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RECEIVED
July 29, 2021
*Commission on
State Mandates*

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July 29, 2021

Via Drop Box

Ms. Heather Halsey
Executive Director
Commission on State Mandates
980 Ninth Street, Suite 300
Sacramento, CA 95814

Dear Ms. Halsey:

**COMMENTS ON THE DRAFT EXPEDITED PARAMETERS
AND GUIDELINES TO THE COUNTY'S
SB 958 TEST CLAIM 19-TC-04**

The County of Los Angeles ("Claimant") submits the attached Comments on the Draft Expedited Parameters and Guidelines to our *SB 958, Citizens Redistricting Commission* Test Claim.

If you have any questions please call me, or your staff may contact Fernando Lemus at (213) 974-0324 or via e-mail at flemus@auditor.lacounty.gov.

Very truly yours,

Arlene Barrera
Auditor-Controller

AB:OV:CY:EB:EW:FL

Attachments

**COMMENTS ON THE DRAFT EXPEDITED PARAMETERS AND GUIDELINES TO
THE COUNTY'S SB 958 TEST CLAIM 19-TC-04**

On May 28, 2021, the Commission on State Mandates (Commission) adopted the Decision partially approving the Test Claim (TC) on Senate Bill (SB) 958, *County of Los Angeles Citizens Redistricting Commission* (CRC). The County of Los Angeles (Claimant or County) has reviewed the Commission's Draft Expedited Parameters and Guidelines and presents the following Comment for your review and consideration.

A. The 14-member CRC Could Not Exist Without Reasonable Staffing and Support

The Commission determined that Elections Code (EC) § 21534(c)(8) requires Claimant to provide reasonable funding and staffing to the CRC. Further, the Commission stated that the following activities mandated by EC §§ 21532 and 21534 and performed by the CRC impose a reimbursable state-mandated program on Claimant:

- The eight elected commissioners shall review the remaining names in the subpools of applicants and shall appoint six additional applicants to the CRC.
- Conduct at least seven public hearings before drafting a map, to take place over a period of no fewer than 30 days, with at least one public hearing held in each supervisorial district.
- Post a draft map for public comment on the website of the County and conduct one public hearing on the draft map (in addition to the one hearing required under prior law, which was not reimbursable).
- Establish and make available to the public a calendar of all public hearings.
- Arrange for the live translation of a hearing in an applicable language for which the number of residents of the County who are members of a language minority is greater than or equal to three percent of the total voting-age residents of the County if a request for translation is made at least 24 hours before the hearing.
- Take steps to encourage County residents to participate in the redistricting public review process.
- Issue a report that explains the basis on which the CRC made its decisions in achieving compliance with the criteria described in EC § 21534 (a) and (b).

SB 958 requires that the CRC be wholly independent from the County from the initial selection of the commissioners to the actual performance of their redistricting responsibilities. Accordingly, Claimant contracted with Gayla Kraetsch Hartsough of KH Consulting Group (KH) to serve as an independent Executive Director (ED) to guide and support the CRC's redistricting responsibilities without supervision by County personnel or the Board of Supervisors. (See Declaration of Gayla Kraetsch Hartsough.)

The necessity of an ED for implementation of the mandates stated in EC §§ 21532 and 21534 cannot be overstated. The ED is responsible for guiding and supporting the CRC

in establishing five single-member supervisorial districts consistent with extensive requirements set forth in SB 958. The ED works with the CRC's Independent Legal Counsel to establish a comprehensive work plan of deliverables and activities with target dates to meet the delivery of the final redistricting report referenced in EC § 21532(d)(3). (See Declaration of Gayla Kraetsch Hartsough.) In order to guide and support the CRC, the ED is charged with understanding all legal mandates and requirements that the CRC must accomplish and also determine what specific staff and technical support the CRC needs in order to successfully complete the mandated activities as set forth in SB 958 and have been deemed reimbursable by the Commission. (See Declaration of Gayla Kraetsch Hartsough.) Further, the ED provides oversight, guidance, staffing, and technical resources to support the CRC's mandate of meeting the redistricting guideline requirements in producing a final map and redistricting report by December 15, 2021.

