



# Solano County

675 Texas Street  
Fairfield, California 94533  
www.solanocounty.com

## Agenda Submittal

<b>Agenda #:</b>	20	<b>Status:</b>	ATS Review
<b>Type:</b>	Ordinance	<b>Department:</b>	County Administrator
<b>File #:</b>	21-983	<b>Contact:</b>	Michelle Heppner, 784-6122
<b>Agenda date:</b>	12/07/2021	<b>Final Action:</b>	
<b>Title:</b>	Consider introducing an ordinance repealing Sections 1.4-11 to 1.4-15 of Solano County Code Chapter 1.4 and adding Sections 1.4-11 to 1.4-15 to Chapter 1.4 setting the boundaries of all the Supervisorial Districts in conformance with the FAIR MAPS Act for the 2021 Redistricting cycle		
<b>Governing body:</b>	Board of Supervisors		
<b>District:</b>	All		
<b>Attachments:</b>	A - Background on the Redistricting Project, B - Final Plan (Poster Layout) 11x17, C - Solano County Final Plan		

Date:	Ver.	Action By:	Action:	Result:
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Published Notice Required? Yes \_\_\_ No X  
 Public Hearing Required? Yes \_\_\_ No X

### DEPARTMENTAL RECOMMENDATION:

It is recommended that the Board of Supervisors:

1. Waive reading of the proposed Ordinance and read by title only (majority vote); and
2. Consider introducing an ordinance repealing Sections 1.4-11 to 1.4-15 of Solano County Code Chapter 1.4 and adding Sections 1.4-11 to 1.4-15 to Chapter 1.4 setting the boundaries of all the Supervisorial Districts in conformance with the FAIR MAPS Act for the 2021 Redistricting cycle.

### SUMMARY:

On November 17, 2021, at their special Board meeting, the Board conducted a second public hearing to review three revised Draft Supervisorial Redistricting Map Alternatives (Draft Plan A2, Draft Plan A3, and Draft Plan A4) prepared by the County’s Consultant, Redistricting Partners. The Board also reviewed ten maps submitted by the public via the County’s redistricting website. The consultant was available to draw live maps during the public hearing and following a discussion on keeping Air Base Parkway as a clear boundary line between Districts 3 and 5, the Board came to consensus on the Final Plan which maintains the entire length of Air Base Parkway as that boundary. The Final Plan also restores a portion of Suisun City, west of Walters Road back into District 5. The Board directed staff to proceed with the proposed Final Plan and introduce an ordinance to establish the new supervisorial district boundaries which will remain in place through the next redistricting cycle in 2031. Based on the process and timeline the adoption of the Ordinance is required by December 14, 2021 Board meeting to meet the December 15, 2021 FAIR MAPS Act deadline to approve new boundary lines. A full recap of the redistricting project to date is contained in Attachment A of this staff report

including the public process and work performed by the Redistricting Advisory Committee.

Details on the Redistricting Plan and alternatives considered by the Board in the public process can be found at the Solano County Redistricting Website at [<https://redistricting.solanocounty.com/>](https://redistricting.solanocounty.com/).

### **FINANCIAL IMPACT:**

The cost of the redistricting project and consultant costs are included in the County Administrator's FY2021/22 adopted budget.

### **DISCUSSION:**

Federal and state law requires counties to undergo an adjustment to their supervisorial district boundaries to reflect the outcome of each federal decennial census. In the past decades, state law provided general guidance on the redistricting process. The passage of the Fair And Inclusive Redistricting for Municipalities And Political Subdivisions (FAIR MAPS) Act in 2019 with subsequent updates in 2020 to California State Elections Code 21500 (c)(1)-(5), the law now requires specific factors to be addressed when drawing new supervisorial district boundaries which include, in order of priority:

- Must be geographically contiguous;
- Must ensure the geographic integrity of neighborhoods or "communities of interest";
- To the extent possible, must limit the division of cities;
- Must have easily identifiable boundaries;
- Be geographically compact; and
- Neither favor nor discriminate against a political party or candidate.

Redistricting Partners utilized these factors as they began drawing proposed maps and alternatives in addition to ensuring the maximum deviance of 10% as required by State law calculated as the difference between the supervisorial districts with the highest and lowest population. This criterion has been preserved in the Final Plan.

On September 20, 2021, the final California Census population dataset by the Statewide Database at UC Berkeley was released with the reallocated state prison population data, making this the final dataset that cities and counties must use to comply with the FAIR MAPS Act.

The data released shows the total population for Solano County to be 447,857 which equates to an ideal population for each district to be 89,571. In reviewing the census data for each of the existing districts, a deviation of 14.2% above the 10% maximum required by State law. District 4 has the lowest population at 82,397 (-8.0% deviation) and District 5 has the highest population at 95,112 (6.2% deviation), added together makes the total deviation 14.2%. Districts 1, 2 and 3's populations are 91,020 (1.6% deviation), 90,452 (1.0% deviation), and 88,883 (-0.8% deviation) respectively. At minimum, adjustments were identified as being necessary to the District 4 and 5 boundaries to address this population deviance and bring them closer to the ideal population of 89,571. In the process, potential other district boundaries were also identified as part of re-balancing populations, reflecting Communities of Interest and other public input received.

On November 2, 2021, the Board conducted a public hearing to review three Draft Supervisorial Redistricting Map Alternatives (Draft Plan A, Draft Plan B, and Draft Plan C) prepared by the County's Consultant, Redistricting Partners. The Board also had an opportunity to review the eight maps submitted by the public through the County's redistricting website. The majority of the Board members provided positive comments towards Plan A which provided the least amount of boundary adjustments but also expressed support for

some aspects of Plan B which incorporated the entire City of Suisun City into District 3. The Board also considered a Plan C which involved more significant adjustments to the current district boundary lines. In addition, the Board reviewed eight maps submitted by community members through the County's redistricting website using the online DistrictR mapping tool.

On November 17, at their special Board meeting, the Board conducted a second public hearing to review three revised Draft Supervisorial Redistricting Map Alternatives (Draft Plan A2, Draft Plan A3, and Draft Plan A4) prepared by the County's Consultant, Redistricting Partners. The Board also reviewed ten maps submitted by the public via the County's redistricting website. This includes the original eight reviewed at their November 2, 2021 Board meeting and an additional two submitted thereafter. The consultant was available to draw live maps during the public hearing and following a discussion on keeping Air Base Parkway as a distinctive delineator, the Board came to consensus on the Final Plan contained in Attachment B and C of this staff report. Key adjustments were made to maintain all of Air Base Parkway as a district divider and the inclusion of a small portion of Suisun City east of Walters Road in District 5 to balance out the population distribution to stay below the required 10% deviation threshold. The Board directed staff to bring the proposed Final Plan and introduce an ordinance to approve it as the new supervisorial district lines. Final adoption of the ordinance for the redistricting map is required by December 14, 2021 Board meeting to meet the December 15, 2021 FAIR MAPS Act deadline to approve new boundary lines.

The legal descriptions for the five supervisorial districts were prepared by the Department of Resource Management, based upon the Final Plan map and incorporated into the proposed Ordinance (Attachment D).

From the attached draft redistricting plan, staff has created a Poster Map (Attachments C) for more detailed review. The consultant's Draft Redistricting Plan is contained in Attachment D. The Poster Map and Draft Redistricting Plan, along with an interactive map are also available online at the County's redistricting website at the following link:

[<https://redistricting.solanocounty.com/proposed-boundaries/>](https://redistricting.solanocounty.com/proposed-boundaries/)

Below is a synopsis of the Final Plan:

Final Plan (Total Deviation 6.7%) - Attachment B and C

This plan makes slight changes to Draft Plan A2 by restoring a portion of Suisun City, east of Walters Road back into District 5 and restores the entirety of Air Base Parkway as the boundary between District 3 and District 5 in Fairfield. This plan results in a 6.7% total deviation between the largest district (District 3) and the smallest district (District 5).

Final Plan results in total population, population variance and deviation percentages as follows:

- District 1 - 91,020 / 1,449 / 1.6% Deviation
- District 2 - 90,541 / 970 / 1.1% Deviation
- District 3 - 91,266 / 1,694 / 1.9% Deviation
- District 4 - 89,788 / 217 / 0.2% Deviation
- District 5 - 85,242 / -4,329 / -4.8% Deviation

**ALTERNATIVE ACTIONS:**

The Board could reject the introduction of the proposed ordinance, but such action would prevent the Registrar of Voters from completing the process of redrawing precinct boundaries in advance of future elections.

**OTHER AGENCY INVOLVEMENT:**

The redistricting process is guided by data released by the United States Census Bureau.

**CAO RECOMMENDATION:**

APPROVE DEPARTMENTAL RECOMMENDATION



## **Solano County Board of Supervisors Redistricting Process**

### **Background of the Redistricting Project to Date**

Following each federal decennial census, and using that census as a basis, the board is required to adjust the boundaries of any or all of the supervisorial districts of the county so that the supervisorial districts are substantially equal in population as required by the United States Constitution. For the purposes of redistricting beginning this cycle, the County's population includes only incarcerated persons whose last known place of residence was in the County. The County's population will not include persons incarcerated within the County except those whose last known residence was also in the County. The Board must adopt an ordinance or pass a resolution adopting updated supervisorial districts no later than December 15, 2021 which means that the process must be complete and new maps presented to the Board for adoption in early December in order to meet the deadline.

