

County of San Diego

## 2021 INDEPENDENT REDISTRICTING COMMISSION

### Final Report

Independent Redistricting Commission

December 15, 2021

*Draft as of 10/26/21*



# Table of Contents

Introduction .....	6
Establishment of the IRC .....	6
Composition of the IRC .....	6
Duties, Priorities and Preparation .....	6
Other Considerations .....	7
Legal Considerations .....	7
Outreach Plan and Efforts .....	9
Meetings and Testimony .....	10
The Final Plan .....	14
Overview .....	14
District 1 .....	14
Cities and Unincorporated Neighborhoods .....	14
Demographics .....	14
Reasonably Equal Population.....	14
Compliance with Voting Rights Act.....	14
Contiguity.....	14
Community of Interest Integrity .....	14
Geographical Compactness .....	14
Place of Residence of Incumbents .....	14
Unincorporated Area.....	15
Findings and Reasons for Adoption.....	15
District 2 .....	16
Cities and Unincorporated Neighborhoods .....	16
Demographics .....	16
Reasonably Equal Population.....	16
Compliance with Voting Rights Act.....	16
Contiguity.....	16
Community of Interest Integrity .....	16
Geographical Compactness .....	16

Place of Residence of Incumbents .....	16
Unincorporated Area.....	16
Findings and Reasons for Adoption.....	16
District 3 .....	17
Cities and Unincorporated Neighborhoods .....	17
Demographics .....	17
Reasonably Equal Population.....	17
Compliance with Voting Rights Act.....	17
Contiguity.....	17
Community of Interest Integrity .....	17
Geographical Compactness .....	17
Place of Residence of Incumbents .....	17
Unincorporated Area.....	17
Findings and Reasons for Adoption.....	17
District 4 .....	18
Cities and Unincorporated Neighborhoods .....	18
Demographics .....	18
Reasonably Equal Population.....	18
Compliance with Voting Rights Act.....	18
Contiguity.....	18
Community of Interest Integrity .....	18
Geographical Compactness .....	18
Place of Residence of Incumbents .....	18
Unincorporated Area.....	18
Findings and Reasons for Adoption.....	18
District 5 .....	19
Cities and Unincorporated Neighborhoods .....	19
Demographics .....	19
Reasonably Equal Population.....	19
Compliance with Voting Rights Act.....	19
Contiguity.....	19

Community of Interest Integrity .....	19
Geographical Compactness .....	19
Place of Residence of Incumbents .....	19
Unincorporated Area.....	19
Findings and Reasons for Adoption.....	19
Conclusion .....	20
Effective Date of Final Plan .....	20
Closing Remarks .....	21
Appendices .....	22



# COUNTY OF SAN DIEGO

## Independent Redistricting Commission

### COMMISSIONERS

David Bame, Chair  
Amy Caterina, Co-Vice Chair  
Rosette Garcia, Co-Vice Chair  
Colleen Brown  
Chris Chen  
Sonia Diaz  
Elidia Dostal  
Barbara Hansen  
Kenneth Inman  
Kristina Kruglyak  
Arvid Larson  
Fernandez Ponds  
John Russ  
Ramesses Surban

<<Space for the Chair to include an introductory letter/statement, if desired.>>

# Introduction

Every ten years, after the federal census, district boundaries for federal, state, and local elected offices are redrawn to reflect new population data and shifting populations to ensure equal voter representation to the extent possible. This process is called redistricting.

## Establishment of the IRC

The County of San Diego placed the responsibility of redistricting with an independent body in January 2012, when the County of San Diego Board of Supervisors voted to seek legislative changes in the California Elections Code and the County Charter to allow the County of San Diego the ability to establish the Independent Redistricting Commission (IRC). California Elections Code Section 21550-21553 and the County Charter, Section 400.1 set forth the rules for drawing the supervisorial boundaries and provides that the responsibility to draw the new supervisorial district boundaries rests with the County's IRC.

