



## **OFFICE OF THE CHAMPAIGN COUNTY EXECUTIVE**

1776 East Washington Street, Urbana, Illinois 61802-4581

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**Darlene A. Kloepfel, County Executive**

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### **CHAMPAIGN COUNTY REDISTRICTING ADVISORY GROUP**

Tuesday, February 23, 2021 – 6:00 p.m.

Virtual Zoom Meeting

### **AGENDA**

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- I. Welcome**
- II. Update from County Board** – At its February 9, 2021 Committee of the Whole meeting, the County Board indicated they are satisfied with the current configuration of county districting at 11 districts and 2 representatives per district.
- III. Presentation on 2011 NAACP Map and things to consider**
- IV. Update on ESRI mapping tool – Leanne**
- V. Criteria for evaluating maps** – please be prepared for group discussion about what parameters we should use
- VI. Meeting Schedule**
- VII. Additional reading - Attached**
  - a. Information regarding the potential for delays in Census 2020 data finalization and the process used when this has occurred in past
  - b. Articles about choosing criteria for drawing maps

## County Reapportionment 2021

### County Board Decisions

# of Districts \_\_\_\_\_

# of Representatives per district \_\_\_\_\_ Total size of board \_\_\_\_\_

Cumulative voting rights in multi-member districts \_\_\_ Yes \_\_\_ No \_\_\_ N/A

### Map Criteria

Priorities (What is allowed? What are considerations? What is our goal?)

\_\_\_ Equal Population

\_\_\_ Contiguous and Compact

\_\_\_ Retain Townships & Municipalities

\_\_\_ Precincts Undivided, as is practical

\_\_\_ Communities of Interest

RESOLUTION NO. 7307

RESOLUTION ESTABLISHING THE CHAMPAIGN COUNTY  
REDISTRICTING COMMISSION FOR ELECTION  
REDISTRICTING BASED ON THE 2010 UNITED STATES CENSUS

WHEREAS, The Champaign County Board has the duty and authority imposed by law to reapportion the County of Champaign so that each member of the county board represents the same number of inhabitants, pursuant to 55 ILCS 5/2-3002; and

WHEREAS, The Champaign County Board is required to complete said reapportionment by July 1, 2011 pursuant to 55 ILCS 5/2-3002; and

WHEREAS, The Champaign County Board must develop an apportionment plan which specifies the number of county board districts, the number of county board members to be elected from each district, and whether voters shall have cumulative voting rights in multi-member districts pursuant to 55 ILCS 5/2-3003(1); and

WHEREAS, The Champaign County Board must adopt an apportionment plan which provides for county board election districts in which each district (1) shall be equal in population to each other district; (2) shall be comprised on contiguous territory, as nearly compact as practicable; (3) may divide townships or municipalities only when necessary to conform to the equal population requirement; and (4) shall be created in such a manner so that no precinct shall be divided between 2 or more districts insofar as practicable pursuant to 55 ILCS 5/2-3003(1)(a)-(d); and

WHEREAS, The Champaign County Board desires that eligible citizens who are interested in serving on the county board to represent the inhabitants of Champaign County be encourage to do so by assuring the creation and existence of lawful county board districts that promote fair, democratic and competitive elections; and

WHEREAS, The history of Champaign County reapportionment consists of the adoption of an apportionment plan every ten (10) years, prepared on the basis of political party interests, the maintenance of political incumbency and the discouragement of competitive elections; and

WHEREAS, The creation of an independent reapportionment commission to assist in the development of an apportionment plan is in the best interest of the inhabitants of Champaign County;

NOW, THEREFORE, BE IT RESOLVED:

1. Creation of Champaign County Redistricting Commission. There shall be a Champaign County Redistricting Commission for apportionment planning based on the 2010 United States (hereinafter referred to as "Redistricting Commission").

