



County of Santa Cruz

COUNTY ADMINISTRATIVE OFFICE

701 OCEAN STREET, SUITE 520, SANTA CRUZ, CA 95060-4073

(831) 454-2100 FAX: (831) 454-3420 TDD: (831) 454-2123

SUSAN MAURIELLO, J.D., COUNTY ADMINISTRATIVE OFFICER

August 18, 2011

Agenda: August 23, 2011

BOARD OF SUPERVISORS
County of Santa Cruz
701 Ocean Street
Santa Cruz, CA 95060

Redistricting of Supervisorial Boundaries – Preliminary Plans

Dear Members of the Board:

On August 9th your Board scheduled a Public Hearing for today at 10:45 a.m. to consider a redistricting plan or plans that have been submitted by members of the public or the County's Redistricting Task Force. The following report provides an overview of the statutes that govern redistricting, a brief summary of the County's redistricting process to date, and maps and narratives of the plans that have been submitted for consideration at today's Public Hearing.

Legal Requirements in Brief

Redistricting is governed by the California Elections Code and the United States Voting Rights Act. The Board of Supervisors is charged with the legal responsibility for adjusting supervisorial district boundaries every ten years utilizing census data from the federal government "so that the districts shall be as nearly equal in population as may be" (Elections Code Section 21500). In addition, districts shall comply with the Voting Rights Act of 1965, Section 1973 of Title 42 of the US Code, as amended. Staff review of cases and articles on this issue indicates that race is to be given consideration in the redistricting process so as to assure that sufficiently large minority populations in geographically compact areas which have similar communities of interest are kept together without being overly compacted.

The statutes require that in establishing the boundaries of the districts, the Board may give consideration to the factors of (a) topography, (b) geography, (c) cohesiveness, contiguity, integrity, and compactness of territory, and (d) community of interests of the districts (Elections Code Section 21500). The statutory deadline for adjusting the supervisorial boundaries is the first day of November following the year in which the federal census is taken. If the Board of Supervisors fails to adjust the boundaries before the November 1 statutory deadline, a supervisorial redistricting commission composed of the district attorney, as chair, the county assessor, and the county elections official shall do so before December 31st.

In addition to the statutory requirements, our Board also affirmed four principles for 2011 that were also adopted for the 2001 effort:

1. To the extent possible, the current district boundaries will be preserved.
2. The public will have all the opportunities provided by law to participate in the redistricting process and provide input to the Board.
3. Communities of interest will be preserved to the extent possible.
4. Each Supervisor will have the opportunity to suggest changes to his or her district's boundaries to the extent such changes are necessary prior to the public hearings to be held on the redistricting plan.

The Elections Code prescribes that 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 of Supervisors votes to approve or defeat the proposal (Section 21500.1). This public hearing is a hearing for which your Board will take no action to approve or defeat any proposal.

Redistricting Process to Date

A Task Force was established by my office, comprised of one representative from each Supervisorial District, along with County Counsel, the County Clerk, the Information Services Director and GIS staff, and CAO staff, and it has been meeting since late April to review maps of existing District boundaries, various databases from the US Census Bureau that include the number of persons in each District by Census Block, race, ethnicity, and population over the age of 18, as well as election information for various contests Board members considered would be helpful in reviewing communities of interest. All of these were taken under consideration in order to develop a plan to adjust the Supervisorial boundaries to be "as nearly equal in population as may be."

According to the 2010 Census data, the County has a population of 262,382, which when divided equally by the five Supervisorial Districts yields a target population of approximately 52,476 persons. Task Force members used redistricting software that summarized the databases by Census Block. Two kiosks with redistricting software with the same databases were made available for public use at the County Clerk and Watsonville City Clerk's offices.

As directed by your Board, public meetings were convened on June 14th in Santa Cruz and June 20th in Watsonville to encourage input by members of the public. The public meetings were advertised in local newspapers, by press releases, and on the County's website. The County's website also included a Redistricting section, with easy-to-use tools for the public to describe and map their communities of interest (COI).

As you may recall, California law states that a community of interest is "a contiguous population which shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation." While the law provides several examples of the kinds of interests that satisfy its definition, such as common media, or transportation facilities, the input was not limited to these kinds of interests in establishing a COI. Common social and/or economic interests could also include common heritage, culture or history, support for a school or community center, or the desire to address a problem specific to a neighborhood or area.

As your Board will recall, there was no public testimony at the first meeting, and at the second, several people expressed their views on redistricting in South County. A number of members of the Redistricting Task Force attended the public meetings, and these comments were considered by the Task Force at subsequent meetings.

Proposed Redistricting Plans – Redistricting Task Force

As a result of the work of the Redistricting Task Force, two plans are being forwarded for your Board's consideration. The District boundaries are proposed to be adjusted in order to meet the "as equal as may be" requirement, and the cascading effects of one District's boundary change on another. As your Board will recall, the Fourth District, which is the most southerly District, had excess population, which when addressed, impacted each District to the north in a cascading fashion. In addition to the considerations provided by statute and your Board's principles, the Task Force also attempted to address several issues that the County Clerk identified that would assist in establishing voting precincts, managing ballot types, and making the administration of elections more efficient and less costly.

The two plans propose the same boundaries for the First, Second and Fourth Districts, but differ in their treatment of the proposed boundary for the Third and Fifth Districts. The following provides a narrative description of the plans, which for the purposes of this report have been titled Plans 1 and 2.

Plan 1

Plan 1 confirms Green Valley Road as the boundary between the Second and Fourth Districts, and moves the population in the Census Blocks that are northwest of Green Valley Road and presently in the Fourth District, to the Second. A table representing population characteristics for District 4 with this proposed change follows:

District	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	Pop Over 18	% Over 18	Hispanic Over 18	% Hisp. Over 18
Fourth	52,186	41,086	79%	11,100	21%	35,936	69%	26,615	74%

Plan 1 establishes new boundaries on the west side of the Second District along the riparian corridor adjacent to Park Avenue, past Soquel Drive to the Capitola City Limits at Cabrillo College Drive, and moves the population between the west side of Park Avenue and the existing District boundaries from the Second to the First District. Plan 1 also establishes new boundaries between the Second and First District in the "Jewel Box" area of Capitola, by continuing the boundary along Soquel Creek, south along the Creek to Capitola Road, west on Capitola Road to 45th Avenue, thence along 45th Avenue to Jade Street, to the existing boundary at 41st Avenue. The population in the Census Blocks west of that boundary and the existing District boundary would be moved from the Second to the First District. A table representing population characteristics for the Second District with these proposed changes follows:

District	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	Pop Over 18	% Over 18	Hispanic Over 18	% Hisp. Over 18
Second	53,879	17,019	32%	36,860	68%	41,878	78%	11,200	27%

Plan 1 establishes a new boundary between the First and Third Districts by utilizing the Santa Cruz City Limits as the new First District boundary in the area above the Brommer Street Extension and below Route 1. This action moves the population in the Census Blocks contained in this area from the Third District to the First District.

