



MEMORANDUM

TO: Pinellas County Board of County Commissioners

FROM: Kurt Spitzer

DATE: November 29, 2021

RE: December 2, 2021 Workshop Meeting
Redistricting Proposals

You have previously received the Final Report of the Redistricting Board, which included three proposals to revise the district boundaries of the Single-Member districts and one proposal to revise the boundaries of the At-Large districts of the Pinellas County Commission. A copy of that Report (not including its enclosures) is attached for your information.

Since that time, I have had online meetings with most of you. Based on those meetings and the Redistricting Board's Report, I am attaching a total of seven maps or redistricting plans for your consideration and discussion on December 2nd, three of which embody only technical or housekeeping changes. An explanation of each alternative is contained herein.

Overview

Redistricting is the process by which differences in the population of Commission districts are equalized by adjusting district boundaries, and furthers the principle of "one person, one vote." Commission districts are required by the Florida Constitution, Florida Statutes, the County's Charter and case law to be "as nearly equal in population" as practicable or possible. The County Charter specifically requires that the County conduct the redistricting process after each decennial census.

The first step in the redistricting process is to apply the 2020 data from the Bureau of the Census to the current districts (as approved in 2011) to determine if there is a need to adjust district boundaries because of a significant imbalance between district populations.

A table of statistical information is located on the header of each map. Note that using the existing district boundaries and 2020 Census data indicates that adjustments to district boundaries is not necessary based on population deviations alone.

I. Housekeeping and Technical Changes – Census Blocks

The Bureau of the Census changes the shape of census blocks from time to time. This is typically of no significance if such a block is located in the “interior” of a district. However, if a change in block shape occurs where the block forms part of the boundary between two districts, it can have an effect on population counts, since district boundaries typically follow census block boundaries. Such was the case with two census blocks in the current single member district plan and four census blocks in the current at-large district plan.

In these cases, to follow block boundaries and ensure an accurate population count for each district, we recommend that (at a minimum) all district boundaries be adjusted to follow the boundaries of the updated census blocks. This has insignificant effects on the population of each district but ensures that the population counts are as accurate as possible, using the 2020 data.

Maps or plans only reflecting the changes to accommodate differences in blocks shapes are listed below. These plans are recommendations of the Redistricting Board.

1. RB Proposal 4 – At-Large Districts; and
2. RB Proposal 1 – Single Member Districts

II. Housekeeping and Technical Changes – Municipal Boundaries¹

A common criterion in the redistricting process is to avoid splitting communities of interest (e.g., cities) into two or more Commission districts. The County Charter specifically directs the Redistricting Board to consider this criterion where feasible.

In the single-member districting plans, it is impossible to avoid splitting the Cities of St. Petersburg and Clearwater by Commission district boundaries and most of the other cities in Pinellas County are not split by Commission districts. However, three cities (Largo, Seminole and Pinellas Park) have minor sections of their boundaries that are split between Districts 5 and 6, and/or Districts 6 and 7.

The map or plan that adjusts district boundaries to avoid splitting cities of Seminole, Largo and Pinellas Park is:

¹ Note that all of the redistricting plans contain revisions to accommodate changes in the shapes of census blocks, in addition to any other revisions the plans may contain.

Also, beyond “*RB Proposal 3*,” all of the other plans altering the Single Member District boundaries *could* include changes as contained in that plan to minimize the splitting of cities without adversely effecting population tolerances or other criteria, should the Commission wish to include that policy provision.

3. RB Proposal 3 – Single Member Districts. This plan is a recommendation of the Redistricting Board. See also “Single Member Districts with Municipal Boundaries” which illustrates where cities are split by Commission district boundaries.

III. Proposed Alternative Maps – Single Member Districts

There are three additional plans concerning single member districts that are attached for your review and consideration. All move Clearwater Beach and Island Estates from District 4 into District 5.

4. Single Member Districts – Alternative 1. This proposal moves Clearwater Beach and Island Estates into District 5, and moves the Countryside area north of Enterprise Road from District 5 into District 4. Commissioner Seel requested that this proposal be discussed.
5. Single Member Districts – Alternative 2. This proposal moves Clearwater Beach and Island Estates into District 5, and follows Sunset Point Road as the primary east-west boundary between Districts 4 and 5. This plan is a recommendation of the Redistricting Board.
6. Single Member – Alternative 1-B. This proposal moves Clearwater Beach and Island Estates into District 5. It keeps most of the existing boundary between Districts 4 and 5 unchanged, except that Sunset Point Road is used as the boundary in the “jut” of District 5 that extends into District 4, to better equalized population differences. Commissioner Eggers requested that this proposal be discussed.

IV. Proposed Alternative Map – At-Large Districts

There is one additional plan concerning At Large districts that is attached for your review and consideration.

7. At Large Districts – Alternative 3. This proposal adjusts the boundaries of the residence areas of Districts 1 and 3 so that all of the City of St. Petersburg is contained in District 3. To offset the resulting population increase in District 3, Madeira Beach, Treasure Island and part of St. Pete Beach are moved into District 1. Commissioner Justice requested that this proposal be discussed.

