the right track?**

**2011 REDISTRICTING  
BOARD OF SUPERVISORS**

**RESOURCE BINDER**

- A. Powerpoint Presentation Slides, January 31, 2011
- B. Contra Costa County Ordinance 2001-13, Supervisorial Redistricting
- C. 2000 Supervisorial Redistricting District Maps
- D. April 24, 2001 Board Report Concerning 2000 Census Population and Proposed Schedule for Redistricting Supervisorial District Boundaries
- E. California Elections Code Section 21500-21506
- F. Federal Law - Voting Rights Act, 42 USC Section 1973
- G. Key Court Cases
  - i. Garza, et al v. County of Los Angeles, Board of Supervisors (U.S. Court of Appeals, Ninth Circuit, 1990)
- H. U.S Census Bureau Guide to Census 2010 Redistricting Data



# CONTRA COSTA COUNTY

BOARD OF SUPERVISORS  
REDISTRICTING  
2011

# PURPOSE / MISSION

**CONDUCT A TRANSPARENT  
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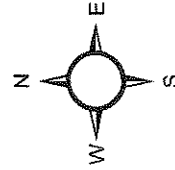
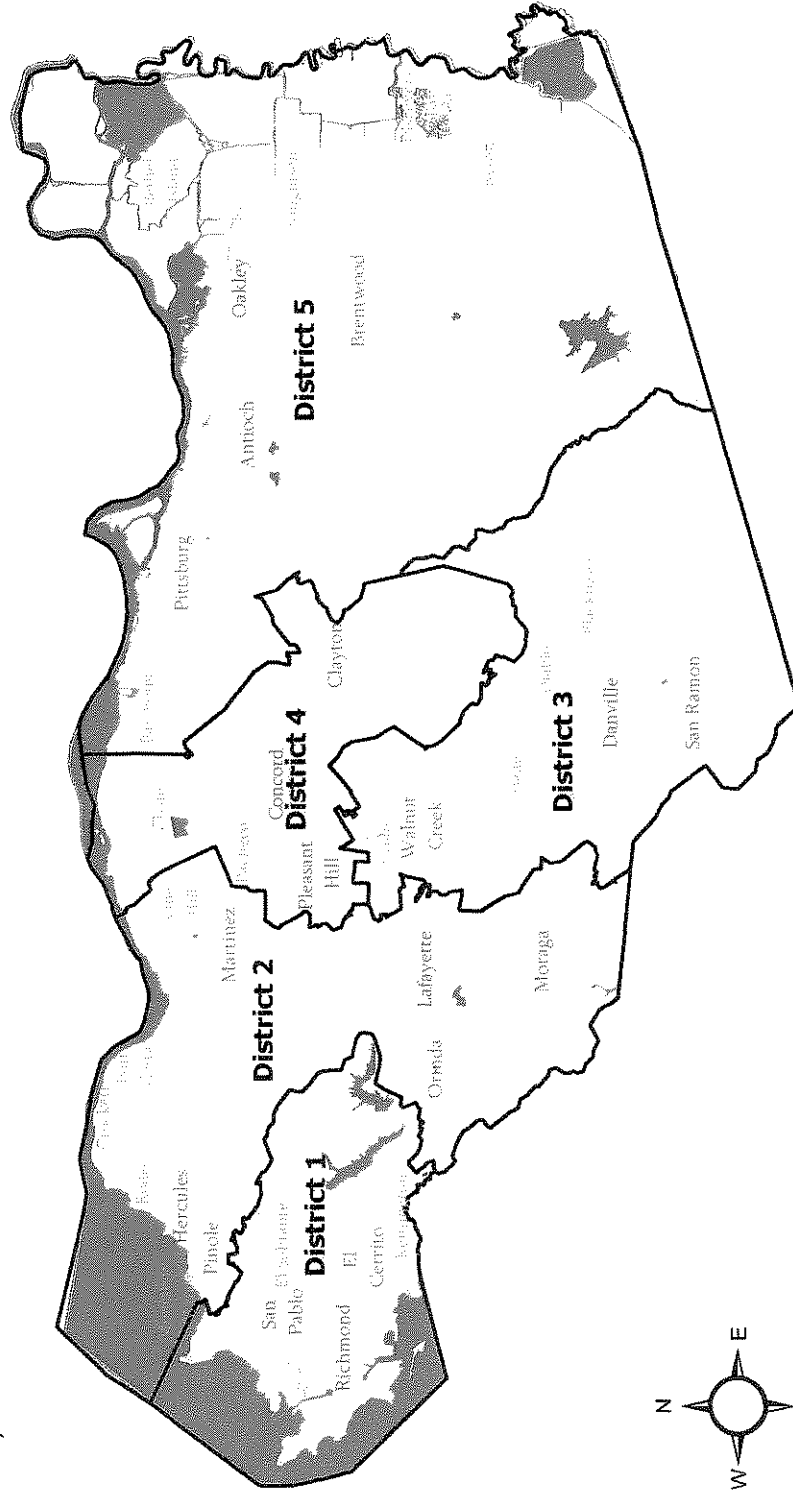
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# HISTORIC VIEW BOARD DISTRICT BOUNDARIES



1991 SUPERVISORIAL DISTRICT BOUNDARIES



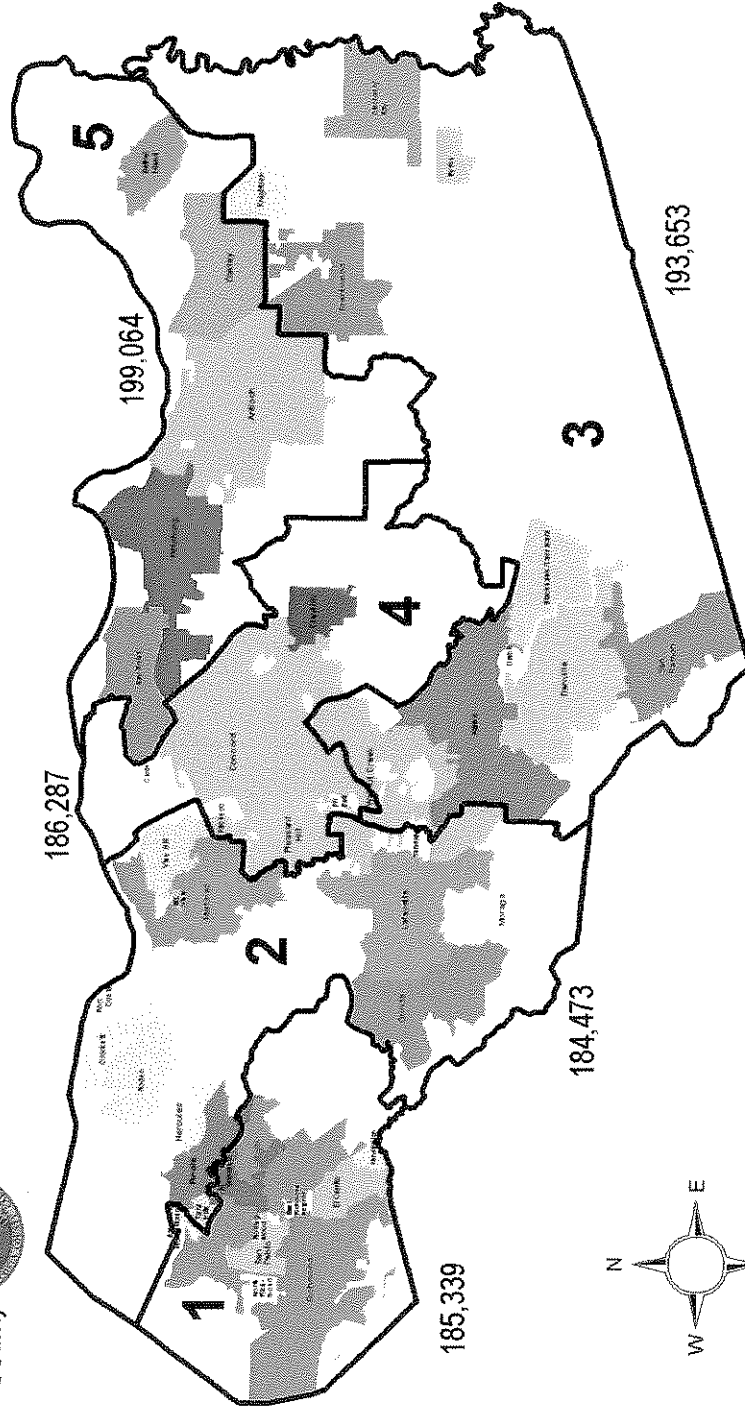
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# 2001 BOARD REDISTRICTING



Contra  
Costa  
County

2000 SUPERVISORIAL REDISTRICTING MAP



Modified as Directed by the Board of Supervisors on July 24, 2001

# GOVERNING LAW

---

- ❑ **14<sup>TH</sup> Amendment, Equal Protection Clause, U.S. Constitution – “one person, one vote”**
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- ❑ **Voting Rights Act of 1965**

# CALIFORNIA LAW

## MANDATORY REQUIREMENTS

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# PROPOSED WORK PROGRAM

---

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- ❑ **Public Outreach**
- ❑ **Public Hearings and Ordinance Adoption**
- ❑ **Interdepartmental Leadership Group**

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# GUIDING

## PRINCIPLES / CRITERIA - continued

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---

- ❑ Existing DCD staffing and resources, including GIS mapping program, will be used to map district boundaries
- ❑ DCD will begin mapping district boundary alternatives, with an anticipated 3-6 map alternatives, when census data (P.L. 94-171) is available
- ❑ DCD will require 5-6 weeks to review new census data and geography and mapping of district boundary alternatives

# PUBLIC OUTREACH

*"insure transparent process, providing exceptional public access to information"*

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- ❑ **Establish Redistricting webpage on County website as primary portal for public information/access with up-to-date information and ability for public to provide feedback and comments**
- ❑ **DCD will support up to 2 public meetings in each district to provide background, present boundary changes, answer questions, and receive input**
- ❑ **Other outreach efforts may include: press releases, public notice in newspapers, CCTV, and other strategies**

# INTERDEPARTMENTAL LEADERSHIP GROUP

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DEPARTMENT	ROLE
County Administrator's Office	Provides oversight and, as needed, direct assistance to DCD in the public outreach
Conservation & Development	Facilitates redistricting process, provides data analysis, prepares mapping, coordinates public outreach efforts (maintains website and prepares outreach material)
County Counsel	Provides legal advice and assistance
County Clerk-Recorders Office	Provide information and procedural guidance

# PROPOSED TIMELINE/MILESTONE

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## **Milestone:** February 8, 2011

Board adopts work program, including timeline, public outreach, and approach, prior to release of 2010 Census Redistricting Data (P.L. 94-171) Summary File.

## February - April

Census Bureau releases 2010 Census Redistricting Data (P.L. 94-171). Summary File to states and local government agencies. DCD staff reviews new geography, reviews data, and prepares draft maps. It will require a minimum of 5-6 weeks to complete this process.

## **Milestone:** May 3, 2011

Check-in with Board to review draft map alternatives (scenarios) and confirm public workshops/meetings.

# PROPOSED TIMELINE/MILESTONE - continued

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May  
(May 16-26, 2011)

Public meetings in each Supervisorial District to review redistricting process, present map alternatives, and receive comments.

June

Board Public Hearing #1: Redistricting Map Proposal(s), potential hearing dates: June 14, 21, or 28

**Milestone:** July 12, 2011

Board Public Hearing #2:  
Redistricting Ordinance introduced

**Milestone:** July 26, 2011

Redistricting Ordinance set for adoption

**Milestone:** August 26, 2011

Statute of limitations to challenge adopted district boundaries expires (30 days after adoption)

**Milestone:** November 1, 2011

Statutory deadline to complete redistricting (CA Elections Code section 21501)

# BOARD REDISTRICTING 2011

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**Are we on the right track?**





## **ORDINANCE 2001-13**

### **(SUPERVISORIAL REDISTRICTING)**

The Contra Costa County Board of Supervisors ordains as follows (omitting the parenthetical footnotes from the official text of the enacted or amended provisions of the County Ordinance Code):

**SECTION I. SUMMARY:** This ordinance establishes the decennial supervisorial redistricting plan for Contra Costa County as required by Elections Code sections 21500 – 21506.

**SECTION II.** This ordinance repeals Article 24-2.2 of the County Ordinance code and replaces it with new Article 24-2.2 set forth below.

**SECTION III.** Article 24-2.2 is added to the County Ordinance Code to read:

#### **Article 24-2.2 Supervisorial Districts**

**24-2.202 Census Tracts Used.** The supervisorial districts are described by reference to census tracts (CT), Blocks, and Block groups used in the 2000 federal decennial census as established by the U.S. Bureau of the Census and filed with the County Community Development Director, the exterior boundaries of which are the boundaries of each supervisorial district, except where partial tracts are designated by reference to established local boundaries. (Ords. 2001-13, 91-45, 86-90, 82-43, 81-71, 71-87; prior code section 2102; Ord. 1786.)

**24-2.204 District I.** Supervisorial District I comprises these census tracts:

#### **Whole Census Tracts:**

CTs 3602 through 3620, 3650.01 through 3920.

#### **Partial Census Tracts:**

CT 3560.02 - The part inside the city of Richmond as of January 1, 2000; and census blocks 2034-2036, 2049-2053, 2058-2068, 2071-2082, 2994-2996, 2998-2999.

CT 3591.02 – The part in Bay View/Montalvin Manor CDP (census blocks 3007 and 3008) as of January 1, 2000.

CT 3601 – The part outside the Pinole city limits as of January 1, 2000.