2. Redistricting Commission Members. There shall be eleven members of the Redistricting Commission. Two members shall be majority party members of the Champaign County Board. Two members shall be minority party members of the Champaign County Board. Seven members shall be at-large members of the commission.
3. Appointment of Members. The Champaign County Board Chairman shall nominate the members of the Redistricting Commission and the nomination of said members shall be confirmed in accordance with the nomination and appointment process for all external boards and commissions as required by law and the Rules of the Champaign County Board.
4. At-Large Members. In nominating members for the Redistricting Commission, the County Board Chair shall as much as practicable seek to address the following interests or training of Champaign County inhabitants: minority communities based on race or ethnic background, agriculture and family farming, rural non-agricultural interests, non-partisan voter organizations, other recognized political parties who have had candidates on the ballot for election to Champaign County Board, business and commercial interests, urban citizens, college and junior college students, labor, expertise in computer analysis of population distribution or other statistical expertise, and independence from any particular political party or political organization.
5. Redistricting Commission Chair. The Chair of the Redistricting Commission shall be selected by the at-large members of the commission. The Chair shall preside at all meetings, including public hearings, of the commission. In the absence of the chair at any meeting or public hearing, the entire commission shall select a chair-*pro tem* for purposes of conducting business at the meeting or hearing. The Chair shall not be a majority or minority party County Board member of the Redistricting Commission.
6. Adoption of a Reapportionment Map with Election Districts. It shall be the responsibility of the Redistricting Commission to adopt by majority vote a Champaign County Reapportionment Map with election districts in accordance with the standards and procedures set forth in this Resolution. The Redistricting Commission shall report its activities and progress to the Champaign County Board on a monthly basis and shall meet all deadlines and time guidelines as set forth in this resolution.
7. Voting Rights in Adoption of Reapportionment Map with Election Districts; and as to all other matters. All members of the Redistricting Commission shall have voting rights to adopt a reapportionment map with election districts and to decide all other matters of procedure regarding meetings, public hearings, the posting of proposed election district maps for public review, and other rules of order.
8. Time of Appointment, Vacancy. The members of the Redistricting Commission shall be nominated and appointed at the November, 2010 Champaign County Board meeting and

shall serve until the discharge of their duties has been accomplished. In the event, any Redistricting Commission member shall resign or shall be unable to serve due to illness, death or legal disability, the member shall be replaced in accordance with the rules and practice for appointments to offices and commissions by the Champaign County Board in a timely manner.

9. Procedure for Adoption of a Reapportionment Map with Election Districts. The Redistricting Commission shall ordinarily meet on the first and third Wednesday of each month following the appointment and creation of said commission. However, the first meeting of the commission shall be held at the first Wednesday following creation of the commission and prior to February 1, 2011, in the Brookens Administrative Center, in the Lyle Shields Meeting Room at 7 p.m. Thereafter the commission shall meet at such locations and at such time of day as it deems appropriate. In accordance with the standards set forth in this resolution, the Redistricting Commission shall receive all information and data relevant to the adoption of an election district map and shall timely vote to approve an election district map to be submitted to the Champaign County Board in accordance with this Resolution.
10. Public Hearings; Internet Posting. The Redistricting Commission shall hold at least four public hearings between February 1, 2011 and June 1, 2011. Said public hearings may coincide with a regular meeting of the commission or may be scheduled at other times and places in the discretion of the commission. One public hearing shall be within the first month following the creation of the commission and shall invite public comment on the overall mission of the commission. At least three public hearings shall be to invite comment from the public at large and all interested parties regarding the alternative election maps that may be under consideration by the Redistricting Commission from time to time. No election district map proposal shall be submitted to the Champaign County Board under this Resolution unless there shall have been at least one public hearing to invite comment regarding such election district map. All proposed election district maps under consideration by the Redistricting Commission shall be accessible on the Champaign County website, as determined by the commission.
11. Population Standards for Adoption of an Election District Map<sup>1</sup>. The following standards for adoption of an election district map shall be followed by the Redistricting Commission at all times:
  - a. Ideal Equal District Population. The population for each election district shall be determined by dividing the total population of Champaign County by the number of election districts as adopted by the Champaign County Board in accordance with

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<sup>1</sup> All statistical standards are based on the Legislative Guide to Redistricting  
<http://www.legis.state.ia.us/Cenral/LSB/Guides/redist.htm>

Illinois State law. Thus, if the County's population is 200,000 as determined by the 2010 United States Census, and the County Board has determined that there shall be nine (9) election districts, a county board election district would have an ideal equal district population of 22,222.