Plan 1 establishes a new boundary between the First and Fifth Districts by returning to Highway 17 as the boundary between the First and Fifth Districts between the County line to the north and the Santa Cruz City Limits to the south, as it was prior to the changes that were made after the 1990 Census. The population in the Census Blocks east of Highway 17 in the current Supervisorial District map is moved from District Five to District One, and the population in those Census Blocks west of Highway 17 in the current map is moved from the First District to the Fifth. A table representing the population characteristics for the First District with these proposed changes follows:

District	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	Pop Over 18	% Over 18	Hispanic Over 18	% Hisp. Over 18
First	53,144	10,571	20%	42,573	80%	42,706	80%	7,149	17%

Plan 1 also establishes a new boundary between the Third and Fifth Districts at the University of California, Santa Cruz (UCSC) campus by continuing the existing boundary west along McLaughlin Road to Hagar Drive, then south to the intersection of Cowell Service Road and easterly to the existing boundary, and moves the population in the Census Blocks between Hagar Drive and the existing boundary from the Third to the Fifth District. A table representing

the population characteristics for Districts Three and Five with the proposed changes at the UCSC campus and by establishing Highway 17 as the boundary between the Fifth and the First Districts follows:

District	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	Pop Over 18	% Over 18	Hispanic Over 18	% Hisp. Over 18
Third	52,627	9,796	19%	42,831	81%	45,549	87%	7,560	17%
Fifth	50,546	5,620	11%	44,926	89%	40,895	81%	3,984	10%

Plan 2

Plan 2 differs only in the treatment of the boundary between Districts Three and Five at the UCSC campus. This plan establishes the boundary between the two districts as Coolidge Drive and moves the population in the undergraduate student housing in the Census Blocks contained in this area from District Five to District Three. A table representing the population characteristics for the Third and Fifth Districts in Plan 2 follows:

District	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	Pop Over 18	% Over 18	Hispanic Over 18	% Hisp. Over 18
Third	53,943	10,018	19%	43,925	81%	46,860	87%	7,780	17%
Fifth	49,230	5,398	11%	43,832	89%	39,584	80%	3,764	10%

In addition to the Redistricting Task Force, County Counsel has reviewed the population deviations from the target population proposed and believes that both Plan 1 and Plan 2 are responsive to the mandates contained in the Elections Code. As previously described, the primary goal of redistricting is to get the population in each of the five districts to be as close to 20% of the total county population as practicable, taking into account the statutorily recognized secondary considerations of topography, geography, cohesiveness, contiguity, integrity, compactness, and communities of interest. The California Supreme Court stated that in order for a reapportionment of the supervisorial districts in Santa Clara County – which also has Five Districts – to be entitled to a presumption of validity, the Court concluded that no district shall have more than 23% nor less than 17% of the overall population of the county, a range that the proposed plans are well within. (*Miller v Board of Supervisors of Santa Clara County*, 1965, 63 Cal. 2d. 343,350; see also *Wiltsie v. Board of Supervisors*, 1966, 65 Cal. 2d. 314, 317).

The Plans are also consistent with the Voting Rights Act, specifically Section 2, which prohibits minority vote dilution that weakens the voting strength of minorities or prevents minorities from a fair chance to elect candidates of their choice. County Counsel has determined that the proposed boundaries respect the representation of communities of interest. Of note, the Plans provide that all of the four cities in Santa Cruz County are represented by two Supervisors.

In addition to Plans 1 and 2, the Task Force and staff have received a proposal from a member of the public to revise the Supervisorial boundaries in the Second and Fourth Districts. A copy of that plan and our staff review is provided in the attachments that follow.

Maps and population summary reports demonstrating the shifts of Census Blocks and population for Plans 1 and 2 are also attached, and the maps and population summary reports have been placed on the County's website and on file with the Clerk of the Board.

Direction to Staff

Your Board directed that the Redistricting effort be conducted in a way that would provide each Supervisor and the public with the opportunity to suggest changes to Supervisorial District boundaries.

At this point, staff seeks public input and your review and comment on the proposed plans. The timeline discussed in the staff report on your Board's May 24, 2011 agenda established a target date of Tuesday, September 13th as the first of two public hearings to adopt a plan and for the first reading of the ordinance, and Tuesday, September 20th as the date for the second reading of the ordinance. This timeline allows for additional public hearings on October 4th or October 25th, if necessary. It is therefore RECOMMENDED that your Board take the following actions:

1. Accept and file this report on the Redistricting of Supervisorial boundaries;
2. Consider the proposed plans submitted;
3. Provide any direction as may be appropriate; and
4. Open today's Public Hearing and a period for public comment that would culminate in a first Public Hearing on September 13, 2011 and a second Public Hearing on September 20, 2011.

Very truly yours,



SUSAN A. MAURIELLO
County Administrative Officer

SAM/sp/h:/wp/redistricting 2010/pub hearing 8 23 11

Attachments

Copy to: Redistricting Task Force
County Clerk
County Counsel
Information Services Director
GIS Manager
Each City Clerk

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POPULATION DATA

PLAN 1 AND PLAN 2

Attachment: Population Data and Maps 1-6 with Detail

Census 2010 Baseline Data - Existing Boundaries

	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	18+	%18+	H18+	%H18+
District 1	49,049	9,441	19%	39,608	81%	39,572	81%	6,394	16%
District 2	50,173	12,022	24%	38,151	76%	39,785	79%	7,969	20%
District 3	54,427	10,200	19%	44,227	81%	47,157	87%	7,876	17%
District 4	58,954	46,948	80%	12,006	20%	40,509	69%	30,415	75%
District 5	49,779	5,481	11%	44,298	89%	39,941	80%	3,854	10%

Census 2010 Population Data - Plan 1

	Population	% of Total	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	18+	%18+	H18+	%H18+
District 1	53,144	20%	10,571	20%	42,573	80%	42,706	80%	7,149	17%
District 2	53,879	21%	17,019	32%	36,860	68%	41,878	78%	11,200	27%
District 3	52,627	20%	9,796	19%	42,831	81%	45,549	87%	7,560	17%
District 4	52,186	20%	41,086	79%	11,100	21%	35,936	69%	26,615	74%
District 5	50,546	19%	5,620	11%	44,926	89%	40,895	81%	3,984	10%

