



Contra
Costa
County

To: Board of Supervisors

From: Monica Nino, County Administrator

Date: November 9, 2021

Subject: PUBLIC HEARING, Report and Direction on Contra Costa County Board of Supervisors 2021 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; update the Board and the public on Supervisorial District Workshops held October 23, 2021 through October 28, 2021; provide a summary of Community of Interests proposals and supervisorial district map proposals submitted by the public; review the criteria for adopting new district boundaries/maps; present concept drafts of possible supervisorial district maps; receive input from the public; and receive direction from the Board of Supervisors on the structure of a final map or final map alternatives and related matters; and
3. DIRECT David Twa, representing the County Administrator's Office and the DCD GIS Mapping staff, to prepare a final map or final map alternatives for consideration by the Board of Supervisors 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 staff 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 www.CoCoRedistricting.org Website; DistrictR Mapping program; 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 U.S. 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.

However, it is the California State Adjusted Redistricting data that is required to be used for redistricting. That data was released September 20, 2021, and 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 11.35% increase in population, but the increase was not evenly distributed across the County, or the Supervisorial Districts.

On October 5, 2021, the Board of Supervisors 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, Department of Conservation and Development GIS Mapping staff, on the 2021 Board of Supervisors redistricting efforts to date, including, the population increase and deviation from the mean; population breakdown by race and ethnicity; and the public outreach to date. The data showed that the population increase was not evenly distributed across the County, or the Supervisorial Districts.

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 California Fair Maps Act. Considerations include respecting the geographic integrity of a city, or of a census designated place, or of a local Community of Interest. 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 (7.91%) and is within the legal requirements.

At the October 5, 2021, Second Public Hearing, the Board also 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 were posted on the County's Dedicated Redistricting Website (WWW.CoCoRedistricting.org).

COMMUNITY ONLINE WORKSHOPS

At the August 10, 2021 First Public Hearing, the Board had 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.

Contra Costa County hosted Three Community 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, second on October 14, 2021. A third workshop was conducted in Spanish on October 13, 2021. These workshops were presented online and attended by a total of 24 members of the public. 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).

On October 19, 2021, at 6:15 PM, the Board of Supervisors conducted the Third Public Hearing on adjustment of supervisorial district boundaries for 2021. The Board accepted reports from David Twa, representing the County Administrator's Office and Kristine Solseng, Department of Conservation and Development GIS mapping staff on the 2021 Board of Supervisors redistricting efforts to date. Staff also presented five Concept maps attempting to capture all the different comments by Supervisors and the public to show possible supervisorial districts that would comply with State and Federal requirements and would be within the maximum deviation of plus or minus 5%.

Each concept map also contained the Citizen Voting Age population (CVAP) and racial and ethnic breakdown by district showing compliance with legal requirements to ensure compliance with the Voting Rights Act. Because 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 5-year block groups, and that information was included in the analysis.

Based on a demographic analysis of the race and ethnicity data and the Citizen Voting Age Population data (CVAP) by Supervisorial District we believe that all proposed concept maps meet the requirements of State and federal law.

As directed by the Board, staff established locations for six (6) public supervisorial workshops which were held on the following days and locations:

Saturday, October 23, 2021, at 9:00 AM at the San Ramon City Hall, 7000 Bollinger Canyon Road, San Ramon 94583 and hosted by Supervisor Candace Andersen.

Sunday, October 24, 2021, at 12:00 NOON County Board chambers, 1025 Escobar Street, Martinez 94553 by zoom only and hosted by Supervisor Diane Burgis.

Monday, October 25, 2021, at 7:00 PM at the Pleasant Hill Community Center – Perera Pavilion, 320 Civic Drive, Pleasant Hill 94523 and hosted by Supervisor Karen Mitchoff.

Tuesday, October 26, 2021, at 7:00 PM County Board chambers, 1025 Escobar Street, Martinez 94553 by zoom only and hosted by Supervisors Diane Burgis and Federal Glover.

Wednesday, October 27, 2021, at 6:30 PM at the San Pablo City Hall, 1000 Gateway Avenue, San Pablo 94806 hosted by Supervisor John Gioia.

Thursday, October 28, 2021, at 7:00 PM County Board chambers, 1025 Escobar Street, Martinez 94553 zoom only hosted by Supervisor Federal Glover.