CT 3630 – The part outside the Pinole city limits as of January 1, 2000.

CT 3640.01 – The part outside the Pinole city limits as of January 1, 2000.

**24-2.206 District II:** Supervisorial District II comprises these census tracts:

**Whole Census Tracts:**

CTs 3160 through 3211.01, 3400.01 through 3410, 3480 through 3540.02, 3560.01, 3570 through 3591.01, 3592.02 through 3592.04, 3640.02.

**Partial Census Tracts:**

CT 3211.02 – The part inside the Martinez city limits as of January 1, 2000.

CT 3211.03 – The part outside the Pleasant Hill city limits as of January 1, 2000.

CT 3212 – The part inside the Martinez city limits as of January 1, 2000.

CT 3220 – The part inside the Martinez city limits as of January 1, 2000.

CT 3260 – The part outside the Pleasant Hill city limits as of January 1, 2000.

CT 3420 – The part in census blocks 1001 through 1004.

CT 3470 – The part outside the Pleasant Hill city limits as of January 1, 2000.

CT 3560.02 – The entire tract with the exception of the portion described in Supervisorial District I above.

CT 3591.02 – The part inside the Pinole city limits as of January 1, 2000 and census blocks 2007 through 2011.

CT 3601 – The part inside the Pinole city limits as of January 1, 2000.

CT 3630 – The part inside the Pinole city limits as of January 1, 2000.

CT 3640.01 – The part inside the Pinole city limits as of January 1, 2000.

**24-2.208 District III.** Supervisorial District III comprises these census tracts:

**Whole Census Tracts:**

CTs 3040, 3383.01 through 3390, 3430.01 through 3462.02, 3551.04.

**Partial Census Tracts:**

CT 3010 – The part that is in census blocks 3021 through 3024 and 3027.

CT 3020.02 – The entire tract with the exception of the portion described in Supervisorial District V below.

CT 3031 – The part outside the Oakley city limits as of January 1, 2000.

CT 3032 – The part outside the Antioch city limits as of January 1, 2000.

CT 3373 – The part inside Walnut Creek city limits as of January 1, 2000.

CT 3420 – The entire tract with the exception of the portion described in Supervisorial District II above.

CT 3553.02 – The entire tract with the exception of the portion described in Supervisorial District IV below.

**24-2.210 District IV.** Supervisorial District IV comprises these census tracts:

**Whole Census Tracts:**

CTs 3230 through 3250, 3270 through 3372, 3381 through 3382.02, 3553.01, 3553.03 through 3553.05.

**Partial Census Tracts:**

CT 3132.02 – The part inside the Concord city limits as of January 1, 2000.

CT 3150 – The entire tract with the exception of the portion described in Supervisorial District V below.

CT 3211.02 – The entire tract with the exception of the portion described in Supervisorial District II above.

CT 3211.03 - The entire tract with the exception of the portion described in Supervisorial District II above.

CT 3212 – The part outside of Martinez city limits as of January 1, 2000.

CT 3220 – The part outside of the Martinez city limits as of January 1, 2000.

CT 3260 – The part inside the Pleasant Hill city limits as of January 1, 2000.

CT 3373 – The part inside the Concord city limits as of January 1, 2000.

CT 3470 – The part inside the Pleasant Hill city limits as of January 1, 2000.

CT 3551.06 – Census blocks 2043 through 2045 and 2047 through 2051.

CT 3552 – The part inside the Concord city limits as of January 1, 2000 and census blocks 1027 and 1030.

CT 3553.02 – The part inside the Concord city limits as of January 1, 2000.

**24-2.212 District V.** Supervisorial District V comprises these census tracts:

**Whole Census Tracts:**

CTs 3020.03 through 3020.04, 3050 through 3132.01, 3141.02 through 3142, 3551.01.

**Partial Census Tracts:**

CT 3010 – The entire tract with the exception of the portion described in Supervisorial District III above.

CT 3020.02 – The part inside the city of Oakley as of January 1, 2000.

CT 3031 – The entire tract with the exception of the portion described in Supervisorial District III above.

CT 3032 – The part inside the city of Antioch as of January 1, 2000.

CT 3132.02 – The entire tract with the exception of the portion described in Supervisorial District IV above.

CT 3150 – The part inside Bay Point CDP (census blocks 2000 through 2018).

CT 3551.06 – The entire tract with the exception of the portion described in Supervisorial District IV above.

CT 3552 – The entire tract with the exception of the portion described in Supervisorial District IV above.

SECTION II. EFFECTIVE DATE. This ordinance becomes effective 30 days after passage, and within 15 days of passage shall be published once with the names of supervisors voting for and against it in the Contra Costa Times, a newspaper published in the County.

PASSED ON \_\_\_\_\_ by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

ATTEST: JOHN SWEETEN  
Clerk of the Board of Supervisors  
and County Administrator

BY \_\_\_\_\_  
Deputy Clerk

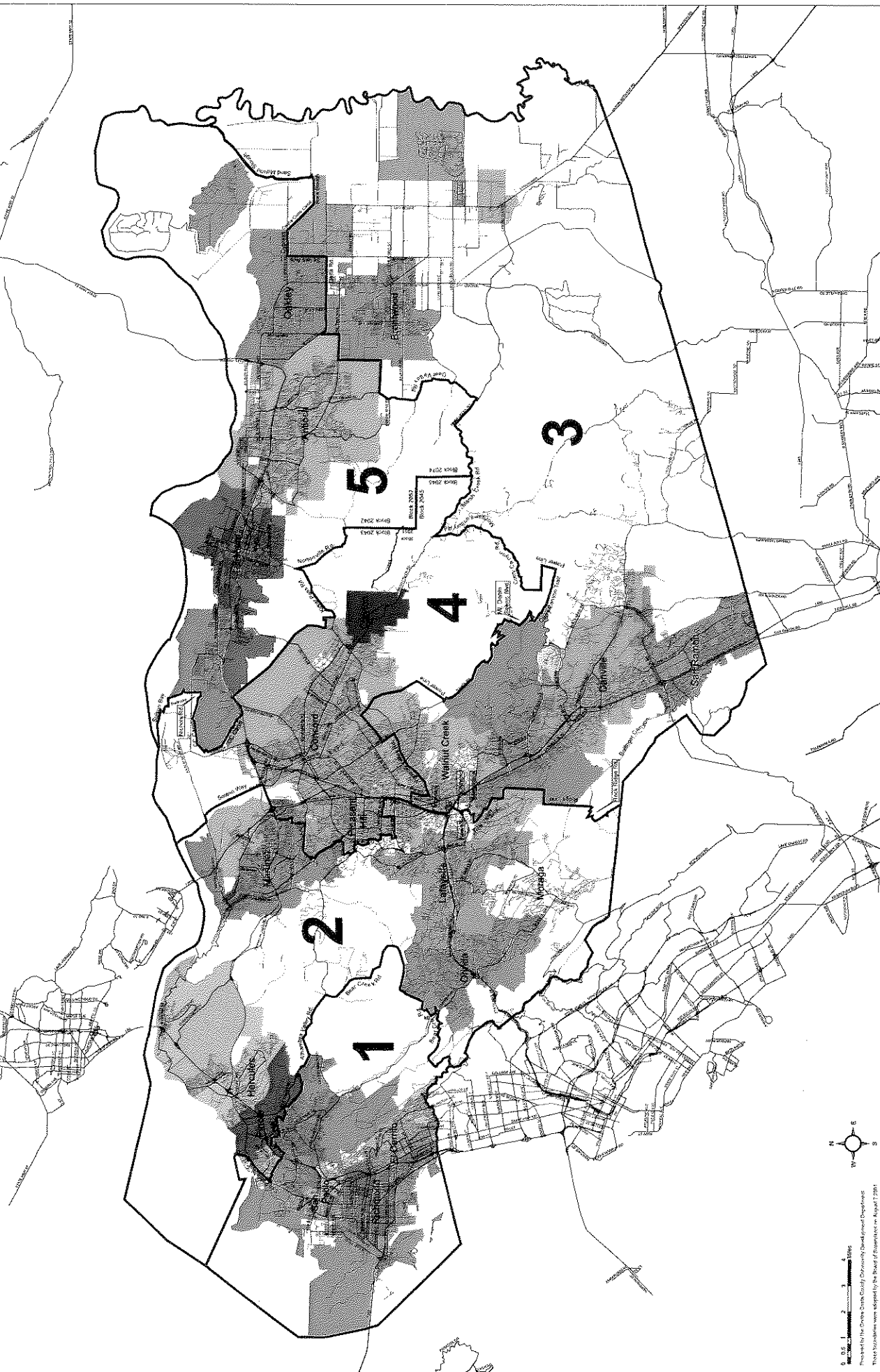
\_\_\_\_\_  
Board Chair

(SEAL)

ORDINANCE NO. 2001-13



# 2000 SUPERVISORIAL DISTRICTS



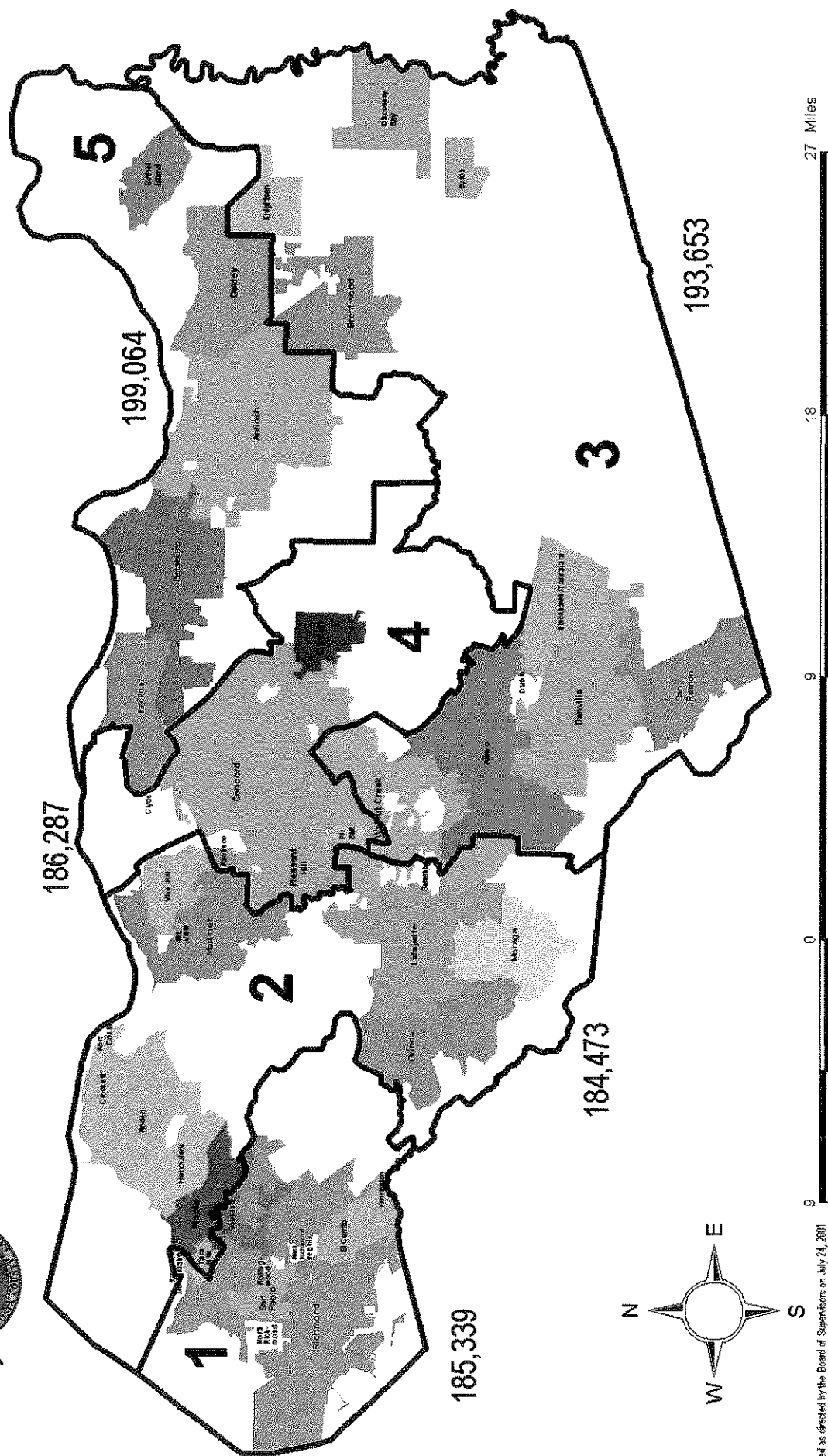
0 0.5 1 2 3 4 Miles

Prepared for the Contra Costa County Community Development Department  
These boundaries were adopted by the Board of Supervisors on August 7, 2001



Contra  
Costa  
County

## 2000 SUPERVISORIAL REDISTRICTING MAP



Modified as directed by the Board of Supervisors on July 24, 2001

These boundaries were decided by the Board of Supervisors at their meeting on July 24, 2001.

[Back to 2000 Supervisorial District Home Page](#)

651 Pine Street, 4th Floor - North Wing, Martinez, CA 94553  
Phone: (925) 335-1290 -- Fax: (925) 335-1299





TO: BOARD OF SUPERVISORS  
FROM: DENNIS M. BARRY, AICP  
COMMUNITY DEVELOPMENT DIRECTOR  
DATE: April 24, 2001



**SUBJECT: REPORT CONCERNING 2000 CENSUS POPULATION AND PROPOSED SCHEDULE  
FOR REDISTRICTING THE COUNTY SUPERVISORIAL DISTRICT BOUNDARIES  
SPECIFIC REQUEST(S) OR RECOMMENDATION(S) & BACKGROUND AND JUSTIFICATION**

RECOMMENDATIONS

DIRECT Community Development staff to perform the following activities to facilitate the required redistricting of the Contra Costa County Supervisorial District boundaries and ADOPT the proposed schedule:

1. ADOPT the proposed redistricting schedule; and,
2. DIRECT Community Development staff to prepare several scenarios for redistricting which would balance the population within the supervisorial districts as "nearly equal as may be" in accordance with the state statute governing supervisorial districts. These possible scenarios would be presented to the Board of Supervisors before the public meetings.