On February 2, 2021, the Board received a presentation by County Counsel on the new Fair And Inclusive Redistricting for Municipalities And Political Subdivisions (FAIR MAPS) Act of 2019 and subsequent updates in 2020 to the State law which amended [California Elections Code \(ELEC § 21500\(c\)\)](#). In the past decades, state law provided general guidance on the redistricting process. The new law now requires specific factors to be addressed when drawing new supervisorial district boundaries which include, in order of priority:

1. To the extent practicable, districts must be geographically contiguous;
2. To the extent practicable, districts must maintain the geographic integrity of neighborhoods and "communities of interest" (COI) which are defined as "populations that share common social or economic interests and should be included within a single supervisorial district for purposes of its effective and fair representation";
3. To the extent practicable, districts must minimize division of cities or census designated places;
4. Boundaries must be easily identifiable and, if possible, bound by natural/artificial barriers; and
5. To the extent practicable, and where it does not conflict with the preceding criteria, districts shall be drawn to encourage geographical compactness.
6. Shall neither favor nor discriminate against a political party or candidate.

On March 9, 2021, the Board received an update on the 2020 Census data and by Resolution No. 2021-40, the Board established the Supervisorial Redistricting Advisory Committee (RAC21) composed of residents of the County as allowed by California Elections Code section 23001. The Committee was formed to assist the Board in conducting public outreach to identify Communities of Interest (COI) within the County. The Board had discretion as to how to appoint members to the Committee so long as no members were elected County officials, or family, staff, or paid campaign staff of elected County officials. The Board decided that the Committee would be comprised of 15 members and that each County Supervisor would appoint three (3) members including at least one (1) member residing in an unincorporated part of the County.

On April 23, 2021, a new website was deployed to publish critical information for the redistricting process, advertise community meeting dates, share outcomes from the variety of meetings held, and act as the central hub for opportunities to interact with the redistricting process. The County's redistricting website can be accessed at <https://redistricting.solanocounty.com/>.

On April 27, 2021, the Board received a Redistricting Update on the redistricting project including and introduction to the County's consultant, Redistricting Partners and the newly developed Redistricting Website. The Board was also advised of legislation that was circulating in the California Legislature regarding potential changes to deadlines for completing the redistricting cycle. The Board also approved the roles and responsibilities of the RAC 21 and directed the

RAC21 to perform outreach activities to help identify COI's and report their findings to the Board in the Fall. Communities of interest (COI) are defined as "populations that share common social or economic interests and should be included within a single supervisorial district for purposes of its effective and fair representation". County staff was directed to assist the Committee in conducting ten (10) public hearings, two (2) in each district, between June and August 2021 to gather COI testimony.

On May 11, 2021, the Board received a Redistricting Update, appointed most of the members to the RAC21. The Board also adopted a Work Plan for the Committee which scheduled trainings and the ten (10) outreach meetings on Wednesday evenings and Saturday mornings between June 23, 2021 and August 28, 2021. The adopted Work Plan also called for the Committee members to receive training on the public meeting rules included in the Brown Act (Chapter 9 of Part 1 of Division 2 of Title 5 of the California Government Code) on May 20, 2021.

On May 20, 2021, the RAC21 met for the first time and County Counsel, provided training to the RAC21 highlighting the Committee's obligation to ensure transparency during the fact-finding portion of the redistricting process. The presentation included instructions regarding meeting notices, agendas, and public accessibility. The training was conducted remotely rather than in person as allowed by the California Governor's Executive Orders N-29-20 issued March 17, 2020 and N-08-21 issued June 11, 2021.

On June 3, 2021, Redistricting Partners Inc., the County's consultant for the redistricting project provided training to the RAC21. He provided an overview of the principles from the Fair Maps Act and the Voting Rights Act. The training covered the following topics:

1. What is Redistricting?
2. State Fair Maps Act and Federal Voting Right Act
3. What is Gerrymandering?
4. Traditional Redistricting Principles
5. Communities of Interest
6. Census Data and overview of timeline for release
7. Overview of the RAC21 timeline

June 23, 2021 to July 21, 2021, the RAC21, in conjunction with Redistricting Partners, and County staff conducted virtual community outreach meetings on Wednesday evenings from 6 p.m. using the Zoom platform.

#### **Redistricting Outreach Meetings - Virtual**

<b>Supervisorial District</b>	<b>Date</b>	<b>Attendees</b>	<b>RAC21</b>	<b>Consultant</b>
District 1	June 30, 2021	7	5	3
District 2	June 23, 2021	14	6	3
District 3	July 7, 2021	13	4	2
District 4	July 14, 2021	6	4	2
District 5	July 21, 2021	11	4	2

July 31, 2021 to August 28, 2021, the RAC21, in conjunction with Redistricting Partners, and County staff, the second five (5) public hearings were conducted in-person. Due to the unavailability of venues throughout the county, County facilities were used with the exception of the Elmira Firehouse.

In-person meetings were held at the following facilities:

District 1 - Vallejo County Library  
 District 2 - Cordelia County Library  
 District 3 - County Events Center  
 District 4 - Vacaville Town Library  
 District 5 - Elmira Fire Station #65

### Redistricting Outreach Meetings - In-person

Supervisory District	Date	Attendees	RAC21	Consultant
District 1	July 31, 2021	4	5	2
District 2	August 7, 2021	9	3	2
District 3	August 14, 2021	7	4	1
District 4	August 21, 2021	4	4	1
District 5	August 28, 2021	7	4	1

On October 5, 2021, the Board received a Communities of Interest Report by the RAC21. The COI report considered all the feedback received at the ten outreach meetings and was presented by district. The RAC21 COI report can be accessed at this link:

<https://redistricting.solanocounty.com/meetings/rac21-report-to-the-board/#/tab-agenda-packet>

