



DATE: May 17, 2017
TO: Honorable Mayor and City Councilmembers
FROM: City Attorney's Office
SUBJECT: **SECOND PUBLIC HEARING TO RECEIVE PUBLIC COMMENT ON THE COMPOSITION OF COUNCIL DISTRICTS**

SYNOPSIS

Pursuant to Elections Code section 10010(a)(1), the City Attorney recommends that the City Council hold a second public hearing to receive public testimony on the potential composition of council district boundaries. This is an informational item only and no council action is proposed at this time.

BACKGROUND

On May 3, 2017, the City Council held a public hearing and adopted a resolution stating its intent to transition from at-large council elections to by-district elections. The May 3, 2017 staff report, included as Attachment 1 to this report, outlines the legal issues associated with the decision to change to district elections.

The resolution of intent includes a schedule of four public hearings before the City Council as well as five community outreach meetings. The complete schedule of council hearings and community outreach meetings is included in the resolution of intent included in Attachment 1. Karin Mac Donald with Q2 Data and Research L.L.C. is the City's expert demographer. Mac Donald and her team will be leading the community outreach meetings where the council district boundaries will be drawn.

The City Council has adopted criteria to guide the demographer in drafting the district boundaries. These include:

1. Each district should contain nearly the same number of people;
2. Boundaries shall be drawn in a manner that complies with the United States Constitution and the Federal Voting Rights Act;
3. Council districts shall consist of contiguous territory in as compact form as practicable;
4. Districts shall follow visible features and boundaries when possible;

5. Council districts shall respect communities of interest as much as practicable. Communities of interest generally refers to a contiguous population which share common social and economic interests that should be included within a single district for purposes of fair and effective representation;
6. The demographer will disregard the location of incumbents and candidates as well as the interests of political parties.

PUBLIC OUTREACH

The City held the first public hearing mandated by the Elections Code on May 3, 2017. In addition, community outreach meetings were held on May 13, 2017 at Balderrama Recreation Center and May 16, 2017 at the El Corazon Senior Center. Following tonight's second public hearing, the City will be holding three additional community outreach meetings as follows:

1. May 20th at 2 p.m. at the Bishop Recreation Center;
2. May 23rd at 6 p.m. at Lake Elementary School; and
3. May 30th at 6 p.m. at the Civic Center Community Rooms

Additional information about the process to draw council district boundaries can be found at <https://www.ci.oceanside.ca.us/gov/clerk/elections/districtelections.asp>.

The adopted resolution of intent includes a third public hearing before the City Council on June 21, 2017 to receive public testimony on the proposed district map. A fourth public hearing before the City Council is scheduled for July 25, 2017 where introduction of an ordinance to approve the district boundaries is anticipated.

RECOMMENDATION

The City Attorney recommends that the City Council conduct the second public hearing to receive public testimony on the potential composition of council district boundaries. This is an informational item only and no council action is proposed at this time.

SUBMITTED BY:



John P. Mullen

REVIEWED BY:

Michelle Skaggs Lawrence, City Manager
Zack Beck, City Clerk
Deanna Lorson, Assistant City Manager


AP: 



ATTACHMENT: Staff report dated May 3, 2017 with attachments

STAFF REPORT**CITY OF OCEANSIDE**

DATE: May 3, 2017

TO: Honorable Mayor and City Councilmembers

FROM: City Attorney's Office

SUBJECT: **ADOPTION OF A RESOLUTION EXPRESSING THE CITY COUNCIL'S INTENT PURSUANT TO ELECTION CODE SECTION 10010 TO INITIATE PROCEEDINGS TO ESTABLISH BY-DISTRICT ELECTIONS FOR COUNCILMEMBERS, APPROVING A PROPOSED TIMELINE AND ADOPTING CRITERIA FOR DRAWING DISTRICT BOUNDARIES**

SYNOPSIS

The City Attorney recommends that the City Council hold a public hearing and adopt the attached resolution to declare the City Council's intent to begin the process to transition to district elections for councilmember offices, approve a proposed timeline and establish the criteria to be used in drawing the boundaries of the districts.

INTRODUCTION

On March 27, 2017, the City Clerk received a letter from attorney Kevin Shenkman threatening to sue the City over alleged violations of the California Voting Rights Act. The letter, attachment one to this report, asserts that Oceanside's at-large system of electing councilmembers dilutes the ability of Latinos to elect candidates of their choice or otherwise influence the outcome of Oceanside's elections. This is a similar letter to those received by the cities of San Marcos and Vista.

Many of the factual allegations in Mr. Shenkman's letter appear questionable. Nevertheless, for the reasons set forth below, the City Attorney recommends that the City Council adopt the attached resolution to voluntarily initiate the process to transition to district elections. This step begins a ninety-day process which will include extensive community outreach. During the time period, no party may initiate litigation over the issues raised in Mr. Shenkman's letter.

ANALYSIS

At-large council offices are subject to legal challenges under both the Federal Voting Rights Act ("FVRA") and the California Voting Rights Act ("CVRA"). In *Thornburg v. Gingles*, 478 U.S. 30, 50 (1986), the United States Supreme Court developed a test to determine if an at-large method of election violates the FVRA. Under the so-called *Gingles* test, courts look to the following factors to determine if at-large districts are legal: 1. whether the minority group is sufficiently numerous and geographically

compact to constitute a majority in a single-member district; 2. whether the members of the minority group tend to vote alike (i.e. whether they are politically cohesive); and 3. whether the majority votes sufficiently as a block to enable it to usually defeat the minority's preferred candidate. If these elements are proven, the court must then determine "under the totality of the circumstances" if the minority group has a diminished opportunity to elect candidates of its choice.

The CVRA was enacted in 2002 to make it easier for plaintiffs in California to challenge at-large methods of election. The CVRA eliminates the requirement for a plaintiff to prove that a majority-minority district can be drawn. In addition, a plaintiff is not required to establish a violation under the "totality of the circumstances" test that otherwise applies to claims under the FVRA. Plaintiffs can prevail under the CVRA by establishing "racially polarized voting" which generally means there is a difference in the candidates or other electoral choices preferred by members of a protected classification as compared to the rest of the electorate. (Elections Code section 14028(a)). The California court of appeal held that the CVRA is constitutional in *Sanchez v City of Modesto* (2006) 145 Cal. App. 4th 660. In addition, the CVRA applies to charter cities. *Jauregui v. City of Palmdale* (2014) 226 Cal. App. 4th 781.

