

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: CHIEF EXECUTIVE OFFICE

BOARD AGENDA # B-25

Urgent _____ Routine X

AGENDA DATE June 5, 2001

CEO Concurs with Recommendation YES X NO _____
(Information Attached)

4/5 Vote Required YES _____ NO _____

SUBJECT:

APPROVE THE PROJECT CHARTER FOR ELECTORAL REDISTRICTING BASED ON THE 2000 FEDERAL CENSUS, UPDATING THE BASE (G.I.S.) MAP AND PROVIDING SUPPORT FOR THE ELECTORAL REDISTRICTING PROCESS, TO ENSURE NEW AREAS ARE DEFINED AND COMPLY WITH FEDERAL AND STATE LEGISLATION BY SEPTEMBER 28, 2001

STAFF
RECOMMEN-
DATIONS:

1. APPROVE THE PROJECT CHARTER, WHICH DEFINES THE STRUCTURE, PROCESSES AND DELIVERABLES OF THE REDISTRICTING PROJECT
2. APPROVE THE PROJECT BUDGET AND RESOURCING REQUIRED
3. THAT THIS PROJECT WILL ASSIST THE BOARD OF SUPERVISORS MEETS THE LEGAL REQUIREMENTS FOR REDISTRICTING BY PROVIDING GIS AND SUPPORT TO THE REDISTRICTING COMMITTEE

(Continued - page 2)

FISCAL
IMPACT:

To implement this project, funding in the amount of \$412,000 will be required to :

- Fund vendor work to align the census data and our base (G.I.S.) map for \$309,000 estimated cost
- Upgrade G.I.S. software (and upgrading hardware) to provide the information over the Internet to improve access and be easy to use for \$103,000 estimated cost
- Remaining appropriation in the special projects budget unit for fiscal year 2000-2001 are sufficient to cover the estimated cost of \$412,000 to fund this project

BOARD ACTION AS FOLLOWS:

No. 2001-409

On motion of Supervisor Mayfield , Seconded by Supervisor Blom

and approved by the following vote,

Ayes: Supervisors: Mayfield, Blom, Simon, Caruso, and Chair Paul

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) _____ Approved as recommended

2) _____ Denied

3) X Approved as amended

Motion:

AMENDED THE ITEM TO INCLUDE THE REQUIREMENT THAT THE COMMITTEE SET UP BY THE BOARD, WILL CONDUCT ITS MEETINGS IN PUBLIC AND NOTIFY INDIVIDUALS OR GROUPS OF THE TIME AND DATE OF THE COMMITTEE MEETINGS

Christine Ferraro

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

By: Deputy

File No.

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STAFF
RECOMMEN-
DATIONS
CONT':

4. AUTHORIZE THE PURCHASING AGENT TO ENTER INTO A PROFESSIONAL SERVICES CONTRACT WITH THE VENDOR
5. APPROVE THE PROJECT STEERING COMMITTEE OF SUPERVISORS CARUSO AND PAUL, COUNTY COUNSEL KRAUSNICK, PUBLIC WORKS DIRECTOR STILLWATER, CHIEF INFORMATION OFFICER EMERSON AND CEO WILSON
6. AUTHORIZE THE PROJECT STEERING COMMITTEE TO HOLD TWO PUBLIC MEETINGS IN PREPARATION FOR THE BOARD OF SUPERVISORS PUBLIC MEETING TO BE SCHEDULED ON AUGUST 28, 2001

DISCUSSION:

The project will provide Geographical Information System (GIS) support in newly adopted Board of Supervisor districts required for the County to conform with state and federal law as they relate to redistricting.

State and federal law requires the Board of Supervisors to adjust their supervisorial district boundaries the year following each 10-year federal census. Each district is required by law to be nearly equal in population. The County is required to do an analysis of the existing supervisor districts and adjust the boundaries, using certain criteria, to obtain the desired population balance.

The criteria defined by Elections Code Section 21500 that can be used in determining supervisorial district lines are the following:

- Topography and geography.
- Cohesiveness, contiguity and integrity.
- Compactness of territory and community of interests.

The most recent federal census data is the vehicle used to determine and check the balance of population in each district.

This project proposes no major changes to the County's Information Technology (IT) infrastructure or the Geographical Information System (GIS) mapping system except for those changes made by the vendor specifically for this project and described in this document.

Project Critical Delivery Deadlines

The success of the project is dependent on the commitment of those involved to be available during the decision process and the determination of the project team to deliver their portion of the process on time and within budget. Those factors and dates are identified as:

- Board approves project charter for this project (and funding) June 5, 2001
- Board forms Redistricting Committee June 5, 2001
- Redistricting Committee holds Public Meetings July 18 & 19, 2001
- Board holds public hearing on boundaries August 28, 2001
- Board adopts supervisorial district boundaries August 28, 2001
- Elections begins to modify precincts September 5, 2001
- Elections finalizes precinct modifications September 27, 2001

Business Drivers/Measurements

The driving force behind the redistricting is conformance with the law, specifically Section 21500 of the Elections Code. The vehicles to accomplish this task are the 2000 Census and the associated redistricting process. The key project measurements of success are:

- The critical delivery dates are met.
- All census block lines shall conform to the County GIS base map.
- Census data shall not overlap onto adjacent blocks.