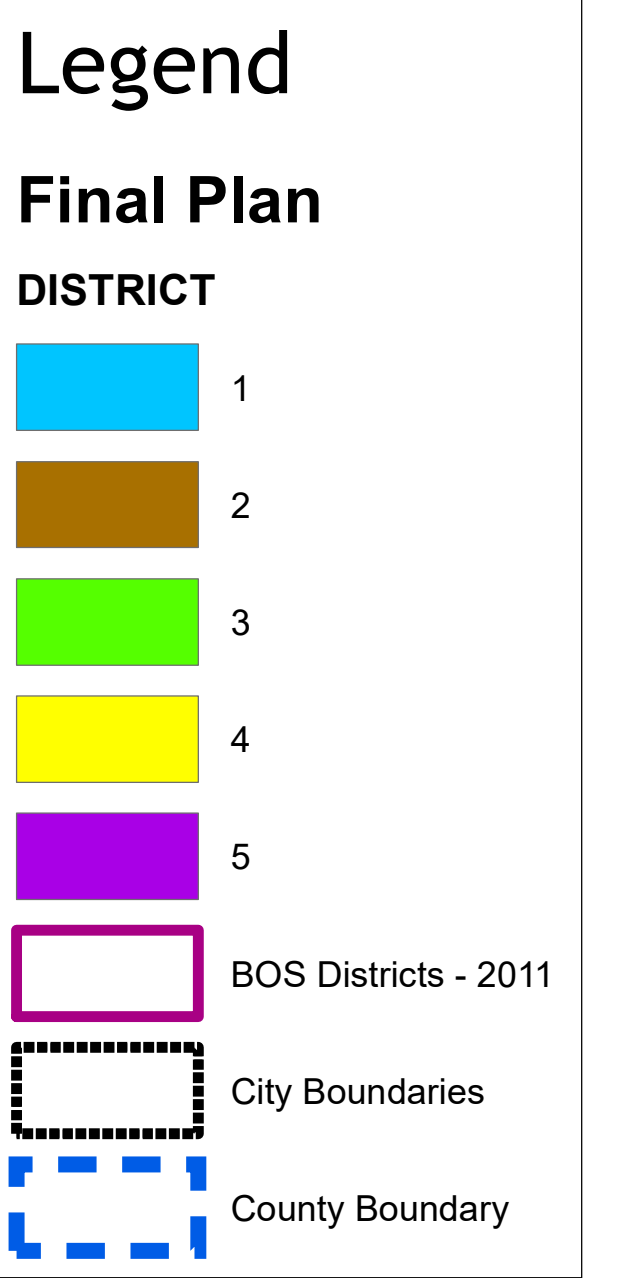
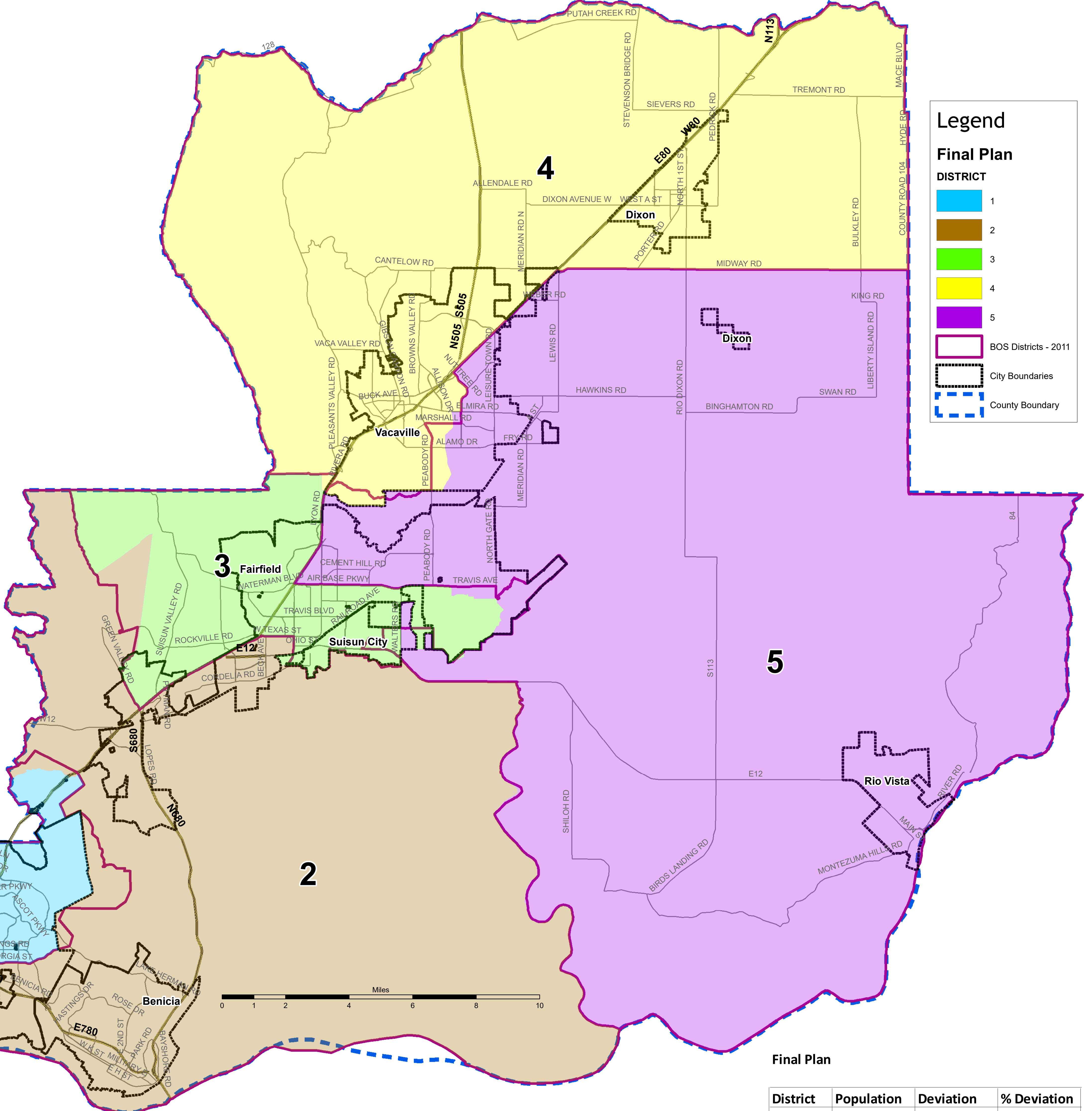
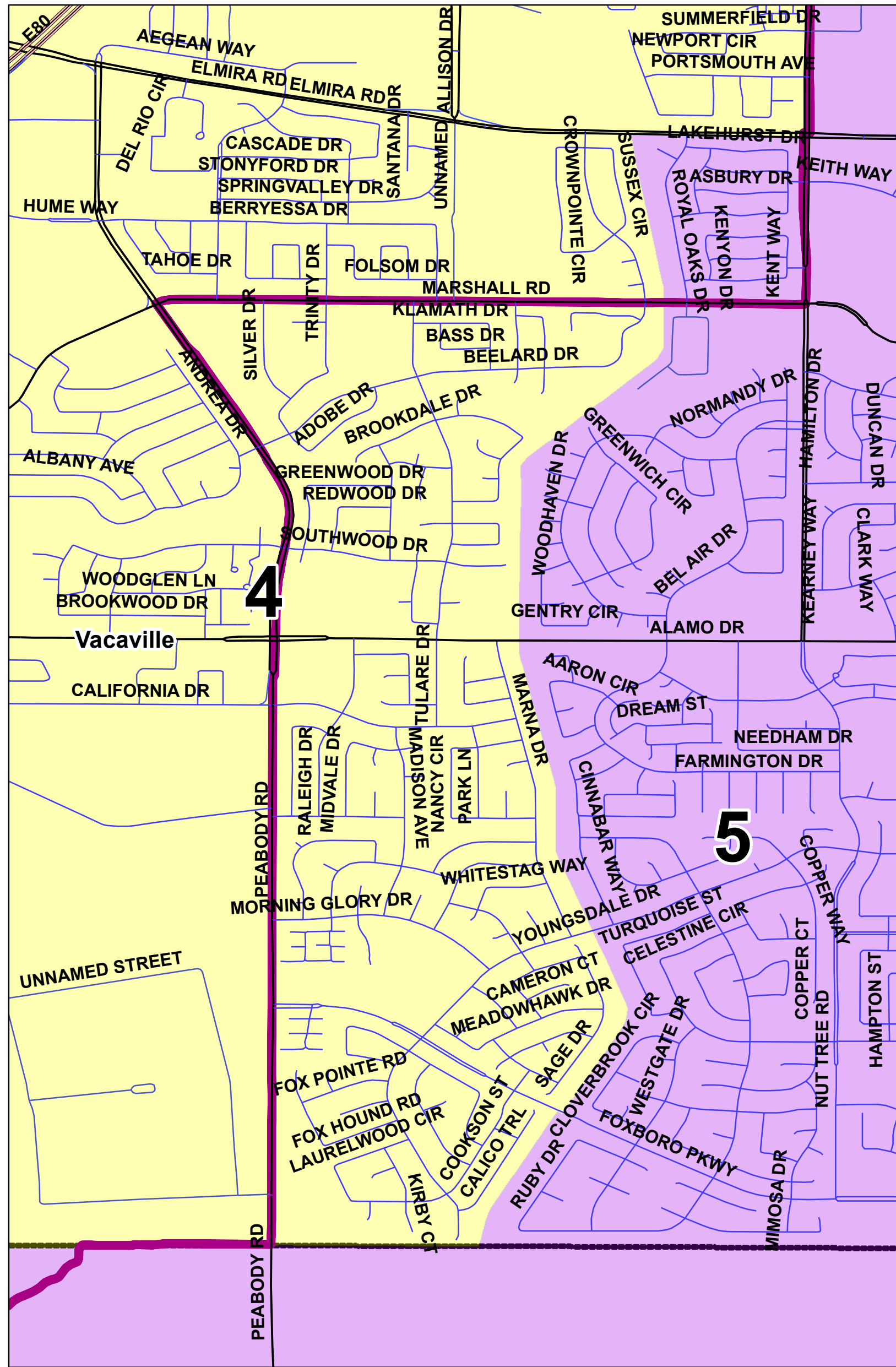
On November 2, 2021, the Board reviewed three Draft Supervisory Redistricting Map Alternatives (Draft Plan A, Draft Plan B, and Draft Plan C) prepared by the County's Consultant, Redistricting Partners. The Board also had an opportunity to review the eight maps submitted by the public via the County's redistricting website. The majority of the Board leaned towards Plan A which provided the least amount of boundary adjustments but also liked some aspects of Plan B which incorporated the entire City of Suisun City into District 3. The Board directed staff to bring back revised maps to their special night meeting scheduled for November 17, 2021 at 6 p.m.

On November 17, 2021, at their special Board of Supervisors meeting, the Board conducted a second public hearing to review three revised Draft Supervisory Redistricting Map Alternatives (Draft Plan A2, Draft Plan A3, and Draft Plan A4) prepared by the County's Consultant, Redistricting Partners. The Board also had an opportunity to review ten maps submitted by the public via the County's redistricting website. The consultant was available to draw live maps during the public hearing and following a discussion on keeping Air Base Parkway as a distinctive delineator, the Board came to consensus on Plan A5 which restores Air Base Parkway as a definitive divider between Districts 3 and 5. Plan A5 also restores a portion of Suisun City, west of Walters Road back into District 5.