- b. Deviation. The amount of inequality in a single election district is examined by determining the degree to which the population of that district varies with the ideal equal district population and shall be expressed as a measure of deviation. The "absolute deviation" is the difference between a single election district's population and the ideal population of that district. The "deviation percentage variance" is the difference between a single election district's population and the ideal population of that district, divided by the ideal population, expressed as a percentage. If the size of an ideal equal election district is 22,222 and the population of an election district is 21,778, then the absolute deviation would be 444, and the deviation percentage variance would be .02 or 2 percent.
- c. Mean deviation. The size of an equal election district should be measured in terms of an "absolute mean deviation". The "absolute mean deviation" is the measure achieved by taking the sum of the absolute deviations of all districts divided by the number of districts. The "mean deviation percentage variance" is the absolute mean deviation for a particular redistricting plan divided by the ideal population expressed as a percentage. If the ideal population of a district is 22,222 and there are nine districts of 21,778, 22,666, 22,002, 22,555, 21,889, 22,444, 22,333, 22,222 and 22,111, respectively, the absolute mean deviation would be 246.44 (the sum of the absolute deviations from each of the nine districts (2218) divided by the number of districts (9)) and the "mean deviation percentage variance" would be .011 or 1.1 percent (246.44 divided by 22,222).
- d. Overall range. The "overall range" is a measure of inequality most used by courts in reviewing reapportionment maps and examines the population difference between the most populous election district and the least populous election district. The "absolute overall range" is the difference in population between the most populous election district and the least populous district election in a redistricting plan. The "overall range ratio" is the ration calculated by dividing the population of the most populous election district by the least populous election. The "overall range percentage variance" is the absolute overall range for a particular redistricting plan divided by the ideal population, expressed as a percentage. Thus, if the ideal population of an election district within a redistricting plan is 22,222 and there are nine districts in the plan of 21,778, 22,666, 22,002, 22,555, 21,889, 22,444, 22,333, 22,222 and 22,111 respectively, the "absolute overall range would be 888 (22,666 minus 21,778), the "overall range ratio would be 1.0408 (22,666 divided by 21,778), and the "overall range percentage variance" would be .04 or 4 percent for that

redistricting plan (888 divided by 22,222). The overall range, specifically the overall range percentage variance in the method most used by courts in measuring population inequality for particular redistricting plans.

- e. Smallest majority measurement. The “smallest majority” measurement is the smallest percentage of the county’s total population that could be represented by a majority of the election districts in a redistricting plan. Thus if the population of all election districts in a particular redistricting plan in Champaign County is 200,000 and there are nine districts in the plan of 21,778, 22,666, 22,002, 22,555, 21,889, 22, 444, 22,333, 22,222 and 22,111, the smallest percentage of total population of all districts that could be represented by a majority of the election districts would be 55 percent (the sum of the population of the five smallest election districts constituting a majority of the election districts, which population sum totals 110,002, divided by the population of all districts, 200,000).
  - f. Plan measurements. Every plan submitted to the Redistricting Commission must be measured in accordance with the standards set for herein (i.e. Ideal Equal District Population, Deviation, Mean Deviation, Overall Range and Smallest Majority Measurement). Each measurement of each submitted plan must be publicly disclosed at a Redistricting Commission meeting or hearing.
12. Non-population Criteria. While the most important legal criteria for redistricting is population, strict mathematical equality is not required. If the difference in population for election districts can be demonstrated on the basis of legitimate governmental interests whose objective is related to the variance between districts and the ideal population for such districts, the Redistricting Commission may recommend a particular reapportionment plan map to the Champaign County Board and express the non-population criteria that may support consideration and adoption of that particular plan.
- a. Illinois Law. Any reapportion plan map must adhere to the following legal requirements of Illinois law. Election districts (1) shall be equal in population to each other district; (2) shall be comprised on contiguous territory, as nearly compact as practicable; (3) may divide townships or municipalities only when necessary to conform to the equal population requirement; and (4) shall be created in such a manner so that no precinct shall be divided between 2 or more districts insofar as practicable pursuant to 55 ILCS 5/2-3003(1)(a)-(d);
  - b. Race. Any reapportion plan map must be consistent with the requirements set forth in the 15<sup>th</sup> Amendment to the Constitution of the United States guaranteeing the right to vote by minority citizens shall not be abridged by any state or political subdivision thereof and by the Voting Rights Act of 1965 which assures that states and political subdivisions shall not discriminate against the right of minorities to vote and be represented in government.