Census 2010 Population Data - Plan 2

	Population	% of Total	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	18+	%18+	H18+	%H18+
District 1	53,144	20%	10,571	20%	42,573	80%	42,706	80%	7,149	17%
District 2	53,879	21%	17,019	32%	36,860	68%	41,878	78%	11,200	27%
District 3	53,943	21%	10,018	19%	43,925	81%	46,860	87%	7,780	17%
District 4	52,186	20%	41,086	79%	11,100	21%	35,936	69%	26,615	74%
District 5	49,230	19%	5,398	11%	43,832	89%	39,584	80%	3,764	10%

2010 Total Population 262,382

Target Population 52,476

H = Hispanic Population

64

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MAP 1

SECOND AND FOURTH DISTRICT BOUNDARIES

DRAFT Map #1

District 2







Area moved from 4th
to 2nd District.
Population = 6,768

District 4

City of
Watsonville

Plan 1 - Green Valley Rd

Proposed change to Boundary of Supervisorial Districts 2 and 4

	Proposed Supervisorial District 2	 
	Proposed Supervisorial District 4	
	Existing County Supervisorial Districts	
	City Limits	

MAP 2

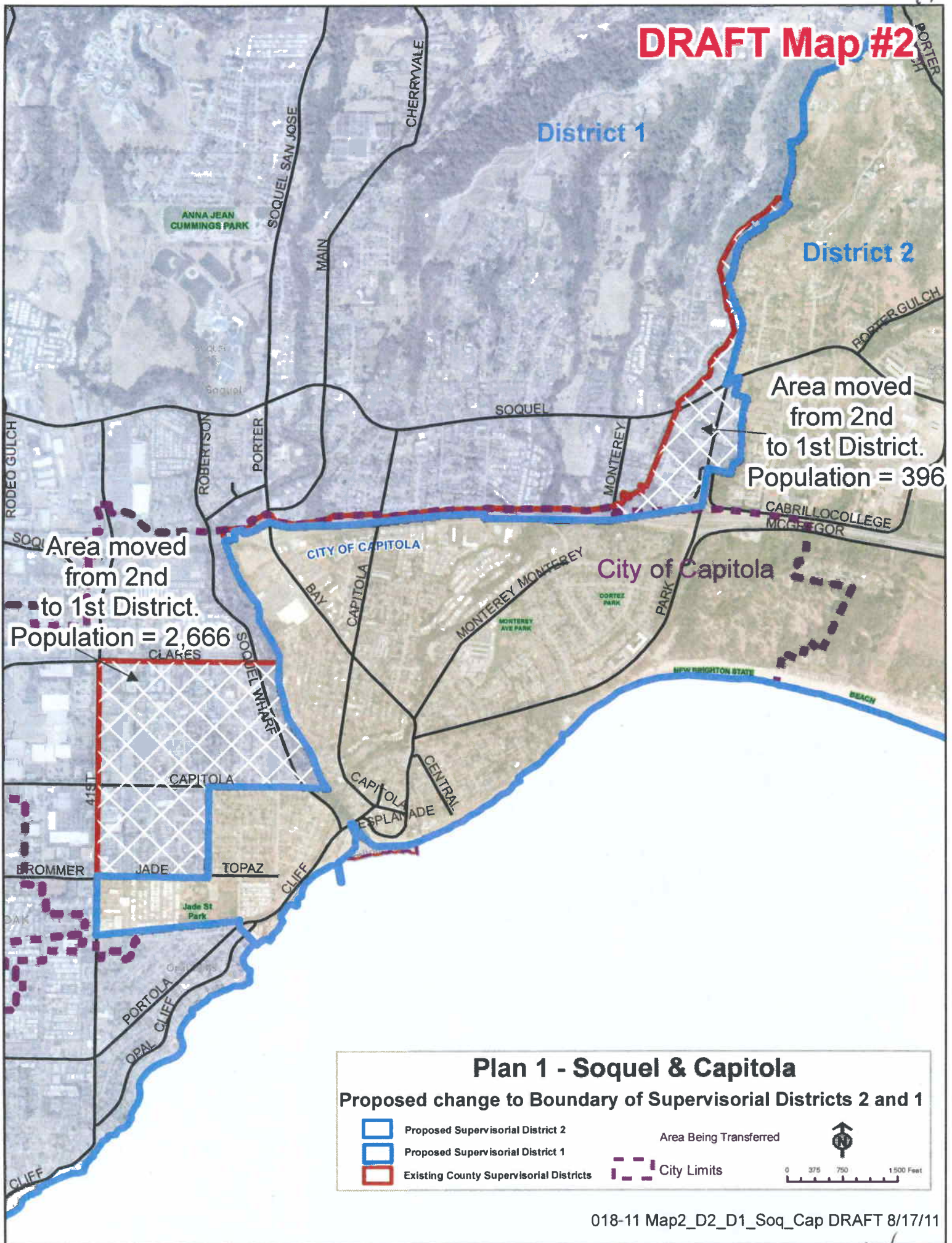
FIRST AND SECOND DISTRICT BOUNDARIES

Map 2 – Overview

Map 2A – Capitola Detail

Map 2B – Soquel Detail