If a court finds racially polarized voting exists, it "shall implement appropriate remedies, including the imposition of district-based elections that are tailored to remedy the violation." Elections Code section 14029. Successful plaintiffs are entitled to both attorney's fees and litigation costs. By contrast, a prevailing defendant "shall not recover any costs, unless the court finds the action to be frivolous, unreasonable or without merit." Elections Code section 14030.

As noted above, there are two reported appellate court decisions involving the application of the CVRA to cities, both of which were resolved in favor of the plaintiffs. In the Modesto case, the court rejected Modesto's argument that the CVRA violated the Equal Protection Clause of the United States Constitution. Modesto ultimately paid \$4.5 million to plaintiffs for attorney's fees. In the Palmdale case, the court upheld the trial court's injunction preventing the city clerk from certifying the city council election results. Palmdale paid \$3 million to plaintiffs for attorney's fees.

There are no reported decisions under the CVRA in favor of a city. Given the low threshold to prove liability under the CVRA and the mandatory attorney fee provision, all filed CVRA cases have resulted in the public agency switching to a district election system (either court ordered or through settlement) and the payment of attorney's fees. Public agencies have paid nearly \$15 million in attorney fees since the inception of the CVRA. Attachment two lists the payments of fees by each public agency.

These same considerations have prompted many of our neighboring cities to switch to district elections. In 2012, Chula Vista voters approved a charter amendment to require that councilmembers be elected by geographic districts beginning in 2016. Escondido adopted district elections in 2013 as a settlement of litigation filed in 2011. El Cajon voters approved a charter amendment in November 2016 creating council districts commencing in 2018. The San Marcos City Council also adopted council districts in 2016. Finally, the Vista City Council adopted a resolution of intent on March 28, 2017 and is in the process of transitioning to council districts.

By adopting the proposed resolution of intent, the City can avoid the internal costs of defending against the threatened litigation and prevent the payment of any attorney's fees if the plaintiff's are successful. Under Elections Code section 10010(e), no suit can be filed against the City of Oceanside over its current at-large election system for a forty-five day period after the threat of litigation was sent. Further, if the Council adopts the resolution of intent, plaintiffs are barred from suing for an additional ninety-day time period.

The City Attorney recommends the City Council adopt the resolution of intent to avoid expensive litigation in which a potential plaintiff would have a low burden to establish liability. The cost to defend such a case is likely well over \$500,000. That does not include the attorney's fees the City may be ordered to pay if litigates and loses. That cost could reach seven figures.

PUBLIC OUTREACH

State law (AB 2220) was amended effective January 1, 2017 to enable all California cities, regardless of size, the flexibility to convert to district-based elections through the adoption an ordinance. Prior state law restricted that right to cities with a population of less than 100,000 residents.

The City is required to hold at least four public hearings in order to transition to district elections. The first two hearings are required by state law to be conducted before the draft map is drawn and these hearings must be conducted no more than thirty days apart. Two additional hearings are required after the draft map is drawn and these hearings must not be held more than forty-five days apart. After the notice of intent is adopted, the City has a ninety-day safe harbor period to complete the process without the risk of CVRA litigation.

Staff recommends that the City hold at least five community outreach meetings in addition to the four public hearings. These community workshops are proposed to be held throughout the City at the locations shown in attachment three. Although not required by state law, these community meetings will provide the public with more opportunities to give valuable feedback that can be evaluated by the demographer. The proposed schedule is as follows:

1. May 3 city council resolution of intent/first public hearing before the map is drawn.
2. May 13 to May 30 five community outreach meetings (see attachment 3 for dates, times and locations).
3. May 17 second public hearing before district draft map is drawn.

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|-------------|--|
| 4. June 14 | proposed district maps and phasing schedule identifying council offices up for election in 2018 and 2020 released. |
| 5. June 21 | first public hearing on draft district map. |
| 6. July 25 | special council meeting for second public hearing and introduction of the ordinance. |
| 7. August 1 | special meeting to consider adoption of ordinance. |

The draft resolution of intent approves this schedule and calls special meetings on July 25, 2017 and August 1, 2017 to ensure this process is completed within the ninety-day safe harbor period.

FISCAL IMPACT

The City Attorney has retained Karin Mac Donald, an expert demographer with Q2 Data and Research LLC (Q2). Mac Donald and her team have extensive experience in election issues, including drawing districts in compliance with the FVRA and the CVRA. Mac Donald's curriculum vitae is attachment four to this report.

Q2, with Mac Donald as principal consultant, has worked for numerous cities transitioning to district elections, including the cities of Chula Vista, Escondido, and San Juan Capistrano. She and her team will facilitate the public hearings required by Elections Code section 10010 as well as the five proposed community outreach meetings. The cost of the current professional services agreement will not exceed the City Manager's \$50,000 authority without an amendment approved by the City Council.

CRITERIA TO DRAW DISTRICT BOUNDARIES

The draft resolution includes the following criteria to be used by Q2 in drafting the proposed district boundaries:

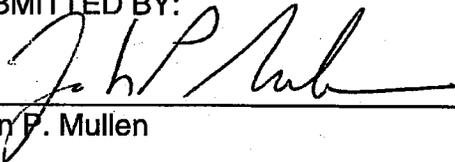
1. Each district should contain nearly the same number of people;
2. Boundaries shall be drawn in a manner that complies with the United States Constitution and the FVRA;
3. Council districts shall consist of contiguous territory in as compact form as practicable;
4. Districts shall follow visible features and boundaries when possible;
5. Council districts shall respect communities of interest as much as practicable. Communities of interest generally refers to a contiguous population which shares common social and economic interests that should be included within a single district for purposes of fair and effective representation;

6. The demographer will disregard the location of incumbents and candidates, as well as the interests of political parties.

RECOMMENDATION

The City Attorney recommends that the City Council hold a public hearing and adopt the resolution to declare the City Council's intent to begin the process to transition to district elections for councilmember offices, approved the proposed timeline, and establish the criteria to be used in drawing the boundaries of the districts.

SUBMITTED BY:



John P. Mullen

REVIEWED BY:

Michelle Lawrence, City Manager

Zack Beck, City Clerk

Deanna Lorson, Assistant City Manager



Attachments:

1. Letter from Shenkman and Hughes received by the City Clerk on March 27, 2017.
2. Summary of the payment of attorney's fees and costs in CVRA litigation.
3. Proposed community workshops dates, times and locations.
4. Curriculum vitae of Karin Mac Donald, an expert demographer with Q2 Data and Research L.L.C.

