



Contra
Costa
County

To: Board of Supervisors

From: Monica Nino, County Administrator

Date: October 19, 2021

Subject: PUBLIC HEARING and report on Contra Costa County Board of Supervisors Redistricting Process

Recommendations:

1. OPEN Public Hearing on the Contra Costa County Board of Supervisors 2021 redistricting process; RECEIVE report on the 2021 redistricting process; RECEIVE testimony; and CLOSE the Public Hearing; and
2. ACCEPT the report from David Twa, representing the County Administrator's Office and from staff of the Department of Conservation and Development (DCD) GIS division, on redistricting efforts to date; provide summary of Community of Interests proposals submitted to date by the public; review supervisorial district map proposals submitted to date by the public; review the criteria for adopting redistricting maps; present five (5) concept drafts of possible supervisorial maps; obtain public input on Community of Interest suggestions and on possible supervisorial district maps; and
3. DIRECT David Twa, representing the County Administrator's Office and the DCD GIS mapping staff to: continue outreach to the public on the redistricting process; to provide training to staff and the public on the DistrictR modules and the public submission portal that allows members of the public to submit their Community of Interest suggestions and to submit their proposed supervisorial redistricting maps; to publish notices and prepare for public workshops hosted by the individual supervisors, to provide background on the redistricting process, present potential boundary changes (map alternatives), answer questions and receive input from the public; and
4. DIRECT David Twa, representing the County Administrator's Office and the DCD GIS mapping staff to return to the Board on November 9, 2021 at 9:00 AM for the next Redistricting Public Hearing to update the Board on public input received to date on Community of Interest suggestions and on suggested supervisorial district maps; present publicly drawn maps received to date; review the criteria for adopting redistricting maps; update the Board and the public on supervisorial district workshops held October 23, 2021 through October 28, 2021; and receive direction from the Board of Supervisors on version(s) of possible final map(s) for consideration at the November 23, 2021 9:00 AM Public Hearing.

Fiscal Impact:

The County Administrator's Office, Department of Conservation and Development (DCD), County Counsel and Clerk Recorder's offices will incur staffing and other costs to facilitate the 2021 Board redistricting process, including preparing map alternatives, arranging, and conducting Public Hearings/Workshops/training sessions, preparing public notices and other public outreach materials, and to maintain a webpage dedicated to the 2021 redistricting process. Total costs are estimated to be \$300,000.

Background:

On August 10, 2021, the Board of Supervisors conducted the first Public Hearing on adjustment of supervisorial district boundaries for 2021. The Board accepted reports from David Twa, representing the County Administrator's Office, Kristine Solseng, Department of Conservation and Development GIS Mapping staff, and Debi Cooper, County Clerk Recorder, on the 2021 Board of Supervisors redistricting efforts to date, including development of the Redistricting Website, the DistrictR Mapping program, the Community of Interests forms, and public outreach.

California law (Elections Code section 21500 et. seq.) requires the Board of Supervisors to approve supervisorial district boundaries following each federal decennial census so that district boundaries are “substantially equal in population.” (Elec. Code, § 21500(a)). The state block-level redistricting database, which is based on official 2020 U.S. Census data, must be used to determine supervisorial district boundaries. The boundaries will remain in effect until redistricting following the next decennial census. The Board must adopt the new district boundaries no later than **December 15, 2021**.

The United States Census Bureau normally would have released the official data necessary for the County to begin the redistricting process by April 1, 2021 (the year following completion of the census). However, the official data was not released until August 12, 2021, in ‘Legacy’ data format. Legacy data provides a breakdown of population changes in a summary format that often requires either a third party or a data expert to download and analyze the data sets. Legacy data may provide an approximate breakdown of population changes for the County and the supervisorial districts.

On September 20, 2021 the Official California State Adjusted Redistricting data that is required to be used for redistricting was released. It showed Contra Costa County population increased from 1,049,025 in 2010 to 1,168,064 in 2020. This increase in population of 119,039 represented a 11.1% increase in population.

While the goal is to create districts that are substantially equal in population, the law recognizes that there are many reasons why some deviation in population between districts will occur in order to meet all Federal and State legal requirements including the requirements of the California Fair Maps Act, such as respecting the geographic integrity of a city, or of a census designated place, or of a local Community of Interest to the extent practicable. Because of this a deviation of plus or minus 5% is generally acceptable as long as other legal requirements are met. The current deviation range in Contra Costa County between the greatest plus district deviation (+4.35%) to the greatest minus district deviation (-3.56%) is within the legal requirements.

