



Meeting Date: 2/28/11
Agenda Item: 7d

Mission Statement
Provide quality services in a modern, courteous and cost-efficient manner.

VILLAGE BOARD MEETING STAFF REPORT

REPORT TO: President Burt McIntyre and Village Board of Trustees **REVIEWED BY:**
REPORT FROM: Robert Bartelt, Village Administrator 
AGENDA ITEM: Written clarification on the role of municipal officials in Census-related wards map redevelopment
ACTION REQUESTED: ___Ordinance ___Resolution ___Motion x Receive/File

BACKGROUND INFORMATION

At the Feb. 18, 2011 Village Board meeting, Trustee Steffen requested written clarification from the League of Municipalities or LRB on the role of municipal officials in Census-related wards map redevelopment.

STATUS UPDATE

Dave Wiese talked to Mike Keane with the Legislative Resources Bureau. According to Page 6 of LRB’s Guidelines for Adjusting Municipal Wards Following the 2000 Federal Census, “The governing body of a municipality – the common council or village or town board – is responsible for establishing ward boundaries. An ordinance or resolution describing the ward boundaries must be adopted by a majority of the members of the governing body.”

LRB has not yet published its Guidelines for Adjusting Municipal Wards Following the 2010 Federal Census. However, Mr. Keane said many of the guidelines and much of the process will be the same. The LRB intends to produce three redistricting-related publications relating to the 2010 Census:

- 1. The above-mentioned guidebook for local officials on creating wards, which will contain relevant law and a timeline
- 2. After the Census data is released, which according to the latest information from the Census Bureau likely will be in Mid-March, the LRB will publish a summary of the block-level data as it relates to wards by county, by municipality by county, and by municipalities split between the counties.
- 3. A misallocation survey, listing the current legislative districts compared to the official 2010 population data with percent deviation from the ideal population

The Wisconsin Legislature also has selected a Redistricting Staff Working Group that will be holding a series of free local redistricting workshops throughout the state. The workshops are intended for local officials who will be participating in redistricting, as well as others such as planners or land information staff who may be providing technical assistance for the redistricting process.

Tim Niemi, the GIS coordinator for the village, attended an informational meeting in the fall of 2010 concerning the redistricting that will occur in 2011. Last week, he also attended one of the "Local Redistricting in Wisconsin" workshops as part of the annual conference for the Wisconsin Land Information Association (WLIA). The workshop was a follow-up to the fall meeting and also provided Tim with some hands-on use of the computer application that is being developed. The computer application is called WISE-LR (Wisconsin Shape Editor for Local Redistricting). WISE-LR is a tool that will allow the counties and municipalities to create their respective supervisory boundaries and wards. WISE-LR is an online application and Tim said it is fairly easy to use.

Tim was very heavily involved with the redistricting of village wards in 2001. He said he looks forward to working on the 2011 wards and does not anticipate any problems. He has been trained on the WISE-LR application and can create three or more ward options to provide to the Village Board for approval (This is what was done in 2001). Once the county creates their supervisory districts, we will then work on creating the new wards for Howard.

The timeframe for redistricting process is described in the attached Fact Sheet from UW-Extension.

RECOMMENDED ACTION BY VILLAGE BOARD

None

ATTACHED INFORMATION

- I UW Extension Redistricting for Local Officials Fact Sheet
- II Minutes of the Jan. 14 meeting of the Wisconsin Legislature Redistricting Staff Working Group
- III Information about the free workshops on local redistricting in Wisconsin

^{LW}Extension **FACT SHEET**

Cooperative Extension – Kenosha County

January, 2011

Redistricting for Local Officials

This fact sheet provides a general overview of the redistricting process for Wisconsin's local government officials. This summary includes a process timeline and resources for obtaining more information.

A National Perspective

The U.S. Census Bureau released the first data from Census 2010 in December 2010. The country's 22nd decennial census figures showed that the nation's resident population on Census Day, April 1, 2010, was 308,745,538, a 9.7% increase over the 2000 count.

Census 2010 and Reapportionment

As established by Article 1, Section 2 of the Constitution of the United States, the census is the basis for determining the number of representatives each state has in the U.S. House of Representatives. Congress determines the number of seats in the House of Representatives, which is currently set at 435. The process of dividing the 435 seats among the 50 states is known as apportionment.