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I look forward to talking with you later this week. Please feel free to contact me should you have any questions.

Attachments

cc: Jewel White
Amanda Coffey
Kevin Knutson
Brain Lowack

M E M O R A N D U M

TO: Pinellas County Board of County Commissioners

FROM: Brian J. Aungst, Jr., Chair
County Redistricting Board

DATE: November 5, 2021

RE: Final Report Containing Redistricting Proposals

The purpose of this Memorandum is to review the work of the County Redistricting Board and to transmit the Redistricting Board's proposals for redistricting to the County Commission.

Overview

Redistricting is the process by which differences in the population of Commission districts are equalized by adjusting district boundaries, and furthers the principle of "one person, one vote." Commission districts are required by the Florida Constitution, Florida Statutes, the County's Charter and case law to be "as nearly equal in population" as practicable or possible.

Florida Statutes and the Constitution require that counties determine the need for redistricting after each decennial census and provide that a county may adjust the commission district boundaries during any odd-numbered year. The County Charter specifically requires that the County conduct the redistricting process after each decennial census.

Redistricting Criteria

The objectives of a redistricting process should be to adjust the district populations so that they are nearly equal to one-another, the plans not dilute minority voting strength, and result in district shapes that are relatively compact and are easily understood by the electorate.

There are several criteria commonly used in the redistricting process. They are considered in total and balanced with each other. However, the dominant criterion is population.

1. Equal in population. Individual districts should be as equal in population as is possible or practicable. "Population" refers to residents, not registered voters. "Nearly equal" means that the population of individual districts should be as close to the average ("ideal") size as is possible.

2. Avoid diluting minority voting strength. If there is a location where a significant number of minority residents reside, their ability to vote as a block should not be diluted by either dividing that population into two or more districts (termed “cracking”) or, if there is a significant minority population in two districts, moving that population into a single district (termed “packing”).
3. Use census blocks. Data from the US Bureau of the Census is updated every 10 years by surveying the population of the United States. Census data is presumed to be correct. The smallest unit within which that information is tabulated and made available are census “blocks.”
4. Compact and contiguous. Districts should be relatively compact and contiguous. Unusual, “bizarre” or serpentine district shapes that are created without furthering a valid underlying public policy purpose must be avoided. Contiguity may be achieved by crossing a waterbody.
5. Significant natural and man-made boundaries. Where possible, district boundaries should follow easily recognized or understood boundaries, like major roads, waterbodies or parklands.
6. Recognize existing district boundaries. The boundaries of the updated districts may seek to retain their existing boundaries to the extent possible.
7. Avoid splitting communities of interest. District boundaries should seek to avoid splitting communities that have similar interests (e.g., neighborhoods or cities) where possible.
8. Criteria in the Pinellas Charter. There are specific criteria embedded in the Pinellas County Charter that the Redistricting Board must consider. Pertinent subsections of the County Charter are attached hereto.

Census Data

The Bureau of the Census counts the population of the United States every 10 years. Data from the Census is presumed to be correct. The 2020 Census reflects the population of the country on “census day” which was April 1, 2020. Census data is required to be released to the states one year after census day; however, the Bureau of the Census failed to meet that deadline in 2021, primarily due to the effects of the COVID pandemic, which had caused field operations to be shut down for more than two months in 2020.

Thereafter, the Bureau had stated that the data would be released on or before September 30, 2021. However, “legacy” data was released on August 12, 2021, and is what was used in the Pinellas redistricting process. Legacy data is final data but requires some reformatting of the electronic file base before it is usable in a redistricting process.

Existing Districts Maps

The first step in the redistricting process is to determine if there is a need to adjust district boundaries because of a significant imbalance between district populations. This is done by “layering” or applying the 2020 data to the (current) district boundaries that were approved in 2011.

Note that the Bureau of the Census may change the shape of census blocks from time to time. Such changes are typically of no significance unless they abut a 2011 district boundary and thus make it difficult to calculate the population of the current districts based on 2020 data. Such was the case with a few census blocks in both the current single member and at-large district maps.

A table of statistical information for the redistricting Plans that are recommended by the Redistricting Board (including information for the Existing Districts) is attached. Note that using the existing district boundaries and 2020 Census data indicates that adjustments to district boundaries is not necessary based on population deviations alone. Copies of the Existing Districts Maps with 2020 data are attached.

Proposed Redistricting Maps

The Redistricting Board (RB) considered a total of 11 maps or redistricting plans, including two that adopted the Existing Districts maps with minor housekeeping changes. Four proposals are recommended for your consideration. The Redistricting Board did not prioritize any of the recommended proposals. Copies of each map are attached.