POPULATION BREAKDOWN BY RACE AND ETHNICITY

All five supervisorial districts have become more diverse over the past decade. The Fair Maps Act requires counties to provide the Citizen Voting Age population (CVAP) and racial and ethnic breakdown by district on any proposed draft map. Given that citizenship status was not asked during the 2020 census, the Statewide Database publishes a census block level allocation of the CVAP population based on the American Community Survey 2015-2019 five-year block groups. The Concept maps that will be considered by the Board of Supervisors at the October 19, 2021 Public Hearing include the information on CVAP and racial and ethnic breakdown by district.

On October 5, 2021 the Board conducted the Second Public Hearing on adjustments of supervisorial district boundaries for 2021. The Board accepted reports from David Twa, representing the County Administrator's Office, and Kristine Solseng from the Department of Conservation and Development GIS Mapping staff on public input received to date on Community of Interest suggestions and on suggested supervisorial district maps; reviewed over/under population numbers; presented publicly drawn maps received to date; and reviewed the criteria for adopting redistricting maps. Comments were received from four (4) members of the public on keeping communities whole, not dividing cities, and keeping Community of Interests within individual supervisorial districts. Following public comment, the Board discussed areas that might require adjustment of the current supervisorial boundaries due to changes in population and to better align Community of Interests. Based on the discussion, staff created five (5) concept drafts of possible supervisorial maps for the Board's consideration. The concept drafts are posted on the County's Dedicated Redistricting Website www.cocoredistricting.org and are included as **Attachment C**.

COMMUNITY ONLINE WORKSHOPS

The Board directed staff to provide training to members of the public on the dedicated redistricting website and how they could use the DistrictR modules to submit Community of Interest suggestions and draw potential supervisorial district maps for consideration by the Board of Supervisors.

The County hosted three online technical workshops for the public to learn how the online mapping application works. Two Community Workshop were conducted in English, one on September 15, 2021, and the second on October 14, 2021. A third workshop was conducted in Spanish on October 13, 2021. These workshops were presented online. After a welcoming introduction by Chair Diane Burgis, DistrictR trainers explained how the DistrictR Mapping system worked and gave examples of how to draft suggested Community of Interests and supervisorial district maps. The complete videos of these sessions are available on our dedicated redistricting website (www.cocoredistricting.org)

As of October 11, 2021, members of the public have used the DistrictR Mapping program to create two Community of Interests maps and six proposed supervisorial maps, one of which is a partial map, along with public comment on the Community of Interests or district maps. All submissions as of October 11, 2021 are posted on the County's dedicated redistricting website (www.cocoredistricting.org) and are included as **Attachment A**.

As directed by the Board of Supervisors, staff established locations for six public supervisorial workshops scheduled for the following dates and locations:

Saturday, October 23, 2021 - 9:00 AM at the San Ramon City Hall, 7000 Bollinger Canyon Road, San Ramon, hosted by Supervisor Candace Andersen.

Sunday, October 24, 2021 - 12:00 PM at the County Board chambers, 1025 Escobar Street, Martinez by Zoom only, hosted by Supervisor Diane Burgis.

Monday, October 25, 2021 - 7:00 PM at the Pleasant Hill Community Center – Perera Pavilion, 320 Civic Drive, Pleasant Hill, hosted by Supervisor Karen Mitchoff.

Tuesday, October 26, 2021 - 7:00 PM at the County Board chambers, 1025 Escobar Street, Martinez by Zoom only, hosted by Supervisors Diane Burgis and Federal Glover.

Wednesday, October 27, 2021 - 6:30 PM at the San Pablo City Hall, 1000 Gateway Avenue, San Pablo, hosted by Supervisor John Gioia.

Thursday, October 28, 2021 - 7:00 PM at the County Board chambers, 1025 Escobar Street, Martinez, by Zoom only, hosted by Supervisor Federal Glover.

Each workshop will provide background on the redistricting process, present potential boundary changes (map alternatives), answer questions, and receive input. Depending on COVID-19 restrictions, the workshops may be in-person, or by Zoom, call-in, or some combination of those alternatives.