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RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF OCEANSIDE, CALIFORNIA INITIATING PROCEDURES FOR THE ESTABLISHMENT OF BY-DISTRICT COUNCIL ELECTIONS, APPROVING A PROPOSED TIMELINE AND ADOPTING CRITERIA FOR THE DRAWING OF DISTRICT BOUNDARIES

WHEREAS, the City of Oceanside ("City") currently utilizes at-large system for councilmember elections in which each council member is elected by the registered voters of the entire city; and

WHEREAS, California Government Code section 34886 permits cities to change to a by-district method of election through adoption of an ordinance in which each councilmember is elected by the voters in the district where the candidate resides; and

WHEREAS, on March 27, 2017, the City received a letter alleging the City's at-large system of electing councilmembers violates the California Voting Rights Act and threatening litigation if the City chooses not to adopt by-district elections; and

WHEREAS, the aforementioned threat of litigation lacks evidence to substantiate the alleged CVRA violation, however, the City Council believes it is in the City's best interests to avoid the substantial costs and uncertainty of the threatened CVRA litigation while ensuring the proposed districts are drawn with extensive public input; and

WHEREAS, California Elections Code section 10010 requires a total of four public hearings during the process of transitioning to by-district elections, two of which must be held within thirty days of each other before the maps are drawn and two of which must be held within forty-five days of each other after the maps are drawn; and

WHEREAS, the City Attorney has retained Q2 Data and Research L.L.C. to assist the City in establishing a by-district electoral system;

N OW, THEREFORE, the City Council of the City of Oceanside does resolve as follows:

1. The above recitals are true and correct.
2. Pursuant to Elections Code section 10010(e)(3), the City Council hereby approves the initiation of procedures to transition from an at-large system of councilmember

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elections to a by-district election system as authorized by Government Code section 34886 for use in the City's general Municipal Election in November 2018.

3. The City Council hereby approves the following timeline to solicit public input on the composition of the proposed districts, including four public hearings before the City Council and five community outreach meetings.

- May 3 city council resolution of intent/first public hearing before the maps are drawn.
- May 13 to May 30 five community outreach meetings at the dates, times and locations in Attachment 3 to staff report. .
- May 17 second public hearing before district map is drawn.
- June 14 proposed district map and phasing schedule identifying council offices up for election in 2018 and 2020 released.
- June 21 first public hearing on proposed district map.
- July 25 special city council meeting for second public hearing on proposed district map and introduction of ordinance.
- August 1 special council meeting for adoption of ordinance.

4. These community outreach meetings will be held at the times and locations set forth in Attachment 3 of the staff report for this item. The City Manager is authorized to modify the timeline provided all legal requirements are met.

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- 5. The City Council hereby calls special council meetings for July 25, 2017 for the purpose of reviewing and providing direction on the draft district boundaries and August 1, 2017 to consider introduction of an ordinance approving the district boundaries.
- 6. The City Council adopts the following criteria to guide the establishment of district for councilmember elections:
 - i. Each district should contain nearly the same number of people;
 - ii. Boundaries shall be drawn in a manner that complies with the United States Constitution and the FVRA;
 - iii. Council districts shall consist of contiguous territory in as compact form as practicable;
 - iv. Districts shall follow visible features and boundaries when possible;
 - v. Council districts shall respect communities of interest as much as practicable. Communities of interest generally refers to a contiguous population which shares common social and economic interests that should be included within a single district for purposes of fair and effective representation;
 - vi. The demographer will disregard the location of incumbents and candidates as well as the interests of political parties.

PASSED AND ADOPTED by the City Council of the City of Oceanside, California this 3rd day of May, 2017 by the following vote:

AYES:
 NAYS:
 ABSENT:
 ABSTAIN:

 Mayor of the City of Oceanside

ATTEST:

APPROVED AS TO FORM:
 OFFICE OF THE CITY ATTORNEY

 City Clerk

 City Attorney



28905 Wight Road
Malibu, California 90265
(310) 457-0970
kshenkman@shenkmanhughes.com

RECEIVED
MAR 27 2017
OCEANSIDE CITY CLERK

VIA CERTIFIED MAIL

March 22, 2017

Zack Beck
City Clerk
City of Oceanside
300 North Coast Hwy
Oceanside, CA 92054

Re: *Violation of California Voting Rights Act*

The City of Oceanside (“Oceanside”) relies upon an at-large election system for electing candidates to its City Council. Moreover, voting within Oceanside is racially polarized, resulting in minority vote dilution, and therefore Oceanside’s at-large elections violate the California Voting Rights Act of 2001 (“CVRA”).

The CVRA disfavors the use of so-called “at-large” voting – an election method that permits voters of an entire jurisdiction to elect candidates to each open seat. *See generally Sanchez v. City of Modesto* (2006) 145 Cal.App.4th 660, 667 (“*Sanchez*”). For example, if the U.S. Congress were elected through a nationwide at-large election, rather than through typical single-member districts, each voter could cast up to 435 votes and vote for any candidate in the country, not just the candidates in the voter’s district, and the 435 candidates receiving the most nationwide votes would be elected. At-large elections thus allow a bare majority of voters to control *every* seat, not just the seats in a particular district or a proportional majority of seats.

Voting rights advocates have targeted “at-large” election schemes for decades, because they often result in “vote dilution,” or the impairment of minority groups’ ability to elect their preferred candidates or influence the outcome of elections, which occurs when the electorate votes in a racially polarized manner. *See Thornburg v. Gingles*, 478 U.S. 30, 46 (1986) (“*Gingles*”). The U.S. Supreme Court “has long recognized that multi-member districts and at-large voting schemes may operate to minimize or cancel out the voting strength” of minorities. *Id.* at 47; *see also id.* at 48, fn. 14 (at-large elections may also cause elected officials to “ignore [minority] interests without fear of political consequences”), citing *Rogers v. Lodge*, 458 U.S. 613, 623 (1982); *White v. Register*, 412 U.S. 755,

769 (1973). “[T]he majority, by virtue of its numerical superiority, will regularly defeat the choices of minority voters.” *Gingles*, at 47. When racially polarized voting occurs, dividing the political unit into single-member districts, or some other appropriate remedy, may facilitate a minority group's ability to elect its preferred representatives. *Rogers*, at 616.