FISCAL IMPACT

Approximately \$10,000 in staff costs to prepare alternatives, arrange meetings and public hearings. County Counsel costs to prepare redistricting ordinance. These costs will be born by budgeted funds.

BACKGROUND/REASONS FOR RECOMMENDATIONS

The U.S. Census Bureau has compiled the redistricting data from Census 2000. Contra Costa County received the County's Redistricting Data (P.L. 941-171) Summary File on April 2, 2001. The County's population increased from 803,732 to 948,816. This increase of 145,084 persons represents an increase of 18.1%.

CONTINUED ON ATTACHMENT: ☒ YES ☐ NO SIGNATURE \_\_\_\_\_  
\_\_\_\_ RECOMMENDATION OF COUNTY ADMINISTRATOR \_\_\_\_ RECOMMENDATION OF BOARD COMMITTEE  
\_\_\_\_ APPROVE \_\_\_\_ OTHER

SIGNATURE(S):

ACTION OF BOARD ON \_\_\_\_\_ APPROVED AS RECOMMENDED \_\_\_\_ OTHER

**VOTE OF SUPERVISORS**

\_\_ UNANIMOUS (ABSENT \_\_\_\_\_)  
AYES: \_\_\_\_\_ NOES: \_\_\_\_\_  
ABSENT: \_\_\_\_\_ ABSTAIN: \_\_\_\_\_

Contact: Linda Moulton (925/335-1238)  
cc: Community Development Department (CDD)  
CAO  
Clerk of the Board  
County Counsel

I HEREBY CERTIFY THAT THIS IS A TRUE  
AND CORRECT COPY OF AN ACTION TAKEN  
AND ENTERED ON THE MINUTES OF THE  
BOARD OF SUPERVISORS ON THE DATE  
SHOWN.

**ATTESTED**

JOHN SWEETEN, CLERK OF  
THE BOARD OF SUPERVISORS  
AND COUNTY ADMINISTRATOR

BY \_\_\_\_\_, DEPUTY

BACKGROUND/REASONS FOR RECOMMENDATIONS CONTINUED

The increase of population was not evenly distributed across the County or the Supervisorial districts, as shown below:

Supervisorial District	1990	2000	Population Increase	% Increase
1	159891	180436	20545	12.8 %
2	157485	168472	10987	7.0 %
3	159791	188938	29147	18.2 %
4	157666	173275	15609	9.9 %
5	168899	237695	68796	40.7 %
Total	803732	948816	145084	18.1%

Table 1 is attached and shows more detailed data concerning population change within districts.

The California State statute addresses the issue of Supervisorial redistricting. The statute states that "In establishing the boundaries of the districts 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."

Also the board "shall hold at least one public hearing on any proposal to adjust the boundaries of a district, prior to a public hearing at which the board votes to approve or defeat the proposal". A copy of the statute is attached as Exhibit A.

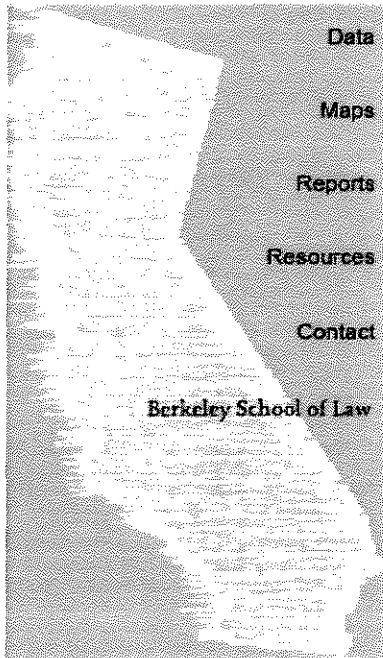
After the 1990 census, the redistricting process included separate public meetings in each district before the Countywide hearings were held. The Community Development Department has proposed a schedule (shown as Exhibit B), which would include such meetings as well as the Public Hearings by the Board of Supervisors. The State Statute states the supervisorial districts shall be adjusted by the Board before the first day of November. However it appears that this has not been amended since California elections were changed from June to March. The County Elections Department needs the new boundaries by the third week of August in order to prepare precinct boundaries. The schedule presented would allow for the adoption of new boundaries by mid-July in order not to interfere with budget hearings and August vacations.

Community Development staff recommends that the Board approve the proposed schedule. Staff also requests direction to prepare possible scenarios for redistricting which would be presented to the Board at their May 1, 2001 meeting before the public meetings in the districts. This would give staff time to make any additional adjustments or other scenarios as requested by the Board before the public meetings.





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## California Codes Elections Code Section 21500-21506

21500. Following each decennial federal census, and using that census as a 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 Section 1973 of Title 42 of the United States Code, as amended. In establishing the boundaries of the districts 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.

21500.1. The board shall hold at least one public hearing on any proposal to adjust the boundaries of a district, prior to a public hearing at which the board votes to approve or defeat the proposal.

21501. The boundaries of the supervisorial districts shall be adjusted by the board before the first day of November of the year following the year in which each decennial federal census is taken. If the board fails to adjust the boundaries before the first day of November following the year in which the federal census is taken, a supervisorial redistricting commission shall do so before the 31st day of December of the same year. The adjustment of the district boundaries shall be immediately effective the same as if the act of the supervisorial redistricting commission were an ordinance of the board, subject, however, to the same provisions of referendum a apply to ordinances of the board.

21502. The supervisorial redistricting commission shall be composed of the district attorney, who shall be chairman, the county assessor, and the county elections official if he or she is elected by the qualified electors of the county, or, if not, the county superintendent of schools if he or she is elected by the qualified electors of the county, or, if not, the sheriff.

21503. At any time between the decennial adjustments of district boundaries, the board may cause a census of the county to be taken as provided in Section 26203 of the Government Code, and may adjust the boundaries of the supervisorial districts on the basis of that census, or on the basis of population estimates prepared by the State Department of Finance or the county planning department or planning commission, pursuant to Section 21500.

21504. Any person claiming that the estimates of population used in the redistricting pursuant to Section 21503 do not reflect the current population within the district boundaries more accurately than the most recent census data, may commence an action in the superior court in declaratory relief to determine that fact. The action shall be brought within 30 days after the adoption of the redistricting ordinance.

21505. The board may appoint a committee composed of residents of the county to study the matter of changing the boundaries of the supervisorial districts. The committee shall make its report to the board of its findings on the need for change of boundaries, and the recommended changes, within six months after the final population figures determined in each federal decennial census have been released, but in any event not later than August 1st of the year following the year in which the census is taken. Recommendations of the committee are advisory only.

21506. The term of office of any supervisor who has been elected and whose term of office has not expired shall not be affected by any change in the boundaries of the district from which he or she was elected.

At the first election for county supervisors in each county following adjustment of the boundaries of supervisorial districts, a supervisor shall be elected for each district under the readjusted district plan that has the same district number as a district whose incumbent's term is due to expire. A change in the boundaries of a supervisorial district shall not be made within 45 days before the first day for circulating nomination papers for an election of supervisors in the county or between the direct primary election and the general election.



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-CITE-

42 USC Sec. 1973

02/01/2010

-EXPCITE-

TITLE 42 - THE PUBLIC HEALTH AND WELFARE

CHAPTER 20 - ELECTIVE FRANCHISE

SUBCHAPTER I-A - ENFORCEMENT OF VOTING RIGHTS

-HEAD-

Sec. 1973. Denial or abridgement of right to vote on account of  
race or color through voting qualifications or prerequisites;  
establishment of violation

-STATUTE-

(a) No voting qualification or prerequisite to voting or  
standard, practice, or procedure shall be imposed or applied by any  
State or political subdivision in a manner which results in a  
denial or abridgement of the right of any citizen of the United  
States to vote on account of race or color, or in contravention of  
the guarantees set forth in section 1973b(f)(2) of this title, as  
provided in subsection (b) of this section.

(b) A violation of subsection (a) of this section is established  
if, based on the totality of circumstances, it is shown that the  
political processes leading to nomination or election in the State  
or political subdivision are not equally open to participation by

members of a class of citizens protected by subsection (a) of this section in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice. The extent to which members of a protected class have been elected to office in the State or political subdivision is one circumstance which may be considered: Provided, That nothing in this section establishes a right to have members of a protected class elected in numbers equal to their proportion in the population.

-SOURCE-

(Pub. L. 89-110, title I, Sec. 2, Aug. 6, 1965, 79 Stat. 437; renumbered title I, Pub. L. 91-285, Sec. 2, June 22, 1970, 84 Stat. 314; amended Pub. L. 94-73, title II, Sec. 206, Aug. 6, 1975, 89 Stat. 402; Pub. L. 97-205, Sec. 3, June 29, 1982, 96 Stat. 134.)

-MISC1-

AMENDMENTS

1982 - Pub. L. 97-205 redesignated existing provisions as subsec. (a), struck out the comma after "voting", substituted "in a manner which results in a denial or abridgement of" for "to deny or abridge", inserted ", as provided in subsection (b) of this section" after "in contravention of the guarantees set forth in section 1973b(f)(2) of this title", and added subsec. (b).

1975 - Pub. L. 94-73 substituted "race or color, or in contravention of the guarantees set forth in section 1973b(f)(2) of this title" for "race or color".

EFFECTIVE DATE OF 1982 AMENDMENT

Section 6 of Pub. L. 97-205 provided that: "Except as otherwise

provided in this Act, the amendments made by this Act [see Short Title of 1982 Amendment note below] shall take effect on the date of the enactment of this Act [June 29, 1982]."

#### SHORT TITLE

This subchapter and subchapters I-B and I-C of this chapter known as the "Voting Rights Act of 1965", see Short Title note set out under section 1971 of this title.

#### CONGRESSIONAL PURPOSE AND FINDINGS

Pub. L. 109-246, Sec. 2, July 27, 2006, 120 Stat. 577, provided that:

"(a) Purpose. - The purpose of this Act [see Short Title of 2006 Amendment note set out under section 1971 of this title] is to ensure that the right of all citizens to vote, including the right to register to vote and cast meaningful votes, is preserved and protected as guaranteed by the Constitution.

"(b) Findings. - The Congress finds the following:

"(1) Significant progress has been made in eliminating first generation barriers experienced by minority voters, including increased numbers of registered minority voters, minority voter turnout, and minority representation in Congress, State legislatures, and local elected offices. This progress is the direct result of the Voting Rights Act of 1965 [this subchapter and subchapters I-B and I-C of this chapter].

"(2) However, vestiges of discrimination in voting continue to exist as demonstrated by second generation barriers constructed to prevent minority voters from fully participating in the



electoral process.

"(3) The continued evidence of racially polarized voting in each of the jurisdictions covered by the expiring provisions of the Voting Rights Act of 1965 demonstrates that racial and language minorities remain politically vulnerable, warranting the continued protection of the Voting Rights Act of 1965.

"(4) Evidence of continued discrimination includes -

"(A) the hundreds of objections interposed, requests for more information submitted followed by voting changes withdrawn from consideration by jurisdictions covered by the Voting Rights Act of 1965, and section 5 [42 U.S.C. 1973c] enforcement actions undertaken by the Department of Justice in covered jurisdictions since 1982 that prevented election practices, such as annexation, at-large voting, and the use of multi-member districts, from being enacted to dilute minority voting strength;

"(B) the number of requests for declaratory judgments denied by the United States District Court for the District of Columbia;

"(C) the continued filing of section 2 [42 U.S.C. 1973] cases that originated in covered jurisdictions; and

"(D) the litigation pursued by the Department of Justice since 1982 to enforce sections 4(e), 4(f)(4), and 203 of such Act [42 U.S.C. 1973b(e), (f)(4), 1973aa-1a] to ensure that all language minority citizens have full access to the political process.

"(5) The evidence clearly shows the continued need for Federal oversight in jurisdictions covered by the Voting Rights Act of 1965 since 1982, as demonstrated in the counties certified by the Attorney General for Federal examiner and observer coverage and the tens of thousands of Federal observers that have been dispatched to observe elections in covered jurisdictions.

"(6) The effectiveness of the Voting Rights Act of 1965 has been significantly weakened by the United States Supreme Court decisions in *Reno v. Bossier Parish II* and *Georgia v. Ashcroft*, which have misconstrued Congress' original intent in enacting the Voting Rights Act of 1965 and narrowed the protections afforded by section 5 of such Act [42 U.S.C. 1973c].

"(7) Despite the progress made by minorities under the Voting Rights Act of 1965, the evidence before Congress reveals that 40 years has not been a sufficient amount of time to eliminate the vestiges of discrimination following nearly 100 years of disregard for the dictates of the 15th amendment and to ensure that the right of all citizens to vote is protected as guaranteed by the Constitution.

"(8) Present day discrimination experienced by racial and language minority voters is contained in evidence, including the objections interposed by the Department of Justice in covered jurisdictions; the section 2 litigation filed to prevent dilutive techniques from adversely affecting minority voters; the enforcement actions filed to protect language minorities; and the tens of thousands of Federal observers dispatched to monitor

polls in jurisdictions covered by the Voting Rights Act of 1965.

