



To: Board of Supervisors

From: Monica Nino, County Administrator

Date: November 23, 2021, 9:00 a.m.

Subject: Public Hearing and Report on Contra Costa County Board of Supervisors  
2021 Redistricting Process

---

**RECOMMENDATION(S):**

1. OPEN the public hearing on the Contra Costa County 2021 supervisorial redistricting process; RECEIVE a report on the 2021 redistricting process; RECEIVE testimony; and CLOSE the public hearing.
2. ACCEPT the report from David Twa, representing the County Administrator's Office, and from staff of the Department of Conservation and Development GIS division, on the redistricting process to date, including: a summary of communities of interest proposals and supervisorial district map proposals submitted by the public to date; a review of the criteria for adopting new supervisorial district boundaries/maps; and a presentation of the proposed final 2021 supervisorial district map.
3. ADOPT the final 2021 supervisorial district map and a resolution establishing the final 2021 supervisorial district boundaries based on the map.
4. ADOPT findings in support of the final map and 2021 supervisorial district boundaries, attached as Attachment F.
5. DIRECT staff to publish the adopted 2021 supervisorial district map on the County's 2021 redistricting website.
6. DETERMINE that the adoption of the 2021 supervisorial district map is exempt from review under the California Environmental Quality Act pursuant to CEQA Guidelines sections 15061(b)(3) and 15320, because the changes in supervisorial district boundaries within the County do not change the geographical area in which the County exercises its authority, and it can be seen with certainty that there is no possibility that the adoption of the map may have a significant effect on the environment.
7. DIRECT the Director of Conservation and Development, or designee, to file a CEQA notice of exemption with the County Clerk-Recorder, and AUTHORIZE the Director of Conservation and Development, or designee, to pay the required filing fee.

## **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 in order 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 **wwwCoCoRedistricting.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 on 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 an 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 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, 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. Requirements such as 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 are posted on the County's Dedicated Redistricting Website [www.CoCoRedistricting.org](http://www.CoCoRedistricting.org).

### **COMMUNITY ONLINE WORKSHOPS**

At the August 10, 2021, Board of Supervisors first Public Hearing on Redistricting 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.

**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](http://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% per supervisorial district.

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 at the 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 at the 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 and hosted by Supervisor John Gioia.

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

Each workshop provided background on the redistricting process, presented potential boundary changes (map alternatives), and provided time to answer questions and receive public 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](http://www.CoCoRedistricting.org).

**On November 9, 2021, the Board conducted the fourth Public Hearing** and received a report on the Workshops held in Supervisorial districts. Staff provided an update on additional public input received on Community of Interest suggestions and on publicly drawn maps received to date. Staff reviewed the criteria for adopting redistricting maps, and staff presented four (4) proposed final drafts of supervisorial maps for the Board's consideration.

The Board of Supervisors directed staff to bring a Proposed Final Redistricting Map to the November 23, 2021 redistricting Public Hearing for their consideration. This Proposed Final Map, identified as Map D, has been posted on the County's Dedicated Redistricting Website [www.CoCoRedistricting.org](http://www.CoCoRedistricting.org) since November 10, 2021, and available for the public to review, draft their own versions of Map D, and/or to comment on Map D. All map proposals submitted on the Dedicated Redistricting Website or provided to the Clerk of the Board at [clerkoftheboard@cob.cccounty.us](mailto:clerkoftheboard@cob.cccounty.us) will be included in the record and considered by the Board at the November 23, 2021 Public Hearing.

As of November 15, 2021, members of the public had used the DistrictR mapping program to create 3 Community of Interests Maps and 17 Drafts of proposed Supervisorial Maps, and to submit public comment on the Community of Interests or District Maps. All submissions as of November 15, 2021 are posted on the County's Dedicated Redistricting Website [www.CoCoRedistricting.org](http://www.CoCoRedistricting.org) and are included as **Attachment A. Any additional submissions received by November 23, 2021 will be included in the record of the Public Hearing and will be considered by the Board of Supervisors during the Public Hearing.**

**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](http://www.CoCoRedistricting.org).

The interactive features accessible 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 uses 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.

In order to reach community and civic-minded organizations that serve county residents, in particular underrepresented and non-English speaking communities, we have built on the outreach from the 2020 Census Complete Count effort. We have distributed information through our email newsletter to 78 census grantee contacts plus an additional 100 organization and individuals. In total, we have sent ten email blasts with a follow up email to any individual who did not open the initial email. The emails include information on upcoming events and some also

include toolkits for community-based organizations to use in outreach if desired. Email text and toolkits are provided in English, Spanish and Chinese. Examples of the population served by these organizations include families, seniors, immigrants, non-English speaking population, low-income individuals and households, families with children under five, LGBTQ population, prisoner re-entry, and youth.

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 303 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](http://www.CoCoRedistricting.org) have received 9,406 views to date. Social media outreach has included 360,717 overall views and engagements on Twitter and Nextdoor. The complete redistricting Communications Report is included as **Attachment B**.

**Adoption of Redistricting by Resolution**– Until this year, the Board of Supervisors adopted its supervisorial district boundaries by ordinance. Effective September 28, 2021, Elections Code section 21500 authorizes the Board to adopt its 2021 supervisorial district boundaries by resolution, an expedited process that allows the Board to more quickly meet the December 15 deadline for redistricting. On November 9, 2021, the Board adopted Ordinance 2021-35 repealing the 2011 supervisorial district boundaries and provided that the repeal would be operative when the 2021 redistricting resolution becomes operative. Elections Code section 21500 provides that the new supervisorial district boundaries are adopted on the date that the Board adopts the redistricting resolution.

#### **THE REMAINING SCHEDULE:**

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

#### **CONSEQUENCE OF NEGATIVE ACTION:**

Elections Code section 21507.1 required the County to hold a minimum of at least four (4) public hearings on redistricting, and at least one public hearing or public workshop had to 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 met these legal requirements. Failure to timely adopt new Supervisorial District boundaries, as required by Elections Code section 21501(a)(2), may result in the County not being in compliance with the legal requirements for approving supervisorial district boundaries.

- ATTACHMENT A Community Input Summary
- ATTACHMENT B Public Outreach Communications Report
- ATTACHMENT C Proposed Final Map for Supervisors' consideration
- ATTACHMENT D PowerPoint Presentation
- ATTACHMENT E Proposed Resolution Establishing 2021 supervisorial district boundaries
- ATTACHMENT F Proposed Findings in support of Final Map and 2021 supervisorial district boundaries