Final Plan - 11/17/2021

## Vacaville



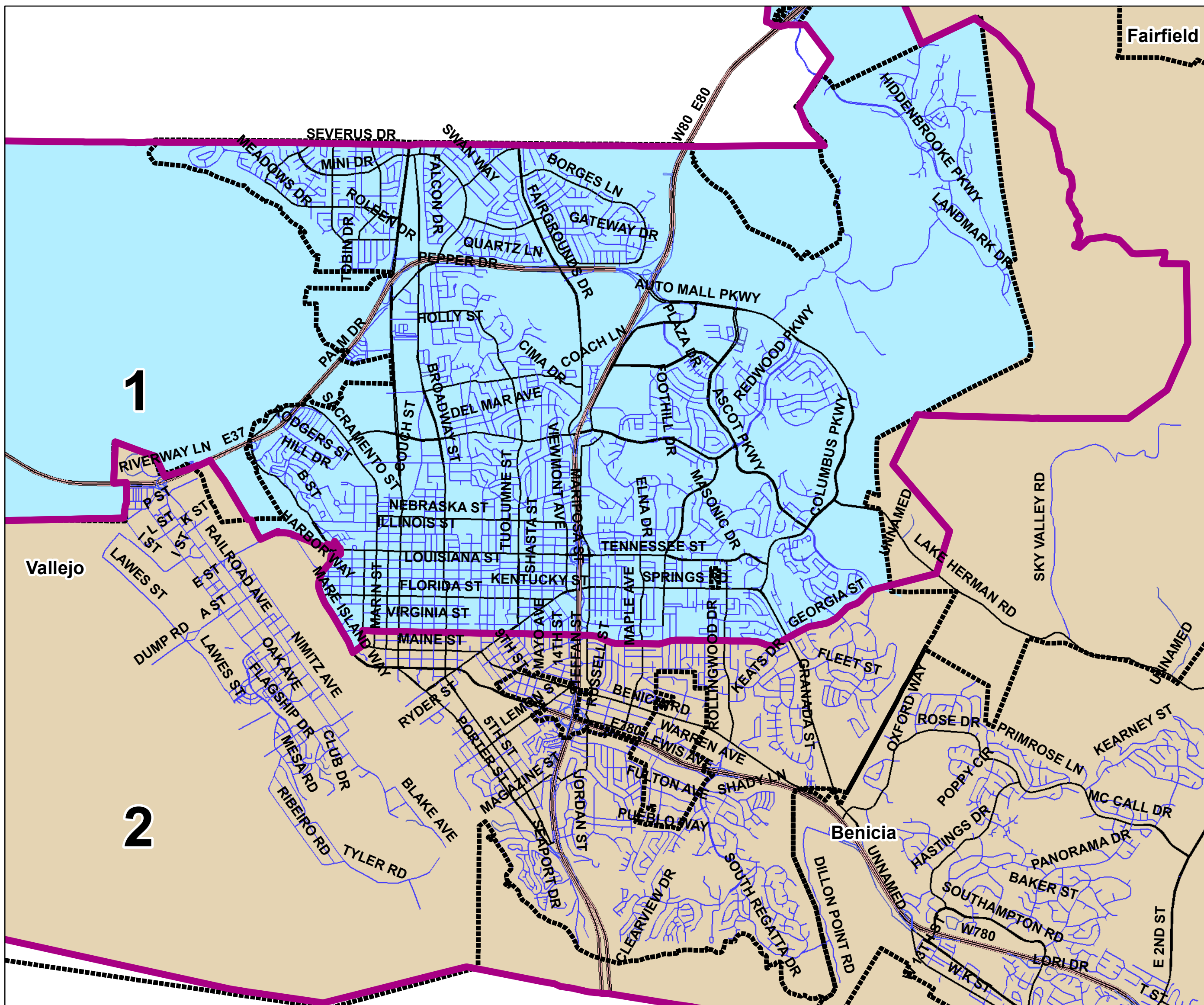
Final Plan

District	Population	Deviation	% Deviation
District 1	91,020	1,449	1.6%
District 2	90,541	970	1.1%
District 3	91,266	1,694	1.9%
District 4	89,788	217	0.2%
District 5	85,242	-4,329	-4.8%
Total % Deviation			6.7%

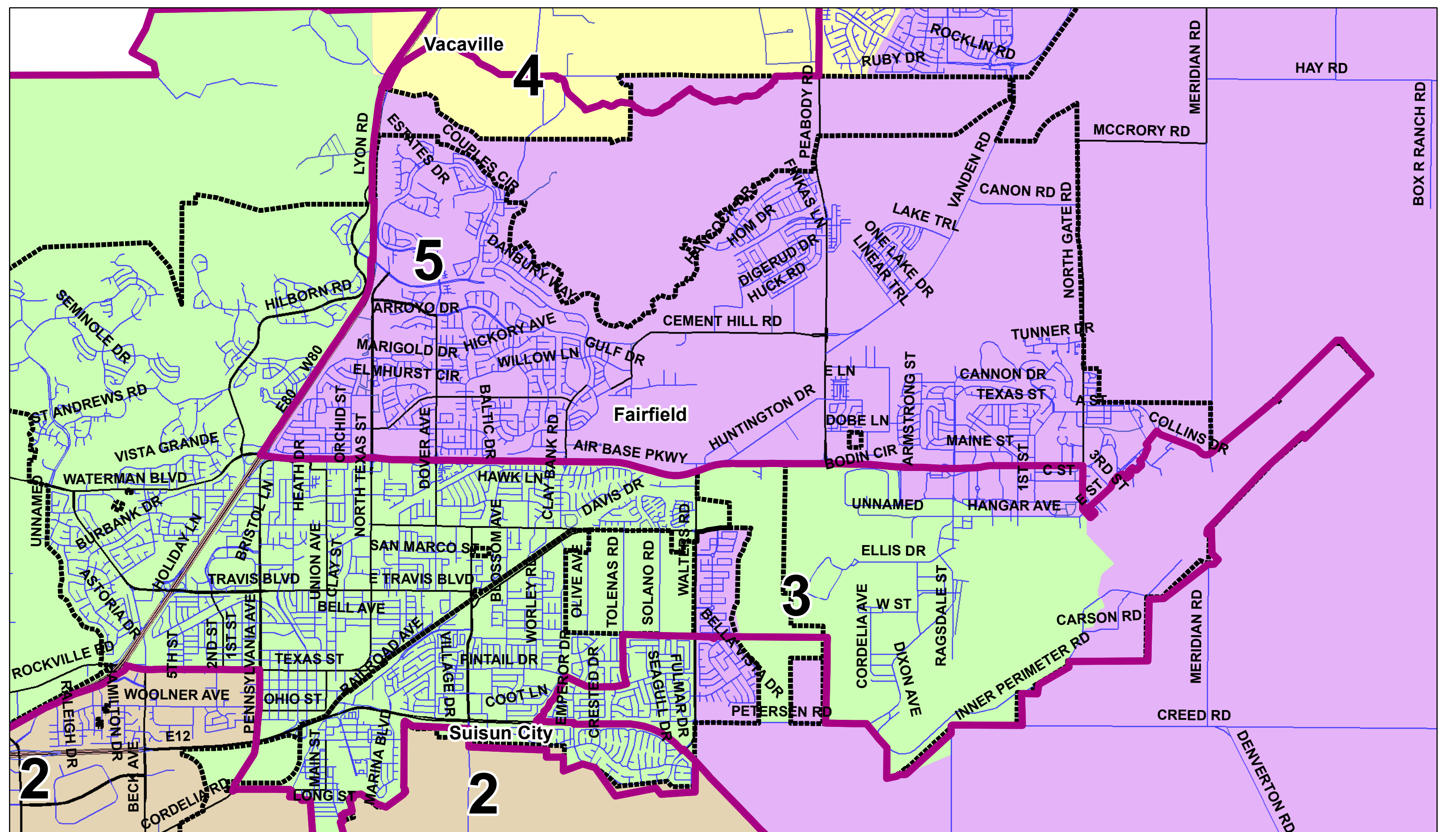
An online version of the draft redistricting maps for the 12/7/2021 BOS meeting can be found at

