



REDISTRICTING 2011 PROJECT PLAN RECOMMENDATION TO THE BOARD OF COUNTY COMMISSIONERS

INTRODUCTION

The County Administrator created a Redistricting Task Force to assist the Board of County Commissioners in its effort to reapportion County Commission Districts 1 through 4 subsequent to the release of the 2010 Census data. The Task Force (See Attachment A) is comprised of County staff personnel representing the administrative, cartographic, statistical, automation, equal opportunity, community liaison, planning functions and the County Attorney's Office. Representatives from the Planning Commission and Supervisor of Elections Office are also included. Their charge is to plan, organize, and carry out a program of technical work and public participation to meet this critical assignment by the BOCC.

REAPPORTIONMENT PROJECT OVERVIEW

In accordance with the County Charter single-member districts should have populations as near to equal as possible. The last reapportionment of county Commission districts occurred in 2001. With the availability of 2010 Census data expected in late March 2011, and under provisions of the County Charter, Hillsborough County must undertake reapportionment of Commission districts 1, 2, 3, and 4. The goal of this process is to realign district boundaries such that each adheres as closely as possible to the equal representation principle.

LEGAL PARAMETERS FOR REAPPORTIONMENT

The County Charter

The legal parameters for the County's reapportionment effort are set forth in the County Charter.

Section 4.03 provides:

"The territory of three districts shall embrace the entire territory of the County, and be designated as districts 5, 6, and 7 respectively. The territory of four districts shall be established by dividing all of the County into four separate areas, designated as districts 1 through 4 respectively, as nearly equal in population as practicable."

While Section 4.06 further states:

"Within 120 days after the certification of the federal decennial census, the Board of County Commissioners shall reapportion districts 1 through 4."

These two sections provide a clear statement of the overall objective for the reapportionment process.

A new section of 4.03 was approved by voters in November 2010 which states:

“Should the Board of County Commissioners desire to make substantial changes to the proposed boundaries that were initially advertised and considered at the public meeting, the board of county commissioners shall hold an additional meeting to consider such new boundaries within 28 days of the first meeting and shall cause an accurate description of the new proposed districts to be advertised once each week for two weeks in a newspaper of general circulation and via electronic media.

CRITERIA FOR REAPPORTIONMENT

The process of reapportionment should first focus on creation of districts having an equal division of population to comply with the requirements for equal representation under the law. Requirements of the Voting Rights Act, and constitutional and case law must be reflected in the reapportionment criteria. Additionally, criteria reflective of local interest should be included in preparing and evaluating alternatives for a reapportionment plan.

Task Force staff has evaluated legal requirements and policy parameters from discussions with the Board of County Commissioners, the County Attorney's Office and the public. Staff has developed the following criteria for the public process, BOCC workshops and public hearings:

- Commission districts have equal population to comply with the "one man, one vote" requirement. When other criteria and principles are taken into account, all efforts shall be made to minimize the population variance among districts.
- Districts created in as compact a form as possible, and should be contiguous.
- The 2010 Census counts provided under Public Law (PL) 94-171 from the U.S. Bureau of the Census shall be used as the official source of population counts and demographic information for reapportionment.
- The Board of County Commissioners maintain a County Commission district to maximize the opportunity for a minority representative candidate to be elected.
- The Board of County Commissioners target a zero percent retrogression (no negative change) of minority composition in districts.
- Develop Commission districts to allow representation of general areas of the County having similar or common interests or affinities. Geographic neighborhood and natural boundaries should be taken into account in the establishment of district lines and used as divisions where practicable.
- Be sensitive to the pattern of voting districts established by the Supervisor of Elections. Commission districts to be drawn to minimize public confusion with regard to voting.

These statements of criteria are recommended by the Task Force as the guiding rationale and philosophy throughout this reapportionment process.

COMPUTER ASSISTED ANALYSIS FOR REAPPORTIONMENT

The Hillsborough County Charter requires that the County Commission districts be reapportioned within 120 days after certification of the 2010 census. In order to perform this function in the required time frame, County staff will produce and analyze a series of alternative redistricting plans. These plans will be presented to the Board of County Commissioners during BOCC workshops held in May and June 2010. These plans will identify current district lines and demographics, as well as district boundaries and demographics for proposed alternatives.

In developing these plans, the County will make significant use of two automated software packages. The first of these is ArcView. This is one of the County's Geographic Information Systems (GIS). ArcView will be used to produce the large-scale maps presented at workshops and public meetings held during this process. The second package is Autobound for 2000 Redistricting. This is an ArcView-based software application that permits the development of reapportionment options, including documentation of demographic statistics and graphic displays. Autobound is specifically designed to address reapportionment (or redistricting) needs, and will give the Task Force the ability to easily modify data in the various meeting environments. Task Force technical staff will utilize these packages to develop, analyze, and refine reapportionment alternatives presented to the Board of County Commissioners. The Autobound for 2000 Redistricting program is flexible in its functionality allowing analysis to occur at many levels, even down to the individual census block level.