"(9) The record compiled by Congress demonstrates that, without the continuation of the Voting Rights Act of 1965 protections, racial and language minority citizens will be deprived of the opportunity to exercise their right to vote, or will have their votes diluted, undermining the significant gains made by minorities in the last 40 years."

#### SEPARABILITY

Section 208 of Pub. L. 94-73 provided that: "If any amendments made by this Act [enacting sections 1973aa-1a and 1973aa-5 of this title, amending this section and sections 1973a to 1973d, 1973h, 1973i, 1973k, 1973l, 1973aa, 1973aa-2, 1973aa-3, 1973bb, 1973bb-1 of this title, and repealing sections 1973bb-2 to 1973bb-4 of this title] or the application of any provision thereof to any person or circumstance is judicially determined to be invalid, the remainder of the Voting Rights Act of 1965 [this subchapter and subchapters I-B and I-C of this chapter], or the application of such provision to other persons or circumstances shall not be affected by such determination."



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YOLANDA GARZA; SALVADOR LEDEZMA; RAYMOND PALACIOS; MONICA TOVAR, GUADALUPE DE LA GARZA, Plaintiffs-Appellees, v. COUNTY OF LOS ANGELES, BOARD OF SUPERVISORS, LOS ANGELES COUNTY; DEANE DANA; PETER F. SCHABARUM; KENNETH F. HAHN, Defendants-Appellants. UNITED STATES OF AMERICA, Plaintiff-Appellee, and LAWRENCE K. IRVIN; SARAH FLORES, Intervenor-Appellees, v. COUNTY OF LOS ANGELES, BOARD OF SUPERVISORS, LOS ANGELES COUNTY; DEANE DANA; PETER F. SCHABARUM; KENNETH F. HAHN, et al., Defendants-Appellants

Nos. 90-55944, 90-55945, 90-56024

UNITED STATES COURT OF APPEALS FOR THE NINTH CIRCUIT

November 2, 1990, Filed

Hispanics in Los Angeles County, joined by the United States of America, filed this voting rights action in 1988 seeking a redrawing of the districts for the Los Angeles County Board of Supervisors. They alleged that the existing boundaries, which had been drawn after the 1980 census, were gerrymandered boundaries that diluted Hispanic voting strength. They sought [\*\*2] redistricting in order to create a district with a Hispanic majority for the 1990 Board of Supervisors election in which two board members were to be elected.

**HN1** ☐ The Voting Rights Act, 42 U.S.C. § 1973, forbids the imposition or application of any practice that would deny or abridge, on grounds of race or color, the right of any citizen to vote. In 1980, a plurality of the Supreme Court held that this provision prohibited only intentional discrimination, and would not allow minorities [\*\*766] to challenge practices that, although not instituted with invidious intent, diluted minority votes in practice. *City of Mobile v. Bolden*, 446 U.S. 55, 100 S. Ct. 1490, 64 L. Ed. 2d 47 (1980). In response to this decision, Congress amended the Voting Rights Act in 1982 to add language indicating that the Act forbids not only intentional discrimination, but also any practice shown to have a disparate impact on minority voting strength. See 42 U.S.C. § 1973(b). Thus, after the 1982 amendment, the Voting Rights Act can be violated by both intentional discrimination in the drawing of district lines and facially neutral apportionment schemes that have the effect of diluting minority votes.

To the extent that a redistricting [\*\*3] plan deliberately minimizes minority political power, it may violate both the Voting Rights Act and the Equal Protection Clause of the fourteenth amendment. See *Bolden*, 446 U.S. at 66-67, 100 S. Ct. at 1499. The plaintiffs in this case claimed that because the County had engaged in intentional discrimination in the drawing of district lines in 1981, the resulting boundaries violated both the Voting Rights Act and the Equal Protection Clause. They further claimed that, whether or not the vote dilution was intentional, the effect of the County's districting plan was the reduction of Hispanic electoral power in violation of the newly amended Voting Rights Act.

The district court held a three-month bench trial. At its conclusion the district court found that the County had engaged in intentional discrimination in the 1981 reapportionment, as it had in prior reapportionments, deliberately diluting the strength of the Hispanic vote. It also found that, regardless of intentional discrimination, the County's reapportionment plan violated the Voting Rights Act because it had the effect of diluting Hispanic voting strength. Finally, it found that, based on post-census data, it was possible [\*\*4] to grant the remedy that the plaintiffs sought, which was a redistricting in which one of the five districts would have a Hispanic voting majority. It ordered the County to propose such a redistricting.

In its findings, the district court detailed the recent history of the Los Angeles County Board of Supervisors and the voting procedures by which it has been elected. At least since the beginning of this century, the Board has always consisted of five members, elected in even-numbered years to serve four-year terms. These elections are staggered so that two supervisors are elected one year, and three are elected two years later. Supervisors are elected in non-partisan elections, and a candidate must receive a majority of the votes cast in order to win. If no candidate receives such a majority, the two candidates who receive the highest number of votes must engage in a runoff contest.

The district court found persuasive the evidence showing that the Board had engaged in intentional discrimination in redistrictings that it undertook in 1959, 1965 and 1971. The district court further found that the 1981 redistricting was calculated at least in part to keep the effects of those prior discriminatory [\*\*5] reapportionments in place, as well as to prevent Hispanics

from attaining a majority in any district in the future. The findings of the district court on the question of intentional discrimination are set forth in the margin. 1 After [\*768] entering these findings and conclusions of law, the district court gave the County the opportunity to propose a new plan, as required by *Wise v. Lipscomb*, 437 U.S. 535, 540, 98 S. Ct. 2493, 2497, 57 L. Ed. 2d 411 (1978)

[\*\*6] Under the Los Angeles County Charter, any redistricting must be approved by four of the five members of the Board. In response to the court's order directing the County to propose a plan, three Board members submitted a proposal. The district court rejected that proposal with findings to support its conclusion that the proposal was less than a good faith effort to remedy the violations found in the existing districting. The court considered other proposals. On August 6 it accepted and imposed a plan which creates a district in which the majority of the voting age citizen population is Hispanic. The County then appealed and this court ordered the matter handled on an expedited basis.

There is a second appeal before us. It is from the district court's denial of a motion [\*769] to intervene in the main case. During the course of the proceedings, there was a primary election under the existing districting plan. The incumbent supervisor, Edmund Edelman, received a majority of the votes in District 3, and thereby won that seat. In the District 1 contest, the incumbent did not seek reelection. No candidate received the required majority of the votes; therefore, the two front runners, Sarah Flores [\*\*7] and Gregory O'Brien, were scheduled to compete in a runoff election on November 6, 1990.

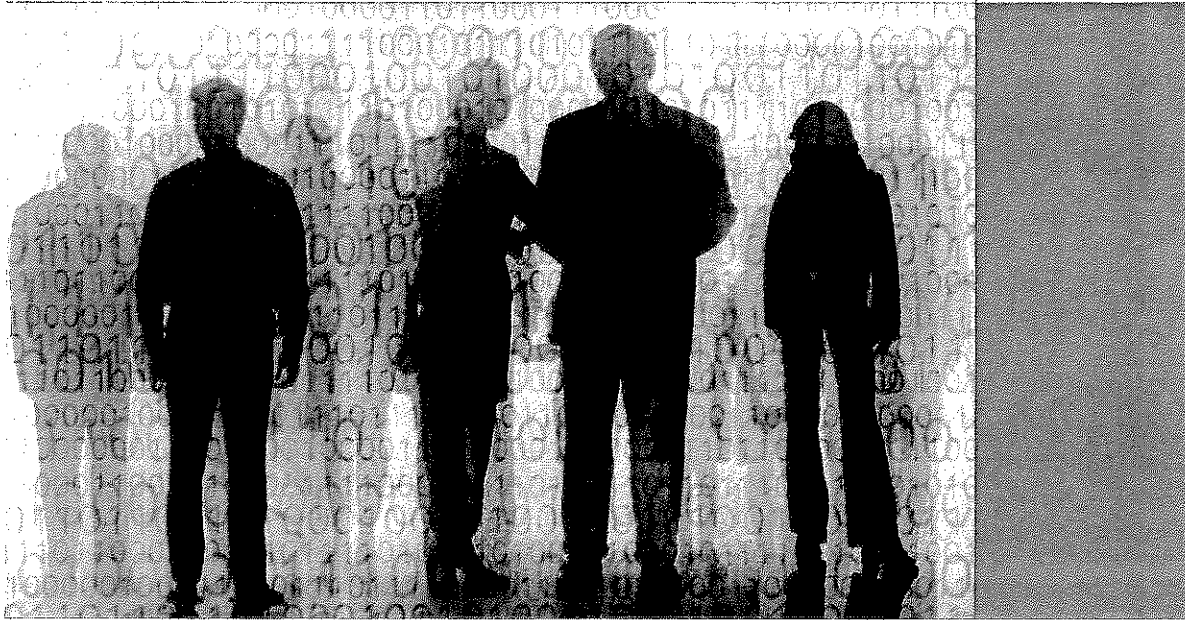
During the remedial phase of these proceedings, one of those candidates, Sarah Flores, sought to intervene in this action in order to oppose any redistricting plan which would result in the need for a new primary election in which additional candidates could run for the seat she was seeking in District 1. The district court denied her petition to intervene and she appeals from that denial. We have jurisdiction of her appeal pursuant to 28 U.S.C. § 1291. See *California v. Block*, 690 F.2d 753, 776 (9th Cir. 1982) (denial of motion to intervene is an appealable order).

Full Case Text



# Strength in Numbers

*Your Guide to Census 2010 Redistricting Data From the U.S. Census Bureau*



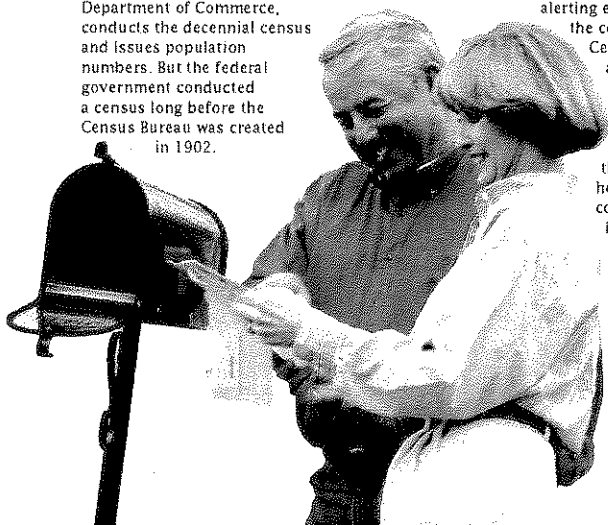
Once every 10 years, Americans stand up to be counted. Downtown and out-of-town, in the mountains and on the farms, we speak up and let our governments know that we intend to be represented in the decisions that they make.

The census gives us an opportunity to be part of the democratic process. Census numbers ensure that our representative districts—for the U.S. Congress and for state legislatures, and in our city and town governments—reflect our numbers, north or south, east or west.

This brochure explains where census numbers come from and the role those numbers have in the way states and localities redraw the boundaries of their legislative districts. The information here looks in particular at the maps and numbers that state governments and others get from the Census Bureau and use in redistricting.

## Why a Census?

The U.S. Census Bureau, part of the U.S. Department of Commerce, conducts the decennial census and issues population numbers. But the federal government conducted a census long before the Census Bureau was created in 1902.



The first census was taken in 1790. Article 1, Section 2, of the U.S. Constitution established that the apportionment of the U.S. House of Representatives shall be based upon a national census. The census has many other important uses. It affects our lives in ways we don't often realize. The road you take to work each day, the hospital that serves your community, the schools your children attend, the products your grocery stocks—all these have been influenced by the census.

Governments use census statistics, for example, in planning needed highways or in locating new services or schools. Businesses use census numbers in marketing new products and locating new stores.

The imagination is the only limit upon the uses of the statistics that come out of the census.

## The Census at a Glance

In early March 2010, the U.S. Postal Service delivered a letter to households announcing that the 2010 Census would be coming and alerting everyone to watch for the census form. The 2010 Census questionnaire arrived shortly thereafter, and the Census Bureau asked all households to return the forms using April 1, 2010, as the reference date. Some households in hard-to-count areas received the initial questionnaire and then redeliveries of the questionnaire. The Census Bureau used enumerators to take the census in rural areas and check on questionnaires that had not been returned by mail.

The questionnaires were sent to one of

three processing offices, where digital scanners read the unique barcode on each questionnaire through the envelope window to record its return status. The questionnaires were optically scanned and converted to digital images. All information was further processed and tabulated at the Census Bureau's secure computer center in Bowie, Maryland.

Finally, the Census Bureau generates the geographic and summary file data for you to use in redistricting. Media to bring you the data will include DVD-ROMs and the American FactFinder, which is the Census Bureau's data access and dissemination system on the Internet at <[www.census.gov](http://www.census.gov)>.



## Confidentiality Is a Must

Title 13 of the U.S. Code contains the laws governing the Census Bureau. Section 9 of Title 13 assures the confidentiality of information gathered by the Census Bureau. It specifies that neither the Secretary of Commerce nor any other officer or employee of the Department of Commerce—in fact, no one—may use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which the information is supplied.

The law also states that no Census Bureau tabulation can identify any particular establishment or individual and that no



one other than the sworn officers and employees of the Census Bureau can examine information supplied in response to censuses and surveys. Only after 72 years are the census schedules opened to public inspection and use.

### Redistricting Must Aim at Equality

The decennial census has played a crucial role in the apportionment of the Congress for more than two centuries. But it is only in the last 35 years that the Census Bureau has played a major role in the redistricting process.