<https://redistricting.solanocounty.com/proposed-boundaries/>

## Vallejo

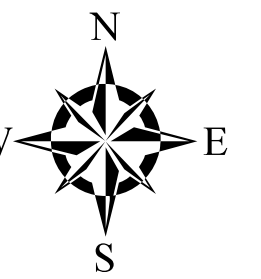


## Fairfield/Suisun City/Travis AFB

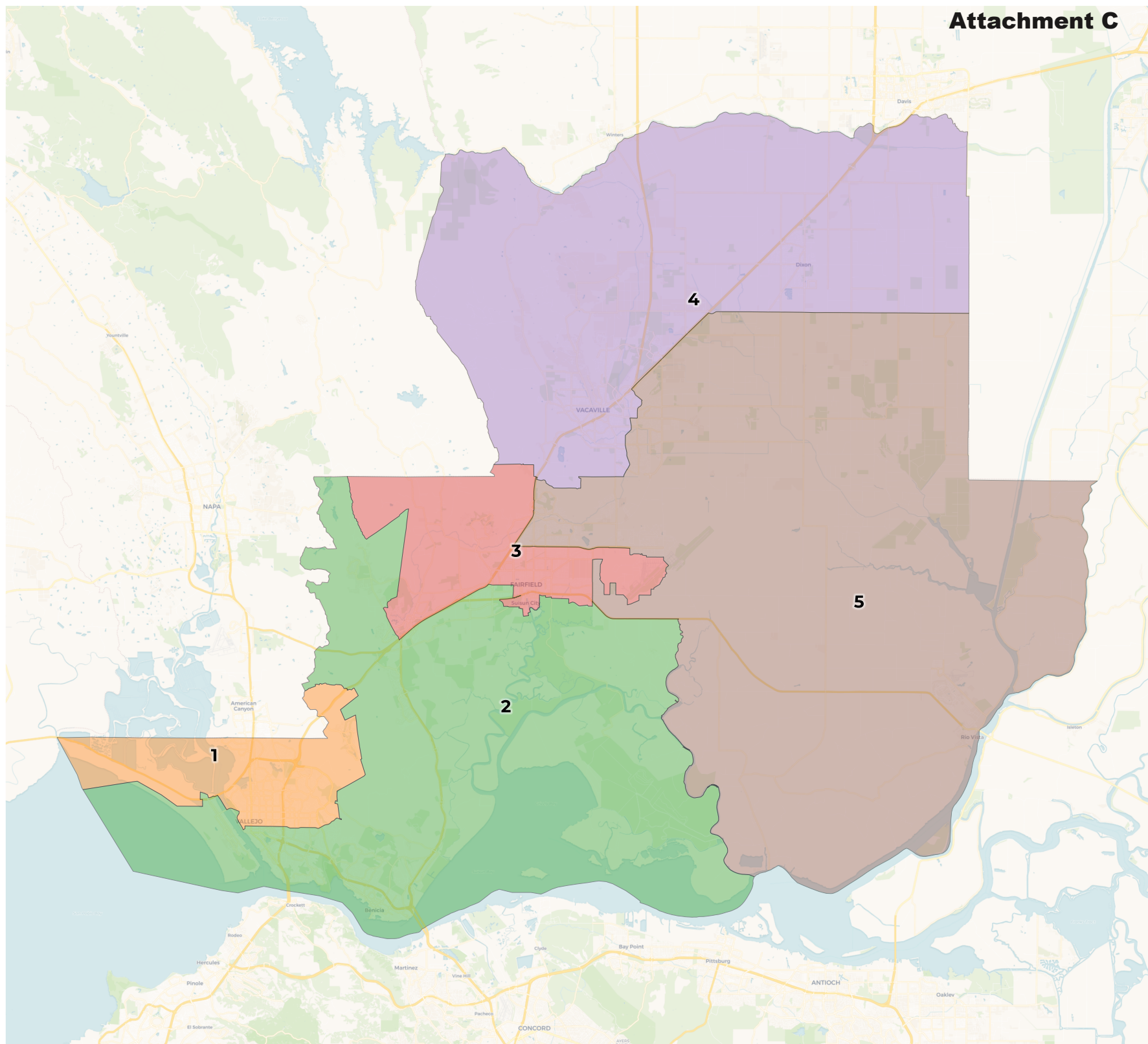


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 AzurePRJ 113 11/19/2021

Disclaimer: This map was made using Solano County GIS files with varying degrees of scale, accuracy, precision, currentness, and alignment and therefore cannot be used for situations requiring survey grade measurement or legal boundary determination. Solano County disclaims liability for any loss that may result from the use of this map. User acknowledges data limitations and accepts responsibility for map based judgments.





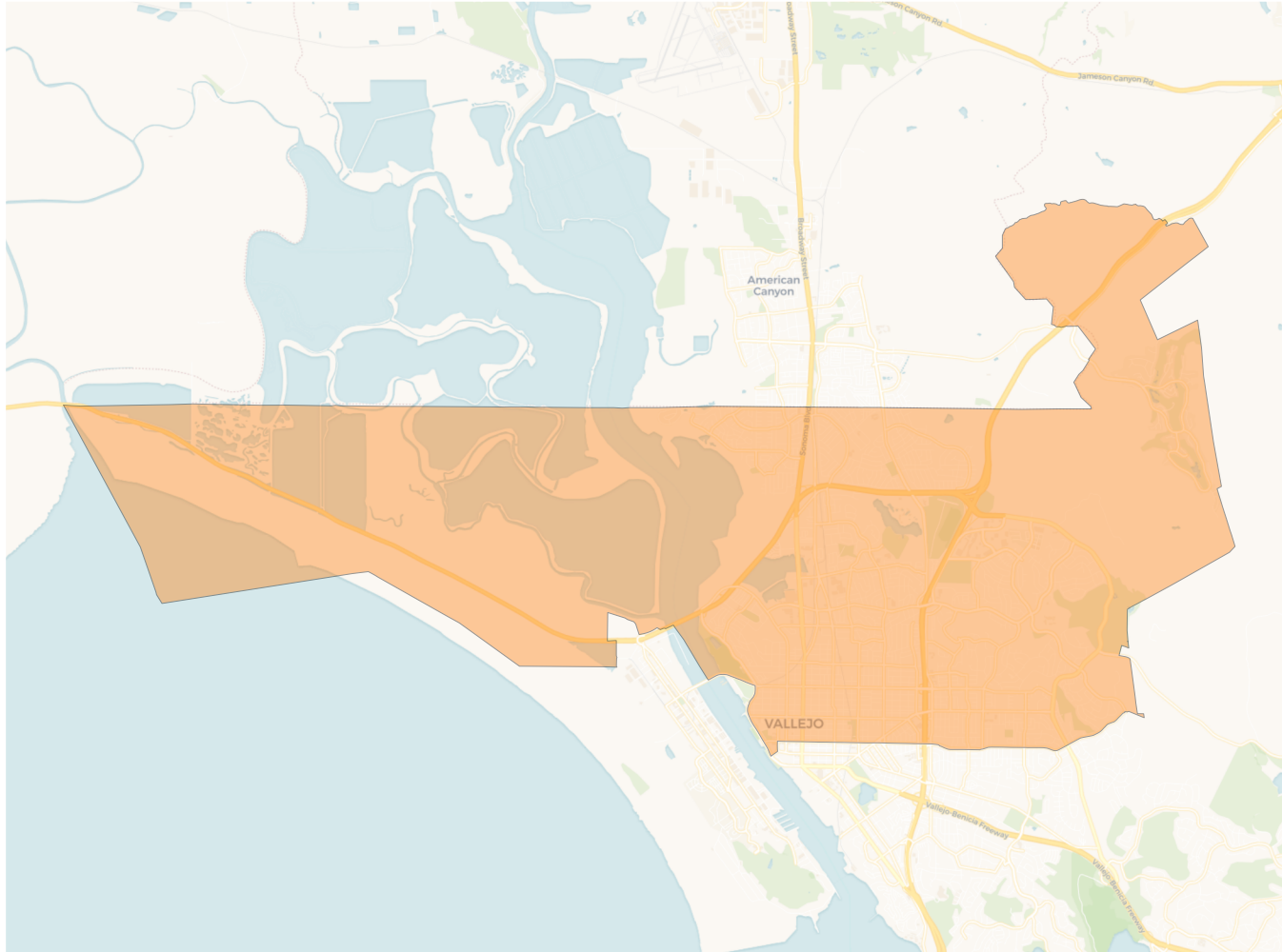
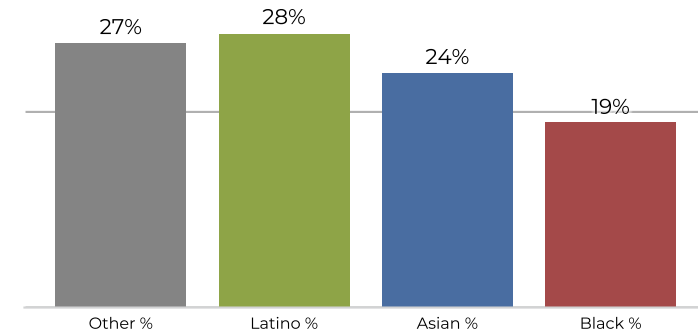
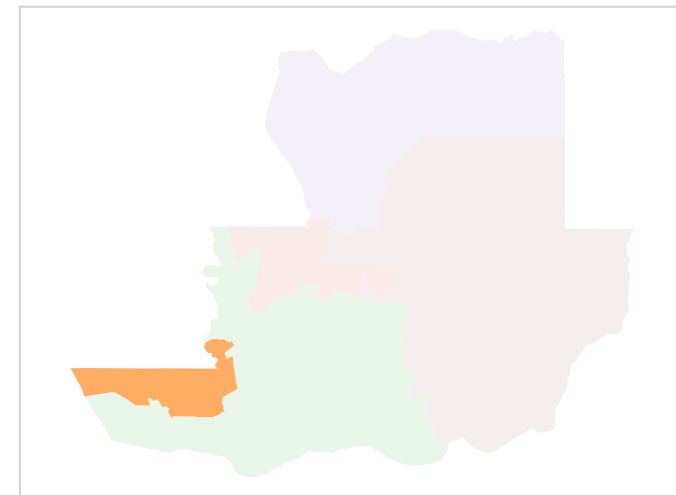
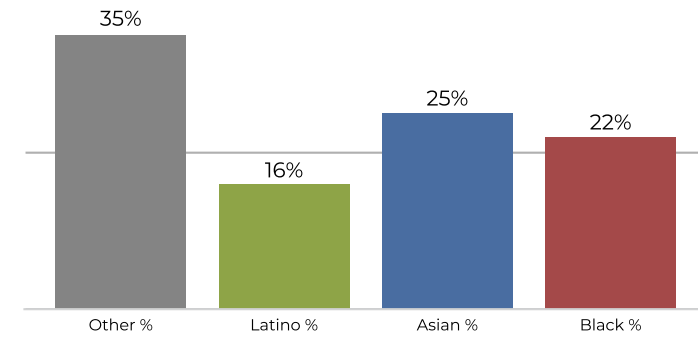