- RB Proposal 1 (Single Member Districts) - This proposal keeps the current Single Member District boundary lines unchanged, except for two areas where the shape of a census block along a district boundary line was changed by the Bureau of the Census. Proposal 1 adjusts two boundary lines so that they follow the 2020 census block boundaries.
- RB Proposal 2 (Single Member Districts) – This proposal includes the housekeeping change as described above but primarily moves Clearwater Beach and Island Estates from District 4 into District 5 and moves the Countryside area of Clearwater from District 5 into District 4. Clearwater Beach is part of the City of Clearwater and is not directly accessible from District 4. To offset the gain in population in District 5 and to make both districts more compact, the primary east-west boundary line between the two Districts was adjusted to follow Sunset Point Road.
- RB Proposal 3 (Single Member Districts) - This proposal includes the housekeeping change as described in Proposal 1 above but also adjusts boundary lines between Districts 5 and 6, and

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Districts 6 and 7, so that the cities of Seminole and Pinellas Park are contained in District 6 and the City of Largo is contained in District 5.

- RB Proposal 4 (At Large Districts) – This proposal keeps the current At Large District boundary lines unchanged, except for four areas where the shape of a census block along a boundary line was changed by the Bureau of the Census. Proposal 4 adjusts boundary lines in those areas so that they follow the 2020 census block boundaries.

The Redistricting Board appreciates the opportunity to have been of service to the County Commission and citizens of Pinellas County.

Sincerely,

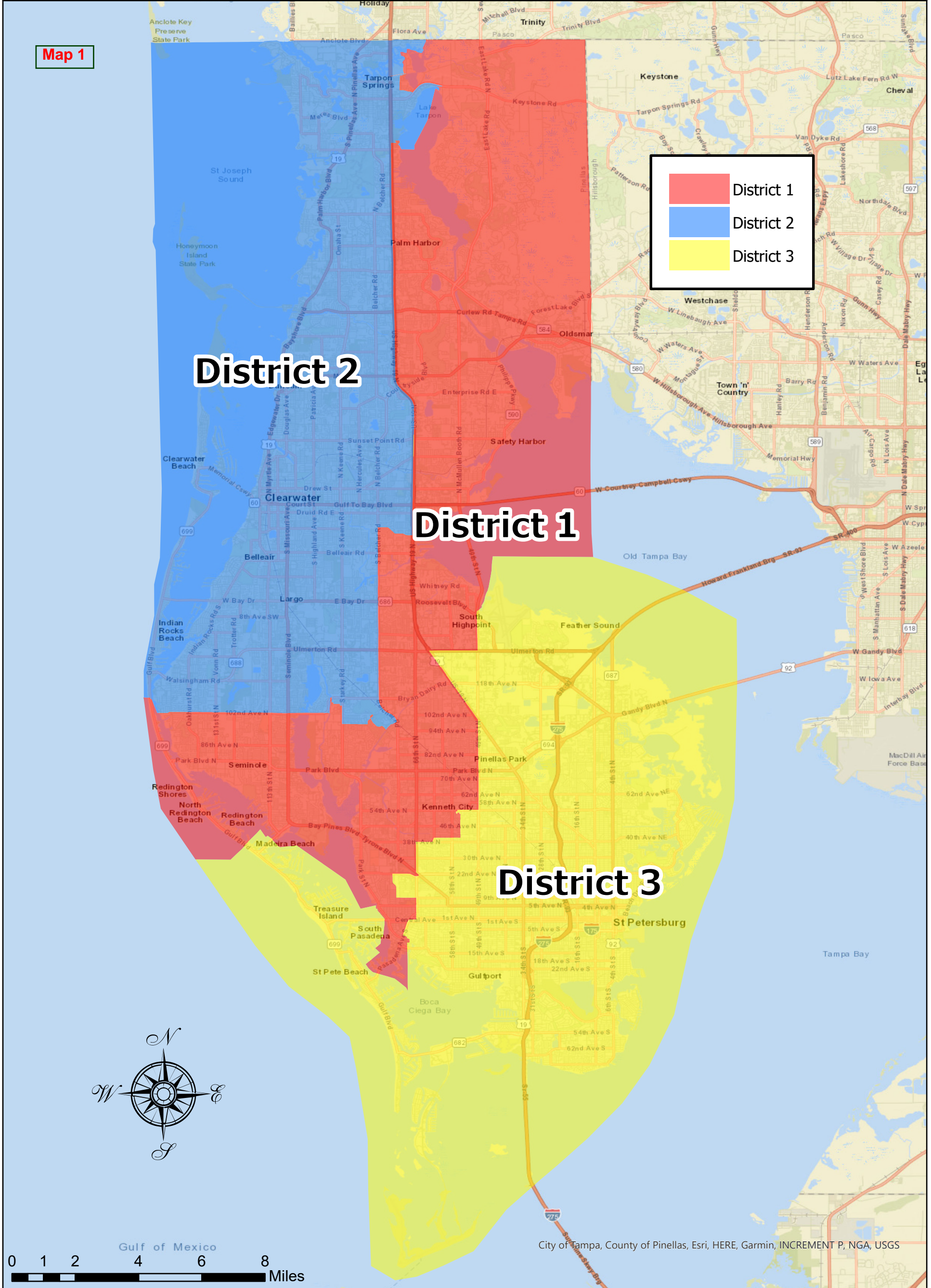
Brian J. Aungst, Jr.