U.S. Supreme Court decisions handed down during the 1960s clarified the Constitution's intention to provide equality of representation for all Americans. In 1964, the *Wesberry v. Sanders* decision held that, "as nearly as is practicable one person's vote in a congressional election is to be worth as much as another's." That same year, in *Reynolds v. Sims*, the Court ruled that state legislative districts must be "as nearly of equal population as is practicable."

Both U.S. congressional districts and state legislative districts must be drawn so that their residents have a fair and equal share in the way they are governed. These Supreme Court decisions increased the states' need for geographically detailed census information in the redistricting process.

The urgency of the states' need for these data led the Congress to pass Public Law (P.L.) 94-171 in December 1975.

### Taking the Census

Before we look at the statistics, maps, and electronic geographic files that states will use in redistricting, let's look at the census itself—the undertaking through which the Census Bureau gathers the statistics and the important first step in the redistricting process.

The Census Bureau began to prepare for the twenty-third decennial census long before 2010. For the public, however, the process began in March 2010 when census questionnaires were mailed to most households in the United States. In some rural areas, census takers delivered questionnaires. People filled out the questionnaire using a reference date of April 1, 2010—Census Day—and returned them by mail. In some instances, a census taker visited a household to collect the census information.

To conduct the census, the Census Bureau hires enumerators working out of 494 local census offices nationwide. To process the questionnaires, we use three data capture



centers. People living in populous areas mail their forms directly to a data capture center. In less populous areas, census staff leave a questionnaire at each household for a resident to fill out and mail back in a postage-paid envelope or staff will perform an in-person interview. In all cases, if a form is not received, the Census Bureau attempts to follow up with a personal visit to try to collect the information. The data capture centers are located in Baltimore, Maryland; Jeffersonville, Indiana; and Phoenix, Arizona.

As soon as a form reaches a data capture center, the clock starts ticking for the Census Bureau. These centers use scanners to record the arrival of the questionnaires, so we can keep an automated list of forms returned and those still outstanding.

The data capture centers use optical scanners to capture a picture of each questionnaire

form and extract the data. Once the Census Bureau has completed the processing of the census forms, we begin to compile final data in the our Washington offices. Census Day, April 1, 2010, may be the most conspicuous date on our calendar, but it's not our only one. Now we face several deadlines in processing the final census counts.

The Department of Commerce and the Census Bureau provide census counts to the President and the states by the deadlines set forth in Title 13 of the U.S. Code (U.S.C.) Section 141 (b) and (c). For the 2010 Census, the Secretary of Commerce and the Census Bureau Director will report the total population counts by state to the President by December 31, 2010. By April 1, 2011, the Director will provide the detailed population counts for all areas within each state to the governors and legislative leaders, under the provisions of Public Law 94-171.

### 2010 Census Leadership



Dr. Robert M. Groves,  
Director



Thomas L. Mesenbourg,  
Deputy Director



Arnold Jackson,  
Associate Director for  
the Decennial Census

**Robert M. Groves** is the Director of the U.S. Census Bureau. President Barack Obama nominated Robert M. Groves for director of the U.S. Census Bureau on April 2, 2009, and the Senate confirmed him on July 13, 2009. He began his tenure as director on July 15, 2009. Groves had been a professor at the University of Michigan and director of its Survey Research Center, as well as research professor at the Joint Program in Survey Methodology at the University of Maryland. He was the Census Bureau's Associate Director for Statistical Design, Methodology and Standards from 1990 to 1992, on loan from the University of Michigan.

**Thomas L. Mesenbourg** is the Deputy Director of the U.S. Census Bureau. Since May 2, 2008, Mesenbourg has been serving as Deputy Director and Chief Operating Officer, overseeing the day-to-day operations of the government's preeminent statistical agency. The Bureau has about 12,000 employees—nearly 5,000 at Suitland, Md. headquarters and the rest are based at regional offices and telephone centers across the country.

**Arnold Jackson** is the Associate Director for Decennial Census at the U.S. Census Bureau. He provides executive leadership for all decennial census and related programs, and is principal adviser to the executive staff, providing overall direction, planning and coordination for all decennial census operations. He works closely with the six decennial division chiefs and two program office chiefs to provide overall direction for reengineering the 2010 Census.

### U.S. Census Bureau

Dr. Robert M. Groves,  
Director

Thomas L. Mesenbourg, Jr.,  
Deputy Director

Census 2010 Redistricting  
Data Office

Cathy C. McCully,  
Chief

James Whitehorne,  
Assistant Chief

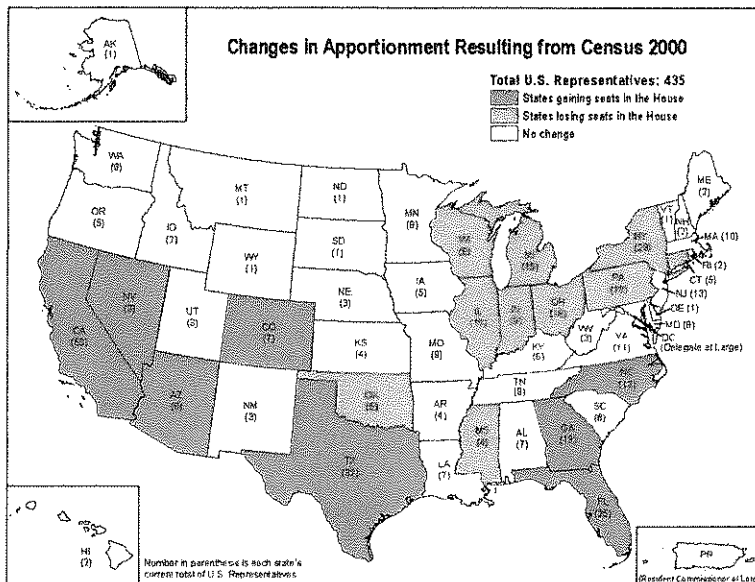
# Apportionment *Is the* Fundamental Use

According to the Constitution, the census has one fundamental purpose: to ensure that the representation of each state in the U.S. House of Representatives reflects the relative size of its population as compared with other states.

There are 435 representatives divided up among the 50 states. Each one of these representatives is elected by the voters of a congressional district.

Populous states have more representatives than less populous states. In the 111th Congress, California had 53 representatives. Wyoming, the least populous state, had just one. The map on this page shows how many representatives each state had as a result of Census 2000.

"Apportionment" is the process of determining how many representatives each state is entitled to. How does the Census Bureau figure in this process? Our role is twofold—to conduct the census and, as a part of the Executive Branch, to calculate the apportionment based upon the census results. Once we take the census and compile the results, we then use the method of equal proportions to determine the number of representatives each state receives. But our job doesn't end there.



## In 2000, the South and West Gained Seats!

"One person/one vote" court decisions and legislation have given the Census Bureau a major role in redistricting, the process by

which state governments redraw U.S. congressional and state legislative districts

## Off to the President

The Census Bureau must prepare the final, official state population counts required for the apportionment of the U.S. House of Representatives.

These official counts are to be reported to the President on or before December 31, 2010, a brief 9 months after Census Day. According to the U.S. Code, the President must then report these figures to the Congress. He will do this in early January 2011, during the first week of the 112th Congress.

This report will show:

- The population of each state.
- The number of representatives apportioned to each state.

The apportionment section of the U.S. Code also tells the steps that are to be followed after the Congress receives the President's report. Within 15 calendar days, the Clerk of the House of Representatives must send to each state's governor a certificate showing how many representatives the state may send to the next Congress.

With this information and with the data provided by the U.S. Census Bureau, the states and nongovernmental organizations—in fact anyone with access to geographic information system software—will have the ability to design district boundaries using desktop computers, laptop computers, or the Internet.

## Method of Equal Proportions Guides Apportionment

How does the method of equal proportions work?

Adopted in 1941 (U.S. Code, Title 2, Section 2a), the method of equal proportions requires the Census Bureau to compile a priority list of states. Priority value is determined by dividing a state's population by the geometric mean of its current and next House seats.

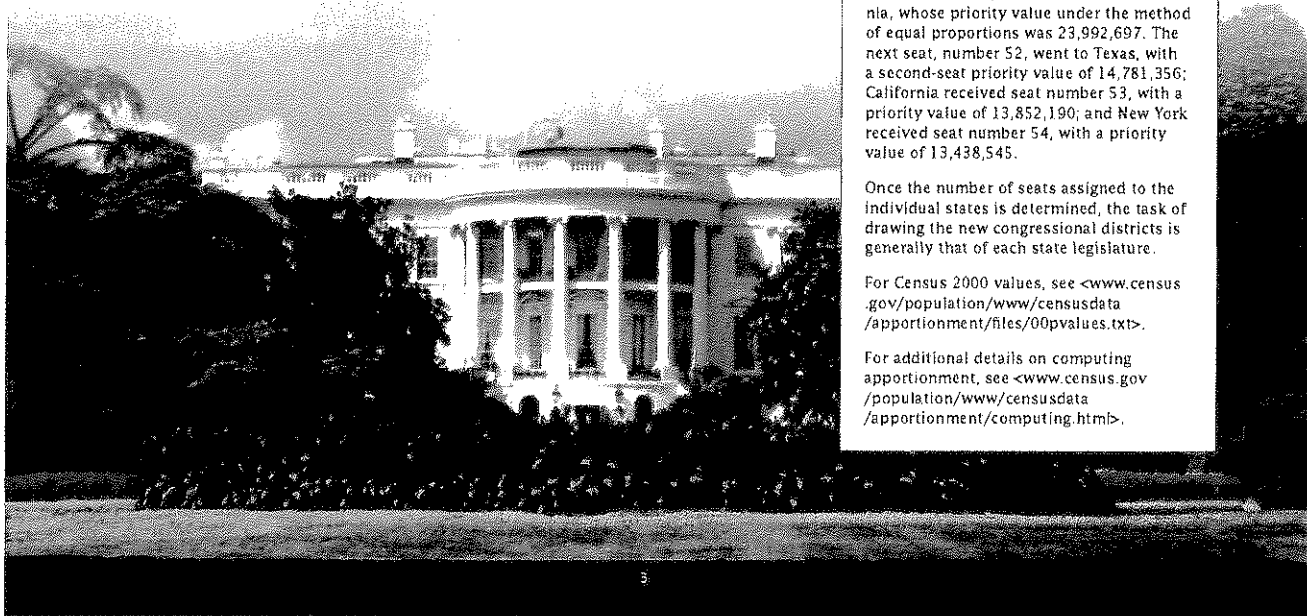
For example, following Census 2000, each of the 50 states was awarded 1 seat out of the current 435 total. Then, the fifty-first seat went to the state that had the highest priority value for its second seat.

In computing the apportionment from the 2000 state totals, seat 51 went to California, whose priority value under the method of equal proportions was 23,992,697. The next seat, number 52, went to Texas, with a second-seat priority value of 14,781,356; California received seat number 53, with a priority value of 13,852,190; and New York received seat number 54, with a priority value of 13,438,545.

Once the number of seats assigned to the individual states is determined, the task of drawing the new congressional districts is generally that of each state legislature.

For Census 2000 values, see <[www.census.gov/population/www/censusdata/apportionment/files/00pvalues.txt](http://www.census.gov/population/www/censusdata/apportionment/files/00pvalues.txt)>.

For additional details on computing apportionment, see <[www.census.gov/population/www/censusdata/apportionment/computing.html](http://www.census.gov/population/www/censusdata/apportionment/computing.html)>.



## The Redistricting Process Begins

But wait! The clock is still ticking! The Census Bureau still has another important deadline to meet.

In December 1975, the Congress passed Public Law (P.L.) 94-171. This law requires the Census Bureau to make special preparations to provide redistricting data to the 50 states no later than April 1 of the year following a census (so April 1, 2011, for the 2010 Census). P.L. 94-171 specifies that within 1 year of Census Day, the Census Bureau must send each state the small-area data the state will need to redraw districts for the state legislature.

P.L. 94-171 sets up a voluntary program between the Census Bureau and those states that wish to receive population tabulations for voting districts and other state-specified geographic areas.

Under this program, those responsible for the legislative apportionment or redistricting of each state may devise a plan identifying the voting districts for which they want the specific tabulations and submit it to the Census Bureau.

Beginning in 2005, the Redistricting Data Office of the Census Bureau met with state officials in 46 states. These meetings explained the timeline and programs available for the 2010 Census, providing states the time to prepare and allocate resources in advance of the census. The states also provided the Census Bureau with valuable feedback on census program planning.

The 2010 Census Redistricting Data Program is a five-phase program. During Phase 1 (2005-2006), the Census Bureau collected state legislative district boundaries and associated updates to tabulate legislative districts. This phase also included an aggressive 2010 Census communications plan, with visits to state capitals, to make sure the states were informed and prepared for the upcoming census.

Phase 2 (2008-2010) consisted of the Voting District/Block Boundary Suggestion Project (VTD/BBSP) in which states received TIGER/Line® shapefiles and the MAF/TIGER Partnership Software (MTPS) to electronically collect voting district boundaries, feature updates, suggested block boundaries, and corrected state legislative district boundaries. Both Phase 1 and Phase 2 are voluntary programs that include a step where the state verifies the submitted data.

Phase 3 constitutes the delivery of the data for the 2010 Census. The Census Bureau will deliver the geographic and data products to the majority and minority leadership in the state legislatures, the governors, and any designated P.L. 94-171 liaisons. Once



Cathy McCully, chief, and James Whitehorse, assistant chief, Redistricting Data Office are responsible for ensuring all phases of the redistricting data program are managed successfully, including the delivery of the P.L. 94-171 data by April 1, 2011.