DRAFT Map #2



DRAFT Map#2-A

Area moved
from 2nd
to 1st District.
Population 2,666

District 1

District 2

City of Capitola

Jade St
Park

Plan 1 - Capitola Detail

Proposed change to Boundary of Supervisorial Districts 2 and 1



Proposed Supervisorial District 2

Proposed Supervisorial District 1

Existing County Supervisorial Districts

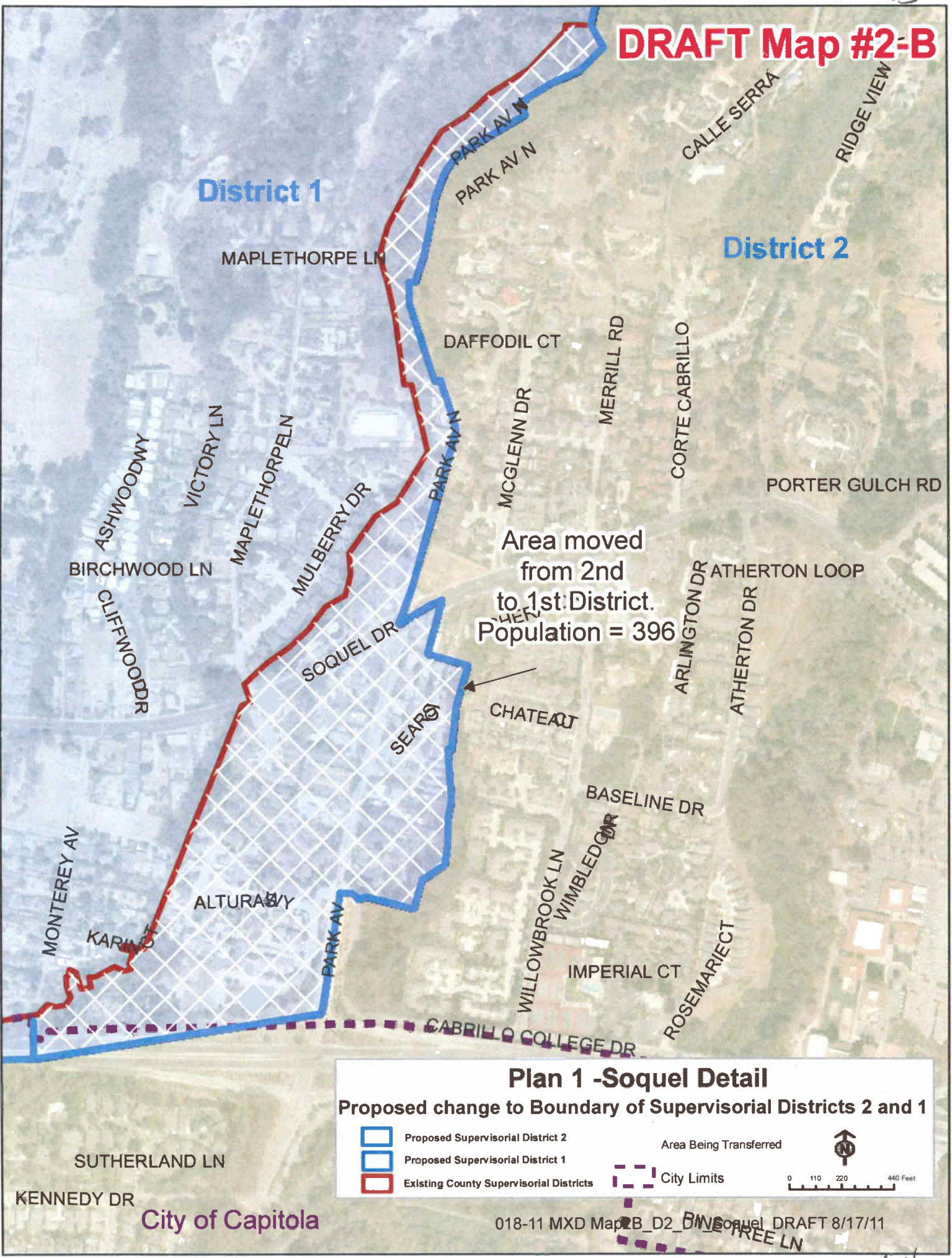
City Limits

Area Being Transferred



0 110 220 440 Feet

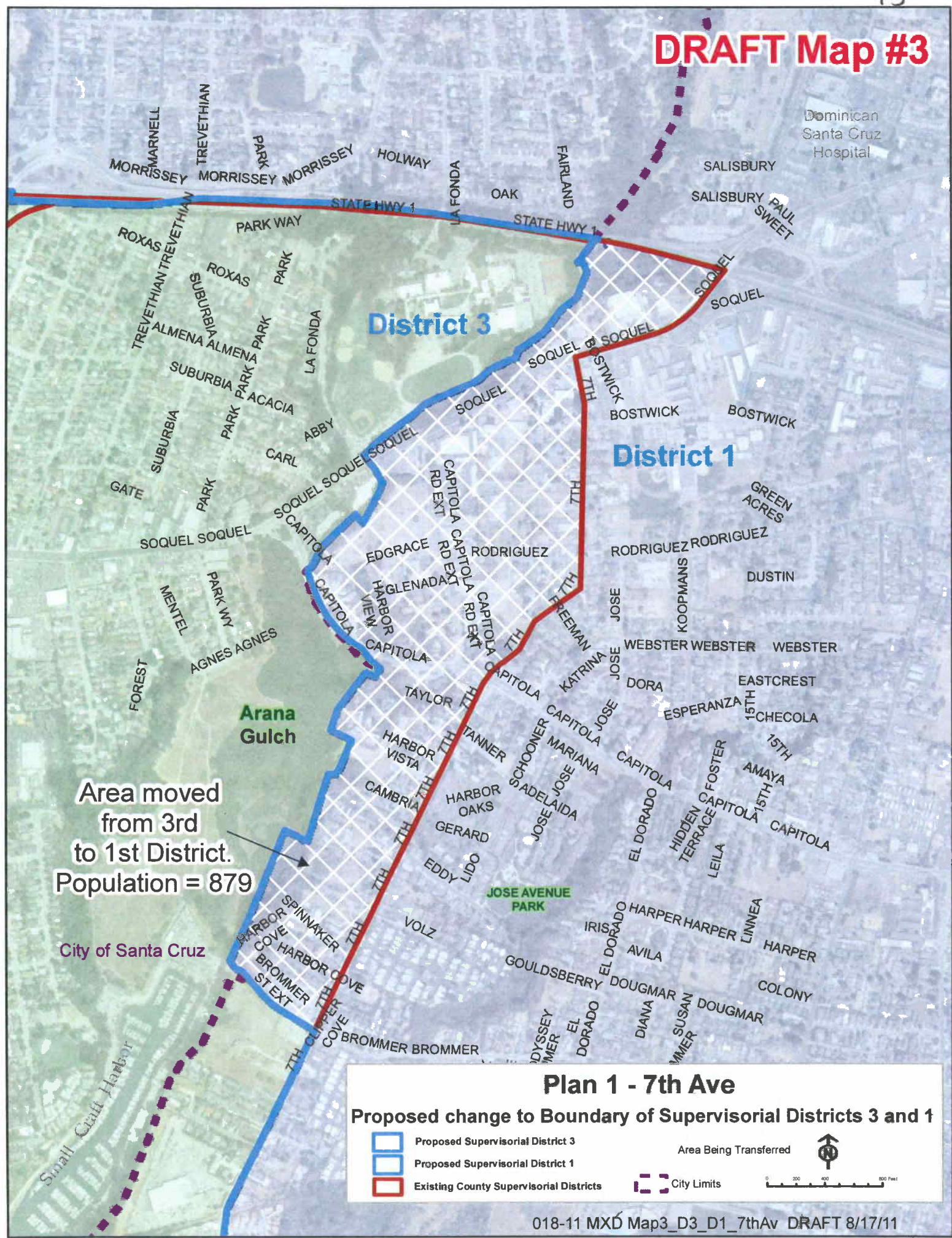
DRAFT Map #2-B



MAP 3

FIRST AND THIRD DISTRICT BOUNDARIES

DRAFT Map #3



MAP 4