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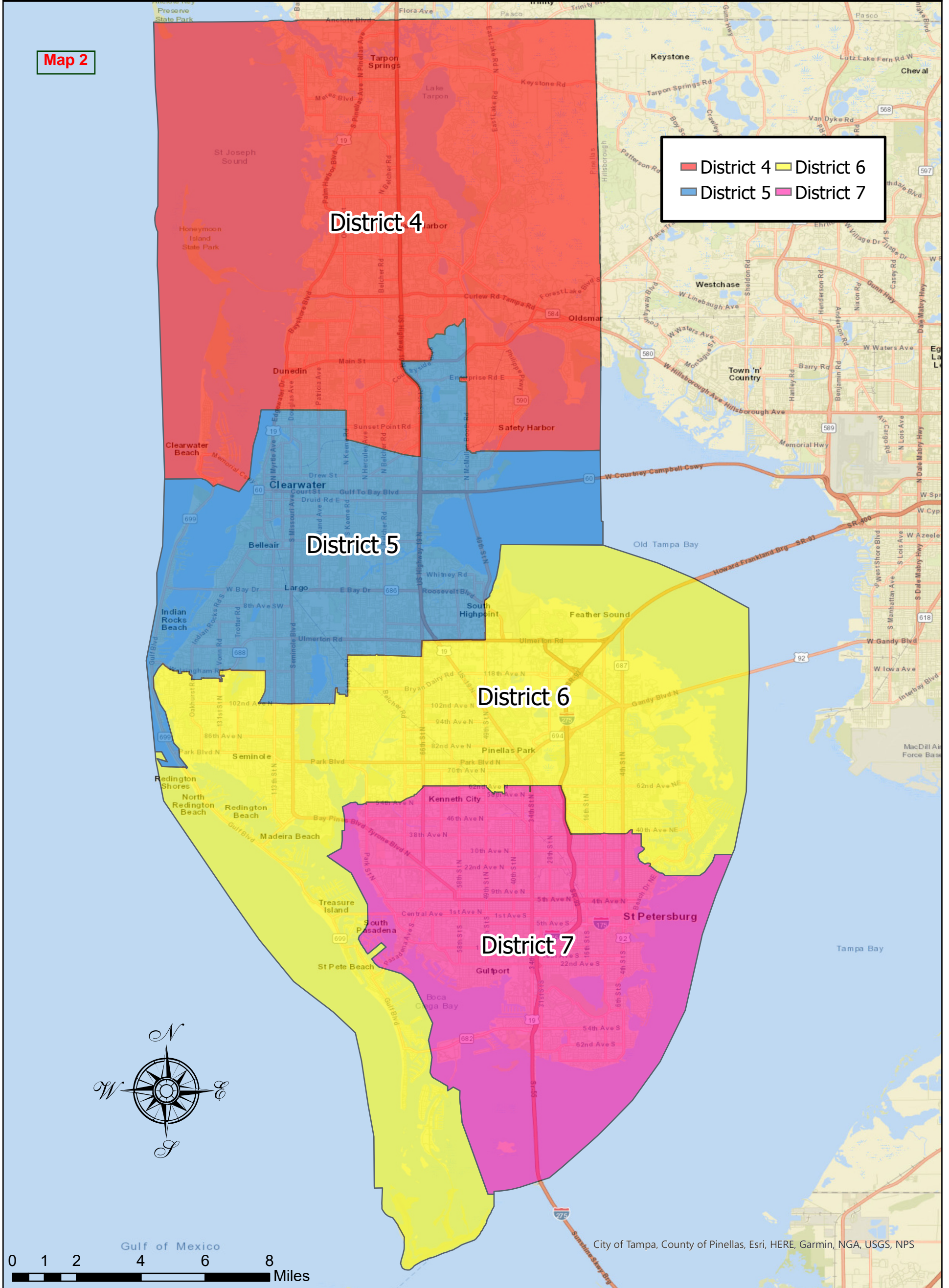
Attachments