APPROVE THE PROJECT CHARTER FOR ELECTORAL REDISTRICTING BASED ON THE 2000 FEDERAL CENSUS, UPDATING THE BASE (G.I.S.) MAP AND PROVIDING SUPPORT FOR THE ELECTORAL REDISTRICTING PROCESS, TO ENSURE NEW AREAS ARE DEFINED AND COMPLY WITH FEDERAL AND STATE LEGISLATION BY SEPTEMBER 28, 2001

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- Querying and reporting tools shall be user friendly and non technical in nature.
- All voter precinct boundaries shall conform to the limits directed by Elections and be clearly represented on the GIS map.

Project Goals

The population of each supervisor's district is required to be as nearly equal (within 10 percent) in population when one factors in topography, geography, cohesiveness, contiguity, integrity and compactness of territory and community of interests. Listed below are the goals for this project:

- Adjust the boundaries to be equally populated within 5 percent.
- Rectify 100 percent of the census blocks with the County GIS base map.
- Update operational processes within County departments to ensure the products delivered by this project are maintained and updated on an ongoing basis to an acceptable level of accuracy.

Project Charter

The Project Charter (attached) covers all of the aspects of this project and includes a process to identify and resolve items which require clarification.

POLICY
ISSUES:

This project is consistent with the Stanislaus County Information Technology Strategic Plan

STAFFING
IMPACT:

Staff in the CEO's office and the departments of Public Works, MIS, Elections, Planning and Assessor will be involved, as well as the vendor.

Stanislaus County Board of Supervisors Redistricting Project Charter

Project Scope

The project will provide full Geographical Information System (GIS) support in newly adopted Board of Supervisor districts required for the County to conform with state and federal law as they relate to redistricting.

State and federal law requires the Board of Supervisors to adjust their supervisorial district boundaries the year following each 10 year federal census. Each district is required by law to be nearly equal in population. The County is required to do an analysis of the existing supervisor districts and adjust the boundaries, using certain criteria, to obtain the desired population balance.

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This project proposes no major changes to the County's Information Technology (IT) infrastructure or the Geographical Information System (GIS) mapping system except for those changes made by the vendor specifically for this project and described in this document.

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The success of the project is dependent on the commitment of those involved to be available during the decision process and the determination of the project team to deliver their portion of the process on time and within budget. Those factors and dates are identified as:

- | | |
|---|--------------|
| • Board approves project charter for this project | June 5, 2001 |
| • Board approves project funding for this project | June 5, 2001 |

- Board forms Redistricting Committee June 5, 2001
- Board forms Project Team June 5, 2001
- Redistricting Committee holds Public Meetings July 18 & 19, 2001
- Board holds public hearing on boundaries August 28, 2001
- Board adopts supervisorial district boundaries August 28, 2001
- Elections begins to modify precincts September 5, 2001
- Elections finalizes precinct modifications September 27, 2001

Business Drivers/Measurements

The driving force behind the redistricting is conformance with the law, specifically Section 21500 of the Elections Code. The vehicles to accomplish this task are the 2000 Census and the associated redistricting process.

Critical delivery dates and measurement criteria for the project are listed below:

- The critical delivery dates are met:
- All census block lines shall conform to the County GIS base map.
- Census data shall not overlap onto adjacent blocks.
- Querying and reporting tools shall be user friendly and non technical in nature.
- All voter precinct boundaries shall conform to the limits directed by Elections.

Project Goals

The population of each supervisor's district is required to be as nearly equal (within 10 percent) in population when one factors in topography, geography, cohesiveness, contiguity, integrity and compactness of territory and community of interests. Listed below are the goals for this project:

- Adjust the boundaries to be equally populated within 5 percent.
- Rectify 100 percent of the census blocks with the County GIS base map.

- Update operational processes within County departments to ensure the products delivered by this project are maintained and updated on an ongoing basis.

Timeframe

According to law, supervisor districts must be adjusted and adopted by the Board of Supervisors prior to November 1, of the year following the taking of the 10 year federal census. As the census was taken in 2000, the redistricting project must be completed no later than November 1, 2001. However, candidates can file to run for offices in the March 2002 elections on October 12, 2001. Candidates can also start collecting signatures on petitions to reduce their filing fees on September 28, 2001. It is this project's goal to have the redistricting maps effective by this September date. Keeping this goal in mind, produces the following critical time line:

- June 5, 2001 Board adopts this project charter establishing program;
- July 18 &19, 2001 Redistricting Committee holds public meeting in Turlock and Modesto;
- August 28, 2001 Board holds Public Hearing on redistricting choices;
- August 28, 2001 Board of Supervisors adopts new Supervisor District boundaries;
- September, 2001 Elections Department adjusts voter precinct boundaries;
- September 27, 2001 New Supervisorial districts become effective;
- September 28, 2001 Potential candidates pick up "In Lieu" petitions from Elections;
- October 12, 2001 Candidates file for March, 2002 election.