- c. Voting Patterns; Political Affiliation. The Redistricting Commission shall not consider voting patterns, voting records, past election results, party affiliation, incumbency or other such political factors in reviewing, analyzing or adopting a Reapportionment Plan Map.
13. Process. The Redistricting Commission shall be required to adhere to the foregoing process.
    - a. Receipt of Census Data. The Redistricting Commission shall obtain the available census data from the 2010 United States Census as soon as practicable following the certification of such date for the State of Illinois and Champaign County by officials of the United States Government. It is understood that such certified data will be released to the Governor for the State of Illinois for purposes of determining Congressional Districts for the United States House of Representatives. Champaign County census data will be available at the same time, typically as soon as practicable after January 1, 2011.
    - b. First Reapportionment Plan Map. Using resources provided by Champaign County including administrative and secretarial staff, computer access and supplies and meeting space, the Reapportionment Committee shall hold such meetings and hearings as required by this resolution and shall deliver to the Chairman of the Champaign County Board, a recommended Reapportionment Plan Map on or before April 1, 2011. The time for delivery of such Plan Map shall be extended a day for each day of delay in receipt of certified census data for Champaign County, after February 1, 2011. Thus if certified census data is not received by the Redistricting Commission until February 15, 2011, the delivery date for the First Reapportionment Plan Map shall be extended to April 15, 2011. Adoption shall be by a majority of the members of the Champaign County Board. Thus a 27 member Board requires an approving vote of 14 members, as required by Illinois law. Delivery to the Champaign County Board Chairman shall be deemed accomplished by hand or mail delivery to the Board Chairman or his or her administrative assistant.
    - c. Acceptance or Rejection of First Map by County Board. The Champaign County Board shall hold at least one public hearing to invite public comment on the First Map, but shall act to accept or reject said First Map within 30 days of delivery of said Map. The failure to adopt the First Map within 30 days shall be deemed a rejection of said map.
    - d. Second Reapportionment Plan Map. If the First Reapportionment Plan Map is not adopted by a majority of the Champaign County Board, the Redistricting Commission shall deliver a Second Reapportionment Plan Map within 21 days of the rejection of the First Plan Map. Utilizing at least one public hearing, the

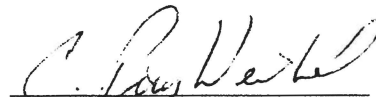


Champaign County Board shall act to accept or reject the Second Plan Map within 30 days of the delivery of such Second Plan Map to the Chairman of the Champaign County Board. The failure to adopt the Second Map within 30 days of delivery shall be deemed a rejection of said map.

- e. Third Reapportionment Plan Map. If the Second Reapportionment Plan Map is not adopted by a majority of the Champaign County Board, the Redistricting Commission shall deliver as Third Reapportionment Plan Map within 21 days of the rejection of the First Plan Map. Utilizing at least one public hearing, the Champaign County Board shall act to accept or reject the Third Plan Map within 30 days of the delivery of such Second Plan Map to the Chairman of the Champaign County Board, but in no event shall the County Board fail to vote on said Third Map before July 1, 2011. The failure to adopt the Second Map within 30 days of delivery, or by July 1, 2001, shall be deemed a rejection of said map.
- f. Failure to Accept Reapportionment Plan Map. If the Champaign County Board shall fail to accept and adopt a Reapportionment Plan Map as provided in this resolution on or before July 1, 2011, the question of Reapportionment of Election Districts shall be decided as provided by Illinois law, 55 ILCS 5/2-3001, et seq.

PRESENTED, ADOPTED, APPROVED, AND RECORDED this 18th day of March, A.D. 2010.