FIRST AND FIFTH DISTRICT BOUNDARIES

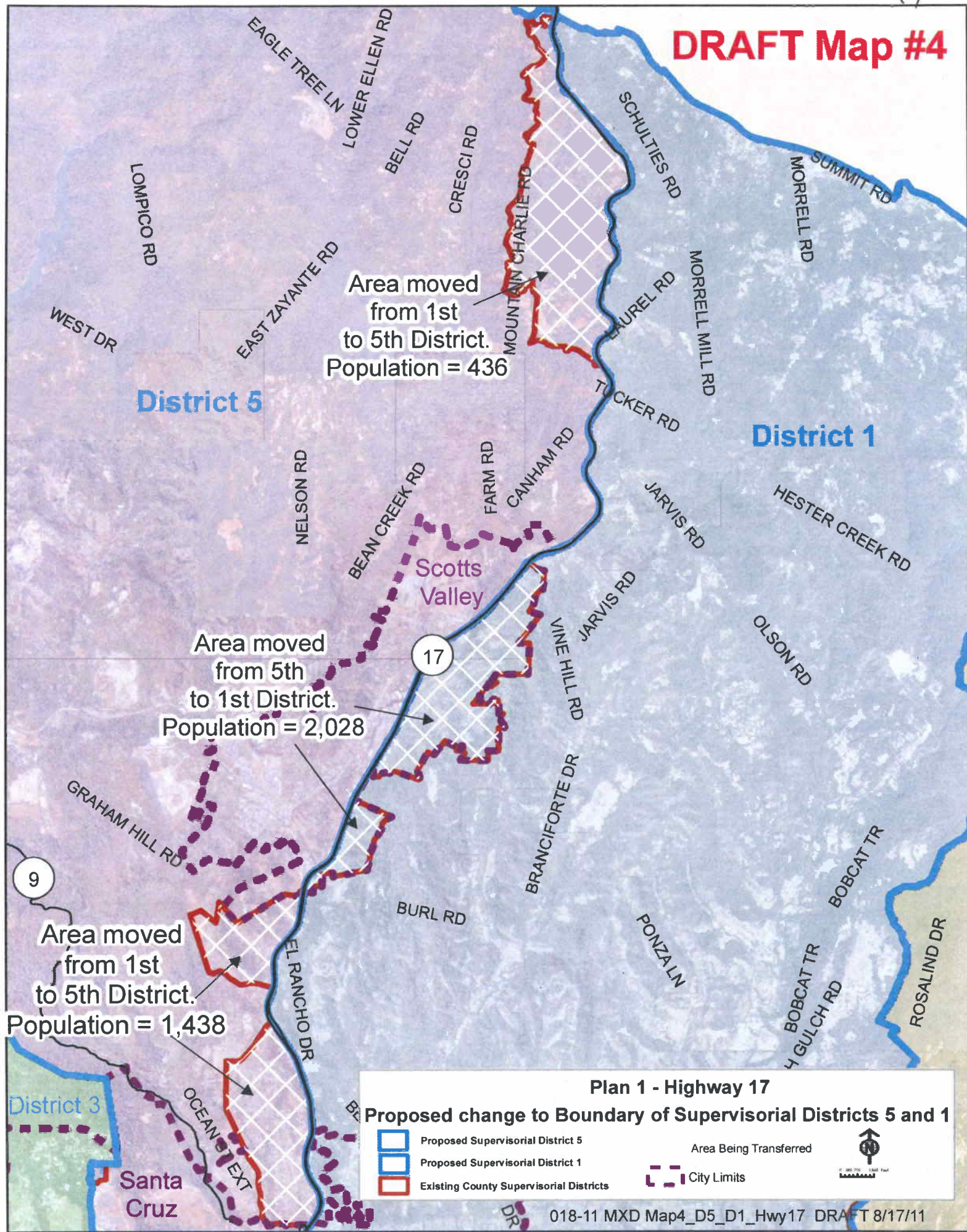
Map 4 – Overview

Map 4A – Mountain Charley Area Detail

Map 4B – Scotts Valley Detail

Map 4C – El Rancho Detail

DRAFT Map #4

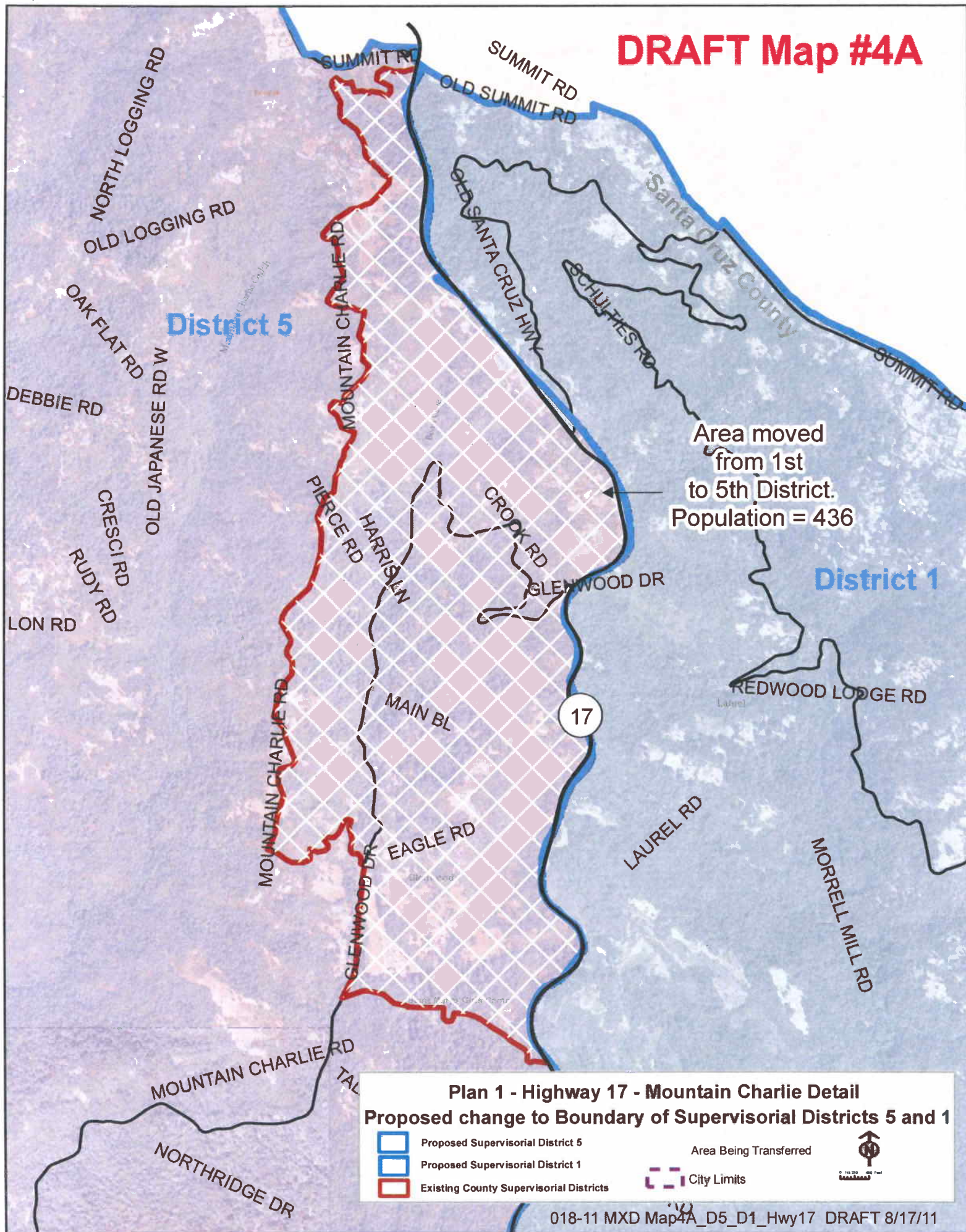


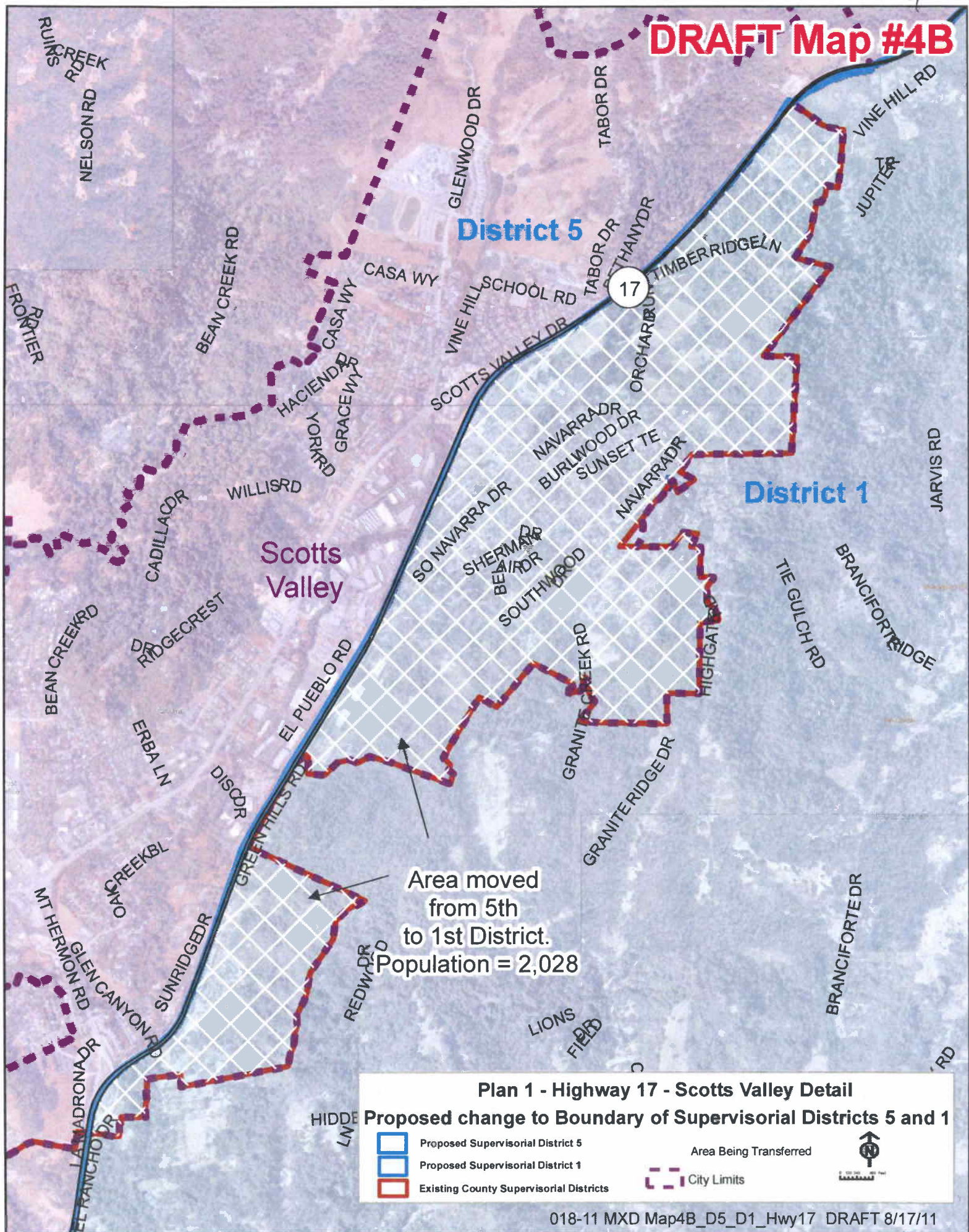
Plan 1 - Highway 17

Proposed change to Boundary of Supervisorial Districts 5 and 1

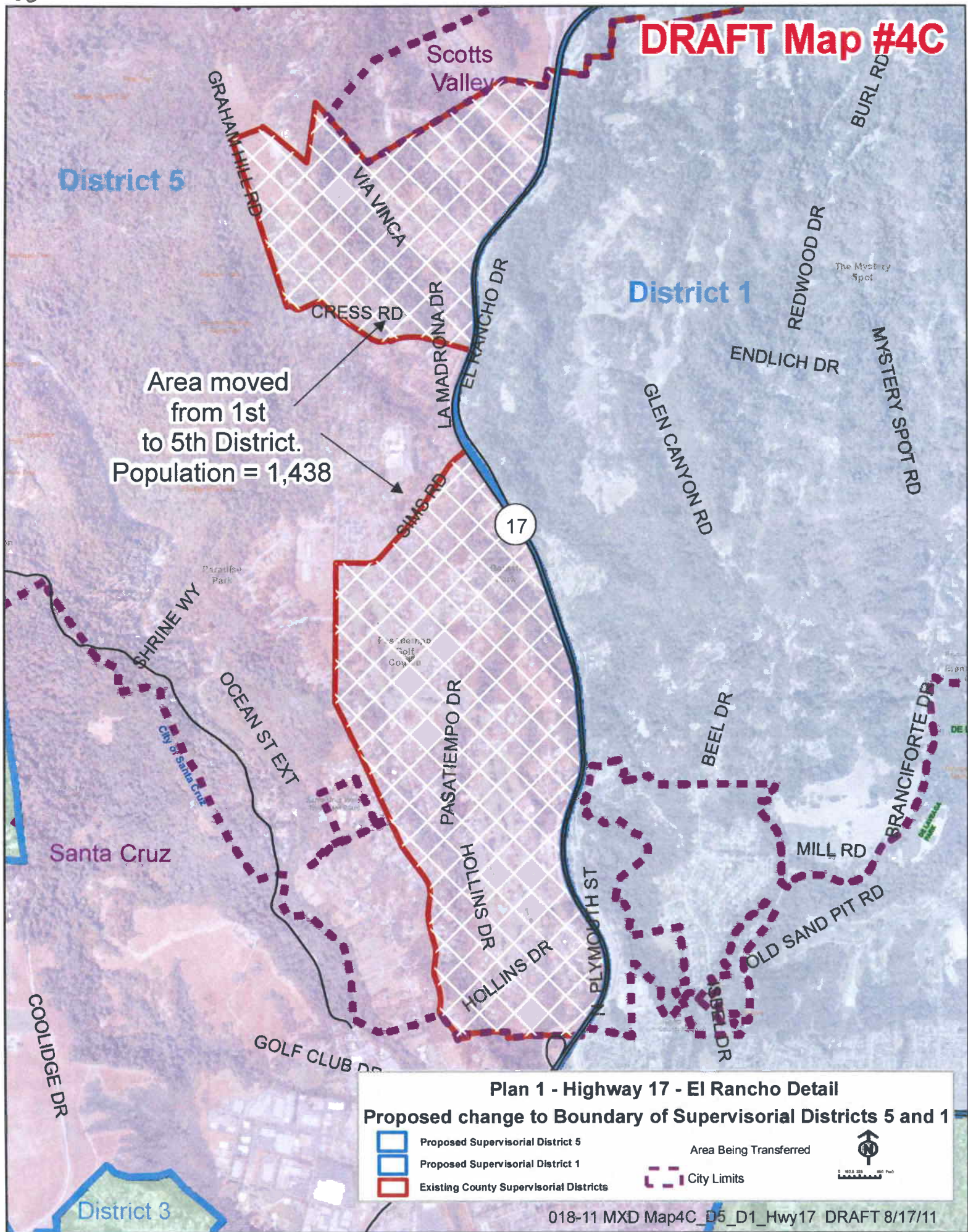
	Proposed Supervisorial District 5		Area Being Transferred	
	Proposed Supervisorial District 1		City Limits	
	Existing County Supervisorial Districts			