Section 2 of the federal Voting Rights Act (“FVRA”), 42 U.S.C. § 1973, which Congress enacted in 1965 and amended in 1982, targets, among other things, at-large election schemes. *Gingles* at 37; *see also* Boyd & Markman, *The 1982 Amendments to the Voting Rights Act: A Legislative History* (1983) 40 Wash. & Lee L. Rev. 1347, 1402. Although enforcement of the FVRA was successful in many states, California was an exception. By enacting the CVRA, “[t]he Legislature intended to expand protections against vote dilution over those provided by the federal Voting Rights Act of 1965.” *Jauregui v. City of Palmdale* (2014) 226 Cal. App. 4th 781, 808. Thus, while the CVRA is similar to the FVRA in several respects, it is also different in several key respects, as the Legislature sought to remedy what it considered “restrictive interpretations given to the federal act.” Assem. Com. on Judiciary, Analysis of Sen. Bill No. 976 (2001-2002 Reg. Sess.) as amended Apr. 9, 2002, p. 2.

The California Legislature dispensed with the requirement in *Gingles* that a minority group demonstrate that it is sufficiently large and geographically compact to constitute a “majority-minority district.” *Sanchez*, at 669. Rather, the CVRA requires only that a plaintiff show the existence of racially polarized voting to establish that an at-large method of election violates the CVRA, not the desirability of any particular remedy. *See* Cal. Elec. Code § 14028 (“A violation of Section 14027 *is established* if it is shown that racially polarized voting occurs ...”) (emphasis added); *also see* Assem. Com. on Judiciary, Analysis of Sen. Bill No. 976 (2001–2002 Reg. Sess.) as amended Apr. 9, 2002, p. 3 (“Thus, this bill puts the voting rights horse (the discrimination issue) back where it sensibly belongs in front of the cart (what type of remedy is appropriate once racially polarized voting has been shown).”)

To establish a violation of the CVRA, a plaintiff must generally show that “racially polarized voting occurs in elections for members of the governing body of the political subdivision or in elections incorporating other electoral choices by the voters of the political subdivision.” Elec. Code § 14028(a). The CVRA specifies the elections that are most probative: “elections in which at least one candidate is a member of a protected class or elections involving ballot measures, or other electoral choices that affect the rights and privileges of members of a protected class.” Elec. Code § 14028(a). The CVRA also makes clear that

“[e]lections conducted prior to the filing of an action ... are more probative to establish the existence of racially polarized voting than elections conducted after the filing of the action.” *Id.*

Factors other than “racially polarized voting” that are required to make out a claim under the FVRA – under the “totality of the circumstances” test – “are probative, but not necessary factors to establish a violation of” the CVRA. Elec. Code § 14028(e). These “other factors” include “the history of discrimination, the use of electoral devices or other voting practices or procedures that may enhance the dilutive effects of at-large elections, denial of access to those processes determining which groups of candidates will receive financial or other support in a given election, the extent to which members of a protected class bear the effects of past discrimination in areas such as education, employment, and health, which hinder their ability to participate effectively in the political process, and the use of overt or subtle racial appeals in political campaigns.” *Id.*

Oceanside’s at-large system dilutes the ability of Latinos (a “protected class”) – to elect candidates of their choice or otherwise influence the outcome of Oceanside’s council elections.

The most recent council election (2016) is illustrative. In that election, a Latino candidate – Linda Gonzales – ran and lost. Ms. Gonzales received significant support from Latino voters, but fell short of securing a seat in Oceanside’s at-large election due to the bloc voting of Oceanside’s majority non-Latino electorate. In fact, as a result of this racially polarized voting, Oceanside appears to have had only a single Latino council member in recent history.

According to recent data, Latinos comprise approximately 36% of the population of Oceanside. The contrast between the significant Latino population and the very limited success of Latinos to be elected to the City Council is telling.

As you may be aware, in 2012, we sued the City of Palmdale for violating the CVRA. After an eight-day trial, we prevailed. After spending millions of dollars, a district-based remedy was ultimately imposed upon the Palmdale city council, with districts that combine all incumbents into one of the four districts.

Given the historical lack of Latino representation on the city council in the context of racially polarized elections, we urge Oceanside to voluntarily change its at-large system of electing council members. Otherwise, on behalf of residents within the jurisdiction, we will be forced to seek judicial relief. Please advise us no later than May 5, 2017 as to whether you would like to discuss a voluntary change to

your current at-large system.

We look forward to your response.

Very truly yours,



Kevin I. Shenkman

<u>City/Political Subdivision Defendant</u>	<u>Settlement Conditions</u>	<u>Attorneys' Fees</u>	<u>Notes</u>
City of Palmdale	Agreed to have voters choose elected officials by districts, including two with Latino majorities	\$4,500,000	City lost trial on the merits, held an election that plaintiffs argued was illegal, and unsuccessfully challenged an injunction stopping the City from certifying the results of that election; settlement subsequently reached
City of Modesto	Moved to District elections; voters had already approved a move to districts before settlement	\$3,000,000	Settlement; Additional \$1,700,000 to defense attorneys
Madera Unified School District; Madera County Board of Education	Moved to "by trustee area" elections via admission of liability	\$162,500	court award
City of Compton	Moved to by-district elections via ballot measure; kept mayor at large	confidential	settlement
Tulare Local Healthcare District	Agreed to hold an election re changing to district elections in 2012 and agreed to cancel 2010 elections	\$500,000	Settlement
City of Tulare	City agreed to place a ballot measure before voters regarding a move to district elections	\$225,000	Settlement
Hanford Unified School District	Agreed to move to by-trustee district elections	\$110,000	Settlement
Compton Community College District	Agreed to move to by-district elections	\$40,000	Settlement

Ceres Unified School District	Moved to by-trustee district elections before litigation was filed	\$3,000	Settlement
Cerritos Community College District	Moved to by-trustee district elections	\$55,000	Settlement
San Mateo County	County moved to by-District elections (through a ballot measure) and further agreed to redraw its previously-approved District boundaries by forming a nine-person redistricting committee	\$650,000	Settlement
City of Anaheim	Agreed to place ballot measure on November 2016 ballot re moving to by district elections	\$1,200,000	Settlement; expected costs include at least another \$800,000
City of Whittier	Case dismissed as moot when City changed voting system; unsuccessful post election challenge re at large mayor	\$1,000,000	Court award under catalyst theory, even though case was dismissed
Santa Clarita Community College District	Agreed to conduct cumulative voting, and by trustees	\$850,000	Settlement