As was the case 10 years ago, Census 2010 shows that the greatest population growth has occurred in the South (14.3%) and West (13.8%), while there was slower growth in the Northeast (3.2%) and Midwest (3.9%). Nevada had the highest population growth (35.1%). Michigan was the only state to lose population over the last decade (-0.6%). Wisconsin's 2010 population was 5,686,986, an increase of 6%.

Shifts in population among the states mean that some states will gain or lose congressional seats. In 2011, Arizona, Georgia, Nevada, South Carolina, Utah, and Washington will all gain one seat; Florida will gain two; and Texas will gain four. States that are losing one representative include Iowa, Louisiana, Massachusetts, Michigan, Missouri, New Jersey, New York, Ohio, and Pennsylvania. Illinois and Ohio are each losing two seats. Wisconsin will continue to have eight members of Congress, meaning each congressional district in Wisconsin will have approximately 710,873 people.

Redistricting

Redistricting is the process of revising the geographic boundaries within a state from which people elect their representatives to the U.S. House of Representatives, state legislature, county board, city council, and school board.

Although this process involves all levels of government, the creation of congressional, legislative, county, and municipal districts are completed separately.

The process begins with the adjustment of municipal wards, the building blocks used to form election districts. Wisconsin law requires all cities, villages, and towns with populations of 1,000 or more to establish wards. Although towns and villages of 1,000 or more must establish wards, their board members continue to be elected at large. Municipalities will receive the necessary population data in April, 2011.

In the fall of 2011, state legislators will begin the process of redrawing Wisconsin's 33 senate and 99 assembly districts.

Redistricting at the Local Level

The three-step process for municipal and county redistricting requires cooperation and coordination among counties and their related municipalities. This process begins at the county level, moves to the municipal level, and finally culminates with county adoption of supervisory districts and city adoption of aldermanic districts. Each of the three phases is comprised of a sixty-day work period.

Three-Step Process

Step One: Within sixty days of receiving the census data, county boards will submit a tentative County Supervisory District Plan to each municipality in the county. Each county board is required to hold a public hearing on the tentative plan and to solicit suggestions from both the municipalities and the general public. The tentative plan may be amended after the public hearing to incorporate the suggestions. A copy of the tentative plan is then sent to the municipalities within the county. *This step must be completed no later than July 1, 2011.*

Step Two: Municipalities adjust ward boundaries in line with the proposed county supervisory district plans. The wards established govern the adjustment of supervisory districts. An ordinance or resolution describing ward boundary lines must be adopted.

Step Three: Within sixty days of receiving municipal ward adjustments, counties are required to adopt final supervisory district plans consisting of whole municipal wards. Cities must also establish aldermanic district plans. In order to adopt a final county plan, a public hearing is required. Following adoption of the plan, each county must file a copy with the secretary of state.

Redistricting Timetable

<i>April, 2011</i>	Population data distributed to local governments
<i>June</i>	Counties adopt tentative supervisory plans (no later than July 1)
<i>August</i>	Municipalities adopt ward plans
<i>October</i>	Counties establish supervisory districts
<i>October</i>	Cities establish aldermanic districts
<i>Winter, 2011-2</i>	State establishes legislative and congressional districts
<i>April, 2012</i>	County board and municipal elections with new districts

Guiding Principles and Considerations

What makes the redistricting process and the resulting plan fair and legal? There are several key points for redistricting committees and staff to keep in mind:

Population sizes in aldermanic and supervisory districts should be substantially equal: While "substantially equal" is not clearly defined in federal or state law, there is precedent for supporting the plan with the lowest deviation. In order to minimize boundary changes in 2021, some municipalities may consider placing fewer people in a ward that may be considered a high growth area. Deviation from a district's "ideal population" must be justified by attempts to accomplish one of the goals below.

Aldermanic and supervisory districts should be compact: "Compact" is another term that can be defined in a variety of ways. Frequently, municipalities will attempt to draw boundary lines that follow geographic features, roads, or neighborhood boundaries. Doing so is often easier said than done. However, it is important to avoid "gerrymandering." The term gerrymandering dates back to 1812 when, to favor his political party, Massachusetts governor Elbridge Gerry created an election district that resembled a salamander.