## Composition of the IRC

The 2020 Census marks the inception of the first IRC, selected to complete the 2021 redistricting of the five County supervisorial districts. The 2021 IRC is comprised of fourteen San Diego County residents who met the qualifications as set forth in the Elections Code and County Charter. They were selected in a two-part process<sup>1</sup> intended to insure independence from the influence of the Board of Supervisors. As required by the California Elections Code and the County Charter, the political party preference of the commission members is reasonably proportional to the political party breakdown of the registered voters in the County of San Diego (Republican, Democrat and No Party Preference), as determined by the most recent statewide election. At least one commissioner resides in each of the supervisorial districts. The 2021 IRC reflects the County's diversity with respect to race, ethnicity, geography and gender, with an equal number of men and women serving on the IRC. See Appendix I for a list of the 2021 Commissioners and their bios.

## Duties, Priorities and Preparation

In carrying out its duty of drawing boundaries for the five supervisorial districts, the IRC committed to ensuring that the final map would accurately and fairly represent the residents of San Diego County in accordance with applicable laws, and to ensuring as broad and diverse participation as possible in the redistricting process. The IRC adopted

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<sup>1</sup> The first eight Commissioners were selected by random drawing, at least one from each of the 5 districts; the first eight Commissioners then selected six Commissioners (appointees), from the remaining pool of qualified applicants to ensure a commission that reflected the county's diversity, including racial, ethnic, geographic, and gender diversity along with the requirement that the political party preferences of the commissioners is proportional to the political party breakdown of the County's registered voters.

bylaws that emphasized its duty to be fair and impartial and to operate openly, transparently to reinforce public confidence in the integrity of the redistricting process.

The Commissioners completed a Training Continuum, which included Directed Trainings and Self-Study Trainings on a variety of topics, including but not limited to: the Brown Act; Redistricting 101; Census data; and demonstrations of the line drawing software. These trainings supplied the IRC with background, context, and information required to fulfill their duties as Commissioners and to draw fair and accurate maps. Additional details, such as the training topics and the dates on which they were conducted, are available on the IRC website. Members of the public are welcome to view the database of resources to review the training received by the IRC.

## Other Considerations

The Census year and the redistricting period (2020-21) were marked by significant disruption and upheaval, primarily due to the COVID-19 pandemic. Census data was delayed initially by four months, followed by an extension of the deadline to December 15, 2021 (previously set at August 15, 2021). Further delays led to the IRC appointing an ad hoc committee to develop legislative and other recommendations to deal with the loss of time for the redistricting process. The IRC requested an extension of the deadline to January 14, 2021, to account for the additional delays in receiving Census data, but these efforts were ultimately unsuccessful. Nevertheless, the IRC continued to plan and establish timelines that protected, to the extent possible, time for public input, consistent with its stated goal to preserve time for public participation, with the understanding that the map adoption deadline would remain December 15, 2021.

Safety protocols enacted in response to the pandemic prohibited in-person meetings for the first eight months of its activity. All IRC meetings, from the full 14-member IRC public meetings, to ad-hoc committee meetings, to public educational presentations, to Industry Days (for potential IRC contractors) were held virtually over the Zoom platform. Only when safety protocols were relaxed, in August 2021, did Commissioners have the option to meet in person. At this writing, some Commissioners have still not met each other in person. Meetings continue to have an option for virtual participation, an option that both the public and some Commissioners prefer.

## Legal Considerations

Section 21552 of the Elections Code

- (a) The commission shall establish single-member supervisorial districts for the board pursuant to a mapping process using the following criteria as set forth in the following order of priority:
  - (1) Districts shall comply with the United States Constitution and each district shall have a reasonably equal population with other districts for the board, except

where deviation is required to comply with the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.) or is allowable by law.

- (2) Districts shall comply with the federal Voting Rights Act of 1965 (52 U.S.C. 10101 et seq.).
  - (3) Districts shall be geographically contiguous.
  - (4) The geographic integrity of any city, local neighborhood, or local community of interest shall be respected in a manner that minimizes its division to the extent possible without violating the requirements of paragraphs (1) to (3) inclusive. A community of interest is a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation. Communities of interest shall not include relationships with political parties, incumbents, or political candidates.
  - (5) To the extent practicable, and where it does not conflict with paragraphs (1) to (4) inclusive, districts shall be drawn to encourage geographical compactness such that nearby areas of population are not bypassed for more distant areas of population.
- (b) The place of residence of any incumbent or political candidate shall not be considered in the creation of a map. Districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party.