ATTEST:   
 Mark Shelden, County Clerk  
 and ex-officio Clerk of the  
 Champaign County Board

  
 C. Pius Weibel, Chair  
 Champaign County Board

ORDINANCE NO. 885

ORDINANCE ESTABLISHING THE CHAMPAIGN COUNTY 2011 APPORTIONMENT PLAN

WHEREAS, The Champaign County Board recognizes that Champaign County has a population of less than 3,000,000 inhabitants and operates under the township form of government, and is thereby required pursuant to 55 ILCS 5/2-3002 to adopt an apportionment plan every ten years designating the following: the size of the county board to be elected the number of county board districts and whether board members shall be elected from single-member districts, multi-member districts, or at-large; the process by which the county board chair shall be selected; and the form of compensation to be paid to board members; and

WHEREAS, The Champaign County Board has determined, pursuant to 55 ILCS 5/2-3002(a) that the 2011 apportionment plan for Champaign County directs the size of the county board to be elected in 2012 shall be 22 members; and

WHEREAS, The Champaign County Board has determined pursuant to 55 ILCS 5/2-3002(a) that the 2011 apportionment plan for Champaign County directs that county board members in 2012 shall be elected by 11 county board districts with 2 members elected from each district; and

WHEREAS, The Champaign County Board has determined pursuant to 55 ILCS 5/2-3007 that in 2012 the chairman of the county board shall continue to be elected by the members of the county board from its membership; and

WHEREAS, The Champaign County Board has determined pursuant to 55 ILCS 5/2-3008 that the 2011 apportionment plan directs that county board members shall continue to be compensated on a per diem basis, said per diem to be set at \$60 for meetings of the County Board, Committee of the Whole, Standing Committees, and County Board Study Sessions; and said per diem to be set at \$45 for all special meetings, to include special committees, sub-committees, labor negotiation sessions; and any other special meetings designated by the County Board; and

WHEREAS, the Champaign County Board has determined pursuant to 55 ILCS 5/2-3008 that the County Board Chair shall receive an annual salary in the amount of \$29,274 in addition to any per diem payment to which he/she may be entitled as a member of the County Board; and

WHEREAS, The Champaign County Board reapportionment plan map determining eleven county board districts in compliance with the requirements of 55 ILCS 5/2-3003 is adopted, approved and recorded in Ordinance No. 886;

NOW, THEREFORE, BE IT ORDAINED by the County Board of Champaign County that the 2011 Apportionment Plan is adopted as follows:

Section 1: That the County Board to be elected under this apportionment plan consist of 22 members which number does not exceed the size of the County Board on October 2, 1969; and

Section 2: That Champaign County be divided into 11 county board districts to be numbered from 1 through 11, and that there be 2 county board members elected from each district; and

Section 3: That the county board chair shall continue to be elected by the members of the county board from its membership; and

Section 4: That the Champaign County Board Members shall continue to be compensated on a per diem basis, the per diems to be established as follows: per diem of \$60 for meetings of the County Board, Committee of the Whole, Standing Committees, and County Board Study Sessions; and per diem of \$45 for all special meetings, to include special committees, sub-committees, labor negotiation sessions; and any other special meetings designated by the County Board ; and

Section 5: That the County Board Chair shall receive an annual salary in the amount of \$29,274 in addition to any per diem payment to which he/she may be entitled as a member of the County Board; and

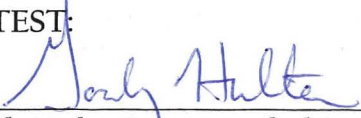
Section 6: The Champaign County Board reapportionment plan map determining eleven county board districts in compliance with the requirements of 55 ILCS 5/2-3003 is adopted, approved and recorded in Ordinance No. 886;

**BE IT FURTHER ORDAINED** by the Champaign County Board that the County Clerk, as ex officio clerk of the County Board, is hereby directed to file the original copy of this Ordinance as the 2011 Reapportionment Plan for Champaign County, at the office of the County Clerk, pursuant to 55 ILCS 5/2-3005, on or before May 20, 2011; and

**BE IT FURTHER ORDAINED** by the Champaign County Board that the County Clerk is hereby requested to forward a certified copy of the reapportionment plan, being this Ordinance, to the Chair of the Board and to make copies of these materials available for distribution free of charge to any registered voter of Champaign County requesting a copy, pursuant to 55 ILCS 5/2-3005.

**PRESENTED, PASSED, APPROVED, AND RECORDED** this 19<sup>th</sup> day of May, A.D. 2011.

  
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C. Pius Weibel, Chair  
Champaign County Board

ATTEST:  
  
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Gordy Hulter, County Clerk and  
Ex-officio Clerk of the County Board