SUPPORTING STATISTICAL INFORMATION

Information obtained from the U.S. Bureau of the Census underlies the entire reapportionment process. It is, in fact, the information on which all plans, alternatives, and analyses developed during this process will be based, and that by which such plans produced may be challenged and/or defended. This information, expected to be received by the County in March 2011, is divided into two parts: TIGER/Line geographic data, and PL94-171 statistics.

TIGER (Topologically Integrated Geographic Encoding and Referencing) data provides the referent physical base for overlaying and graphically analyzing population distribution data. It was developed by the Bureau of the Census in a joint project with the U.S. Geological Survey (USGS). TIGER is based on USGS digital data, in combination with automated data from the Census files used in the 2010 census. These data were updated during the Census 2010 process to capture new streets and street names. Political boundaries were also updated, using boundary and annexation surveys. While TIGER is not 100% accurate in terms of the infrastructure networks mapped, it does provide a reasonably complete base from which to work.

TIGER/Line data have been imported into the County's GIS software, ArcView, to produce a census base map. The U. S. Census geography will be overlaid onto the TIGER road network to identify Census Tracts, Block Groups and Census Blocks to produce required maps. The objective of this effort is to establish a TIGER-based, block level tool, using the Autobound software to simplify the analysis and alternatives process.

PL94-171 data contains the actual population statistics. These are specific to individual Census Blocks (as identified by TIGER geography) .The Census Block is the smallest geographic area described, and thus provides the most detailed information. A collection of Census Blocks are combined to create Block Groups. Census Tracts, perhaps the primary level of geography within TIGER, is an aggregate of Block Groups. Blocks and Block Groups do not cross Tract boundaries. PL94-171 data provides detailed information regarding both the total population counts for individual geographic areas, and the 18 years and over population (or, eligible voters).

The following categories will be provided:

Race Data Set

White
Black or African American
American Indian and Alaska Native
Asian
Native Hawaiian and Other Pacific
Islander

Hispanic Origin Data Set

Hispanic Origin
Non Hispanic Origin
White
Black or African American
American Indian and Alaska
Native

Some Other Race

Asian
Native Hawaiian and Other Pacific
Islander
Some Other Race

These data sets are further detailed by 18 years and older (eligible voters) population counts; these correspond to the above data sets. Hispanic origin is not considered a racial category, per se, but was added to the tables in response to recommendations received following previous census counts.

SCHEDULE OF EVENTS AND MEETINGS

The Board of County Commissioners has 120 days to adopt new district boundaries after receipt of the certified 2010 Census. The time window to accomplish this is planned for March 2, 2011 through June 29, 2011, which will be adjusted depending on receipt of census data. The public participation and BOCC review schedule for this redistricting program is detailed in Attachments Band C, and includes the following four parts:

- Informational Meetings with the Public
- A BOCC Workshop
- Public Meetings in all areas of the County
- Two BOCC Public Hearings

Informational Meetings with the Public

A meeting has been scheduled with the Citizen Advisory Committee for April 22, 2011, to present the redistricting plan and ask for suggestions and response. General available information about redistricting, the work program of the Task Force, the process and schedule of workshop meetings and public hearings will be presented at this informational meeting. The location of the public meetings to be held throughout the county will be announced. These public meetings will be held primarily in May, after receipt of the 2010 Census data, allowing staff to display alternative district boundaries and seek response from the public.

Board of County Commissioners Workshop

A Workshop with the Board of County Commissioners has been planned for May 24, 2011. The workshop is expected to include a status of the public participation to date, the status of the Task Force work, and presentations of alternative redistricting plans for BOCC consideration. This workshop has been planned to follow several of the public meetings to provide collected community feedback at a midpoint in the process.

Public Meetings Throughout the County

Eight public meetings have been planned, two in each commission district. During these meetings, Task Force staff will present the Task Force work plan and meeting schedules, and explain workshop materials from meetings with the Board of County Commissioners. Alternative plans for redistricting will be presented. Staff will ask for public comment, and provide a means for additional written comment, to be made **part** of the redistricting record. The results and commentary from these meetings will be included in the BOCC Workshop and Public Hearing process.

Public Hearings Held By The BOCC

Two Public hearings are being scheduled before the Board of County Commissioners. These are to be scheduled in June. The Board will be presented with the distilled and

refined alternative redistricting plans from the workshops and public meetings. These public hearings will be the final step in the redistricting process by the Board of County Commissioners. The Board will be asked to approve one plan from the alternatives, which will be submitted by the County to the Department of State and the United States Department of Justice. Upon adoption of the selected alternative, the County has met the 120-day timeline obligation established by the County Charter. Assuming a start date of March 28, the mandatory completion day is June 27th.

Department of State

A certified copy of meeting minutes reflecting the description of the boundaries, as changed, will be provided to the Department of State for filing.

Department of Justice

Subsequent to the Board's final action, the full record of public meetings, Board of County Commissioners workshops and public hearings held by the Board of County commissioners will be prepared as a package for submittal for review by the United States Department of Justice with a request for pre-clearance. The package will include meeting minutes, identification of community members who participate, their comments, and mapped and statistical data used in the redistricting project.