City of Garden Grove	Moved to by district elections via stipulated judgment; mayor elected at large	\$290,000	Settlement
City of Escondido	Settled via court order (consent decree) after vote of the people failed to adopt by district elections; mayor elected at large	\$385,000	Settlement
City of Santa Clarita	Agreed to move to cumulative voting method	\$600,000	Settlement
City of Visalia	Stipulated judgment, court ordered by districts	\$125,000	Settlement
City of Santa Barbara	Agreed to move to by district; mayor remains elected at large	\$599,500	Settlement
City of Fullerton	Agreed to pay attorneys fees - negotiate in good faith; required placing measure on November 2016 ballot to move to districts	undisclosed	Settlement
City of Merced	Settled before lawsuit filed; agreed to ballot measure	\$43,000	Settlement
City of Bellflower	Agreed to place ballot measure on November 2016 ballot	undisclosed	Settlement
Sulphur Springs School District	Agree to move to by district method	\$144,000	Settlement
TOTAL PAYMENTS TO PLAINTIFFS' ATTORNEYS		\$14,482,000	

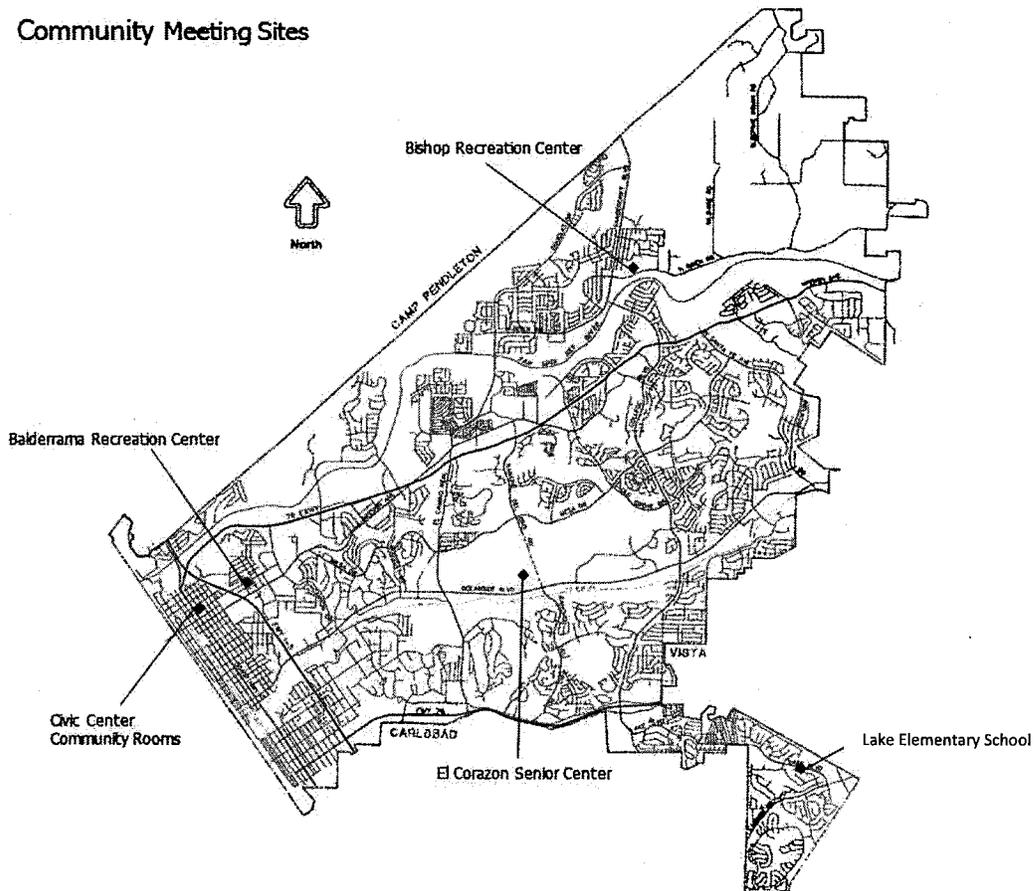
ATTACHMENT 3 - REVISED 5/3/2017

Districting Community Meetings-May 2017

Saturday May 13 12 PM-2 PM	Balderrama Recreation Center
Tuesday May 16 6-8 PM	El Corazon Senior Center
Saturday May 20 2-4 PM	Bishop Recreation Center
Tuesday May 23 6-8 PM	Lake Elementary School
Tuesday May 30 6-8 PM	Civic Center Community Rooms

Community Meeting Sites

Oceanside



**Curriculum Vitae
Karin Mac Donald**

Q2 Data & Research, LLC
1225 Peralta Street
Oakland, CA 94607
510.839.2546

UC Office
University of California,
2850 Telegraph Ave, Suite 500
Berkeley, CA 94705-7220

Education

University of California, Berkeley, Department of Political Science, Ph.D (on leave)
University of California, Berkeley, M.A. Political Science, 1998
(Thesis: A Case for Public Participation; Oakland: Communities define their Interests)
University of California, Berkeley, B.A. Summa Cum Laude, 1995

Professional Experience

- 2015 Team Leader of International Election Observer Group from 4 countries to Nagorno Karabakh to observe the Parliamentary Elections
- 2012 International Observer/Election Administration Expert in Presidential Election of Nagorno Karabakh with the University of California Election Observation and Technical Assistance Group
- 2010 - Director, Redistricting Group at Berkeley Law; design and implementation of outreach strategies to the public and redistricting assistance sites in 6 California jurisdictions; development of redistricting trainings and materials; design and teaching of workshops on data, criteria and voting rights for experts, journalists, advocates and the general public
- 2007 International Observer/Election Administration Expert in State Election of Baja, Mexico
- 2006 - Manager/Senior Researcher and Principal Consultant, Q² Data & Research LLC; specializing in Redistricting, Voting Rights, Election Administration, Implementation and Public Administration/Public Policy, California Politics, Election and Census Data Research; Principal technical consultant to the California Citizens Redistricting Commission (2011); Redistricting Expert/Litigation Support to Gibson, Dunn & Crutcher, LLP (2011/2012); Districting Consultant to the City of Chula Vista (2015); Districting Consultant to City of Escondido (2013); Redistricting Consultant to County of Stanislaus (2011); County of San Francisco (2011/2012); Various Voting Rights Act research contracts for MALDEF, LCCR, etc; U.S. EAC Contract to Research UOCAVA voters in 4 states; Contract with California Association of Clerks and Election Officials to study Election Costs (2014)
- 2005 - Director - Election Administration Research Center, University of California, Berkeley; Research Director - Evaluation of Poll Worker Training in California - Grant awarded 1/2005; Contracts with California Secretary of State's office to study poll workers throughout the State of California (2006 and 2007); Online Voter Registration Study in Washington and Arizona funded by Pew Center on the States (2008-2010); Study of all mail-ballot elections in Yolo County (2013);

