

## **TOWN OF WINDSOR AGENDA REPORT**

**Town Council Meeting Date:** February 6, 2019

**To:** Mayor and Town Council  
**From:** Robin Donoghue, Town Attorney  
**Subject:** Second Public Hearing Under the California Voting Rights Act

**Recommendation to Council:**

Conduct a second public hearing to receive community input regarding the composition of new voting districts to be established and provide input to staff regarding the transition to district-based elections.

**Background and Discussion:**

On October 22, 2018, the Town received a certified letter from Kevin Shenkman on behalf of his client, the Southwest Voter Registration Education Project (“Project”), alleging a violation of the California Voting Rights Act (“CVRA”). The letter claims that the Town’s current at-large election system dilutes the ability of Latino voters to elect candidates of their choice or otherwise influence the outcome of Town Council elections. Specifically, the letter states that (1) Rosa Reynoza ran for Town Council in 2016 and lost despite receiving the support of Latino voters in the Town, and (2) Latinos comprise approximately 31.8% of the Town’s population but no Latino has served on the Town Council. The letter threatens litigation if the Town declines voluntarily to change to a district-based election system. Attorney Shenkman has submitted similar claims against cities, counties and school districts throughout California and has filed lawsuits alleging violation of the CVRA.

On November 28, 2018, the Town Council conducted a special meeting study session for the purpose of providing information about the CVRA, asking questions, and receiving public comment. No action by the Council was agendaized for or taken at the study session. However, information was provided by the Town Attorney and demographer Karin Mac Donald and GIS Specialist Jaime Clark with Q2 Data and Research, LLC.

On December 5, 2018, the Council heard further public comment and adopted a Resolution of Intent to initiate transition to district-based elections. Pursuant to the “safe harbor” provisions of the California Elections Code, adoption of such a resolution prohibits the filing of a lawsuit for 90 days from adoption (with a potential additional 90-day extension if agreed to by the prospective plaintiff). If, within the 90-day or 180-day period, as applicable, the local government adopts an ordinance establishing district-based elections, the prospective plaintiff is limited to recovery of the costs incurred in preparing the CVRA demand letter, not to exceed \$30,000. This cap contrasts with substantially larger plaintiff recoveries for the successful prosecution or settlement of CVRA litigation.

On January 15, 2019, the Council heard additional public comment and directed staff to proceed with scheduling meetings to implement the transition to district elections. Pursuant to California Elections Code Section 10010, the Council is required to hold at least five public hearings in connection with the establishment of districts. Two hearings must be held before

any map or maps of district boundaries are drawn. These initial hearings provide an opportunity for the public to give input on the criteria for and composition of the proposed districts. The first public hearing was held at special meeting of the Town Council on January 30, 2019. This meeting is the second of the two initial public hearings.

Two additional hearings will be held after the proposed maps are drawn. These hearings will give the public an opportunity to react to and provide input on specific proposed district boundary lines as well as on any proposed sequencing of elections. A final public hearing will be held in connection with the Council's adoption of an ordinance establishing district-based elections.

In addition to the required public hearings, two community meetings will be held to provide the community with additional opportunities to provide input on District Elections. The first community meeting will be held from 10:00 a.m. to 12:00 p.m. on Saturday, February 2, 2019 at the Mary Agatha Furth Center located at 8400 Old Redwood Highway. The second community meeting, also to be held at the Mary Agatha Furth Center, will be held from 10:00 a.m. to 12:00 p.m. on Saturday, February 16, 2019.

Tonight's discussion will be led by Jaime Clark. Notice of the hearing, in both English and Spanish, has been posted on the Town's website and distributed at various sites within the Town. Spanish translation of the meeting will also be available.

The next public hearing will be a special meeting of the Town Council held on February 13, 2019, in Council Chambers. At that hearing, live map drawing and public comment on potential district boundaries will be considered. The Council will also discuss sequencing of which districts would come up first for election.

A schedule of public hearings and related events is attached. The schedule is tentative and may be subject to change should counsel for the Project grant an extension of time to the Town, or as other circumstances may dictate.

**Fiscal Impact:**

The fiscal impact of providing notice of the public hearing is negligible. As noted above, liability to the Project (and any future plaintiffs) may be capped at \$30,000 in the event of a voluntary transition to district-based elections. Costs of expert analysis and assistance in drawing district boundaries are preliminarily estimated at \$50,000.

**Environmental Review:**

The action of considering a response to a CVRA challenge is exempt from the California Environmental Quality Act ("CEQA") because it is not a project which has the potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect change in the environment, pursuant to CEQA Guidelines Section 15378.

**Attachment:**

1. Tentative Schedule

**Prepared by:**  
Robin Donoghue  
Town Attorney

**Reviewed by:**  
Maria De La O  
Town Clerk

**Recommended by:**  
Ken MacNab  
Interim Town Manager

***Proposed Timeline for Consideration and Implementation of District-Based Elections  
Without an Agreed Extension of Time Under AB 2123 (2018)***

<b>DATE</b>	<b>EVENT</b>	<b>COMMENT</b>
October 22, 2018	Town received the demand letter from Shenkman & Hughes	
December 5, 2018	Town Council adopted Resolution declaring its intention to transition from at-large to district-based elections.	
January 30, 2019	1st Public Hearing (Special Meeting)	No maps for review, but take public comments on composition of districts and preference for district lines.
February 2, 2019	Community Meeting	Community meeting to take public comments on composition of districts and preference for district lines.
February 6, 2019	2nd Public Hearing (Regular Meeting)	No maps for review, but take public comments on composition of districts and preference for district lines.
February 13, 2019	3rd Public Hearing (Special Meeting)	Live map drawing and public comment on same. Draft maps and proposed sequencing must be published at least 7 days before consideration at the 4 <sup>th</sup> public hearing.
February 16, 2019	Community Meeting	Community meeting to draw live map and take public comments.
February 20, 2019	4th Public Hearing (Regular Meeting)  Publish for review new or amended district election maps (if any) and potential sequence of elections.	Take public comments on proposed maps. <i>-Council may introduce ordinance if final map is selected at this 4th public hearing.</i> <i>- If selected map is amended, ordinance cannot be introduced until 7 days after amended map is published.</i>
February 27, 2019	5th Public Hearing (Special Meeting)	Council introduces ordinance establishing district elections.
March 6, 2019	6th Public Hearing (Regular Meeting)	Council adopts ordinance at second reading.