CC: Redistricting Board
Kurt Spitzer
Wade Vose

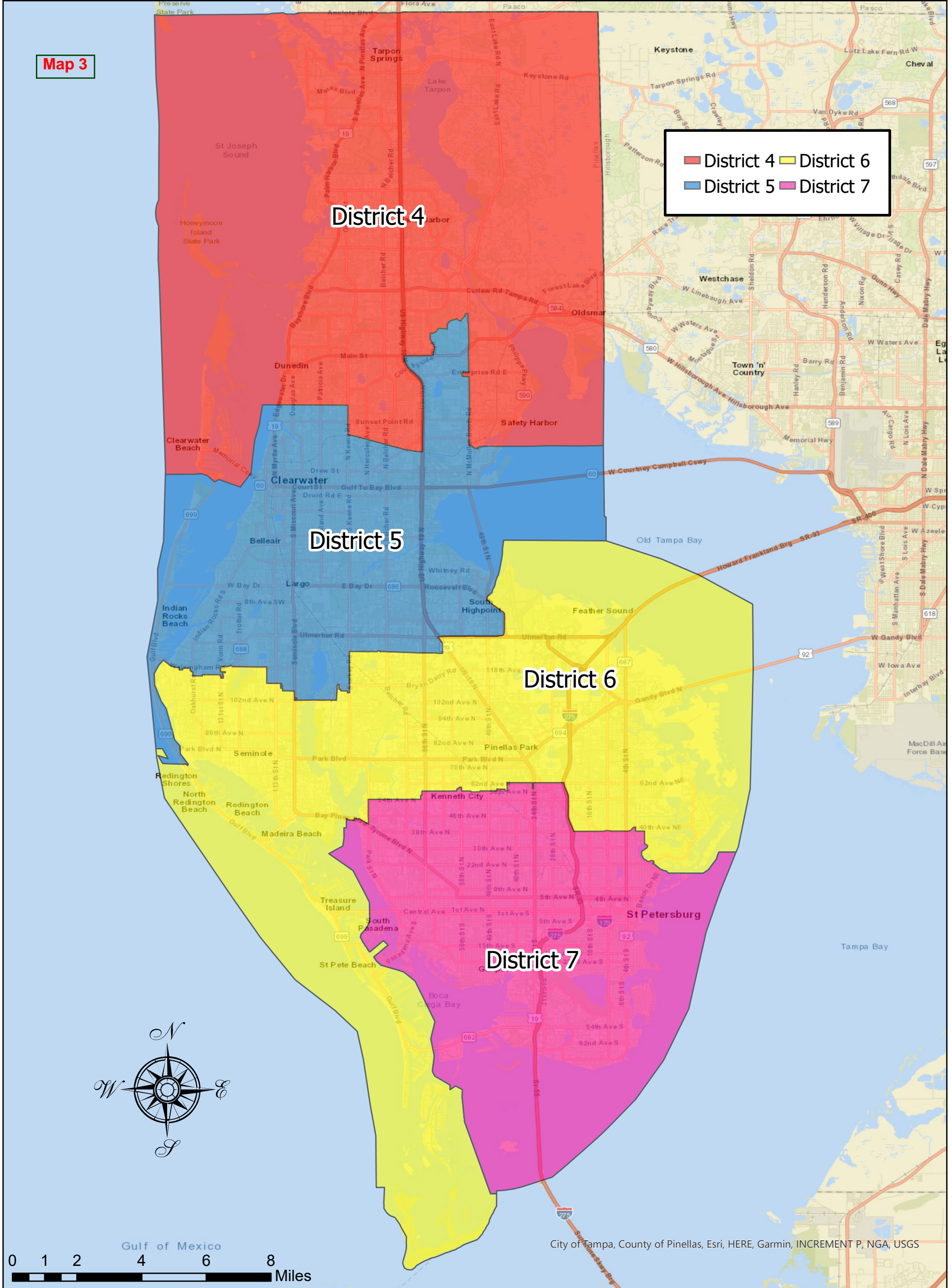
DISTRICT	2020 Population IDEAL	2020 Population ACTUAL	Population Deviation	Percent Deviation	Population White	Percent White	Population Black	Percent Black	Population Other	Percent Other	Population Hispanic	Percent Hispanic
District 1	319702	320495	793	0.2%	248954	78%	15060	5%	56481	18%	36353	11%
District 2	319702	315503	-4199	-1.3%	244530	78%	20611	7%	50362	16%	36507	12%
District 3	319702	323109	3407	1.1%	215552	67%	58483	18%	49074	15%	29579	9%
Totals	959107	959107	0	0.00	709036	-	94154	-	155917	-	102439	-