## Outreach Plan and Efforts

<<This section could include a discussion of the work of the Ad Hoc Committee for Redistricting Outreach and Communication, the Education Tour and information from ABASD, as desired. Initial information about the AHC included below for reference.>>

### INCLUDE INFORMATION HERE ABOUT LANGUAGES

On February 11, 2021, the IRC created the Ad Hoc Committee for Redistricting Outreach and Communication to develop an outreach and communication plan prior to hiring a public outreach and engagement contractor and before census data was made available. Specific tasks included review and development of recommendations for the county's existing process for redistricting communication including website content, requests from the public to make presentations at commission meetings, and other opportunities for public engagement. The Ad Hoc Committee also developed a timeline to complete specified projects and deliverables. Ad Hoc Committee members included:

- Chair David Bame
- Co-Vice Chair Amy Caterina
- Co-Vice Chair Rosette Garcia
- Commissioner Ramesses Surban

To provide further outreach and communication on redistricting, the Ad Hoc Committee developed a Virtual Education Tour on "Why Redistricting Matters in San Diego County". Commissioners from each of the County's five supervisorial districts gave informational presentations on redistricting, including the criteria used in drawing new district boundaries, why redistricting is important, ways to provide public input on communities of interest, as well as other ways to participate in the redistricting process. Five IRC Education Presentations took place as described in the following table:

Education Tour Schedule

<b>Title of Event / Date</b>	<b>Location</b>	<b>Format</b>	<b>Attendance</b>	<b>Residing Within District</b>	<b>Residing Outside District</b>
District 5 Education Tour Thursday, June 3, 2021, at 12:00 pm	Virtual	Virtual	29	66%	34%
District 4 Education Tour Tuesday, June 8, 2021, at 6:00 pm	Virtual	Virtual	20	70%	30%

District 1 Education Tour Wednesday, June 16, 2021, at 4:00 pm	Virtual	Virtual	19	37%	63%
District 3 Education Tour Wednesday, June 23, 2021, at 12:00 pm	Virtual	Virtual	17	59%	41%
District 2 Education Tour Wednesday, June 30, 2021, at 12:00 pm	Virtual	Virtual	23	78%	22%

## Meetings and Testimony

<<This section could include an overview of attendance/testimony at IRC Regular Meetings and IRC Special Meetings, as desired. Partially completed table of regular meetings inserted below as example.>>

### <<Regular Meeting Schedule – UPDATES PENDING MEETING COMPLETION>>

Date	Location	Format	Attendance	# of Public speakers	# of Public comments (Including eComments)
Thursday, January 14, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, January 28, 2021, at 5:30 pm	Virtual	Virtual			
Thursday, February 11, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, February 25, 2021, at 5:30 pm	Virtual	Virtual			
Thursday, March 11, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, March 25, 2021, at 5:30 pm	Virtual	Virtual			
Thursday, April 8, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, April 22, 2021, at 5:30 pm	Virtual	Virtual			
Thursday, May 13, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, May 27, 2021, at 5:30 pm	Virtual	Virtual			

Date	Location	Format	Attendance	# of Public speakers	# of Public comments (Including eComments)
Thursday, June 10, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, June 24, 2021, at 5:30 pm	Virtual	Virtual			
Thursday, July 8, 2021, at 2:00 pm	Virtual	Virtual			
Thursday, July 29, 2021, at 5:30 pm	Virtual	Virtual			
*Thursday, August 12, 2021, at 4:00 pm	Mira Mesa Senior Center 8460 Mira Mesa Blvd, San Diego, CA 92126	Virtual & In-Person			
*Thursday, August 26, 2021, at 4:00 pm	Ronald Reagan Community Center 195 E Douglas Ave El Cajon, CA 92020	Virtual & In-Person			
*Thursday, September 23, 2021, at 4:00 pm	Vista Civic Center 200 Civic Center Dr., Vista, CA 92084	Virtual & In-Person			
Thursday, October 14, 2021, at 2:00 pm	County Administration Center 1600 Pacific Hwy, Room 302 San Diego, CA 92101	Virtual & In-Person			
**Monday, November 1, 2021, at 5:00 pm	TBD (District 1)	Virtual & In-Person			
Thursday, December 9, 2021, at 5:30 pm (note: last meeting prior to December 15 Redistricting deadline)	County Administration Center 1600 Pacific Hwy, Room 302	Virtual & In-Person			