The ED's activities are reasonably necessary to perform the requirements of the CRC pursuant to California Code of Regulations Section 1183.7(d). The mandated activities under EC § 21534 require the CRC to establish single-member supervisorial districts that comply with the United States Constitution, adhere to population equality as determined by the 2020 census, comply with the federal Voting Rights Act of 1965, assure geographic integrity of any city or local neighborhood and, to the extent practical, districts must be drawn to encourage geographical compactness. The ED's activities allow the CRC to receive training on topics necessary for compliance with EC § 23154. (See Declaration of Gayla Kraetsch Hartsough.)

The mandatory requirements and responsibilities of the CRC pursuant to SB 958 far exceeded what was required of the advisory commission in 2011 to prepare redistricting maps. (See Declaration of Gayla Kraetsch Hartsough, Table 1.) Upon consultation with the CRC, and in recognition of the need to engage necessary sub-consultants and subject matter experts to fulfill the requirements of SB 958, the ED proposed processes, procedures, and facilitated retention of the necessary consultants, including data and mapping analysis, technical assistance, administrative support, global information system (GIS) expertise, media strategy, and other contingency support services. (See Declaration of Gayla Kraetsch Hartsough.) The mandates in SB 958 substantially raised the redistricting bar in the County and placed significant responsibilities on the shoulders of the 14 unpaid citizen commissioners serving on the CRC, and it would be unreasonable for the CRC to not seek assistance of consultants, and unreasonable if the County refused to provide funding for consultants.

The costs associated with hiring the ED are reasonable in order for Claimant to perform its mandated duties under SB 958. The Commission contends that, while Claimant is obligated to provide reasonable funding to the CRC, "the courts have made it clear that '[n]othing in article XIII B prohibits the shifting of costs between local government entities.'" The Court merely states that Article XIII B does not establish any affirmative limitations on local entity cost-sharing without any corroboration or authority. The case cited by the Commission, *City of San Jose v. State of California* (1996) 45 Cal.App.4th 1802, does not apply to the facts and law related to SB 958. The facts in *City of San Jose*

involve shifting costs between State and local entities, not on shifting costs between local entities. Furthermore, drawing County supervisorial district boundaries is an activity unique to the County and involves costs that cannot be shifted to other municipalities.

Claimant respectfully requests that the Commission find the activities performed by the ED and sub-consultants are reasonably necessary to perform the mandated activities in EC §§ 21532(a) and (e) -(h) and 21534(c)(2), (c)(3)(A)-(B), (c)(4)(A), (c)(5)-(8), and (d)(4), and find that these costs should be included under the Parameters and Guidelines.

County of Los Angeles Citizens Redistricting Commission, 19-TC-04
Draft Expedited Parameters & Guidelines
Declaration of Gayla Kraetsch Hartsough

I, Gayla Kraetsch Hartsough, declare under the penalty of perjury under the laws of the State of California that the following is true and correct based on my personal knowledge, information, and belief:

1. My firm, KH Consulting Group (KH), is under contract with the County of Los Angeles Executive Office. As part of the contract, I have held the title of Executive Director of the Los Angeles County Citizens Redistricting Commission (LA County CRC) since December 2020.
2. As the LA County CRC Executive Director and consultant to the LA County CRC, Elections Code section 21533(d) requires that I meet the same conflict of interest requirements as Commissioners in Elections Code section 21532(d)(4), and the County required that I meet all of the other qualifications in Elections Code section 21532(d) (see Attachment A).
3. My duties include guiding the LA County CRC in establishing five single-member supervisorial districts consistent with the requirements set forth in Senate Bill 958, which added Elections Code Sections 21530 to 21535.
4. I work with the LA County CRC's Independent Legal Counsel to establish with and for the LA County CRC, self-regulatory guidelines, including the Bylaws and structure of the LA County CRC, as well as roles such as Co-Chairs and Ad Hoc Working Groups and their respective Leaders or Co-Leaders. To date, the Commissioners have established five Ad Hoc Working Groups (discussed further in Table 1).
5. I work with the LA County CRC and Independent Legal Counsel to establish a comprehensive work plan of deliverables and timeline of activities with target dates to meet the delivery of the final redistricting report referenced in Elections Code Section 21534(d)(3).
6. With the guidance of our Independent Legal Counsel, I am charged with understanding all legal mandates and requirements to be met by the LA County CRC to meet its goals and objectives and determining specific staff and technical supports to be provided to the LA County CRC.
7. I provide oversight, guidance, and needed support staffing and technical resources to support the LA County CRC goals to meet the redistricting

guideline requirements in producing a final map and redistricting report by December 15, 2021.¹