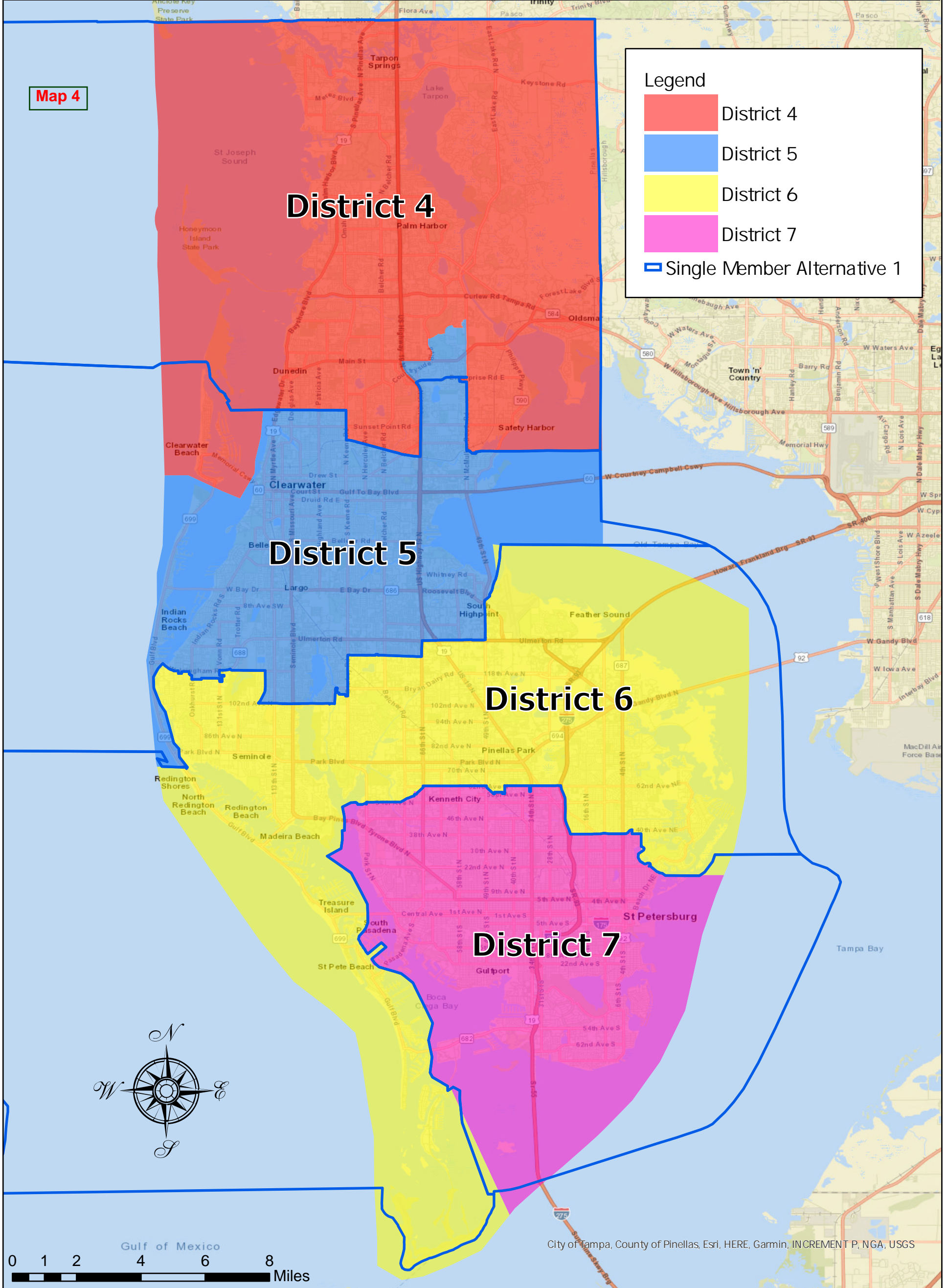
DISTRICT	2020 Population IDEAL	2020 Population ACTUAL	Population Deviation	Percent Deviation	Population White	Percent White	Population Black	Percent Black	Population Other	Percent Other	Population Hispanic	Percent Hispanic
District 4	239777	235211	-4565.75	-1.9%	195923	83%	7209	3%	32079	14%	21099	9%
District 5	239777	242663	2886.25	1.2%	173315	71%	22130	9%	47218	19%	36320	15%
District 6	239777	243194	3417.25	1.4%	190707	78%	11233	5%	41254	17%	23478	10%
District 7	239777	238039	-1737.75	-0.7%	149091	63%	53582	23%	35366	15%	21542	9%
Totals	959107	959107	0	0	709036	-	94154	-	155917	-	102439	-