Date	Location	Format	Attendance	# of Public speakers	# of Public comments (Including eComments)
	San Diego, CA 92101				
Thursday, December 23, 2021, at 2:00 pm (note: day before Christmas Eve)	County Administration Center 1600 Pacific Hwy, Room 302 San Diego, CA 92101	Virtual & In-Person			

<<This section could include an overview of attendance/testimony at IRC PMPH and DMPH. Partially completed table inserted below as example.>>

#### Pre-Mapping Public Hearings:

Date	Location	Format	Attendance	# of Public speakers	# of Public comments (Including eComments)
August 12	General Hearing (District 3)		30		
August 18	District 1 Hearing		14		
August 26	District 2 Hearing		35		
September 2	District 3 Hearing		40		
September 9	District 4 Hearing		37		
September 18	General Hearing (District 5)		65		
September 23	District 5 Hearing		92		
September 25	General Hearing (District 2)		49		

\*Includes individuals that spoke as part of a group presentation

<<This section could also include an overview of Communities of Interest identified.>>



# The Final Plan

## Overview

*<<Final Plan introduction/overview could include an overview of the final map submitted, the total Countywide population and deviation, an overview of the process for analyzing statistics, and demographics for the final districts.>>*

## District 1

### Cities and Unincorporated Neighborhoods

List of cities (or partial cities) and unincorporated neighborhoods in the district

### Demographics

Demographics including total population, deviation, race/ethnicity, historical data

### Reasonably Equal Population

Describe how the elections code criterion for reasonably equal populations was met

### Compliance with Voting Rights Act

Describe how elections code criterion for compliance with Voting Rights Act was met

### Contiguity

Describe how elections code criterion for geographically contiguous districts was met

### Community of Interest Integrity

Describe how elections code criterion for geographic integrity of cities, local neighborhoods, or COIs was met

### Geographical Compactness

Describe how elections code criterion for geographical compactness was met such that nearby areas of population are not bypassed for more distant areas of population

### Place of Residence of Incumbents

Describe how elections code criterion stating that districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party was met

## **Unincorporated Area**

Report of the percent of the district that is unincorporated area

## **Findings and Reasons for Adoption**

Overview of IRC's goals and intentions for the district. May include but is not limited to discussion of specific justification(s) based on redistricting criteria

## **District 2**

### **Cities and Unincorporated Neighborhoods**

List of cities (or partial cities) and unincorporated neighborhoods in the district

### **Demographics**

Demographics including total population, deviation, race/ethnicity, historical data

### **Reasonably Equal Population**

Describe how the elections code criterion for reasonably equal populations was met

### **Compliance with Voting Rights Act**

Describe how elections code criterion for compliance with Voting Rights Act was met

### **Contiguity**

Describe how elections code criterion for geographically contiguous districts was met

### **Community of Interest Integrity**

Describe how elections code criterion for geographic integrity of cities, local neighborhoods, or COIs was met

### **Geographical Compactness**

Describe how elections code criterion for geographical compactness was met such that nearby areas of population are not bypassed for more distant areas of population

### **Place of Residence of Incumbents**

Describe how elections code criterion stating that districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party was met

### **Unincorporated Area**

Report of the percent of the district that is unincorporated area

### **Findings and Reasons for Adoption**

Overview of IRC's goals and intentions for the district. May include but is not limited to discussion of specific justification(s) based on redistricting criteria



## **District 3**

### **Cities and Unincorporated Neighborhoods**

List of cities (or partial cities) and unincorporated neighborhoods in the district