8. At the LA County CRC's request, I hired demographer consultants on behalf of the LA County CRC and am assisting the Commissioners in evaluating the potential to hire a Racially Polarized Voting (RPV) Subject Matter Expert (SME). I will work with these resources to help the Commissioners prepare redistricting maps that comply with Elections Code section 21534(a) and (b).
9. In addition, I developed and executed an orientation and training plan, in coordination with the LA County CRC's Independent Legal Counsel, for the LA County CRC to meet their legal redistricting mandates.
10. The LA County CRC's Independent Legal Counsel has focused on training regarding the Brown Act, Rosenberg Rules of Order, ethics, the California Public Records Act, etc.
11. The Executive Director's focus is on training, by identifying SMEs to speak on topics of importance to the Commissioners (e.g., Voting Rights Act), as well as providing guidance on the format for the regular meeting and public hearings, mapping tools, logistics, etc. (see Elections Code Section 21534).
12. Upon consultation with the LA County CRC and in recognition of the need to engage necessary sub-consultants and SMEs to fulfill the requirements of SB 958, I proposed processes, procedures, and facilitated retention of the necessary consultants, including data and mapping analysis, technical assistance, administrative support, global information system (GIS) expertise, media strategy, and other contingency support services.
13. The LA County CRC is a first in the County's history, requiring that new protocols be established. We are working to design an approach that can be built upon in future decades.
14. Due to the State's mandate that the LA County CRC be independent from the Los Angeles County Board of Supervisors, I function as an independent Executive Director and take direction from the LA County CRC. I am not subject to direction or supervision from County personnel or the Board of Supervisors on matters related to the redistricting process. See Elections Code Section 21532.
15. The mandatory requirements and responsibilities of the LA County CRC pursuant to Senate Bill 958 far exceed what was required in 2011 to prepare

¹ Elections Code § 21534(d)(3) states, "the commission shall issue, with the final map, a report that explains the basis on which the commission made its decisions in achieving compliance with the criteria described in subdivisions (a) and (b)."

redistricting maps. Table 1 delineates these differences in the work requirements in 2011 versus 2021 with an independent LA County CRC:

Table 1: Differences in 2011 BRC and 2021 LA County CRC Mandated Requirements

2011 Boundary Review Committee	2021 LA County CRC (Independent)
<p>Board of Supervisors appointed 10 members and 10 alternates to the Boundary Review Committee (BRC).²</p>	<p>The Executive Director worked with the initial 8 randomly selected Commissioners to select the other 6 Commissioners. The Executive Director:</p> <ul style="list-style-type: none"> ▪ Designed a selection process for the additional 6 commissioners, building on input from the Commissioners ▪ Conducted and tabulated surveys of Commission evaluations of applicants ▪ Facilitated the 4 CRC meetings to select the final Commissioners
<p>BRC framework was already established.</p>	<p>The Executive Director worked with the Independent Legal Counsel to develop the Bylaws for the newly formed LA County CRC:</p> <ul style="list-style-type: none"> ▪ Facilitated the CRC meetings into late January 2021 until Bylaws were written, and Co-Chairs were selected
<p>LA County provided the Esri software mapping tool free of charge and built the data sets. LA County's GIS County staff worked directly with the BRC. The County retained David Ely of Compass Demographics as its demographer.</p>	<p>Again, LA County is providing the Esri software mapping tool free of charge and building the data sets. The Executive Director and KH staff and subcontractors serve as the liaisons with the involved LA County departments. KH and our staff and subcontractors will work directly with the Commissioners to build the maps they want.</p> <ul style="list-style-type: none"> ▪ The County again retained David Ely of Compass Demographics as its demographer to build data sets. ▪ The LA County CRC (through KH) has retained ARCBridge as its demographer to assist in fulfilling the mandatory requirements and responsibilities of SB 958.