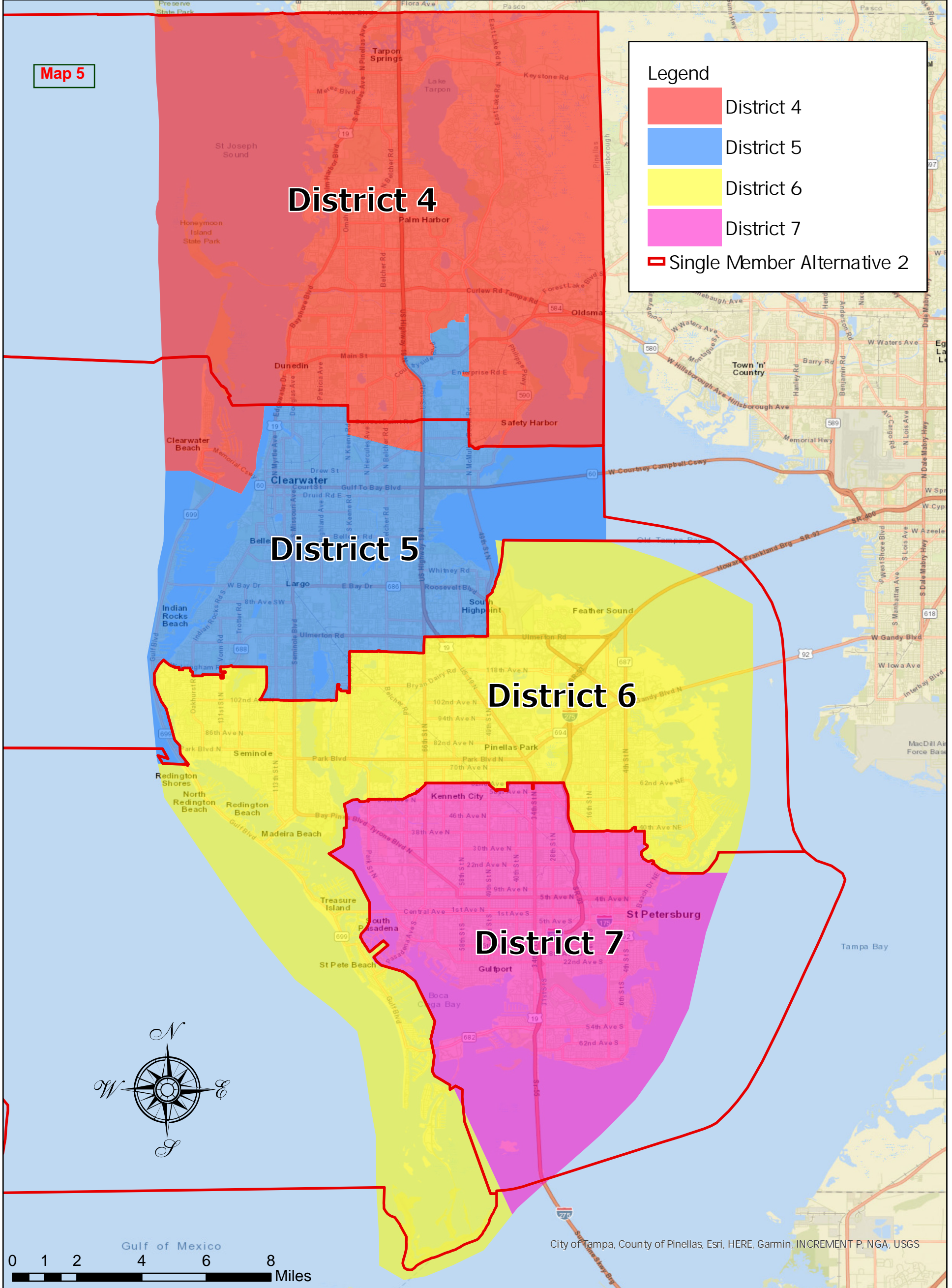
DISTRICT	2020 Population IDEAL	2020 Population ACTUAL	Population Deviation	Percent Deviation	Population White	Percent White	Population Black	Percent Black	Population Other	Percent Other	Population Hispanic	Percent Hispanic
District 4	239777	235211	-4565.75	-1.9%	195923	83%	7209	3%	32079	14%	21099	9%
District 5	239777	241370	1593.25	0.7%	172203	71%	22109	9%	47058	19%	36245	15%
District 6	239777	246630	6853.25	2.9%	193243	78%	11579	5%	41808	17%	23732	10%
District 7	239777	235896	-3880.75	-1.6%	147667	63%	53257	23%	34972	15%	21363	9%
Totals	959107	959107	0	0	709036	-	94154	-	155917	-	102439	-