**2020 Census**

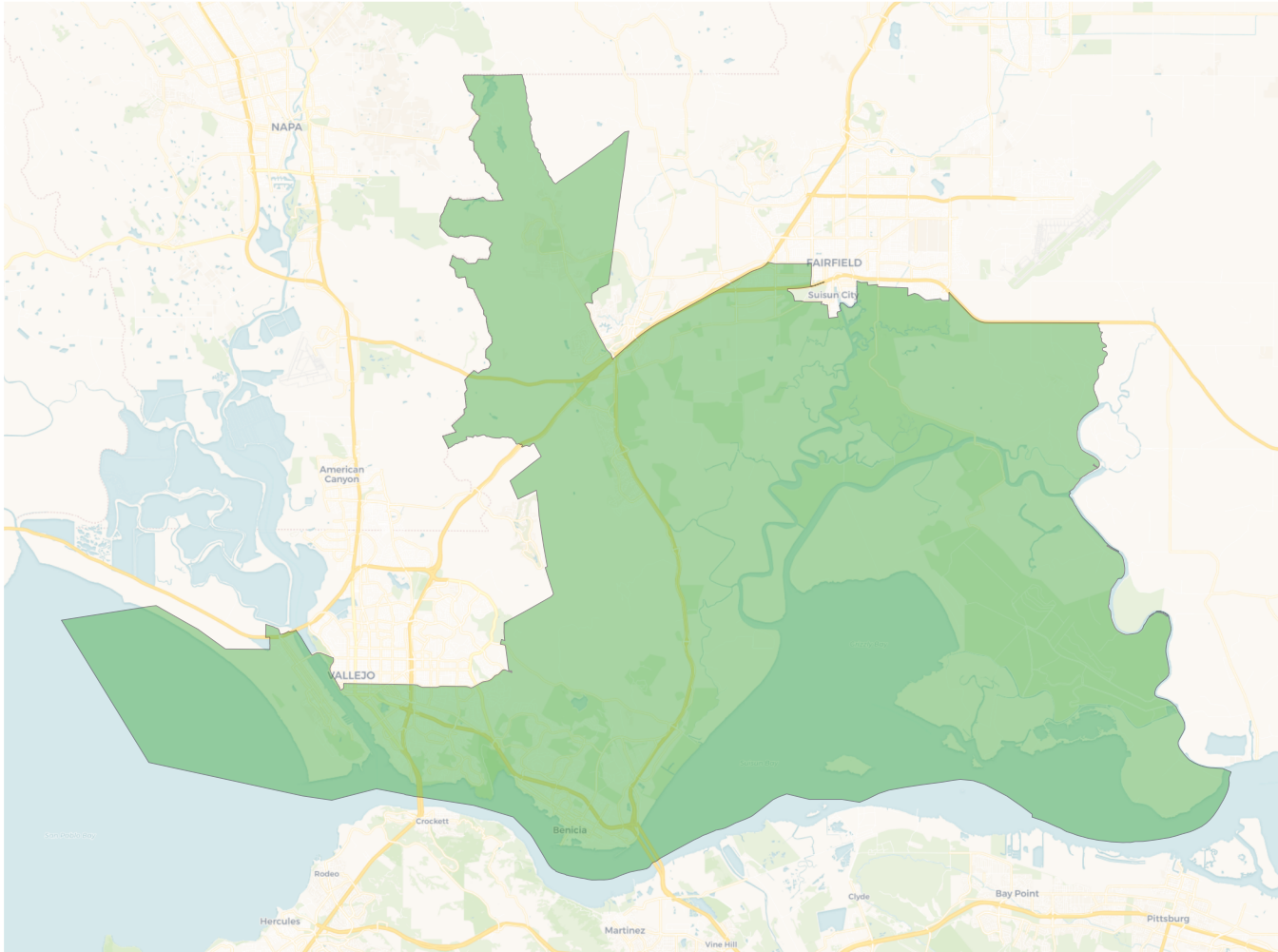
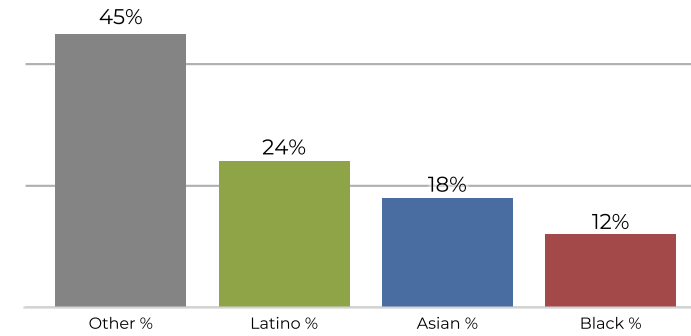
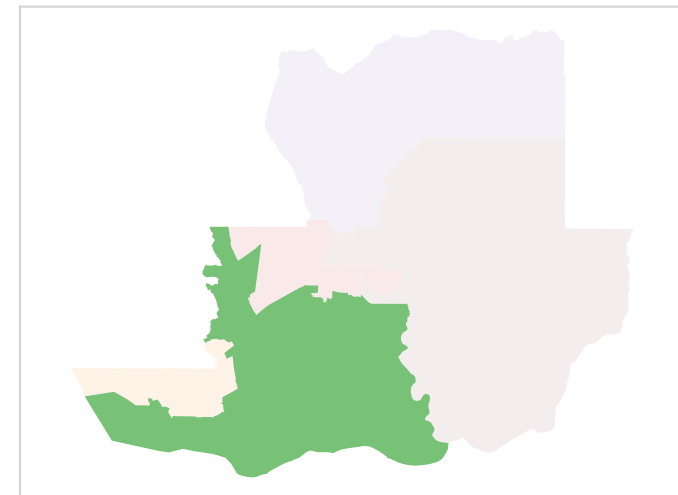
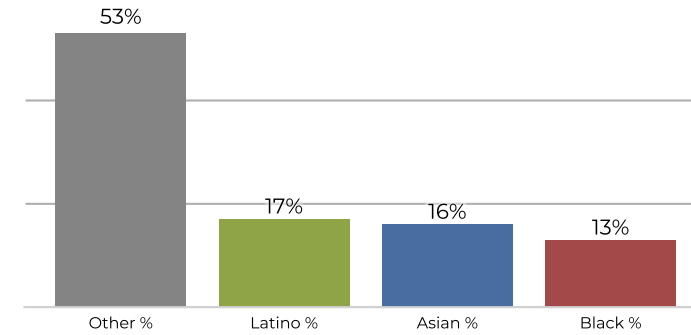
	1	2	3	4	5
Population	91,020	90,541	91,266	89,788	85,242
Deviation	1,449	970	1,695	217	-4,329
Deviation %	1.6%	1.1%	1.9%	0.2%	-4.8%
Other	24,589	41,415	32,132	50,695	44,290
Other %	27.0%	45.7%	35.2%	56.5%	52.0%
Latino	25,992	21,759	31,484	28,093	18,933
Latino %	28.6%	24.0%	34.5%	31.3%	22.2%
Asian	22,486	16,488	13,131	6,180	12,556
Asian %	24.7%	18.2%	14.4%	6.9%	14.7%
Black	17,953	10,879	14,519	4,820	9,463
Black %	19.7%	12.0%	15.9%	5.4%	11.1%

**Citizen Voting Age Population (CVAP)**

	1	2	3	4	5
Total CVAP	60,074	63,258	58,644	66,217	57,961
Other CVAP	21,268	33,675	25,597	42,173	34,869
Other CVAP %	35.4%	53.2%	43.6%	63.7%	60.2%
Latino CVAP	10,162	10,915	12,388	13,735	9,240
Latino CVAP %	16.9%	17.3%	21.1%	20.7%	15.9%
Asian CVAP	14,990	10,443	8,953	3,773	6,790
Asian CVAP %	25.0%	16.5%	15.3%	5.7%	11.7%
Black CVAP	13,654	8,225	11,706	6,536	7,061
Black CVAP %	22.7%	13.0%	20.0%	9.9%	12.2%