Districts should respect communities of interest: The Voting Rights Act provides that a citizen's right to vote shall not "be denied or abridged" on account of race or color. These populations should have as much opportunity as possible to elect representatives who reflect their backgrounds and interests. Once again, gerrymandering should be avoided.

When possible, aldermanic and supervisory boundaries should retain the core of existing districts: Political turmoil will be minimized if continuity and composition of districts are maintained. By doing so, incumbents will not be forced to run against one another or seek re-election by voters who were formerly part of another district.

Cooperation: Last but not least, every effort should be made to encourage cooperation between the county and municipalities. Given the time constraints of the process, politics, and limited staffing resources, education and communication from the beginning of the process through its completion are necessary.

Mapping It Out

For the most part, technical staff working on the mapping of boundaries will use a software program called Wisconsin Shape Editor for Local Redistricting, or WISE-LR. This software program will allow technical staff to assign census blocks and population data to build plans for supervisory districts, aldermanic districts and municipal wards. The software can help generate alternative plans for comparison.

It is important for local officials to remember that the mapping process and options are a "work in progress" and that the technical staff should not advocate one option over another. Ultimately, each redistricting committee will receive input about the boundary options in a variety of ways and will make a final decision that minimizes unwanted changes.

Road Shows

Local officials and technical staff will have the opportunity to attend one of several redistricting educational programs offered throughout the state during April 2011. These "road shows" are being conducted by the Legislative Reference Bureau, the Legislative Technology Services Bureau, and University of Wisconsin-Applied Population Laboratory. Information on the basic legal requirements of redistricting, description of a ward, and how to report ward boundaries will be presented. In addition, technical staff will receive hands-on training on the WISE-LR application. Further information and registration forms are available by calling (608) 265-9545, or at the WISE-LR website: <http://www.legis.state.wi.us/wiseler/>

Information and Resources

Redistricting Contacts:

Michael Keane, Senior Legislative Analyst
Wisconsin Legislative Reference Bureau
(608) 266-0346

Dan Hill, Professor
Local Government Center, UW-Extension
(608) 265-2852

Dan Veroff, Demographic Specialist
Applied Population Laboratory, UW-Extension
(608) 265-9545

Web-based Resources:

For the state resource page on redistricting:
<http://www.legis.state.wi.us/ltsb/redistricting/>

For guidelines regarding the adjustment of municipal wards: <http://www.legis.state.wi.us/lrb/pubs/ib/01ib3.pdf>

This Fact Sheet Was Prepared by:

Annie Jones, Professor, Community Development Educator
Kenosha County UW-Extension

Edited by Dan Veroff, Michael Keane and Dan Hill

Wisconsin Legislature Redistricting Staff Working Group

Meeting of January 14, 2011

Present:

Larry Barish, LRB
Jim Beaudoin, UW, APL
Matt Egerer, Assem. Dems.
Adam Foltz, Assem. GOP
Joel Gratz, Assem. Dems.
Math Heinzl, UW-LICGF
Jessica Karls Ruplinger, Leg. Council
Mike Keane, LRB
Joe Kreye, LRB
Rob Marchant, Senate Chief Clerk
Steve Miller, LRB, Chair
Lori Oehlert, LTSB
Tadd Ottman, Sen. GOP
Steve Pickett, Gov't. Acc. Board
Pam Shannon, Leg. Council
Tony Van Der Wielen, LTSB
Dan Veroff, UW, APL
Mike White, Sen. Dems.
Dana Wolff, LTSB

Minutes:

Steve Miller called the meeting to order at 1:15 p.m.

The group approved the minutes of the October 8, 2010, meeting.

Tony Van Der Wielen gave an update on the projected date for delivery of census data. The Census Bureau will send TIGER (block geography) data to Wisconsin on January 19. According to the latest information from the Census Bureau, Wisconsin will receive its P.L. 94-171 in mid- March.

Tony said that LTSB received 2010 election data from the GAB and successfully merged it into the legislature's redistricting database.

Tony gave an update on the computer interface between the redistricting system and the legislative bill drafting system. LTSB and LRB are testing the interface with good results.