## Census 2010 Redistricting Data Program

State	VTD	BBSP	SLDU	SLDL	CD
Alabama	x		x	x	x
Alaska	x	x	x	x	AL
Arizona	x	x	x	x	x
Arkansas	x		x	x	x
California	x	x	x	x	x
Colorado	x	x	x	x	x
Connecticut	x		x	x	x
Delaware	x		x	x	AL
District Of Columbia	x		x	##	NV
Florida	x	x	x	x	x
Georgia	x	x	x	x	x
Hawaii	x	x	x	x	x
Idaho	x		x	x	x
Illinois	x	x	x	x	x
Indiana	x	x	x	x	x
Iowa	x		x	x	x
Kansas	x		x	x	x
Kentucky			x	x	x
Louisiana	x	x	x	x	x
Maine	x		x	x	x
Maryland	x	x	x	x	x
Massachusetts	x		x	x	x
Michigan	x	x	x	x	x
Minnesota	x	x	x	x	x
Mississippi	x		x	x	x
Missouri	x		x	x	x
Montana	x (see below)		x	x	AL
Nebraska	x	x	x	##	x
Nevada	x		x	x	x
New Hampshire	x		x	x	x
New Jersey	x		x	x	x
New Mexico	x	x	x	x	x
New York	x		x	x	x
North Carolina	x		x	x	x
North Dakota	x		x	x	AL
Ohio	x		x	x	x
Oklahoma	x	x	x	x	x
Oregon	x (see below)	x	x	x	x
Pennsylvania	x		x	x	x
Rhode Island	Did not participate for Phase 2		x	x	x
South Carolina	x	x	x	x	x
South Dakota	x		x	x	AL
Tennessee	x	x	x	x	x
Texas	x		x	x	x
Utah	x	x	x	x	x
Vermont	x		x	x	AL
Virginia	x		x	x	x
Washington	x	x	x	x	x
West Virginia	x		x	x	x
Wisconsin	x		x	x	x
Wyoming	x		x	x	AL
Puerto Rico	x		x	x	NV

Montana: the following counties submitted VTDs for Phase 2: 001, 005, 007, 009, 011, 013, 017, 019, 023, 025, 029, 031, 033, 035, 037, 043, 049, 051, 059, 063, 065, 067, 069, 073, 075, 079, 081, 085, 089, 091, 093, 095, 103, 105, 109, 111

Oregon: only county 051 submitted VTDs for Phase 2.

**State Legislative Districts:** Original SLDs were collected during Phase 1 of the RDP. Delaware, South Dakota, Indiana, and Utah submitted new plans in 2008.

All states contain complete coverage for SLDUs.

**##** - The District of Columbia has city council wards. Nebraska's legislature is unicameral. Therefore, these two state/state equivalents have no SLDL coverage.

**Congressional Districts:** These were last collected for the 110th Congress, and there were no changes for the 111th Congressional Districts for Census 2010.

AL - At Large Congressional Representation

NV - Non-Voting Congressional Delegation

BBSP - Block Boundary Suggestions

CD - Congressional District

RDP - Redistricting Data Program

SLDL - State Legislative District Lower (House)

SLDU - State Legislative District Upper (Senate)

VTD - Voting District

bipartisan receipt of the data is confirmed, the data will be made available online to the public within 24 hours through the American FactFinder. For this census, the P.L. 94-171 data will include population counts for small areas within each state, as well as housing occupied/vacancy counts.

After the Census Bureau provides the data, the states will begin their redistricting. States are responsible for delineating their own congressional and legislative boundaries and their legislatures, secretaries of state, governors, and/or redistricting commissions carry out the process.

During Phase 4 (2011-2013) the Census Bureau's Redistricting Data Office will collect the post-2010 Census state legislative and congressional district plans. We will retabulate the 2010 redistricting data for the 113th Congress and newly drawn state legislative districts. The American Community Survey (ACS) will also present data for these new areas. (See below for more information on the ACS.)

The final phase of the 2010 Census Redistricting Data Program, Phase 5, will be an evaluation and solicitation of recommendations for the 2020 Census. Working with the National Conference of State Legislatures, the Census Bureau will conduct a historical review by the states of the successes and failures of the Census Bureau to meet the P.L. 94-171 mandate. These findings will be used to develop recommendations for the 2020 Census Redistricting Data Program.

### MAF/TIGER Partnership Software

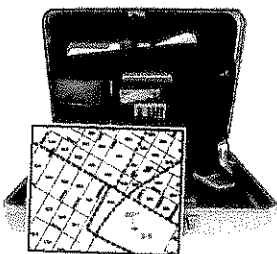
Advances in geographic information system (GIS) software and the wide adoption of the use of digital geographic data meant that the 2010 Redistricting Data Program (RDP) could be conducted solely as a digital exchange. During the years before the 2010 Census, the Census Bureau, through a contractor, developed a customized GIS to help states update census-provided geographic data and return the updates to the Census Bureau for inclusion in the MAF/TIGER database. From this, the MAF/TIGER Partnership Software (MTPS) was created. All RDP participants received the MTPS, along with a full suite of data files for their state. The MTPS allowed participants to add linear features, create or update their redistricting entity boundaries, apply block boundary suggestions, and update areal water bodies and area landmarks. In addition, participants could bring in their own geographic data or imagery as a reference tool for making their changes. The MTPS featured data-quality tools to help identify and eliminate some commonly occurring data errors. Once participants completed their work, the MTPS packaged all of the updated information into a single compressed file that could be sent by file transfer protocol (FTP) to the Census Bureau for processing.

### Out Goes the Long Form and In Comes the American Community Survey

Designed to replace the long form used in past decennial censuses, the American Community Survey (ACS) is conducted by the Census Bureau in every county, American Indian and Alaska Native Area, and Hawaiian Home Land. It began in 1996 in a sample of counties across the country. Today the survey is conducted in 250,000 households per month throughout all U.S. counties and in all municipalities in Puerto Rico, where it is called the Puerto Rico Community Survey. While the 2010 Census focuses on counting the population for purposes of apportionment and redistricting, the ACS provides yearly data similar to that available from the long form used in previous decennial censuses. The questions cover such topics as

journey to work; age; income and housing; race, Hispanic origin, and language spoken at home; military service; and more.

While most redistricting plans are based on the P.L. 94-171 data and other statewide data, the ACS also will be of interest to those drawing plans since plans are routinely analyzed. Experts will analyze demographic characteristics such as citizenship and language ability when reviewing congressional and legislative plans. ACS estimates are released annually as 1-year, 3-year and 5-year estimates based on population thresholds. The 5-year estimates provide ACS data at the nationwide level down to small geographic areas such as state legislative district, census tract, and block group. Many redistricting experts will use 5-year ACS estimates when they review redistricting plans.



### Tools To Do the Job

When state officials begin the difficult task of redrawing their districts, they'll have in hand several important tools resulting from census redistricting data:

- 2010 Census Redistricting Data (P.L. 94-171) Summary Files
- 2010 Census P.L. 94-171 Voting District/State Legislative District Reference Maps
- 2010 Census P.L. 94-171 County Block Maps
- 2010 Census Tract Reference Maps
- 2010 Census School District Reference Maps

- 2010 Census Tabulation Geography TIGER/Line® Shapefiles
- 2010 Census Tabulation Geography Block Assignment Files for Congressional Districts, State Legislative District Upper Chambers, State Legislative District Lower Chambers, Voting Districts, Elementary School Districts, Secondary School Districts, and Unified School Districts

The P.L. 94-171 summaries have population totals and summaries by race, Hispanic or Latino, and voting age for all appropriate geographic areas delimited on the maps: state, counties or equivalent areas, state legislative districts, voting districts, county subdivisions, school districts, places, American Indian/Alaska Native/Native Hawaiian areas, census tracts, block groups, and blocks.

New for the 2010 Census, housing unit counts will be included as part of the 2010 Census Redistricting Data (P.L. 94-171) Summary Files. Also for 2010, states recommended including school districts as part of the geographic summary levels and a new table on housing unit occupancy status.

### Public Law 94-171 Tabulations

While P.L. 94-171 requires the Census Bureau to furnish only counts of the total population, additional data items are included. Since the inception of the Census Redistricting Data Program for the 1980 census, the Census Bureau has included summaries for the major race groups specified by the Statistical Programs and Standards Office of the U.S. Office of Management and Budget (OMB) in Directive 15 (as issued in 1977 and revised in 1997).

Originally the tabulation groups included White, Black, American Indian/Alaska Native, and Asian/Pacific Islander, plus "some other race." These race data were also cross-tabulated by Hispanic/Non-Hispanic origin.

At the request of the state legislatures and the Department of Justice, for the 1990 Census Redistricting Data Program, voting age (18 years old and over) was added to the cross-tabulation of race and Hispanic origin.

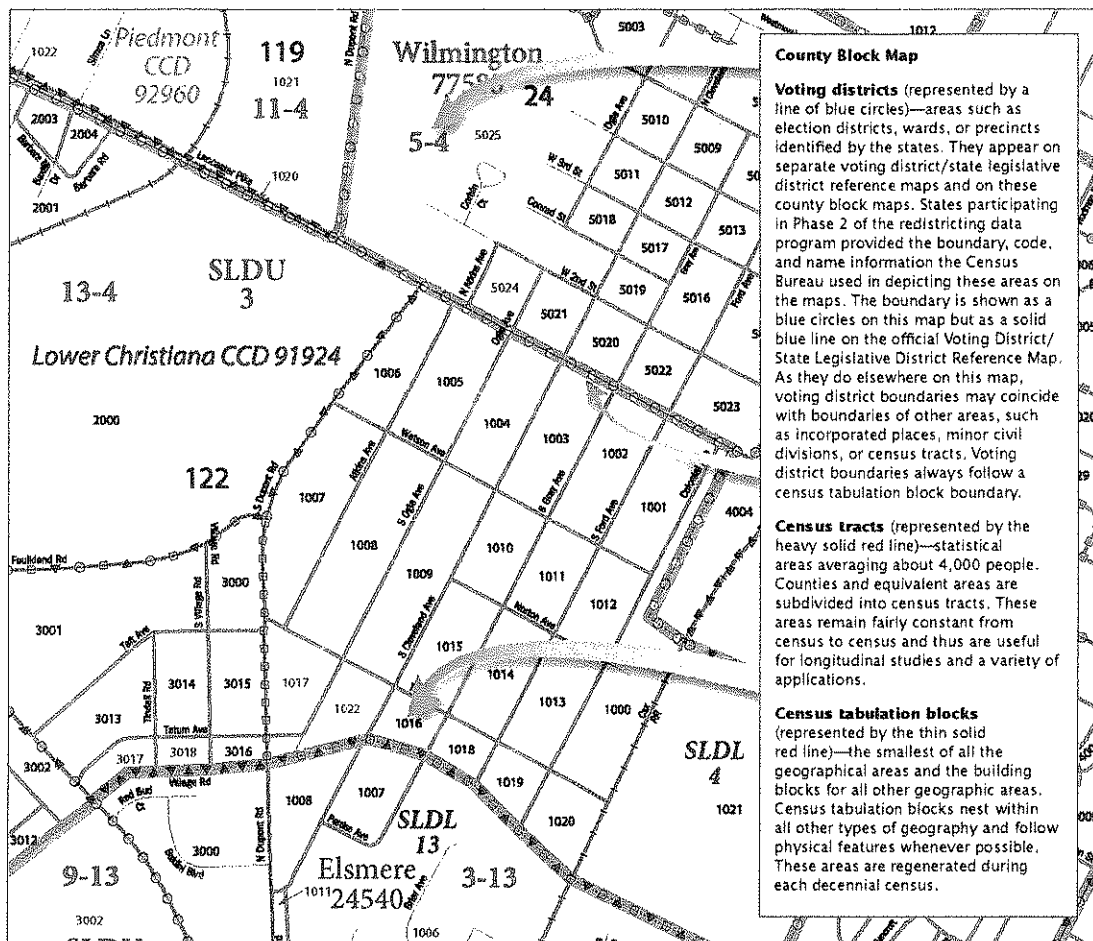
## Census Statistics for 2010: The American FactFinder

The American FactFinder (AFF) is a data-access system that gives users facts and information about communities, the economy, and society. The interactive electronic system allows data users access to predefined data products, metadata, and online help, as well as the ability to create custom data products online. This dissemination method allows for a quicker release of the detailed data users want. Users may access data and create their own reports.

The AFF currently offers data from the 2000 decennial census, the American Community Survey, the Population Estimates Program, and the 2002 and 2007 economic censuses, and annual economic surveys. It also will provide data from the 2010 Census. The 2010 Census Redistricting Data (P.L. 94-171) Summary File will be available, by state, through the AFF within 24 hours after the bipartisan acknowledgement of its receipt by each state's designated officials.



The volumes of data collected by the Census Bureau require a large and efficient system of dissemination. With AFF, Census Bureau customers have more flexibility to request the data they need for their geography of interest. The AFF provides for a quick release of detailed data about the nation's people and the economy to meet the needs of data users. To access the American FactFinder, go to the Census Bureau home page at <www.census.gov>.



### You Need to Map Things Out!

The data presented in the PL 94-171 data set won't mean much until you look at the supporting geographic products and learn a little about the geographic areas. The Census Bureau has made the Census 2010 maps as clear as we can to convey the greatest detail about small areas. The maps are on as few map sheets as possible, are digital, and

are in portable document format (.pdf). The scale varies from county to county depending on area size and population density, and in many areas insets are used to ensure a readable map. We made the maps using our TIGER® system, an automated geographic database the Census Bureau first developed for the 1990 census and updates and maintains to support all Census Bureau censuses and surveys, including the 2010 Census.