DRAFT Map #4A





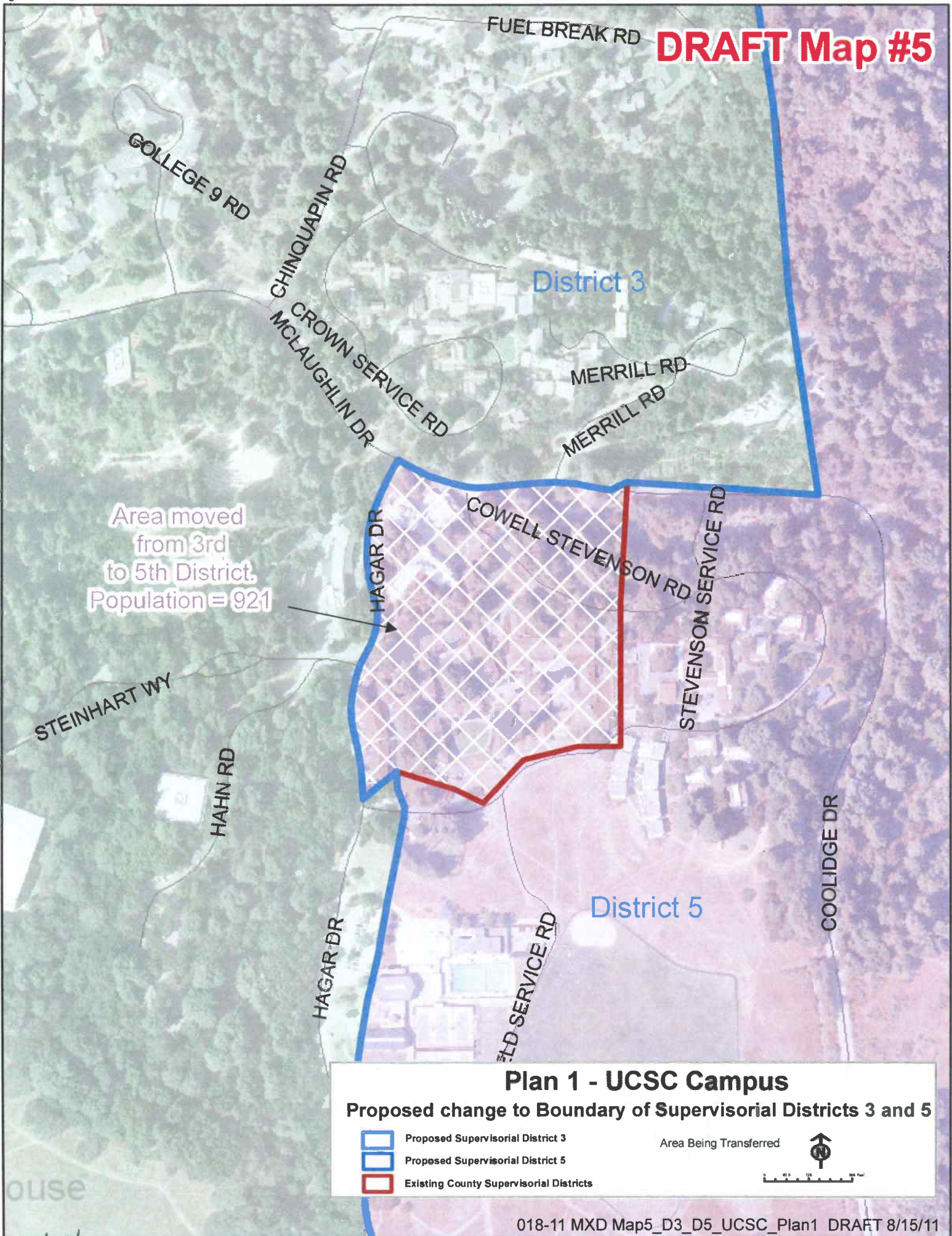
DRAFT Map #4C



MAP 5

THIRD AND FIFTH DISTRICT BOUNDARIES

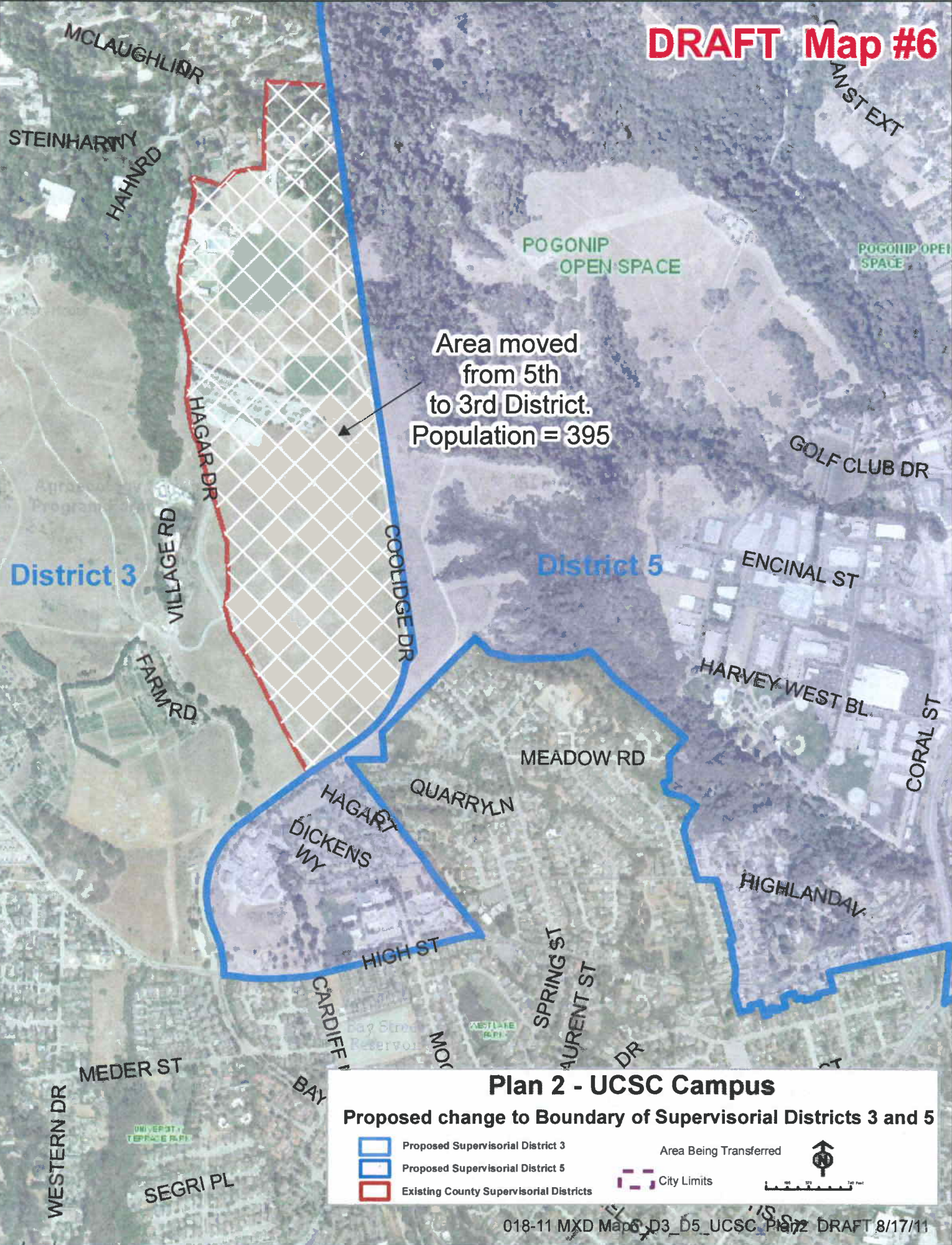
UCSC Plan 1



MAP 6

THIRD AND FIFTH DISTRICT BOUNDARIES

UCSC Plan 2



LETTER, STAFF REVIEW, POPULATION
DATA AND MAP
SECOND AND FOURTH DISTRICT BOUNDARIES

Submitted by D. Dodge

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August 8, 2011

2011 AUG 15 AM 10:54

Santa Cruz County Redistricting Task Force
County of Santa Cruz
701 Ocean Street, Rm. 520
Santa Cruz, CA 95060

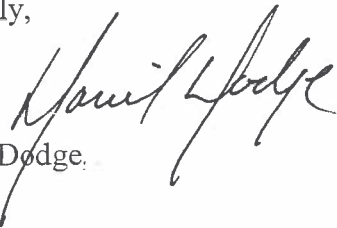
Members of the Redistricting Task Force:

I would like to submit a redistricting plan that would keep the City of Watsonville in one Supervisorial District. I believe that the City should remain whole as it is important for us to speak with one voice.

- Splitting the City of Watsonville into two supervisorial districts will dilute the voice and influence of the Watsonville community.
- The City of Watsonville is an important community of interest that should remain whole as it represents the residential and commercial center of the Pajaro Valley.
- The City of Watsonville has many unique urban issues and needs that will best be addressed if the City of Watsonville is kept whole in one Supervisorial District with the full attention of one County Supervisor.
- Splitting the City of Watsonville into two supervisorial districts may reduce the percentage of voting age Latinos in the 4th Supervisorial District.

I am submitting this plan as an individual. It does not necessarily reflect the opinions of the boards, commissions or agencies that I am affiliated with. Thank you for your consideration.

Sincerely,



Daniel Dodge

c: County Board of Supervisors
Susan Pearlman

Proposed Plan for the Fourth District – Member of the Public : Staff Summary