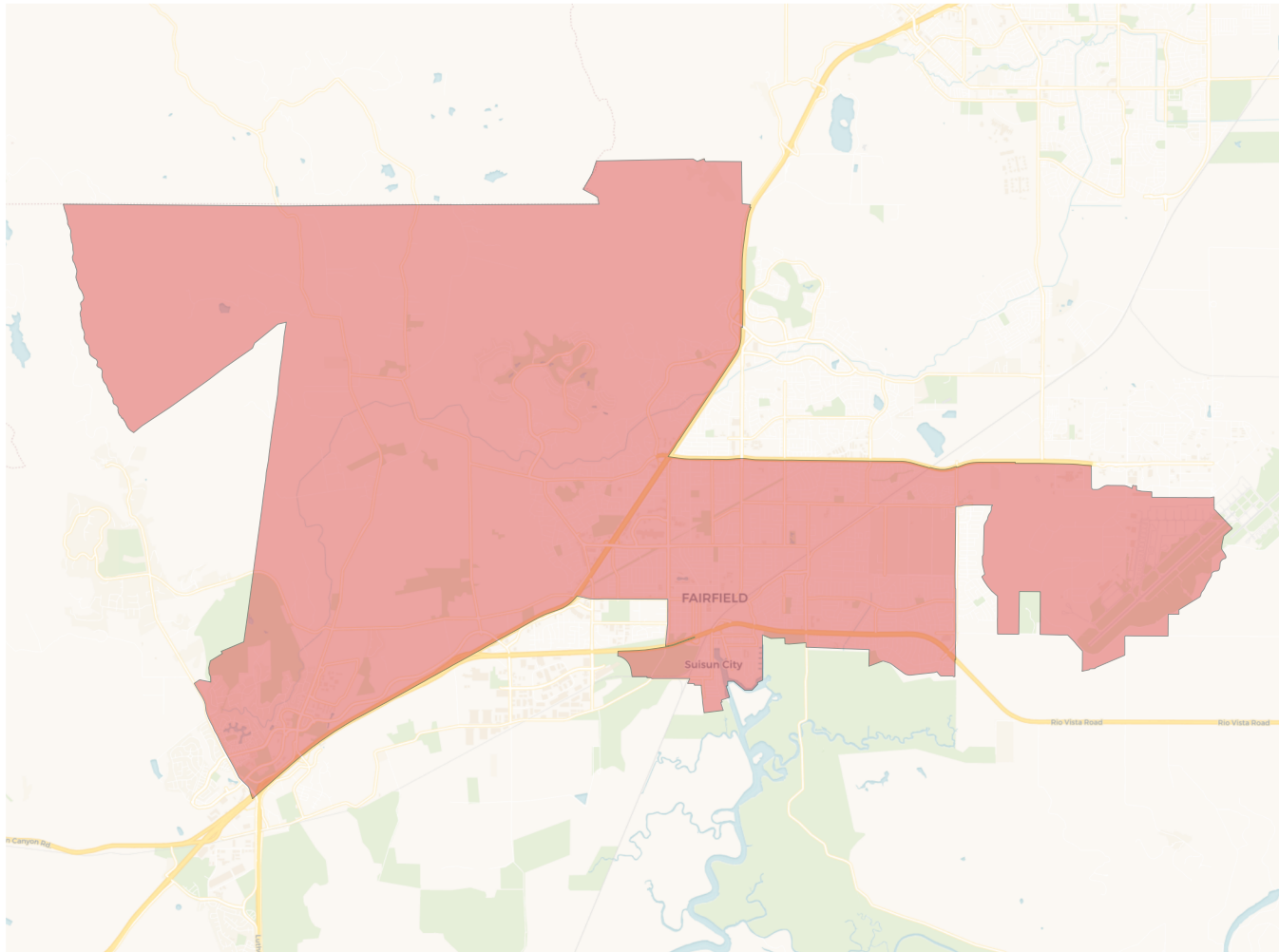
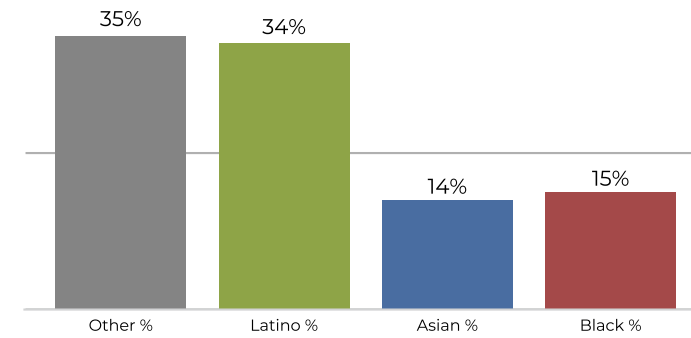
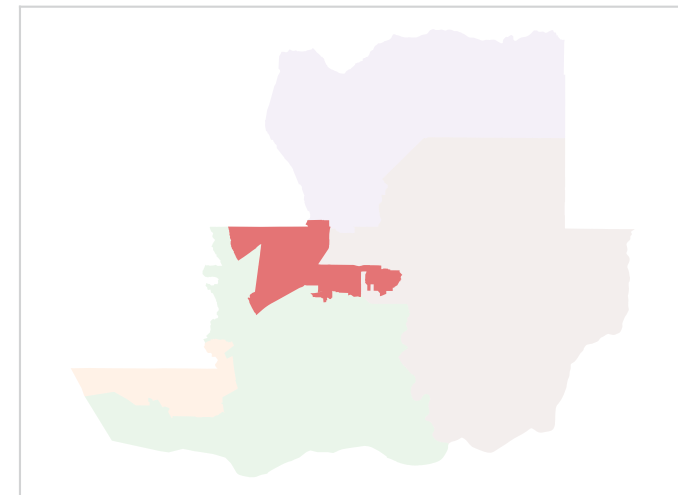
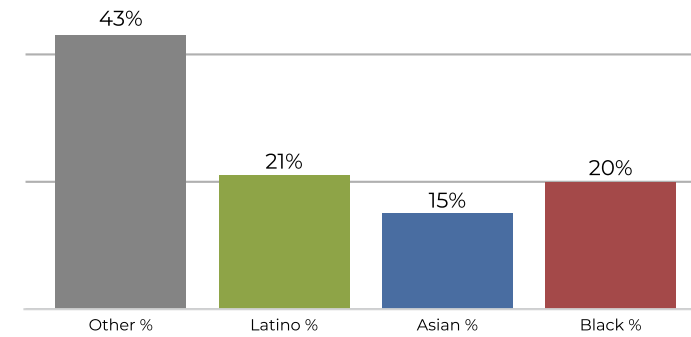
**District 1**

**2020 Census**

**Citizen Voting Age Population**


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
91,020	1,449	1.6%	24,589	27.0%	25,992	28.6%	22,486	24.7%	17,953	19.7%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
60,074	21,268	35.4%	10,162	16.9%	14,990	25.0%	13,654	22.7%		

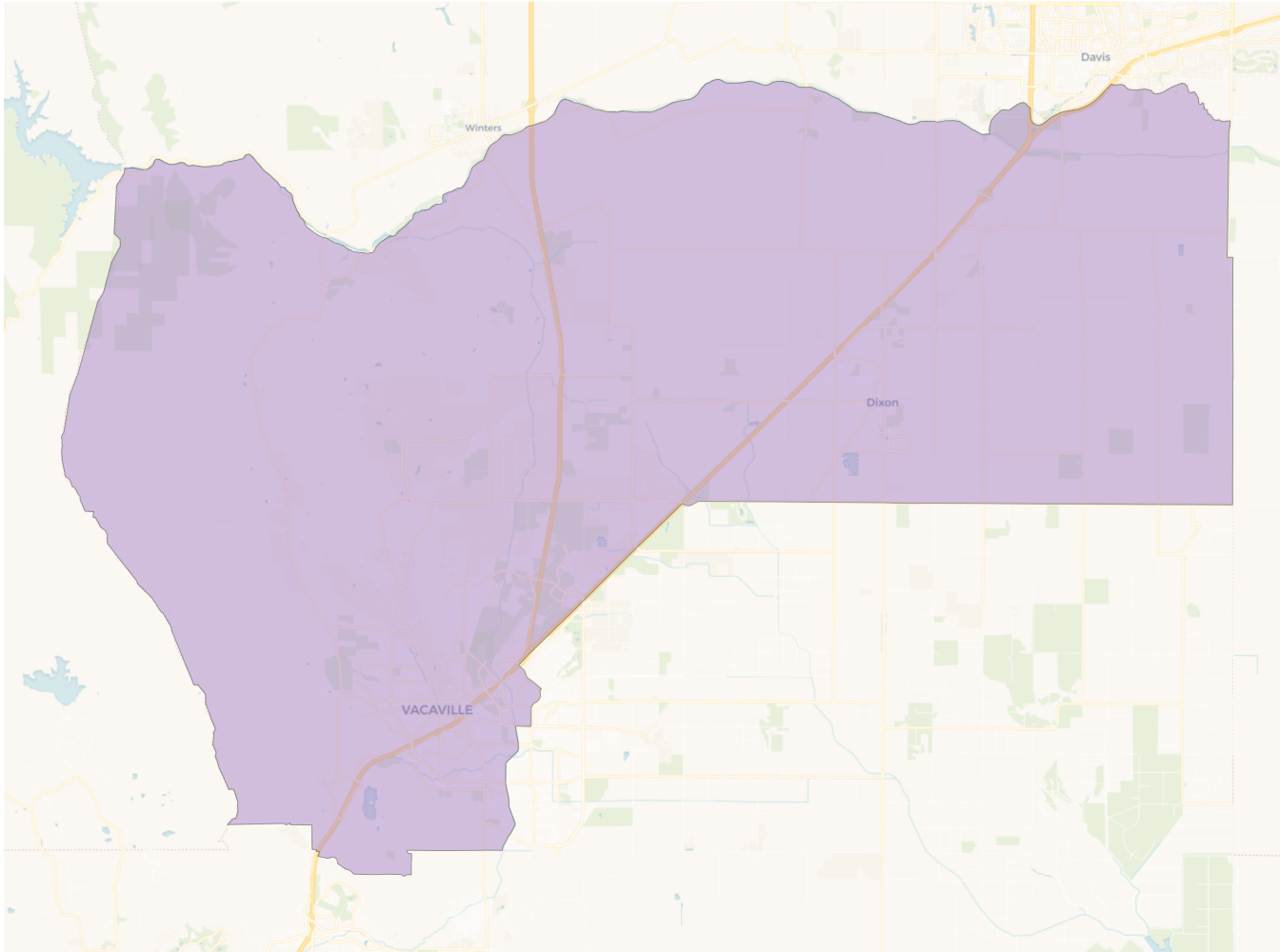
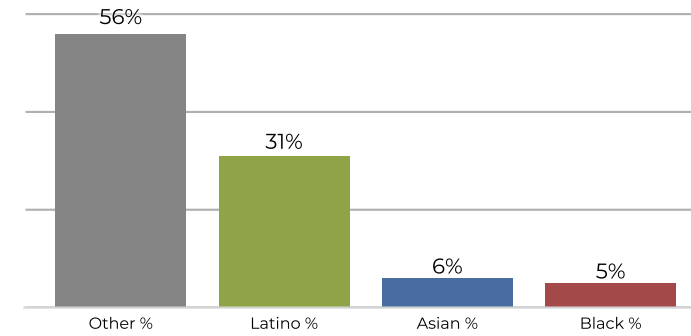
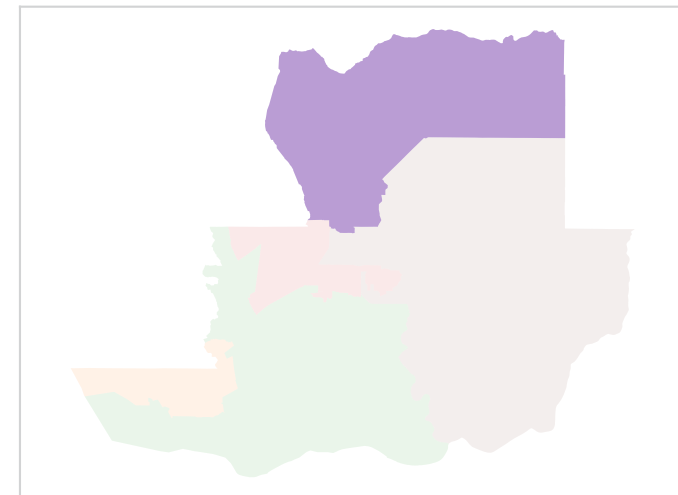
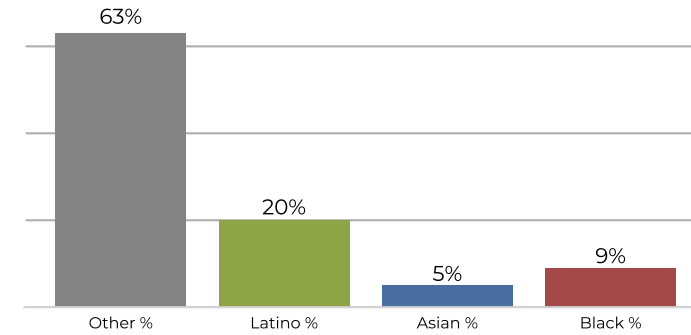
**District 2**