INTERDEPARTMENTAL LEADERSHIP GROUP

The County Administrator's Office has established an interdepartmental leadership group to provide oversight and management of the redistricting process. The leadership group is comprised of the Department head, or designee of the following Departments; County Administrator, Department of Conservation & Development, County Counsel, Department of Information and Technology, and the Clerk-Recorder.

PUBLIC OUTREACH

A redistricting webpage on the County's website in multiple languages was established August 04, 2021, and is the primary portal for public information and access. The public may use the website to provide feedback and comments. The website will remain on the County's homepage for ten years and can be accessed at www.cocoredistricting.org.

The interactive features on the website enable the public and all interested parties to draw and submit their own supervisorial district map proposals and Community of Interest suggestions. Our public outreach method uses electronic or web-based communication to the greatest extent possible, including the new dedicated website with areas for comments, public access to maps, census data tabulations, record of comments, and regular bi-weekly updates.

The current public outreach includes press releases to local newspapers, public notices on the County website, CCTV, contact with City Managers, the Mayor's Conference, and community groups. These outreach efforts provide multiple avenues for the public to provide comments, including, but not limited to, letters, email, and website comments. This direct outreach to targeted groups/communities is designed to ensure their awareness and participation in the process.

The Office of Communications and Media has been very active as part of the redistricting public outreach, including media coverage and news releases to major news outlets and numerous email communications to the redistricting subscribers list. Currently there are 260 subscribers, including online signups, Census grantees, City Managers and others. Our dedicated redistricting website (www.cocoredistricting.org) has received 4,291 views to date. While social media outreach has included 96,276 overall views on Twitter and Nextdoor, the complete redistricting communications report is included as **Attachment B**.

PUBLIC HEARINGS AND ORDINANCE OR RESOLUTION ADOPTION

Supervisorial districts are currently established by an ordinance. However, SB 594 signed by the Governor on September 27, 2021 allows Counties to adopt supervisorial districts by either ordinance or resolution, and further provides that adoption occurs on the date the ordinance or resolution is passed. At the October 19, 2021 Board of Supervisors meeting, the Board will consider introduction of an ordinance to repeal the existing district boundaries ordinance and direction to allow the Board to use the resolution process.

State law requires at least four (4) public hearings, and at least one public hearing or public workshop must be held on a Saturday, on a Sunday, or after 6 PM on a weekday. The Board's schedule meets these requirements.

The late release of the Official California State Adjusted Redistricting Data has required the County to establish a condensed timeline and expedited outreach strategy to meet the December 15, 2021 Deadline for adoption of the supervisorial districts. The following are the remaining Public Hearings scheduled for the Contra Costa County redistricting.

THE REMAINING SCHEDULE OF PUBLIC HEARINGS AND WORKSHOPS IS AS FOLLOWS:

Between October 23 – 28, 2021 there will be six individual Supervisor's workshops hosted by the individual District Supervisor(s), to provide background on the redistricting process, present potential boundary changes (map alternatives), answer questions and receive input from the public. Depending on COVID-19 restrictions, these workshops may be in-person, by Zoom, by call-in, or some combination of those alternatives (see schedule above).

November 9, 2021, the Board will conduct the Fourth Public Hearing at 9:00 AM to update the Board on public input received to date on Community of Interest suggestions and on suggested supervisorial district maps; review over/under population numbers; present publicly drawn maps received to date; review the criteria for adopting redistricting maps; update the Board and the public on supervisorial district workshops held October 23, 2021 through October 28, 2021; and receive direction from the Board of Supervisors to prepare version(s) of possible final map(s) for consideration at the November 23, 2021, 9:00 AM Public Hearing.

November 23, 2021, the Board will conduct the Fifth Public Hearing at 9:00 AM to receive updates on additional public input of Community of Interest suggestions, and on publicly drawn supervisorial district maps received; review the criteria for adopting redistricting maps; review a proposed Final supervisorial district map; receive public input; and Board of Supervisors to consider selection of the final map.

December 15, 2021 - Statutory deadline to complete redistricting (CA Elections Code section 21501(a)(2))

Consequence of Negative Action:

The County is required to hold a minimum of four Public Hearings before adoption of the required redistricting of supervisorial districts. The current schedule meets those requirements. Failure to schedule at least four Public Hearings may result in the County not being in compliance with the legal requirements for approving supervisorial district boundaries.