Tony reported that LTSB has been holding training sessions on AutoBound about once per month. The next Autobound training sessions will be held at LTSB on February 1 and 3.

Jim Beaudoin reported that development of local redistricting software (WISE-LR) is progressing well and functionality is 99% complete. Testing will continue into February.

Larry Barish gave a summary of forthcoming LRB publications relating to redistricting. The LRB recently published a brief, "Wisconsin Redistricting Chronology, 1950-2002." The LRB will produce three more redistricting-related publications:

1. A guidebook for local officials on creating wards, containing relevant law and a timeline.

2. After the PL 94-171 data is released, the LRB will publish a summary of the block-level data as it relates to wards, by county, by municipality by county, and by municipalities split between counties.

3. A mis-allocation survey, listing the current legislative districts compared to the official 2010 population data with percent deviation from the ideal population (one page).

Dana Wolff presented a draft letter to be sent in February 2011 from the Senate Majority Leader and the Speaker of the Assembly to county clerks informing them of the status of WISE-LR and informing them about the redistricting workshops for local officials. Larry suggested adding a paragraph on projected date that LTSB will deliver block-level census data to county officials.

The group discussed the potential for a public access redistricting tool in the form of a Web application. Tony will develop cost estimates for the creation and deployment of such a tool.

Dana presented a schedule for a series of workshops throughout the state to assist local officials with their redistricting-related duties (“the Redistricting Road Show”).

The workshops will be held as follows:

Fri. April 1: Madison (Pyle Center)

Thu. April 7: Appleton (Fox Valley Technical College)

Fri. April 8: Waukesha (UW-Waukesha)

Wed. April 13: La Crosse (UW-La Crosse)

Thu. April 14: Eau Claire (Chippewa Technical College)

Fri. April 15: Rhinelander (Nicolet Technical College)

The group will meet next on February 18, 2011.

The meeting adjourned at 2:10 p.m.

ATTACHMENT III

Road Shows on Local Redistricting in Wisconsin

You are invited to attend a free “road show” workshop on Wisconsin Local Redistricting.

The Wisconsin State Legislature along with the University of Wisconsin and University of Wisconsin-Extension are sponsoring six free workshops on local redistricting to be held throughout the state in April.

April 1 – Madison

April 7 – Appleton; April 8 – Waukesha

April 13 – La Crosse; April 14 – Eau Claire; April 15 – Rhinelander

Who Should Attend?

The workshops are intended for local officials who will be participating in redistricting, as well as others such as planners or land information staff who may be providing technical assistance for the redistricting process. All are welcome to attend, however, attendees may choose between two sessions depending on their role and level of involvement in the redistricting process.

Sessions

The workshops will be divided into two sessions:

Morning session (9:00 a.m. to 12 noon):

The morning session will provide an overview of the redistricting process in Wisconsin and will introduce participants to the legal and procedural aspects of redistricting. The session will cover the “nuts and bolts” of redistricting and highlight state and local resources on redistricting in Wisconsin. It is intended for those who want information on local redistricting in Wisconsin, but may not necessarily be drawing the supervisory districts and wards on the application.

Afternoon session (1:00 p.m. to 4:00 p.m.):

The afternoon session will introduce participants to redistricting data from Census 2010 and provide an introduction to an online software application (WISE-LR) designed to assist in local redistricting. We would like to keep this session open for those who will actively be drawing the supervisory districts and wards for their county or municipality. The afternoon session will be taught in a computer lab so participants will gain a “hands on” experience with the new software. *Note: Space is limited in the afternoon session. Priority will be given to those who will be actively involved in providing technical support to the local redistricting process. Advance registration is required and should be limited to one person per organization/governmental unit, unless space permits.*

Registration

To register online go to: <http://legis.wisconsin.gov/wiselnr/roadshows.htm> (Registration will be open 2/17/11)

For more information about the workshops (including directions and parking information) and about the WISE-LR application, please visit the WISE-LR website: <http://www.legis.wisconsin.gov/wiselnr>

Additional information will be sent with your confirmation of registration. If you have questions or need more information please contact:

Dan Veroff
Phone: (608) 265-9545
Email: dveroff@wisc.edu

Dana Wolff
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