



AGENDA
County Board Structure Advisory Committee
Monday, October 14, 2019 - 7:30 AM
Herbert J. Tennes Government Center - Room 2024
432 E. Washington Street, West Bend, WI 53095

The following business will be brought before the Committee for initiation, discussion, deliberation, and possible formal action subject to the rules of the Board, which may be inspected in the office of the County Clerk.

1. Call to Order and Affidavit of Posting
2. Pledge of Allegiance
3. Introduction of Committee Members
4. Advisory Committee Purpose, Scope of Work and Timeline
5. Redistricting Presentation - GIS Manager Eric Damkot
6. Next Meeting Date
7. Adjournment

It is possible that individual members of other governing bodies of the County government may attend the above meeting. It is possible that such attendance may constitute a meeting of any such other governing body pursuant to State ex rel. Badke v. Greendale Village Board, 173 Wis. 2d 553, 494 N.W. 2d 408 (1993). This notice is given solely to comply with the notice requirements of the open meeting law. No action will be taken by any other governmental body except by the governing body noticed in the caption above.

AFFIDAVIT OF POSTING

This agenda was posted in the office of the County Clerk on the 8th day of October 2019. Notice was sent to the West Bend Daily News, Express News, WBKV/WMBZ Radio, WTKM Radio, My Community NOW, Hartford Times Press, Kewaskum Statesman, Milwaukee Journal-Sentinel. Individuals with disabilities requiring special accommodations for attendance at the meeting should contact the County Clerk at (262) 335-4301 at least 48 hours prior to the meeting.

ATTACHMENTS:

	Description	Type
▣	Advisory Committee Purpose, Scope of Work and Timeline	Report
▣	Advisory Committee Purpose, Scope of Work and Timeline	Backup Material
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COMMITTEE REPORT

To: County Board Structure Advisory Committee

Meeting Date: October 14, 2019

Re: Committee Purpose

POLICY QUESTION:

What changes should be made to the structure of the Washington County Board of Supervisors as the 2020 census approaches, and the County transitions to a County Executive form of government?

STRATEGIC PRIORITY/RESULT ACHIEVED:

Well-governed and Administered County

DISCUSSION:

For the third time since 2014, we are having a discussion focused on County Board structure. It is especially important to evaluate structure and size at this time for two reasons. First of all, the 2020 census is approaching and will give us vital information in regards to redistricting. Secondly, for the first time in Washington County's history, the citizens will elect a County Executive. The structure of the County Board should adequately reflect the changes to population and form of government.

FISCAL EFFECT:

N/A

ATTACHMENTS:

Scope of Work Timeline
Constituents per Supervisor Data

RECOMMENDATION:

TBD



Scope of Work and Timeline
County Board Structure Advisory Committee
October 14, 2019

- Determine County Board Size for 2022
 - Research Comparable Counties
- Establish Committee Structure for 2022
 - Research Comparable Counties
 - Role and Responsibilities of Committees
- Salaries
- Role and Responsibilities of County Board Chair
- County Board Staff Support
 - Research Comparable Counties
- Findings Presented at February 2020 County Board Meeting
 - Committee to meet Biweekly until Scope of Work is Complete

Top 12 Counties by Population

County	2018 Population	County Supervisors	Constituents/ Supervisor
Milwaukee	950,381	18	52,799
Dane	530,519	37	14,338
Waukesha	401,446	25	16,058
Brown	260,616	26	10,024
Racine	196,200	21	9,343
Outagamie	184,541	36	5,126
Winnebago	170,025	36	4,723
Kenosha	168,700	23	7,335
Rock	160,349	29	5,529
Washington	135,970	26	5,230
Marathon	135,922	38	3,577
La Crosse	119,193	29	4,110
<i>Mean Avg.</i>			11,516

Mean Avg. - High/Low removed **8,128**



WASHINGTON
 EST **COUNTY** 1836
 WISCONSIN

ATTACHMENTS:

	Description	Type
▫	Redistricting Presentation - GIS Manager Eric Damkot	Backup Material



Washington County

Information Technology

Memorandum

To: Don Kriefall, County Board Chair
Ashley Reichert, County Clerk
Joshua Schoemann, County Administrator

From: Eric Damkot, Data Services Manager/LIO

Date: October 7, 2019

Re: 2021 Redistricting and County Board Size

SUMMARY

The purpose of this memo is to compare the process of creating new supervisory districts when the county board size is modified **in conjunction with** the decennial census to the process of creating new districts when the county board size is modified **between** decennial censuses. In brief, it is significantly easier to create fair districts that meet all constitutional, statutory and county requirements when districts are drawn in conjunction with the decennial census. Reasons are more fully described later in this memo, but comparing districts adopted by the Washington County board after the 2010 census to the districts adopted after its 2015 interim redistricting illustrates potential shortfalls of an interim redistricting.