Each workshop provided background on the redistricting process, presented potential boundary changes (map alternatives), answered questions, and receive input. Depending on COVID-19 restrictions, some of the workshops were in-person, or by Zoom, call-in, or some combination of those alternatives. For the six (6) Workshops, a total of 21 individuals provided public comment, either in person or by Zoom or phone call; and an additional 72 individuals were on the Zoom or call-in portions of the Workshops but chose not to speak. Participants comments included questions on how to use the DistrictR Mapping Program; keeping Community of Interests together; questions on race and ethnicity break down by individual supervisorial districts; and ideas on design of individual supervisorial districts. All workshops were broadcast on CCTV and video recorded. The videos have been posted on the County’s Dedicated Redistricting Website (www.CoCoRedistricting.org).

As of November 1, 2021, members of the public have used the DistrictR Mapping program to create 5 Community of Interests maps and 9 Drafts of proposed supervisorial maps, along with 5 written comments on the Community of Interests or District maps. All submissions as of November 1, 2021, are included as **Attachment A**.

INTERDEPARTMENTAL LEADERSHIP GROUP

The County Administrator’s Office has established an interdepartmental leadership group to provide oversight/management of the redistricting process. The leadership group is comprised of the County Administrator, or designee, Department of Conservation & Development (DCD), 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 as of 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 accessible on the website will 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 will use electronic or web-based communication to the greatest extent possible, including the new dedicated website with area for comments, public access to maps, census data tabulation, record of comments, and regular bi-weekly updates.

The current public outreach includes press releases to local newspapers, public notices on 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.

Susan Shiu, Director of the Office of Communications and Media, and her staff have been very active as part of the redistricting public outreach, including media coverage, news releases to the major news outlets, targeted outreach to ethnic media with translated information, collaboration with the County Library system and the Richmond Library to have printed flyers at locations and promotion on websites, expanded use of social media platforms, website promotion from County departments to reach diverse clients and partners, website enhancements with multilingual graphics and information, and numerous email messages to our redistricting Subscribers list. Currently we have 272 subscribers, including online signups, Census grantees and outreach partners, community organizations, City managers and others. Redistricting information, including videos and ways to share input, on the County website and the dedicated redistricting Website www.CoCoRedistricting.org have received 7,060 views to date. While Social Media Outreach has included 263,875 overall views and engagements on Twitter and Nextdoor. The complete redistricting Communications Report is included as **Attachment B**.

PUBLIC HEARINGS AND ORDINANCE OR RESOLUTION ADOPTION

In 2011 the Board of Supervisors adopted the Supervisorial Districts by ordinance. Based on recently passed legislation, on November 9, 2021, the Board will consider repeal of the current ordinance. This will allow the Board to adopt supervisorial district boundaries by resolution. On November 23, 2021, if the Board adopts a final Redistricting Resolution, then adoption occurs as of that date.

DRAFT FINAL MAP PROPOSALS FOR BOARD DISCUSSION ON NOVEMBER 9, 2021

Based on: the Board of Supervisors discussions during the first three Public Hearings; the six public supervisorial workshops held between October 23 and October 28, 2021; public comment received at the Public Hearings and Public workshops; publicly drawn Community of Interests maps and publicly proposed supervisorial district maps; all emails and correspondence received to date; and working with the Department of Conservation and Development (DCD) GIS mapping staff, four (4) refined concept drafts of possible supervisorial district maps are presented for the Board's consideration. **Attachment C**.

The late release of the Official California State Adjusted Redistricting Data 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 REMAINING SCHEDULE IS AS FOLLOWS:

On November 23, 2021, the Board will conduct the Fifth Public Hearing at 9:00 AM to receive an update on additional public input on 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 or final supervisorial district map alternatives; receive public input; and for Board of Supervisors to consider adopting a resolution that sets the final map.

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

Consequence of Negative Action:

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 p.m. on a weekday (Monday through Friday). The Board's Public Hearing and workshop schedule meets the requirements of State Law. 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.

- ATTACHMENT A Community of Interests & Map Proposals
- ATTACHMENT B Public Outreach Communications Report
- ATTACHMENT C Proposed final supervisorial district map alternatives
- ATTACHMENT D PowerPoint