**2020 Census**

**Citizen Voting Age Population**


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
90,541	970	1.1%	41,415	45.7%	21,759	24.0%	16,488	18.2%	10,879	12.0%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
63,258	33,675	53.2%	10,915	17.3%	10,443	16.5%	8,225	13.0%		

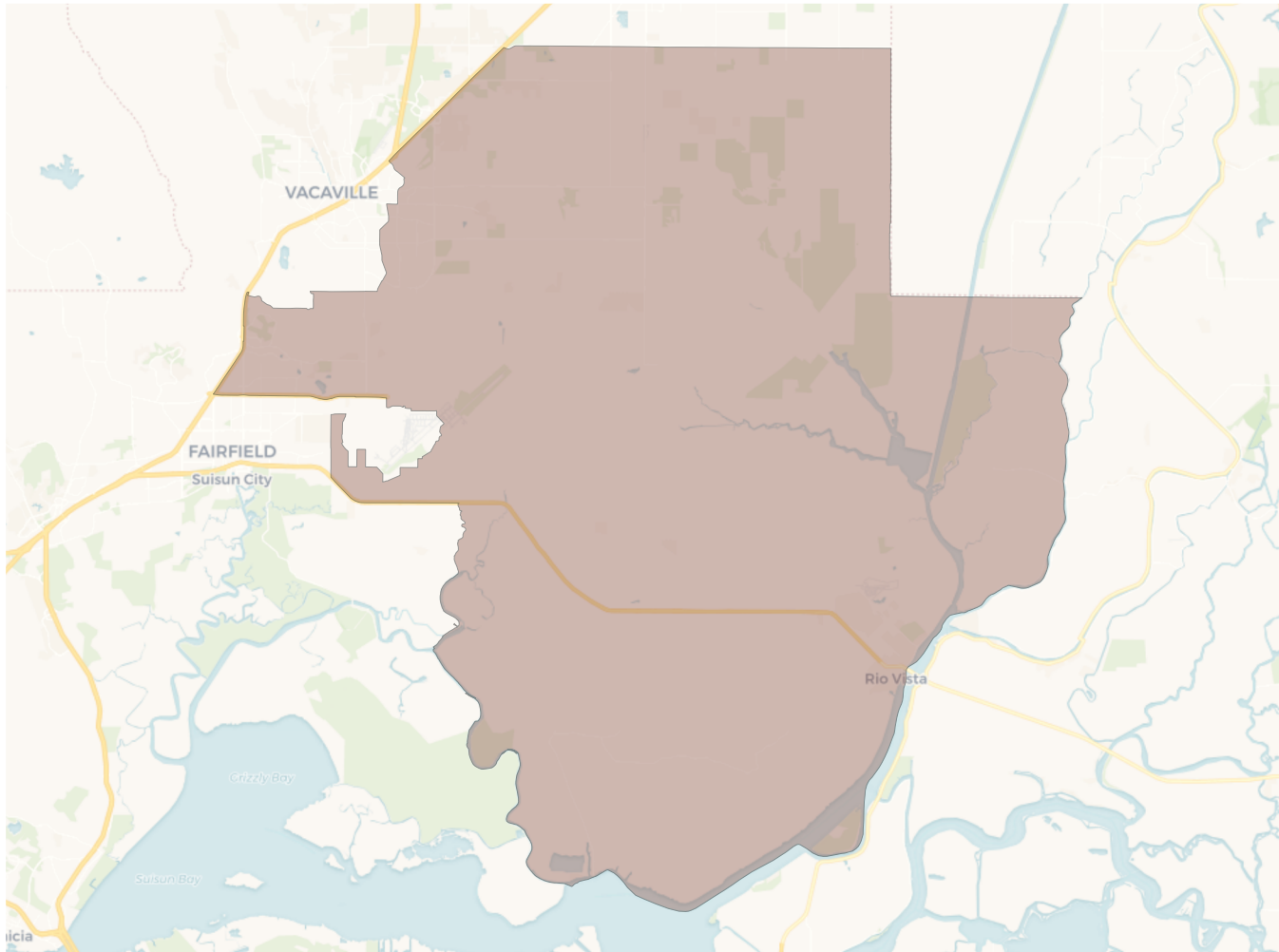
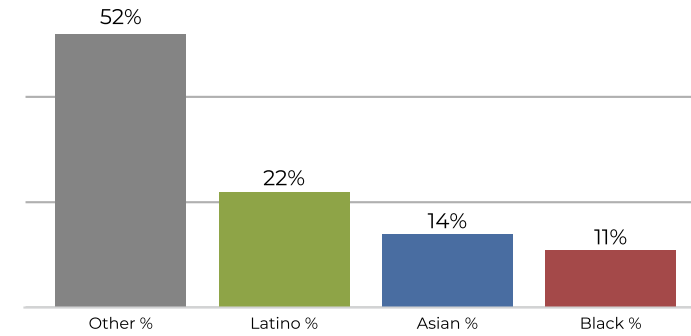
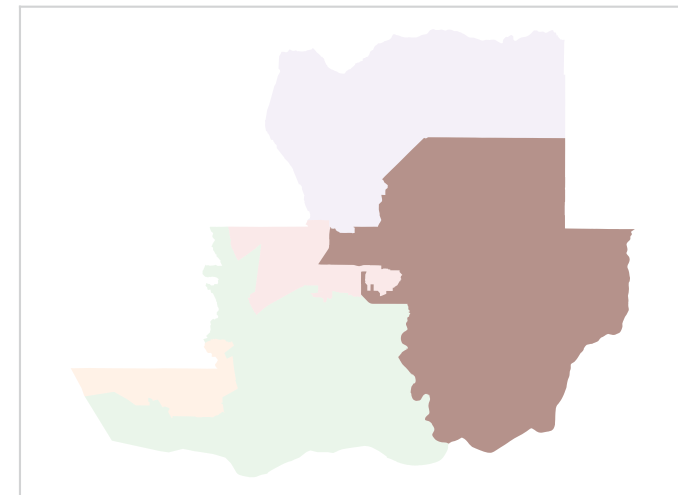
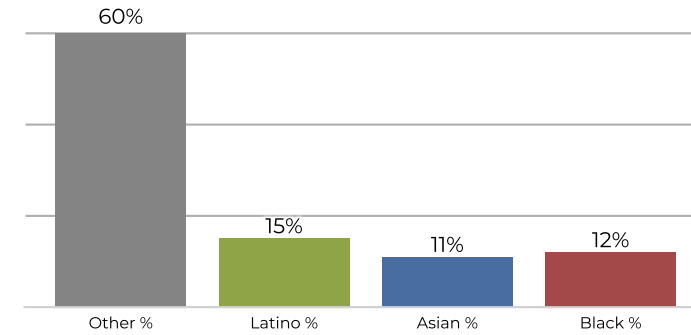


**District 3**

**2020 Census**

**Citizen Voting Age Population**


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
91,266	1,695	1.9%	32,132	35.2%	31,484	34.5%	13,131	14.4%	14,519	15.9%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
58,644	25,597	43.6%	12,388	21.1%	8,953	15.3%	11,706	20.0%		

**District 4**

**2020 Census**

**Citizen Voting Age Population**


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
89,788	217	0.2%	50,695	56.5%	28,093	31.3%	6,180	6.9%	4,820	5.4%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
66,217	42,173	63.7%	13,735	20.7%	3,773	5.7%	6,536	9.9%		

**District 5**

**2020 Census**

**Citizen Voting Age Population**


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
85,242	-4,329	-4.8%	44,290	52.0%	18,933	22.2%	12,556	14.7%	9,463	11.1%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
57,961	34,869	60.2%	9,240	15.9%	6,790	11.7%	7,061	12.2%		