² Two members and two alternates are nominated by each Supervisor and appointed by the full Board of Supervisors.

2011 Boundary Review Committee	2021 LA County CRC (Independent)
BRC members were not replaced in the event of a vacancy.	To ensure a quorum, the LA County CRC has maintained 14 Commissioners. When one resigned, the Executive Director had to verify that target highly qualified applicants were still available, residents of LA County, and continued to have no conflicts of interest. Once the replacement Commissioner was sworn in, the Executive Director provided individualized onboarding training. (This process will reoccur if other Commissioners resign in the coming months.)
No social media used; relied on website for information dissemination.	The LA County CRC is aggressively promoting meetings and public hearings to reach Los Angeles County's diverse populations. In addition to the LA County CRC website, the Executive Director: <ul style="list-style-type: none">▪ Has established a LA County CRC Facebook page and Twitter account▪ Sends routine bulletins through GovDelivery to more than 7,000 e-mails▪ Built an outreach toolkit for community-based organizations, cities, and other governmental agencies to use▪ Works with community-based organizations to solicit input on methods to promote meetings and public hearings and help spread the word
Established a public calendar of meetings, released mapping software, and conducted a public hearing.	Senate Bill 958 also requires that the LA County CRC establish and make available to the public a calendar. It delineates further that the calendar should include all public hearings scheduled at various times and days of the week to accommodate a variety of work schedules and to reach as large an audience as possible. In addition, the Executive Director coordinates our calendar for public hearings with the California CRC and other CRCs to avoid conflicting schedules for the public.

2011 Boundary Review Committee	2021 LA County CRC (Independent)
Developed and implemented Promotional Plan to encourage county residents to participate in the redistricting public review process.	The Executive Director developed and implemented a Public Outreach Plan to increase participation, focusing on community-based organizations, cities, and governmental agencies to help spread the word; conducts ongoing meetings with such groups to engage them in the outreach process; and coordinates speaking engagements for the Commissioners.
Time period of involvement was approximately 6 months.	Time period of involvement is at least 12 months.
The BRC met approximately monthly for about 2 hours – a total about 6 to 8 meetings (total of 12 to 16 hours).	The LA County CRC meets at least twice monthly, frequently more often – most meetings are 2 to 3 hours in length. Over a 12-month period, this totals more than 108 hours. In addition, each meeting requires between 4 to 6 hours of preparation time (equating to an additional 216 and 324 hours).
County staff conducted 10 community meetings on behalf of the BRC. 1-2 public hearings were held before the Board of Supervisors regarding the proposed BRC mapping option(s).	Senate Bill 958 requires a minimum of 9 public hearings: 7 public hearings before the Commission draws map options and 2 public hearings to solicit input once the Commission prepares map options. The LA County CRC will hold 12 or more public hearings to be responsive, combined with ongoing input from Communities of Interest (COI). With each public hearing comes additional costs for: <ul style="list-style-type: none"> ▪ Preparing agenda, minutes, recordings, etc. ▪ Summarizing public input ▪ Translation services ▪ Technical and administrative support for each hearing
Director was a County employee who devoted approximately 50% of his time to this effort.	The Executive Director (KH) dedicates close to 100% of her time to the LA County CRC effort.
County personnel handled the meeting logistics.	KH handles the meeting logistics. In the LA County CRC Bylaws, the Commissioners selected KH's consultant, Thai V. Le, to be their Clerk, in addition to his other assignments to provide GIS and