- Statewide study of Access to electoral system by residents of Long Term Care facilities in California (2013)
- 2000 – 2005 Owner - Karin Mac Donald – Data Consulting; various contracts in the areas of Redistricting (San Diego, San Francisco, Special districts), Public Opinion Research, Public Administration, Public Policy, Implementation, Election Administration, Election and Census data analysis, etc
- 1994 - Director - Statewide Database (Redistricting Database for California), University of California, Berkeley (funded annually through the California State Budget); Various research grants from Pew Charitable Trusts, The James Irvine Foundation, The JEHT foundation, etc. to study implementation of redistricting criteria and processes, and build longitudinal datasets that allow for pre/post redistricting analysis on the same unit of analysis. Construction of geographic datasets. California State Liaison to the Bureau of the Census Redistricting Data Program for Phase II (delineation of block boundaries and voting district lines) in 1998 and 2008 respectively. Liaison for the State of California to the Census Redistricting and Voting Rights Data office, 2012 - 2020. State lead for the implementation of Phase I of the census geography collection 2016.
- 1995 Research Associate, UC DATA, Survey Research Center, UC Berkeley - California Work Pays Demonstration Project
- 1994 Research Assistant, UC DATA, Survey Research Center, UC Berkeley, Assistance Payments Demonstration Project

Awards

Co-recipient of the *Raymond Vernon Prize*, acknowledging outstanding contributions to the study and practice of policy analysis and public management, awarded annually by the American Association for Public Administration and Management, with Bonnie E. Glaser and Marcia Meyers, 1998

- Recent Elections, Redistricting and Voting Rights Related Projects**
- 2014 - Qualitative and quantitative multi-year study of various elections topics with the California Association of Clerks and Election Officials
- 2013 Qualitative and quantitative studies of Mail Ballot Elections in Yolo County, CA (under CA Elections Code 4001 et al)
- 2013 Design and implementation of statewide analysis of precincts with Limited English Proficiency voters (CA Elections Code 14201; for CA Secretary of State; similar analyses conducted in previous years)
- 02/2013 Guest Lecturer, Hastings College of the Law (Redistricting, Voting Rights Act and conducting Racially Polarized Voting Analyses)
- 05/2012 Speaker, California Studies Conference, Oakland, CA (Redistricting California: From the inside looking out)
- 03/2011 Designed and taught training on census data and redistricting for California Elections officials (CACEO)
- 02/2011 Speaker, Redistricting California Collaborative; San Francisco, CA (public participation in redistricting)
- 02/2011 Speaker at Redistricting Seminar for National Conference of State Legislatures, Washington DC (public participation, data and public input databases)
- 01/2011 Speaker/Trainer; Redistricting California Conference; Los Angeles, CA (redistricting data and how to participate)

- 2010 -2012 Lecturer, Speaker, Participant at multiple national voting rights act and redistricting seminars and convenings, including for the National Association of Latino Elected and Appointed Officials, the Chief Justice Earl Warren Institute on Race, Ethnicity and Diversity, and the Mexican American Legal Defense and Educational Fund
- 2010 -2011 Conceived, designed, wrote grant, received funding (The James Irvine Foundation) and implemented statewide redistricting assistance sites that allow the public access to software, technical assistance and infrastructure to participate meaningfully in the California statewide redistricting process
- 2010 -2011 Taught dozens of seminars throughout California on Redistricting (Data, Criteria, VRA) and how to participate; and on the implementation of Prop 11
- 2010 Designed and taught multiple trainings for California Bureau of State Audits, on general redistricting data, and criteria; skills Applicant Review Panel members need to look for to select Commissioner Panel for CRC; California geographic, racial and ethnic diversity
- 06/2010 Faculty: Community Census and Redistricting Institute; Expert Preparation Program; Southern Coalition for Social Justice; Duke University
- 04/2010 Guest lecturer, University of California, School of Law; (Data use in Redistricting Litigation)
- 11/2009 Guest lecturer, Séminaire Frontières des villes, Paris 8 University, France (Implementation of California Proposition 11)
- 06/2009 Faculty at Redistricting Seminar for National Conference of State Legislatures San Francisco (implementation of redistricting)
- 08/2009 Guest lecturer; University of California, Berkeley, School of Law; Voting Rights Seminar (Implementation of Voting Rights Act Section 2)

Selected Consulting Projects

- 2015 City of Chula Vista; Consultant to the Districting Commission; Creation of first City Council districts
- 2014 - California Association of Clerks and Election Officials (CACEO); Consultant to collect and study Election Costs over 10 years for 58 counties
- 2014 The Women's Foundation of California; project to analyze and map poverty data for Single-woman headed households for legislative districts
- 2013 City of Escondido; Consultant to the Independent Districting Commission; Creation of first City Council districts
- 2012 City and County of San Francisco; Consultant to the Election Task Force for Redistricting to redraw the Supervisorial Districts
- 2011 -2012 Gibson, Dunn & Crutcher, LLP; Litigation Support Consultant to defend California Senate and Congressional Districts
- 2011 County of Stanislaus; Consultant to the Redistricting Task Force; designed outreach strategy, educational materials for public participation and Community of Interest input approach. Conducted Community and Task Force Trainings.
- 2011 -2012 California Citizen Redistricting Commission (CRC) - Principal Consultant; construction of Assembly, Senate and Congressional Districts for the State of California; Responsible for all technical aspects of state redistricting; also designed statewide outreach and public participation strategy for the CRC; developed outreach materials; designed public input database.

2010 California Bureau of State Audits; Designed and taught training for the initial 8 Commissioners;

2009 – 2011 California Bureau of State Audits; Consultant; trained Auditor Staff charged with developing regulations and implementing new redistricting initiative, assisted with outreach including co-hosting blogger web meeting with State Auditor

2008 -2012 Various California and Federal Voting Rights Act - racially polarized voting analyses for Lawyers' Committee of Civil Rights under Law, Mexican American Legal Defense and Educational Fund, Hanson Bridgett, LLP

2006-2008 United States Election Assistance Commission, Consultant in study of the implementation of the electronic transmission of voting materials, and voters covered by the Uniformed and Overseas Citizens Absentee Voting Act; including qualitative study of administrative procedures in 4 states; quantitative analysis of voter experiences, sample and large N survey design.

2004-2008 Consultant to The Election Center; Development and teaching of redistricting and voting rights course for Professional Certification Curriculum of California's Clerks and Registrars of Voters.

