



COUNTY OF SAN DIEGO
2021 INDEPENDENT REDISTRICTING COMMISSION
FINAL REPORT

December 15, 2021

Draft as of 11/10/21



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COUNTY OF SAN DIEGO

Independent Redistricting Commission

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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 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 process¹ 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 of the IRC

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

¹ 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 and 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; the Voting Rights Act, 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 (November 2020-December 2021) were marked by significant disruption and upheaval, primarily due to the COVID-19 pandemic. Census data was delayed initially by four months, which prompted an extension of the deadline to December 15, 2021 (previously set for 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 amendment to Senate Bill 594 that would have extended the IRC's 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. The IRC held public hearings using a hybrid model, offering in-person or virtual participation for Commissioners and members of the public. Throughout the redistricting process, regular and special meetings continued to allow virtual participation, an option that some members of the public and some Commissioners prefer. At this writing, some Commissioners have still not met each other in person.

Legal Considerations

The IRC adhered to Section 21552 of the Elections Code in making mapping decisions that yielded the final adopted map. These statutory requirements are detailed below. 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:

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.

- Districts shall comply with the federal Voting Rights Act of 1965 (52 U.S.C. 10101 et seq.).
- Districts shall be geographically contiguous.
- 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.
- 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.
- 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.

In addition, three of the five supervisorial districts must include unincorporated areas and two of those districts must be made up primarily of unincorporated areas.

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.>>

Commitment to Broad and Diverse Participation

The IRC formed an Outreach and Communication Ad Hoc Committee, on February 11, 2021, tasked with creating an interim plan for engaging with the public, increasing awareness of the IRC and implementing this plan in the interim period prior to hiring an outreach consultant. 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.

In its interim communication plan, approved by the IRC, the ad hoc committee developed a mission statement expressing a commitment to make it possible for as many broad and diverse voices as possible to participate in the redistricting process. Integral to this mission was adherence to the legal requirement to offer translation law in eight key languages: Spanish, Vietnamese, Chinese, Filipino, Arabic, Japanese, Korean, and Laotian for each of the following activities:

- Live translation of hearings if a request is received at least 24 hours in advance
- Agendas for each Commission meeting and public hearing notices
- General explanation of the redistricting process on the website

Educational Tour

A significant aspect of the accomplishments of this ad hoc committee was the creation of an educational presentation for the purpose of informing the public about the IRC, the importance of redistricting and the process that would be followed. The IRC scheduled and delivered 7 educational presentations, all held over the Zoom platform. Five of the presentations were tailored toward a particular district with commissioners from that district serving as the presenters. Two presentations were designated as county-wide presentations, but all presentations regardless of the focus, were open to residents from anywhere in the county. Specific details about the educational presentations, dates, attendance can be found in the Appendices.

The Ad Hoc Committee developed a list of stakeholders and audiences intended to be reached during this period including community groups located in the eighteen incorporated cities within the county and the unincorporated areas.

IRC staff employed all the tools available to advertise the educational tour, including announcements via County News Network, press release, email announcement, social

media posts, and included non-traditional means, such as school marquees, pop up events at farmer's markets, etc. Commissioners were encouraged to reach out to their networks to elicit requests for presentations.

Hiring of an Outreach Contractor

In May 2021, the County of San Diego released Request for Proposals 10926 to acquire a contractor for IRC Public Outreach and Engagement Services and following a successful source selection committee evaluation, Asian Business Association San Diego was chosen to provide the services. ABASD's goal was to increase and encourage broad and diverse community participation and input in each supervisorial district throughout a series of public hearings.

ABASD's strategy was to raise awareness of the redistricting process and promote participation in the Public Hearing process in each of the five supervisorial districts by working with its outreach partners throughout the county to communicate with various communities of interest to ensure maximum public participation.

Pre-Mapping Public Hearings

ABASD created an outreach plan for the pre-mapping public hearings, and coordinated and all eight Pre-Mapping Public Hearings held between August 12th and September 25th at eight different locations throughout five different districts. Three of the meetings were General Meetings and five were district-specific meetings, one in each district:

1. August 12, Mira Mesa Senior Center, General Meeting
2. August 18, Bonita Sunnyside Library, District 1
3. August 26, Ronald Reagan Community Center, District 2
4. September 2, Escondido Chamber of Commerce, District 3
5. September 9, Valencia Park/Malcolm X Library, District 4
6. September 18, Green Dragon Tavern & Museum, General Meeting
7. September 23, Vista Civic Center, District 5
8. September 25, Spring Valley Community Center, General Meeting

Total attendance for the Pre-Mapping Public Hearings from August 12th to September 25th was 356. Of the 356 attendees, 107 [30%] attended in person and 249 [70%] attended virtually.

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

Draft Map Public Hearings

Meetings

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			
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			

Date	Location	Format	Attendance	# of Public speakers	# of Public comments (Including eComments)
*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 San Diego, CA 92101	Virtual & In-Person			
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			

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. Education Tour Schedule

Title of Event / Date	Location	Format	Attendance	Residing Within District	Residing Outside District
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%

8. Map of final adopted plan (all County and each district)
9. IRC resolution of adoption
10. List of Census blocks and tracts in each district (if not included in resolution)
11. Population and demographics report (all County and each district)
12. ABASD Final Report – Pre-Mapping
13. ABASD Final Report – Draft Mapping
14. FLO Analytics Final Report
15. Special VRA Counsel Materials

16. Link to Archive, if not identical to IRC Website link