2011 Boundary Review Committee	2021 LA County CRC (Independent)
No Racially Polarized Voting Analysis was done.	technical support, including coordination of the LA County mapping software, training plan, and roll out of the software. The Commissioners identified the need to retain SMEs to perform Racially Polarized Voting (RPV) Analysis prior to developing map options and the final map.
County Counsel provided legal advice.	County Counsel retained an Independent Legal Lawyer and firm to preserve the LA County CRC's independence. The Executive Director reviews and approves the Independent Legal Counsel's unredacted invoices and submits redacted invoices to LA County for payment.
The BRC had no working committees or working groups.	The LA County CRC has multiple Ad Hoc Working Groups which the Executive Director and KH staff and consultants support, including: <ul style="list-style-type: none">▪ Demography▪ Outreach▪ Education (Speakers' Series) for Commissioners▪ Values▪ Selection of Replacement Commissioners
The County handled the IT issues.	KH staff has had to coordinate on behalf of the Commissioners their IT issues with LA County systems (e.g., emails, mapping tools, website).
All BRC meetings and public hearings were held at the Kenneth Hahn Hall of Administration.	Because of the pandemic, the meetings from December 2020 through July 2021 have been virtual. Beginning in August 2021, more meetings will be a hybrid meeting model, which combines Webinar formats with in-person meeting and public hearing sites. This hybrid meeting model is more time-consuming and complex to administer since both the Webinar and in-person requirements must be met.

16. Based on the above, the mandatory requirements and responsibilities of the LA County CRC necessitated the hiring of an Executive Director for the 14 unpaid citizen commissioners of the LA County CRC.

I have personal knowledge of the foregoing facts and information presented in this Test Claim and, if so required, I could and would testify to the statements made herein.

Executed this 27th day of July 2021, in Los Angeles, CA.



Gayla Kraetsch Hartsough, Ph.D.
Executive Director
County of Los Angeles Citizens Redistricting Commission

Attachment A

Elections Code Section 21532(d) Qualification Requirements

1. Be a resident of the County of Los Angeles.
2. Be a voter who has been continuously registered in the County of Los Angeles with the same political party or no party preference and who has not changed their political party or no party preference for five or more years.
3. Have voted in at least one of the last three statewide elections.
4. Within the 10 years, neither the applicant nor an immediate family member of the applicant has:
 - a. Been appointed to, elected to, or have been a candidate for office at the local, state, or federal level representing the County of Los Angeles, including as a member of the board;
 - b. Served as an employee of, or paid consultant for, an elected representative at the local, state, or federal level representing the County of Los Angeles;
 - c. Served as an employee of, or paid consultant for, a candidate for office at the local, state, or federal level representing the County of Los Angeles;
 - d. Served as an officer, employee, or paid consultant of a political party or as an appointed member of a political party central committee; or
 - e. Been a registered state or local lobbyist.
5. Possess experience that demonstrates analytical skills relevant to the redistricting process and voting rights, and possess an ability to comprehend and apply the applicable state and federal legal requirements.
6. Possess experience that demonstrates an ability to be impartial.
7. Possess experience that demonstrates an appreciation for the diverse demographics and geography of the County of Los Angeles.

DECLARATION OF SERVICE BY EMAIL

I, the undersigned, declare as follows:

I am a resident of the County of Sacramento and I am over the age of 18 years, and not a party to the within action. My place of employment is 980 Ninth Street, Suite 300, Sacramento, California 95814.

On July 30, 2021, I served the:

- **Claimant's Comments on the Draft Expedited Parameters and Guidelines filed July 29, 2021**

County of Los Angeles Citizens Redistricting Commission, 19-TC-04
Elections Code Sections 21530, 21531, 21532, 21533, 21534, and 21535 as added by Statutes 2016, Chapter 781 (SB 958)
County of Los Angeles, Claimant

By making it available on the Commission's website and providing notice of how to locate it to the email addresses provided on the attached mailing list.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct, and that this declaration was executed on July 30, 2021 at Sacramento, California.



Lorenzo Duran
Commission on State Mandates
980 Ninth Street, Suite 300
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COMMISSION ON STATE MANDATES

Mailing List

Last Updated: 7/26/21

Claim Number: 19-TC-04

Matter: County of Los Angeles Citizens Redistricting Commission

Claimant: County of Los Angeles

TO ALL PARTIES, INTERESTED PARTIES, AND INTERESTED PERSONS:

Each commission mailing list is continuously updated as requests are received to include or remove any party or person on the mailing list. A current mailing list is provided with commission correspondence, and a copy of the current mailing list is available upon request at any time. Except as provided otherwise by commission rule, when a party or interested party files any written material with the commission concerning a claim, it shall simultaneously serve a copy of the written material on the parties and interested parties to the claim identified on the mailing list provided by the commission. (Cal. Code Regs., tit. 2, § 1181.3.)

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