2011 Plan - The deviation between the largest and smallest district was 6.12%, well under the 10% standard that is typically used to judge whether a map complies with the one-person, one-vote rule.

2015 Plan - The deviation between the largest and smallest district was 21.27%, over twice the 10% standard that is typically used to judge whether a map complies with the one-person, one-vote rule.

To be clear, I'm not advocating for or against a change to the county board size; only the timing of implementing that change should the county board desire it. If a change in county board size is desired, implementing the change with the 2020 census will provide the most options to create fair districts. Many of those options won't be available again until after the 2030 census. I encourage any discussion about county board size take place well in advance of the redistricting work in 2021 so that the redistricting effort is not delayed and the County has ample time to meet all statutory deadlines.

APPROXIMATE CENSUS/REDISTRICTING TIMELINE

Jan 1, 2020 – April 1, 2021 – Prepare and participate in educational opportunities, county develops internal redistricting process, county creates redistricting committee, redistricting committee establishes goals, GIS evaluates software options, etc...

April 1, 2020 – Census Day – Complete count of the US population as of this day.

December 31, 2020 – Apportionment results are presented to the POTUS on or before this day.

April 1, 2021 – Census block level redistricting dataset is made available by the US Census Bureau and/or Wisconsin Legislative Technology Services Bureau. This date is approximate and subject to change.

April & May 2021 – County adopts a tentative supervisory district plan. The plan must be completed within 60 days, but no later than July 1, from receipt of the redistricting dataset.

June & July 2021 – After receipt of the tentative supervisory district plan, local governments have 60 days to prepare ward plans and, if applicable, aldermanic/trustee plans. These plans are created in close coordination with the county.

August & September 2021 – After receipt of local government ward plans, the county has 60 days to conduct a public hearing and adopt the final supervisory district plan.

October 2021 – Final plans are submitted to the Wisconsin Legislative Technology Services Bureau

December 2021 – Nomination papers for newly formed districts are circulated

April 2022 – Non-partisan election for supervisors to represent the newly formed districts.

BACKGROUND

I have had the privilege of providing technical assistance to Washington County's redistricting effort in 2001, 2011 and 2015 and I would welcome the opportunity to provide similar assistance in 2021. Based on past experience, the expected role of the GIS group during the redistricting process is:

- Provide background and other information to the county board, redistricting committee and local officials.
- Based on goals and direction* set by the redistricting committee, prepare 5-20+ draft supervisory district plan variants.
- Work with local governments to prepare ward plans and resolve any conflicts with the tentative supervisory district plan.
- Prepare the final supervisory district map.

- Provide technical resources to the County Clerk and Local Clerks as they prepare the necessary resolutions and ordinances.
- Submit approved plans to the Wisconsin Legislative Technology Services Bureau.
- Work through any complications created by last minute changes to state statute.

* *In addition to constitutional and statutory requirements, previous redistricting committees created goals for supervisory districts that would 'follow school district boundaries whenever possible,' 'minimize the number of municipalities a single supervisor represents,' 'avoid mixing rural and more urbanized areas within a single district' etc...*

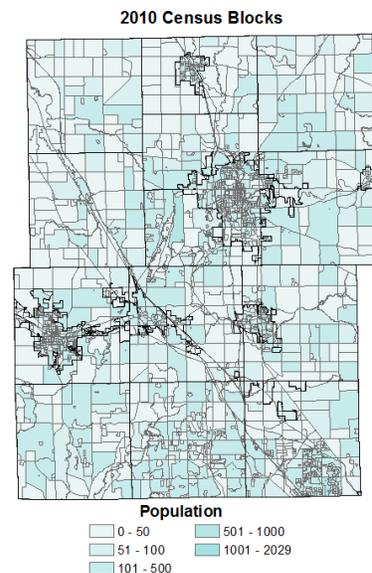
The technical tools to create and fine-tune districts get better with each redistricting cycle. The GIS can provide many plan options that meet the established criteria, but it is still up to the county board to make the political decision on what goals to prioritize and which plan to adopt. The speed at which plans can be created and analyzed, however, make headlines like “County nearly finished aligning pieces of polling boundary jigsaw puzzle” (The Daily News, Friday, August 10, 2001) much more likely than “County Gives Up on Remapping In Time for Spring Elections” (The West Bend News, Oct. 27, 1971).

REDISTRICTING IN CONJUNCTION WITH THE DECENNIAL CENSUS

The census block is the smallest entity for which the US Census Bureau collects and tabulates decennial census information. Blocks are bounded on all sides by visible (roads, water, railroads) and non-visible (municipal boundaries) features. Blocks are grouped together and cannot be split when creating wards and supervisory districts.

For the 2010 census:

- Washington County was split into 3285 blocks
- Block populations ranged from 0-757
- 880 blocks contained no population (primarily water and right of way)
- 2405 blocks contained at least one person. The average size of these blocks was 55 people.