Daniel Dodge, a resident of the City of Watsonville and current Mayor, has submitted a plan for the Fourth District as a private citizen. For the purposes of this report, this plan has been titled Plan 3. It does not propose a county-wide solution; rather it addresses the Second and Fourth District boundaries only. Plan 3 proposes to include the Watsonville City Limits entirely in District Four, and therefore moves the population of the Census Blocks in the City Limits that are currently in the Second District to the Fourth District. In addition, it proposes to create a new boundary that would run along Holohan Road to Census Block boundaries and parcel lines west of College Lake in a northerly direction to Casserly Road, to a point where Casserly intersects with Mt. Madonna Road, then along the existing District boundary at Hazel Dell Road, where it meets Green Valley Road. The population in the Census Blocks in the area created by this new boundary would be moved from the Fourth District to the Second District. A table representing the population characteristics for the Fourth and Second District in Plan 3 follows.

District	Population	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	Pop Over 18	% Over 18	Hispanic Over 18	% Hisp. Over 18
Second	52,988	13,966	26%	39,022	74%	39,022	74%	9,235	24%
Fourth	56,139	45,004	80%	11,135	20%	38,552	51%	29,149	76%

The Redistricting Task Force and staff have reviewed this proposal, and it is not included in the recommended Redistricting Plans to your Board.

Attachment: Population Data and Map 7

Census 2010 Population Data - Plan 3

	Population	% of Total	Hispanic	% Hispanic	Non-Hispanic	% Non-Hispanic	18+	%18+	H18+	%H18+
District 2	52,988	20%	13,966	26%	39,022	74%	39,022	74%	9,235	24%
District 4	56,139	21%	45,004	80%	11,135	20%	38,552	69%	29,149	76%

2010 Total Population 262,382

Target Population 52,476

H = Hispanic Population

DRAFT Map #7