2002 City and County of San Francisco, Consultant to the Election Task Force for Redistricting to redraw the Supervisorial Districts

2001 Alameda-Contra Costa Transit District; Sub-Contractor/Redistricting Consultant to the Board of Directors to redraw the Ward Boundaries

2001 Peralta Community College District; Sub-Contractor/Redistricting Consultant to the District to redraw Community College Board of Trustee Areas

2001 City of San Diego; Consultant to the Redistricting Commission to redraw City Council Boundaries

2000 City of Modesto; Consultant to the Mayor's Ad-Hoc Committee on Term Limits and District Elections; Re-Design of a district-based Election System for the City of Modesto

1999/2000 City of Oakland, Analysis of 1990 Census Undercount by Census Block; Census Steering Committee

1999 Los Angeles Times; Creation of merged marketing and electoral database

1999 The San Francisco Examiner; Local Election Analysis

1998/99 City of Los Angeles, Establishment of a Department of Neighborhoods; Definition and Boundary Methodology of Neighborhoods for Formation of Councils

1998 Asian Pacific American Legal Foundation, Los Angeles; Survey and Exit Poll Design

1998 The Sacramento Bee; California Statewide Demographic Trend and Election Analysis

1997 National Coalition for Immigrant Rights; Naturalization and Registration Database Design and Implementation

1996 The Feminist Majority; Voter Registration and Demographic Analysis

1996 State of California, Office of the Legislative Analyst, Implementation of Public Policy through Department of Social Services

Selected Professional Activities/Memberships

2013- Task Force on Redistricting and Elections; National Conference of State Legislatures

2008- California State Liaison to the Bureau of the Census for Phase II of the Redistricting Data Program

2008- California Secretary of State (Bowen), Help America Vote Act Implementation Advisory Committee

2007- California Secretary of State (Bowen), VoteCal Advisory Committee

1998- National Conference of State Legislatures (NCSL), Redistricting Taskforce

2005/2006 California Secretary of State (McPherson), Statewide Voter Registration Database Advisory Committee

2006 Expert Witness – California State Senate; Committee on Elections, Reapportionment and Constitutional Amendments

2005 Expert Witness – California State Assembly; Committee on Elections, Redistricting and Constitutional Amendments

2000/2001 Information Facilitator Working Group, Global Disaster Information Network

2000 Global Disaster Information Network, GDIN, U.S. Delegation to Turkey

2000 Latino Steering Committee, Census 2000, City of Oakland

2000 African American Steering Committee, Census 2000, City of Oakland

1999/2000 Census Complete-Count Committees, Alameda County and Oakland

1998 California State Implementation Coordinator for Census 2000 Phase II

1998 - Bay Area Automated Mapping Association

1996 - American Political Science Association

1998 - 2000 American Association of Public Administration and Management

Academic Publications

- “Community of Interest Methodology and Public Testimony,” (with Bruce Cain)
UC Irvine Law Review, Volume 3, August 2013.
- “Adventures in Redistricting – A Look at the California Redistricting Commission,”
Election Law Journal – Special Redistricting Volume, January 2013.
- “Implementation of Proposition 11, Part One: Setting the Rules, Soliciting Applications, and Forming a Commission,” (with Bruce E. Cain and Bonnie E. Glaser), forthcoming in
California Journal of Politics and Policy, 2013.
- “Election Results,” *Data for Democracy – Improving Elections through Metrics and Measurement*, The Pew Center on The States, Make Voting Work, December 2008
- “Administering the Overseas Vote,” (with Bruce E. Cain and Michael Murakami), *Public Administration Review*, Volume 68, Issue 5, September/October 2008
- “Sorting or Self-Sorting: Competition and Redistricting in California?” (with Bruce E. Cain and Iris Hui), *The New Political Geography of California*, Frederick Douzet, Thad Kousser and Kenneth Miller, eds., Berkeley: Public Policy Press, 2008.
- “Voting from Abroad: A Survey of UOCAVA Voters,” (with Bruce E. Cain and Bonnie E. Glaser), United States Election Assistance Commission, <http://www.eac.gov>, March 2008
- “UOCAVA Voters and the Electronic Transmission of Voting Materials in Four States” (with Bonnie E. Glaser), United States Election Assistance Commission, <http://www.eac.gov>, October 2007

- "The Implications of Nesting in California Redistricting" (with Bruce E. Cain), University of California, Berkeley, Institute of Governmental Studies, August 2007
- "Explaining Voting System Performance: Do Technology, Training, and Poll Worker Characteristics Matter?" (with Bonnie E. Glaser, Iris Hui, and Bruce Cain), prepared for presentation at the 2007 Annual Meeting of the American Political Science Association, August 2007
- "The Attraction of Working from 6 am to 9:30 pm for a Fraction of Minimum Wage: Poll Workers and Their Motivation to Serve," (with Bonnie E. Glaser), prepared for presentation at the 2007 Annual Meeting of the Midwest Political Science Association, April 2007
- "From Locomotive to Bullet Train: Street-Level Implementation of E-Voting," (with Bonnie E. Glaser) prepared for presentation at the 2007 Annual Meeting of the Midwest Political Science Association, April 2007
- "Voting Rights Act Reinforcement: Navigating Between High and Low Expectations," (with Bruce E. Cain), in *The Future of the Voting Rights Act*, David Epstein et al, editors, New York: Russell Sage, 2006.
- "Transparency and Redistricting," (with Bruce E. Cain), University of California, Berkeley, Institute of Governmental Studies, http://igs.berkeley.edu/redistricting_research; November 2006
- "Competition and Redistricting in California: Lessons for Reform," (with Bruce E. Cain and Iris Hui), University of California, Berkeley, Institute of Governmental Studies, http://igs.berkeley.edu/redistricting_research; February 2006
- "From Equality to Fairness: The Path of Political Reform since Baker v Carr" (with Bruce E. Cain and Michael P. McDonald), in *Party Lines: Competition, Partisanship and Congressional Redistricting*, Bruce E. Cain, Thomas Mann, eds., Washington, DC, Brookings Institution, 2005.
- "Pushbutton Gerrymanders? Have Computers changed Redistricting?" (with Micah Altman and Michael P. McDonald), in *Party Lines: Competition, Partisanship and Congressional Redistricting*, Bruce E. Cain, Thomas Mann, eds., Washington, DC, Brookings Institution, 2005.
- "From Crayons to Computers: The Evolution of Computer Use in Redistricting" (with Micah Altman and Michael P. McDonald) *Social Science Computer Review* 23(3), 2005
- "California: Low-Tech Solutions Meet High-Tech Possibilities," (with Bruce E. Cain) in *Election Reform*, Daniel J. Palazzolo and James W. Ceaser, eds., Lanham: Lexington Books, 2005
- "Rethinking Communities of Interest" in *Public Affairs Report*, University of California, Berkeley, Vol. 42, No. 3, Fall 2001
- "Census 2000 - this is your future" (with Bruce E. Cain) in *California County Journal of the California State Association of Counties*, May/June 2000, Vol. 16, No. 3.