### **Demographics**

Demographics including total population, deviation, race/ethnicity, historical data

### **Reasonably Equal Population**

Describe how the elections code criterion for reasonably equal populations was met

### **Compliance with Voting Rights Act**

Describe how elections code criterion for compliance with Voting Rights Act was met

### **Contiguity**

Describe how elections code criterion for geographically contiguous districts was met

### **Community of Interest Integrity**

Describe how elections code criterion for geographic integrity of cities, local neighborhoods, or COIs was met

### **Geographical Compactness**

Describe how elections code criterion for geographical compactness was met such that nearby areas of population are not bypassed for more distant areas of population

### **Place of Residence of Incumbents**

Describe how elections code criterion stating that districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party was met

### **Unincorporated Area**

Report of the percent of the district that is unincorporated area

### **Findings and Reasons for Adoption**

Overview of IRC's goals and intentions for the district. May include but is not limited to discussion of specific justification(s) based on redistricting criteria

## **District 4**

### **Cities and Unincorporated Neighborhoods**

List of cities (or partial cities) and unincorporated neighborhoods in the district

### **Demographics**

Demographics including total population, deviation, race/ethnicity, historical data

### **Reasonably Equal Population**

Describe how the elections code criterion for reasonably equal populations was met

### **Compliance with Voting Rights Act**

Describe how elections code criterion for compliance with Voting Rights Act was met

### **Contiguity**

Describe how elections code criterion for geographically contiguous districts was met

### **Community of Interest Integrity**

Describe how elections code criterion for geographic integrity of cities, local neighborhoods, or COIs was met

### **Geographical Compactness**

Describe how elections code criterion for geographical compactness was met such that nearby areas of population are not bypassed for more distant areas of population

### **Place of Residence of Incumbents**

Describe how elections code criterion stating that districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party was met

### **Unincorporated Area**

Report of the percent of the district that is unincorporated area

### **Findings and Reasons for Adoption**

Overview of IRC's goals and intentions for the district. May include but is not limited to discussion of specific justification(s) based on redistricting criteria

## **District 5**

### **Cities and Unincorporated Neighborhoods**

List of cities (or partial cities) and unincorporated neighborhoods in the district

### **Demographics**

Demographics including total population, deviation, race/ethnicity, historical data

### **Reasonably Equal Population**

Describe how the elections code criterion for reasonably equal populations was met

### **Compliance with Voting Rights Act**

Describe how elections code criterion for compliance with Voting Rights Act was met

### **Contiguity**

Describe how elections code criterion for geographically contiguous districts was met

### **Community of Interest Integrity**

Describe how elections code criterion for geographic integrity of cities, local neighborhoods, or COIs was met

### **Geographical Compactness**

Describe how elections code criterion for geographical compactness was met such that nearby areas of population are not bypassed for more distant areas of population

### **Place of Residence of Incumbents**

Describe how elections code criterion stating that districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party was met

### **Unincorporated Area**

Report of the percent of the district that is unincorporated area

### **Findings and Reasons for Adoption**

Overview of IRC's goals and intentions for the district. May include but is not limited to discussion of specific justification(s) based on redistricting criteria

## Conclusion

*<<This section could include the results of the IRC vote to adopt the final redistricting plan>>*

## Effective Date of Final Plan

*<<Legal description of when the plan shall take effect>>*

## Closing Remarks

*<<Brief paragraph summarizing the report and possibly thanking the public for their participation and involvement.>>*

## Appendices

1. IRC Website Link
2. Legal statutes and considerations
3. Full copy of all Board Letters and other posted Clerk of the Board information pertaining to creation of IRC
4. Link to recordings of meetings
5. Presentations delivered at the meetings
6. Training Continuum
7. Map of final adopted plan (all County and each district)
8. IRC resolution of adoption
9. List of Census blocks and tracts in each district (if not included in resolution)
10. Population and demographics report (all County and each district)
11. ABASD Final Report
12. FLO Analytics Final Report
13. Special VRA Counsel Materials
14. Link to Archive, if not identical to IRC Website link