This system provides the ability to develop nationwide block-level data that legislatures request. Data users easily can review the .pdf maps or data without ever unfolding a map sheet!

**Voting district/state legislative district reference maps** (see example, page 7) cover a county or equivalent area and show the outline of voting districts (if defined) and

## TIGER/Line® Shapefiles

Think of the TIGER (Topologically Integrated Geographic Encoding and Referencing system) database, as provided in our TIGER/Line® shapefile products, as a huge map of the United States. That's basically what it is. It includes geographic data for visible features on the earth's surface—features such as roads, railroads, and streams. For most features, the TIGER/Line® shapefiles also include attributes, such as the names of the feature, and for streets, the potential address range and associated ZIP Code for each side of the street. The TIGER/Line® shapefiles also include the boundaries and codes for all geographic areas for which the Census Bureau tabulates data, including American Indian/Alaska Native areas, states, counties, townships, cities, and similar functioning general-purpose governments. It also has the boundaries and codes for statistical areas (such as census tracts and census blocks) for which the Census Bureau collects and tabulates data.

The Census Bureau developed the TIGER system jointly with the U.S. Geological Survey (USGS) in the 1980s. We combined detailed USGS digital data (based on map sheets in which 1 inch equals approximately 1.6 miles) with digital data from the geographic base files used in the 1990 census. We continue to update the TIGER database (streets, address ranges, and political boundaries) based on information we obtain from local and tribal governments, the U.S. Postal Service, and our own field staff.

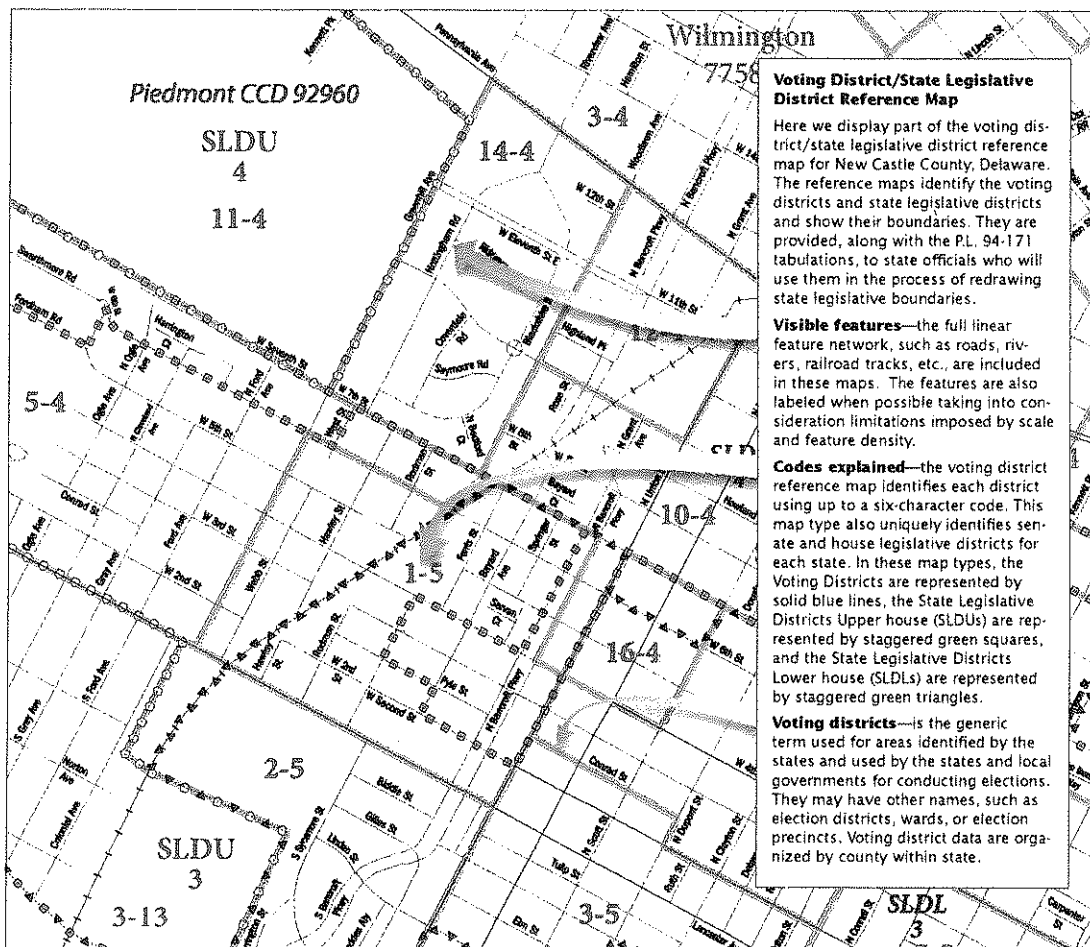
In the 2000s, we undertook a major realignment of the TIGER database, through the MAF/TIGER Accuracy Improvement Project, using imagery to improve its spatial accuracy. By the time we finished in 2007, TIGER had an accuracy of 7.6 meters or better.

Just before we tabulate the 2010 Census data, we will use the TIGER database to assign the census tabulation block numbers for all census blocks in the entire nation, using the updated base features and geographic area boundaries. This will best ensure that Census 2010 tabulation blocks are meaningful and represent the latest possible information.

Because the TIGER database contains legal and statistical geographic areas and codes, and the underlying street network, users now have a powerful tool to display demographic data graphically. Using the TIGER/Line® shapefiles (the public version of the TIGER database) and appropriate software, you can rapidly determine the impact on the demographic makeup of a district when you move a boundary. You can quickly perform this analysis at all levels, from city blocks to congressional districts.

TIGER/Line® shapefiles will be available with all of the 2010 Census geographic codes shortly before the 2010 Census summary file data become available. All of the 2009 TIGER/Line® shapefiles for the nation comprise approximately 55 gigabytes of compressed data or 92 gigabytes of uncompressed data. The smallest state or state equivalent is about 32 kilobytes uncompressed, while the largest is over 6.7 gigabytes uncompressed. The 2010 TIGER/Line® shapefiles will be in similar size ranges.





state legislative districts. These maps provide a quick picture of areas that can be used as references for constructing new legislative districts. These maps also show the boundaries of the current state legislative districts.

When greater detail is needed, **county block maps** (page 6) are the reference to consult. These maps show the smallest tabulation areas—census blocks—that can be used in the redistricting process. Map sheets are organized by county. For the block map, an index sheet shows the layout of the relationship between individual map sheets within the county.

**Voting districts**—areas such as election districts, wards, or precincts identified by the states. They appear on separate voting district/state legislative district reference maps and on the county block maps. States participating in the redistricting data program provided the boundary, code, and name information we used in depicting these

areas on the maps. The boundary is shown as a shaded stippled pattern on this map but may be different on the official 2010 Census maps. As they do elsewhere on this map, voting district boundaries may coincide with boundaries of other areas, such as incorporated places, minor civil divisions, or census tracts, and they always follow a census block boundary.

**Census tracts**—statistical areas averaging about 4,000 people. Counties and equivalent areas are subdivided into census tracts. These areas remain fairly constant from census to census and thus are useful for longitudinal studies and a variety of applications.

**Legislative districts**—districts used to elect a member to the upper (senate) or lower (house) chambers of state legislatures. As with voting districts, states could define these at their option. Please see the chart on page 4 for further information on how states participated in the definition of voting districts and legislative districts.

**Census tabulation blocks**—smallest of census geographic areas, normally bounded by streets or other prominent physical features or by the boundaries of geographic areas. They may be as small as a typical city block that's bounded by four streets or larger than 100 square miles in some rural areas. Blocks are identified by a four-digit number, unique within census tracts for the 2010 Census. Nationally, blocks average about 100 people each.

**Block groups**—a set of census blocks identified by the same first digit within a census tract. For example, all blocks in a census tract in the 1000 range define block group 1.

Once you study the map series and definitions shown here, you'll be ready to work with the statistics for these areas.



## Record Layout for P.L. 94-171 Data

Earlier we mentioned that the Census Bureau will furnish each governor and the majority and minority leaders of each state legislature with a full set of their state's census redistricting data. The law requires us to do this by April 1, 2011.

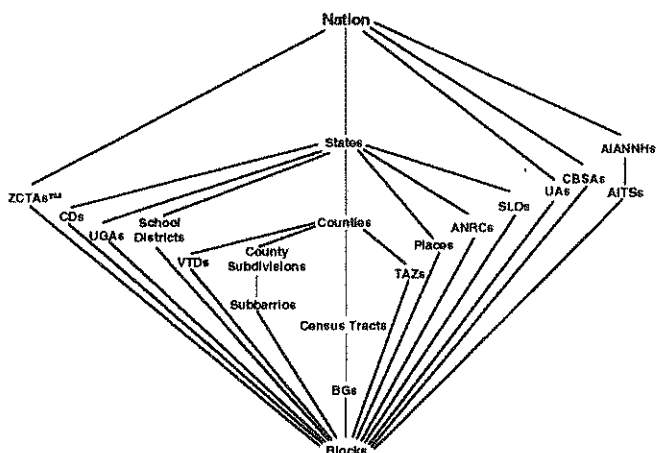
While P.L. 94-171 requires the Census Bureau to furnish only counts of the total population, additional data also will be included. Cathy McCully, chief of the Census 2010 Redistricting Data Office, notes, "We'll provide data on the voting-age population and cross-tabulations of voting age by race characteristics, as well as by Hispanic or Latino." For the 2010 Census, the Census Bureau carried out extensive consultations between 2005 and 2009 with stakeholders in the redistricting process.

During this period, the Census Bureau conducted the 2010 Census Dress Rehearsal in April 2008 in the city of San Joaquin, California. In keeping with the criteria from the 2010 Census, each of the "single race" categories (5 plus "some other race"), plus the 57 possible categories for those who choose more than one race were included. This approach produced up to 63 racial tallies and will provide users the maximum flexibility for analyzing these new data for any area. This flexible design also meets the needs of the Department of Justice for enforcement of civil rights programs.

During the evaluation phase of the program, states will make recommendations for the next census. James Whitehorne, assistant chief of the 2010 Census Redistricting Data Office notes, "We are including a housing unit table on vacancy status in the 2010 P.L. summary levels. This recommendation is similar to the inclusion of housing units during the 1990 Census."

At each step of the process for collecting and tabulating these P.L. 94-171 redistricting data, the Census Bureau will take the necessary steps to protect the confidentiality of individual responses.

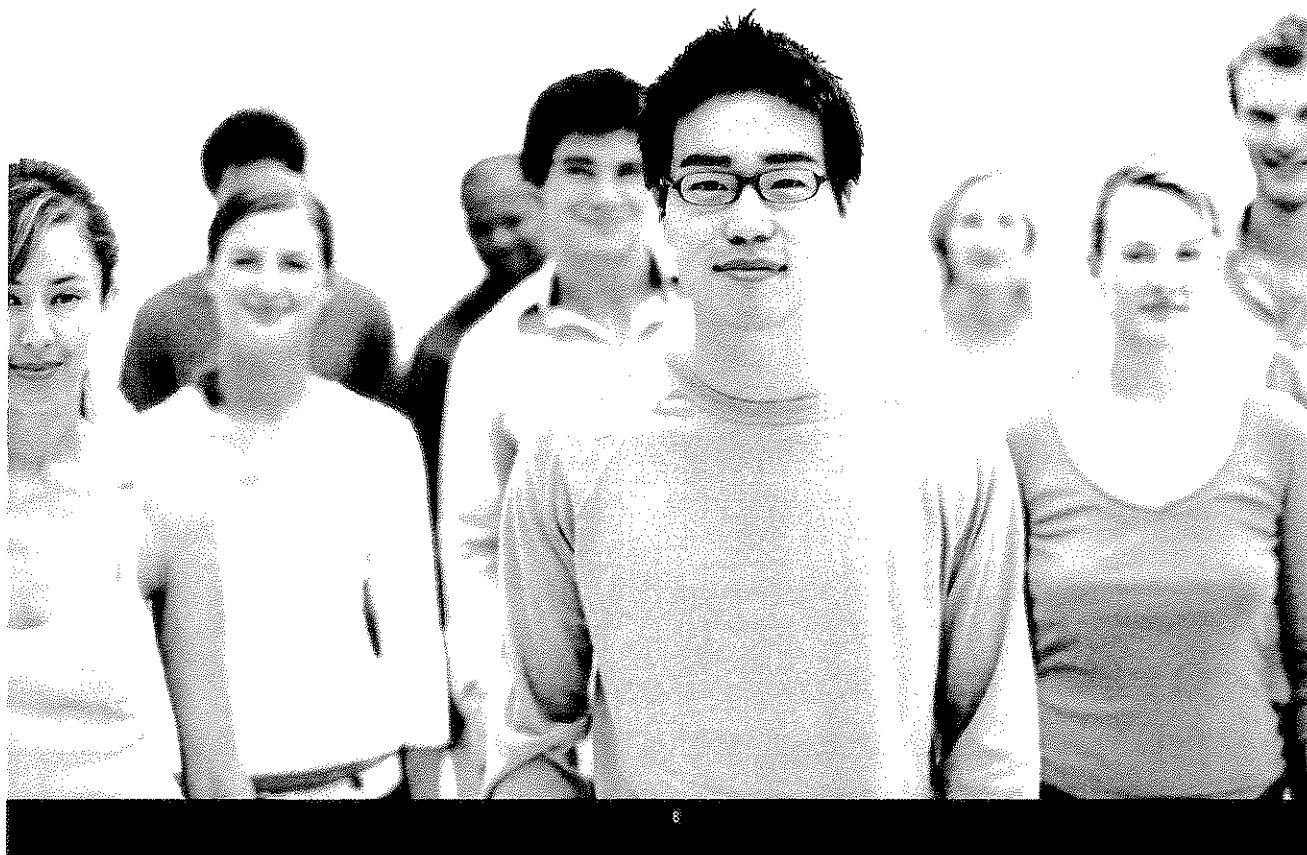
## Hierarchical Relationship of Geographic Entities



AIANNH: American Indian, Alaska Native, and Native Hawaiian area  
 AITS: American Indian Tribal Subdivision  
 ANRC: Alaska Native Regional Corporation  
 BG: Block Group  
 CD: Congressional District  
 CBSA: Core Based Statistical Area (Metropolitan and Micropolitan Statistical Areas)  
 SLD: State Legislative District  
 TAZ: Traffic Analysis Zone  
 UA: Urban Area  
 UGA: Urban Growth Area  
 VTD: Voting District  
 ZCTA™: ZIP Code Tabulation Area

Hispanic/Latino origin is not considered a race category. Race and Hispanic/Latino data are obtained from a separate question on the 2010 Census questionnaire. The chart starting on page 9 shows a portion of the computer record layout for how these

data will be arrayed on DVD, along with the geography that will link the P.L. redistricting data to each block, voting district, census tract, city, county, etc.