- "Nativism, Partisanship and Immigration; An Analysis of Prop. 187" (with Bruce Cain), in *Racial and Ethnic Politics in California*, Vol. II, Michael Preston, Bruce Cain, and Sandra Bass, Eds. Berkeley: IGS Press, 1998.
- "Race and Party Politics in the 1996 US Presidential Election" (with Bruce Cain), in *Racial and Ethnic Politics in California*, Vol. II, Michael Preston, Bruce Cain, and Sandra Bass, Eds. Berkeley: IGS Press, 1998.
- "On the Front Lines of Service Delivery: Are Workers Implementing Policy Reforms?" (With Marcia Meyers and Bonnie Glaser), *Journal of Policy Analysis and Management*, Vol. 17, No. 1, Winter 1998.
- "La question raciale et la politique des partis aux elections presidentielles de 1996" (with Bruce E. Cain), in *Herodote (Journal of Geo-Politics)*, Paris, France: La Decouverte, Spring 1997.
- "Institutional Paradoxes: Why Welfare Workers Can't Reform Welfare" (with Marcia K. Meyers, Bonnie Glaser, and Nara Dillon), February 1996 - Working Paper #7, UC DATA, Survey Research Center, University of California, Berkeley.
- "Beyond Quantitative Research: Exploring the Reality of Welfare Policy," (with Bonnie E. Glaser) prepared for presentation at the Annual Meeting of the National Association of Welfare Research and Statistics, July 1996.
- "Discretion, Devolution and Equity: Public Bureaucracies and Community Based Organizations in the Implementation of Welfare Reform," (with Bonnie E. Glaser and Marcia Meyers) prepared for presentation at the 1996 Annual Meeting of the American Political Science Association, 1996.

Professional Publications

- "Providing Election Services to People in Residential Care Facilities in California; Case Studies and a Pilot Project," (with Arshia Singh) The Information Technology and Innovation Foundation; Accessible Voting Technology Initiative; Working Paper; December 2013
- "Study of the March 5, 2013, All Mail Elections in Yolo County," (with Ken McCue) Report for Yolo County and the California Legislature; December 2013
- "Implementation of Proposition 11, Soliciting Applicants: The trials and tribulations of a unique outreach campaign," (with Bonnie E. Glaser) in draft September 2010.
- "Implementation of Proposition 11, Step One: Sorting out the rules, regulations, and logistics of forming a commission," (with Bonnie E. Glaser), February 2010.
- "Part II: Online Voter Registration Implementation Study," in Online Voter Registration (OLVR) Systems in Arizona And Washington: Evaluating Usage, Public Confidence And Implementation Processes, (with Bonnie E. Glaser) Pew Center on the States, April 1, 2010

"Survey of Poll Workers in California – General Election November 7, 2006 Report for *Contra Costa County," (with Bonnie E. Glaser), May 1, 2007 [*equivalent report prepared for eight California Counties]

"Voices from the Polling Place," recommendations prepared for the California Secretary of State's Office, (with Bonnie E. Glaser), April 1, 2007

"The Why, How, What and When of Precinct Boards: Reactions from the Front Lines; A Survey of California Poll Workers in the Primary Election of 2006; Report for *Alameda County," (with Bonnie E. Glaser), September 1, 2006 [*equivalent report prepared for twenty-four California Counties]

"The Why, How, What and When of Precinct Boards: Reactions from the Front Lines; A Survey of California Poll Workers in the Primary Election of 2006," prepared for the Annual Conference of California Association of Clerks and Election Officials (CACEO), (with Bonnie E. Glaser), July 25, 2006

"Report to the Ad Hoc Committee on District Elections and Term Limits," City of Modesto, Evaluation of Voter Participation and Overview of Possible Changes to the Election System to Increase Participation, (with Bruce E. Cain), 2000

"California Work Pays Demonstration Project, A Process Evaluation Phase IV: 1996" (with Barbara West Snow, Bonnie Glaser, and Christopher Jewell), UC DATA, Survey Research Center, 1997

"California Work Pays Demonstration Project, A Process Evaluation Phase III: 1995" (with Barbara West Snow, Bonnie Glaser, and Christopher Jewell), UC DATA, Survey Research Center, 1997.

"California Work Pays Demonstration Project Process Evaluation: Communication of Work Incentives," (with Bonnie E. Glaser) UC DATA Report, 1994.

Selected Academic Papers/Invited Talks

"A New Era or 1981 Revisited? California's Redistricting in 2001" presented at Lanier Public Policy Conference, University of Texas, Houston; December 2000

"Preparing for Redistricting in 2001 - Communities define their Interests" presented at American Political Science Association, Annual Meeting, Boston, 1998

"Wedge Issues and Polarization" 1997, presented at the Latino Civil Rights Crisis Research Conference of the Civil Rights Project, Harvard University; Brookings Institution, Washington D.C. 1997

"Race, Ethnicity, And Affirmative Action: The Impact Of Proposition 209 On Presidential Voting" (with Bruce E. Cain and Kenneth McCue), [S.l.: s.n., 1997].

"Discretion, Devolution and Equity: Public Bureaucracies and Community Based Organizations in the Implementation of Welfare Reform" (with Marcia Meyers and Bonnie Glaser) 1996; presented at American Political Science Association Annual Meeting, San Francisco, August 1996

"Immigration, Social Cost and Fairness: The Determinants of California's Prop. 187" (with Bruce Cain and Ken McCue) 1996, presented at American Political Science Association Annual Meeting, San Francisco, 1996

"Bridging the Borders of Research; Qualitative Methodology in a Quantitative Environment" (with Bonnie Glaser) 1996; presented at National Association of Welfare Research and Statistics, Annual Conference, San Francisco, June 1996

"The Effect of Immigration on the Vote for Proposition 187" (with Bruce Cain) Quantitative Statistical Seminar Series, UC Berkeley, 1995

"Why Welfare Workers Can't Reform Welfare" (with Marcia K. Meyers, Bonnie Glaser, and Nara Dillon) 1995; presented at American Political Science Association Annual Meeting 1995