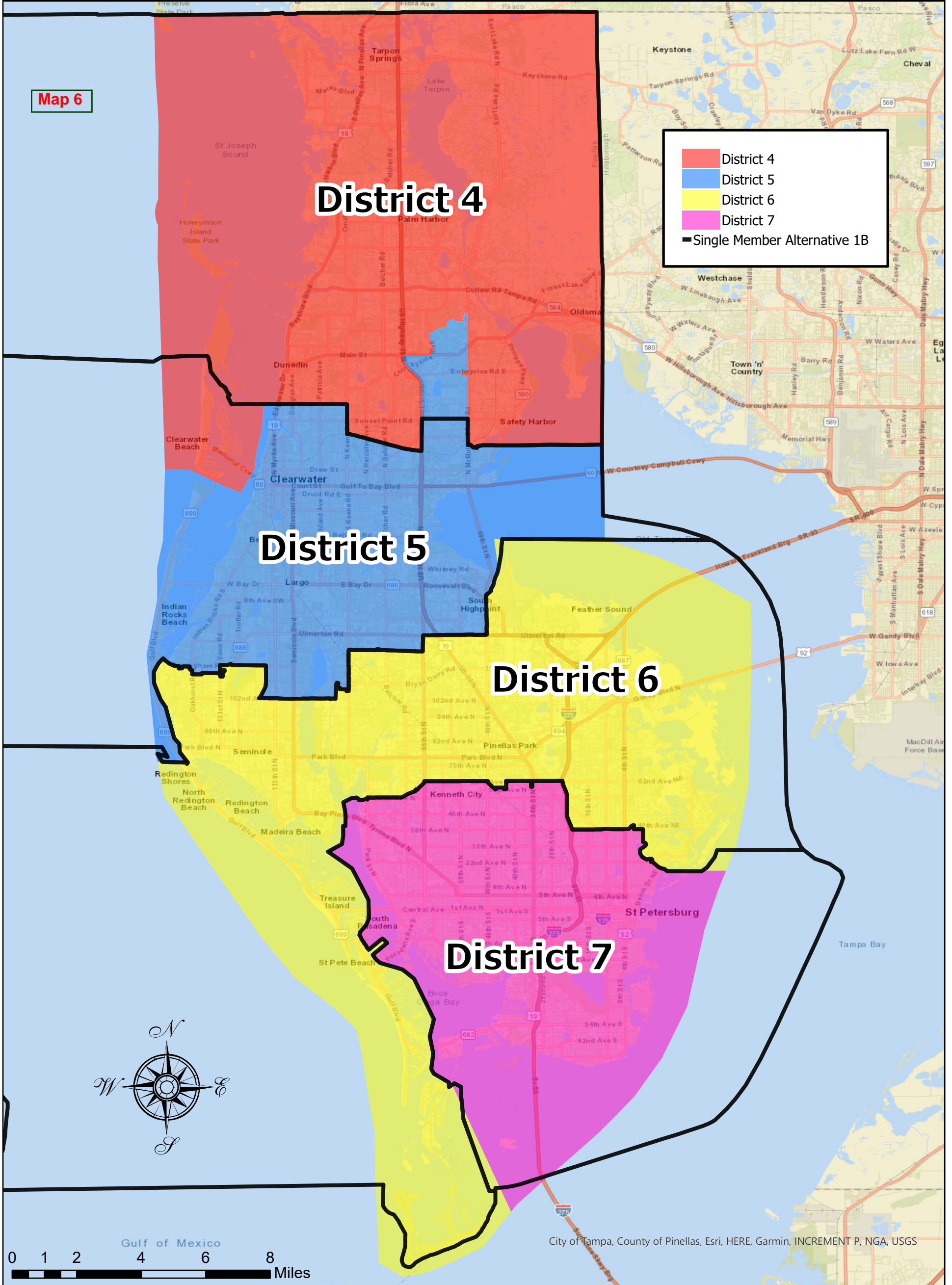
DISTRICT	2020 Populat on IDEAL	2020 Populat on ACTUAL	Populat on Deviat on	Percent Deviat on	Populat on White	Percent White	Populat on Black	Percent Black	Populat on Other	Percent Other	Populat on Hispanic	Percent Hispanic
District 4	239777	235895	-3881.75	-1.6%	196039	83%	7323	3%	32533	14%	21560	9%
District 5	239777	241979	2202.25	0.9%	173199	72%	22016	9%	46764	19%	35859	15%
District 6	239777	243194	3417.25	1.4%	190707	78%	11233	5%	41254	17%	23478	10%
District 7	239777	238039	-1737.75	-0.7%	149091	63%	53582	23%	35366	15%	21542	9%
Totals	959107	959107	0	0	709036	-	94154	-	155917	-	102439	-



DISTRICT	2020 Populat on IDEAL	2020 Populat on ACTUAL	Populat on Deviat on	Percent Deviat on	Populat on White	Percent White	Populat on Black	Percent Black	Populat on Other	Percent Other	Populat on Hispanic	Percent Hispanic
District 4	239777	235594	-4182.75	-1.7%	195971	83%	7141	3%	32482	14%	21557	9%
District 5	239777	242280	2503.25	1.0%	173267	72%	22198	9%	46815	19%	35862	15%
District 6	239777	243194	3417.25	1.4%	190707	78%	11233	5%	41254	17%	23478	10%
District 7	239777	238039	-1737.75	-0.7%	149091	63%	53582	23%	35366	15%	21542	9%
Totals	959107	959107	0	0	709036	-	94154	-	155917	-	102439	-



DISTRICT	2020 Population IDEAL	2020 Population ACTUAL	Population Deviation	Percent Deviation	Population White	Percent White	Population Black	Percent Black	Population Other	Percent Other	Population Hispanic	Percent Hispanic
District 4	239777	239192	-584.75	-0.2%	198560	83%	7389	3%	33243	14%	22053	9%
District 5	239777	238682	-1094.75	-0.5%	170678	72%	21950	9%	46054	19%	35366	15%
District 6	239777	243194	3417.25	1.4%	190707	78%	11233	5%	41254	17%	23478	10%
District 7	239777	238039	-1737.75	-0.7%	149091	63%	53582	23%	35366	15%	21542	9%
Totals	959107	959107	0	0	709036	-	94154	-	155917	-	102439	-



DISTRICT	2020 Population IDEAL	2020 Population ACTUAL	Population Deviation	Percent Deviation	Population White	Percent White	Population Black	Percent Black	Population Other	Percent Other	Population Hispanic	Percent Hispanic
District 1	319702	318455	-1247	-0.4%	247680	78%	14716	5%	56059	18%	36118	11%
District 2	319702	315503	-4199	-1.3%	244530	78%	20611	7%	50362	16%	36507	12%
District 3	319702	325149	5447	1.7%	216826	67%	58827	18%	49496	15%	29814	9%
Totals	959107	959107	0	0.00	709036	-	94154	-	155917	-	102439	-