# 2010 Census Redistricting Data (Public Law 94-171)

## Summary File - EXTRACT

### SUMMARY TABLE OUTLINES

File # 2 D

Table No.	Cell Count	Indent	
P1.		0	RACE [71]
P1.		0	Universe: Total population
P1.	1	0	Total:
P1.	2	1	Population of one race:
P1.	3	2	White alone
P1.	4	2	Black or African American alone
P1.	5	2	American Indian and Alaska Native alone
P1.	6	2	Asian alone
P1.	7	2	Native Hawaiian and Other Pacific Islander alone
P1.	8	2	Some Other Race alone
P1.	9	1	Two or More Races:
P1.	10	2	Population of two races:
P1.	11	3	White; Black or African American
P1.	12	3	White; American Indian and Alaska Native
P1.	13	3	White; Asian
P1.	14	3	White; Native Hawaiian and Other Pacific Islander
P1.	15	3	White; Some Other Race
P1.	16	3	Black or African American; American Indian and Alaska Native
P1.	17	3	Black or African American; Asian
P1.	18	3	Black or African American; Native Hawaiian and Other Pacific Islander
P1.	19	3	Black or African American; Some Other Race
P1.	20	3	American Indian and Alaska Native; Asian
P1.	21	3	American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander
P1.	22	3	American Indian and Alaska Native; Some Other Race
P1.	23	3	Asian; Native Hawaiian and Other Pacific Islander
P1.	24	3	Asian; Some Other Race
P1.	25	3	Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	26	2	Population of three races:
P1.	27	3	White; Black or African American; American Indian and Alaska Native
P1.	28	3	White; Black or African American; Asian
P1.	29	3	White; Black or African American; Native Hawaiian and Other Pacific Islander
P1.	30	3	White; Black or African American; Some Other Race
P1.	31	3	White; American Indian and Alaska Native; Asian
P1.	32	3	White; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander
P1.	33	3	White; American Indian and Alaska Native; Some Other Race
P1.	34	3	White; Asian; Native Hawaiian and Other Pacific Islander
P1.	35	3	White; Asian; Some Other Race
P1.	36	3	White; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	37	3	Black or African American; American Indian and Alaska Native; Asian
P1.	38	3	Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander
P1.	39	3	Black or African American; American Indian and Alaska Native; Some Other Race
P1.	40	3	Black or African American; Asian; Native Hawaiian and Other Pacific Islander
P1.	41	3	Black or African American; Asian; Some Other Race
P1.	42	3	Black or African American; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	43	3	American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander
P1.	44	3	American Indian and Alaska Native; Asian; Some Other Race
P1.	45	3	American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	46	3	Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	47	2	Population of four races:
P1.	48	3	White; Black or African American; American Indian and Alaska Native; Asian
P1.	49	3	White; Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander
P1.	50	3	White; Black or African American; American Indian and Alaska Native; Some Other Race
P1.	51	3	White; Black or African American; Asian; Native Hawaiian and Other Pacific Islander
P1.	52	3	White; Black or African American; Asian; Some Other Race
P1.	53	3	White; Black or African American; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	54	3	White; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander
P1.	55	3	White; American Indian and Alaska Native; Asian; Some Other Race
P1.	56	3	White; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	57	3	White; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	58	3	Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander
P1.	59	3	Black or African American; American Indian and Alaska Native; Asian; Some Other Race
P1.	60	3	Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	61	3	Black or African American; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	62	3	American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	63	2	Population of five races:
P1.	64	3	White; Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander
P1.	65	3	White; Black or African American; American Indian and Alaska Native; Asian; Some Other Race



# 2010 Census Redistricting Data (Public Law 94-171) Summary File - EXTRACT

## SUMMARY TABLE OUTLINES Table V2-0

P1.	66	3			White; Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	67	3			White; Black or African American; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	68	3			White; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	69	3			Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
P1.	70	2			Population of six races:
P1.	71	3			White; Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some Other Race
<CONTINUED>					
P2.		0			HISPANIC OR LATINO, AND NOT HISPANIC OR LATINO BY RACE [73]
P2.		0			Universe: Total population
P2.	1	0			Total:
P2.	2	1			Hispanic or Latino
P2.	3	1			Not Hispanic or Latino:
P2.	4	2			Population of one race:
P2.	5	3			White alone
P2.	6	3			Black or African American alone
P2.	7	3			American Indian and Alaska Native alone
P2.	8	3			Asian alone
P2.	9	3			Native Hawaiian and Other Pacific Islander alone
P2.	10	3			Some Other Race alone
P2.	11	2			Two or More Races:
P2.	12	3			Population of two races:
P2.	13	4			White; Black or African American
P2.	14	4			White; American Indian and Alaska Native
P2.	15	4			White; Asian
P2.	16	4			White; Native Hawaiian and Other Pacific Islander
P2.	17	4			White; Some Other Race
P2.	18	4			Black or African American; American Indian and Alaska Native
P2.	19	4			Black or African American; Asian
P2.	20	4			Black or African American; Native Hawaiian and Other Pacific Islander
P2.	21	4			Black or African American; Some Other Race
P2.	22	4			American Indian and Alaska Native; Asian
P2.	23	4			American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander
P2.	24	4			American Indian and Alaska Native; Some Other Race
P2.	25	4			Asian; Native Hawaiian and Other Pacific Islander
P2.	26	4			Asian; Some Other Race
P2.	27	4			Native Hawaiian and Other Pacific Islander; Some Other Race
<CONTINUED>					
P4.		0			HISPANIC OR LATINO, AND NOT HISPANIC OR LATINO BY RACE FOR THE POPULATION 18 YEARS AND OVER [73]
P4.		0			Universe: Total population 18 years and over
P4.	1	0			Total:
P4.	2	1			Hispanic or Latino
P4.	3	1			Not Hispanic or Latino:
P4.	4	2			Population of one race:
P4.	5	3			White alone
P4.	6	3			Black or African American alone
P4.	7	3			American Indian and Alaska Native alone
P4.	8	3			Asian alone
P4.	9	3			Native Hawaiian and Other Pacific Islander alone
P4.	10	3			Some Other Race alone
P4.	11	2			Two or More Races:
P4.	12	3			Population of two races:
P4.	13	4			White; Black or African American
P4.	14	4			White; American Indian and Alaska Native
P4.	15	4			White; Asian
P4.	16	4			White; Native Hawaiian and Other Pacific Islander
P4.	17	4			White; Some Other Race
P4.	18	4			Black or African American; American Indian and Alaska Native
P4.	19	4			Black or African American; Asian
P4.	20	4			Black or African American; Native Hawaiian and Other Pacific Islander
P4.	21	4			Black or African American; Some Other Race
P4.	22	4			American Indian and Alaska Native; Asian
P4.	23	4			American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander
P4.	24	4			American Indian and Alaska Native; Some Other Race
P4.	25	4			Asian; Native Hawaiian and Other Pacific Islander
P4.	26	4			Asian; Some Other Race
P4.	27	4			Native Hawaiian and Other Pacific Islander; Some Other Race
<CONTINUED>					

# 2010 Census Redistricting Data (Public Law 94-171) Summary File - EXTRACT

## SUMMARY TABLE OUTLINES FTitle V2.0

H1.		0	OCCUPANCY STATUS [3]
H1.		0	Universe: Housing units
H1.	1	0	Total:
H1.	2	1	Occupied
H1.	3	1	Vacant

## 2010 P.L. 94-171 Redistricting Data Products Delivery Timeline

November 2010	December 2010	January 2011	February 2011	March 2011	April 2011	May 2011
1, 4, 7, 10, 13, 16, 19, 22, 25, 28, 31	1, 4, 7, 10, 13, 16, 19, 22, 25, 28, 31	1, 3, 16, 9, 12, 15, 18, 21, 24, 27, 30	1, 5, 8, 11, 14, 17, 20, 23, 26	1, 4, 17, 10, 13, 16, 19, 22, 25, 28, 31	1, 6, 19, 12, 15, 18, 21, 24, 27, 30	1, 3

2010 Redistricting TIGER/Line TIGER/Line Shapefiles

P.L. 94-171 Map Series and Block Assignment Files

P.L. 94-171 Redistricting Data Summary Files

The 2010 Redistricting TIGER/Line® Shapefiles are spatial extracts from the Census Bureau's MAF/TIGER database. These files contain linear features such as roads, railroads, rivers as well as geographies such as American Indian reservations, places, census tracts, census block groups, and census blocks, in addition to many others.

The 2010 P.L. 94-171 Map Series includes County Block Maps, Census Tract Reference Maps, School District Reference Maps, and Voting District Reference Maps.

The 2010 P.L. 94-171 Redistricting Data Summary Files will include four population tables, including total population, total population by race, ethnicity, and voting age (18+). In addition, for the 2010 Census, this file will include a table on occupancy status of housing units

### Where to Go to Learn More!

Responsive government at all levels begins with legislative boundaries that reflect an accurate count of the population. We hope this brochure helps you better understand the data and maps that the Census Bureau provides and how you can use them in redistricting. You can learn more about the design and content of other Census Bureau data products from the Census Bureau's Web site,

particularly the American FactFinder. Just point your browser to <[www.census.gov](http://www.census.gov)>. More information about the 2010 Census Redistricting Data Program, can be obtained by calling 301-763-4039 or sending e-mail to <[catherine.clark.mccully@census.gov](mailto:catherine.clark.mccully@census.gov)> or <[james.whitehorne@census.gov](mailto:james.whitehorne@census.gov)>. You also may write to:

U.S. Census Bureau,  
Redistricting Data Office, HQ - 8H019  
Washington, DC 20233.

For more information on redistricting data, access the the Redistricting Data Office Web page located at <[www.census.gov/rdo](http://www.census.gov/rdo)> and click on "Redistricting Data" or access the National Conference of State Legislatures Web site at <[www.ncsl.org](http://www.ncsl.org)>.

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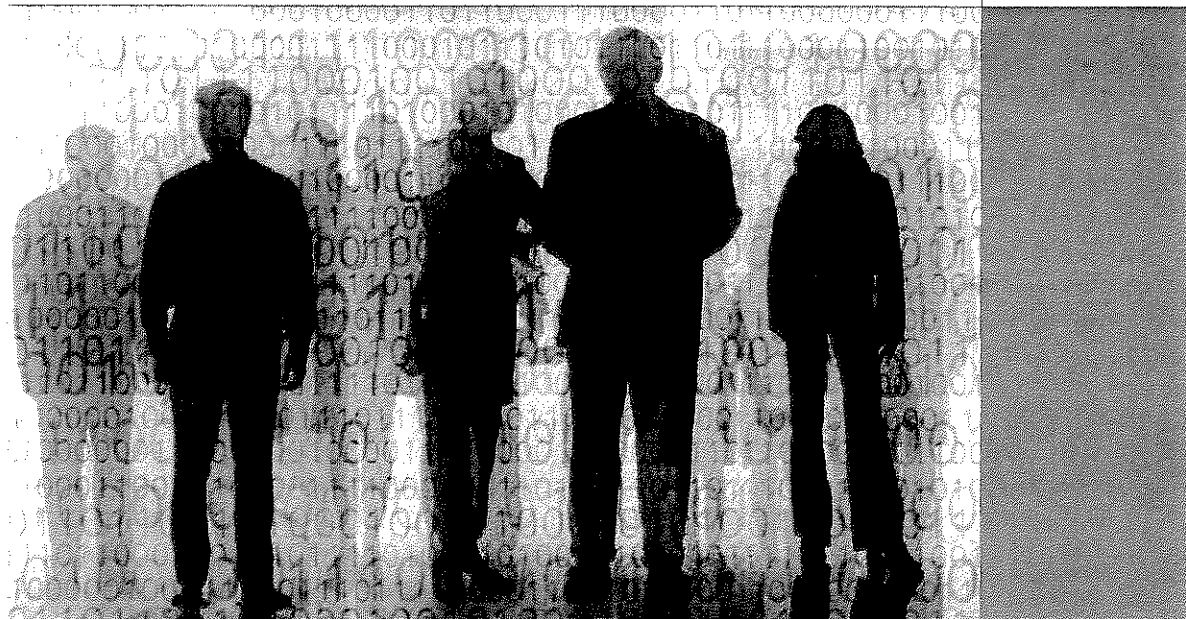
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Issued July 2010

*Your Guide to Census 2010 Redistricting Data From the U.S. Census Bureau*



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United States  
**Census  
2010**