With so many blocks to work with, there were many ways blocks could be combined to create compact districts with substantially equal population while also meeting the other goals of the redistricting committee. The population deviation between the largest and smallest district in the supervisory district plan adopted in 2011 was 6.12%, well under the 10% standard that is typically used to judge whether a map complies with the one-person, one-vote rule. The deviation in the adopted plan likely could have been even lower if factors like following municipal boundaries were not considered in the final plan design.

Over the past several years the GIS division, on behalf of the county, participated in several US Census Bureau programs to eliminate some of the zero population blocks. Other than this change, I anticipate the 2020 census data will be similar to the 2010 census data. When

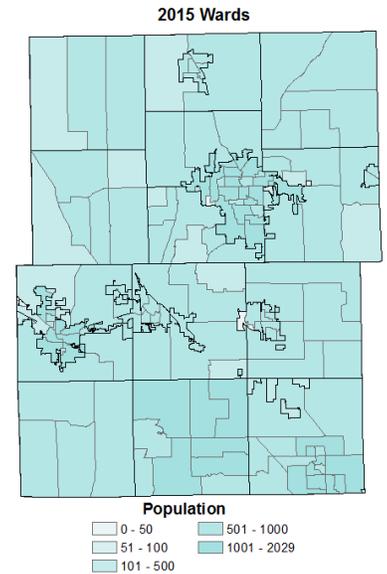
redistricting takes place in 2021 the county will again have the ability to go down to the census block level data when forming its districts. The data should fairly easily accommodate plans that include whatever number of districts the county board chooses. In fact, if the county board wanted plans of different sizes to choose from, the GIS Division is prepared to help create whatever plan variants are requested.

INTERIM REDISTRICTING

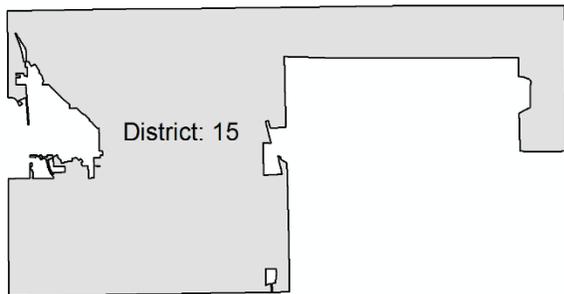
§59.10(3)(cm) creates a process for reducing the size of the county board one time between each decennial census. The reduction can occur through action of the county board or the electors of the county, by petition and referendum. Unlike redistricting that occurs in conjunction with the decennial census, census blocks are not used as the base for interim redistricting. Instead, new supervisory districts are created using the existing whole wards.

At the time Washington County completed redistricting in 2015:

- Washington County was split into 160 wards
- Ward populations ranged from 0-2029
- 14 wards contained no population (primarily recently annexed vacant land)
- 146 wards contained at least 1 person. The average size of these wards was 903 people.



Because there were significantly fewer wards from which to create districts, there were significantly fewer options available when creating draft plans. Because the average size of the ward was so much larger, it was much more difficult to create districts that were substantially equal in population. The population deviation between the largest and smallest district in the supervisory district plan adopted in 2015 was 21.27%, over twice the 10% standard that is typically used to judge whether a map complies with the one-person, one-vote rule. There were very few options available that would have reduced the plan deviation because of the large populations in many of the wards.



The shape and population of municipal wards also made it more challenging to create districts that were contiguous and compact. The result is a greater likelihood of districts like district 15 in the 2015 plan.

Municipal wards are subject to minimum and maximum population sizes. I anticipate the number and population of the wards created in 2021 will be similar to the wards used to

prepare the 2015 plan. Consequently, if the county undergoes an interim redistricting between 2021 and 2031, I would predict* similar challenges in creating districts that are compact and substantially equally in population.

** There is one notable exception: If the number of 'new' districts was a factor of the number of 'original' districts and the 'new' districts were created by simply combining the appropriate number of 'original' districts. For example, assume the county board adopts a 26 district plan in 2021 and then in 2026 the board reduces its size to 13. If each of the districts in the 2026 plan were created by merging two districts from the 2021 plan, the districts in the 2026 plan would still be substantially equal in population.*

CONCLUSION

The GIS Group has the experience, expertise and tools and would be honored to help the county through its 2021 redistricting. Whether the county board decides to maintain or change its size, 2021 will provide many options to create fair districts. Although §59.10(3)(cm) does provide the option to reduce the size of the board between 2021 and 2031, I caution the board from exercising that option without first seriously considering the fairness of the districts that will be created. The interim redistricting process provides fewer options which could make it significantly more challenging, and possibly impossible, to create fair districts. Please use the GIS group as a resource before, during and after the 2021 redistricting. We are here to help.