Statement of Work

The work consists of adopting this project charter, which provides the frame work for a successful project, forming a redistricting committee and a project team. The goal of all involved is to provide input to the Board of Supervisors on the realignment of the supervisorial district boundaries allowing the Board to adopt new boundaries in accordance with the requirements of the law. Additionally, the project will provide the tools required for the Elections Department to adjust its voter precinct lines to conform to the newly adopted election boundaries and the 2000 Census data.

The work required to successfully complete this project is as follows:

Project Team

- Coordinate resource allocation

Stanislaus County Redistricting
Project Charter

- Perform quality assurance on the product received from the Vendor;
- Monitor the project schedule
- Provide technical assistance to the Redistricting Committee

Redistricting Committee

- Investigate the changes within the County per the 2000 Census data;
- Produce supervisorial district alternatives within required guidelines;
- Obtain public input on the redistricting process;
- Consider, evaluate and incorporate public input;
- Finalize options for Board consideration;
- Provide guidance to the Board on redistricting issues.

County Departments

- Provide availability and access to departmental resources required to meet the critical time line of this project;

Vendor

- Update the County GIS base map parcel layer;
- Overlay the current supervisorial districts on the 2000 Census information;
- Create intranet application to allow population queries and reports of the census data;
- Incorporate, rectify and adjust the 2000 Census block boundaries with the County GIS base map;
- Incorporate the adopted supervisorial districts onto the County GIS base map;
- Incorporate state assembly, state senate, federal congressional districts onto the County GIS base map;
- Install onto the County intranet the elective districts described above and provide population querying and reporting capabilities;
- Create new precinct boundaries as approved by Elections onto the County GIS base map;
- Provide technical assistance to the project team as required.

Information Technology (MIS)

- Provide hosting and storage facilities for the technology required by the project;
- Provide data security and backup services;
- Provide uniform data access per the requirements of the Redistricting Committee;
- Update the currently owned software for use in the redistricting project.

Public Works

- Provide project management;
- Provide supplemental mapping capabilities;
- Provide technical assistance when required;
- Provide services and support to Elections when requested.

Project Sponsor

- Provide guidance to the project team and Redistricting Committee;
- Act as liaison between various County Departments when needed.

County Counsel

- Act as a technical resource to the project team and the Redistricting Committee on items of law as it relates to redistricting.

Board of Supervisors

- Approve this project charter at its June 5, 2001 meeting;
- Provide funding for the successful completion of the redistricting process;
- Adopt adjusted supervisorial district boundaries at its August 28, 2001 meeting.

Project Deliverables

Specific deliverables provided by this project are:

- An accurate up-to-date Supervisorial district boundaries, descriptions and maps as required by law.
- A County GIS base map with an updated parcel layer;

Stanislaus County Redistricting
Project Charter

- A County geographical information system (GIS) base map with reconciled census tract boundaries and supporting 2000 Census data.
- A County GIS base map overlay with all newly adjusted associated elective boundaries.
- Voter precincts and maps reconciled with the newly adjusted elective boundaries and census data;
- Intranet access to the maps by the Redistricting Committee, Project Team and Elections Department;
- Updated internal County GIS operational processes.

The Project Team will ensure the technology delivery system will deliver the information to the clients via the intranet and will be responsible for the accuracy of the data published by said system.

Project Costs

• Project Team	\$ 20,000
• Information Technology Capital Cost	38,000
• Vendor	320,000
• Contingencies	<u>40,000</u>
• Total	\$418,000

Responsibilities

The following integral members of the redistricting process responsibilities are :

- Project Client Board of Supervisors.
 Authorize the project, provide necessary funding and adopt new Supervisorial District Boundaries;
- Project Sponsor Regan Wilson, Chief Executive Officer.
 Provide direction and liaison between various agencies;
- Project Team Various County departments and resources.
 Provide guidance and decision making on the variety of items leading to a successful outcome;
- Vendor Provide technical support and services to the project team.

Risk Management Plan

The following items are considered risks to the success of the project resulting in missed or slippage in the critical timeline. The following lists such items and mitigation strategies to reduce them to a minimum:

- Ineffective project management
To mitigate this risk, a project manager experienced in GIS projects from the customer point of view will be selected. Additionally, there will be quality reviews at the end of each stage of the project by the Project Team.
- Inaccuracy of data
While the project can ensure accuracy of the existing data, we have little control over the data we receive from outside sources. To minimize this risk, a data validation process will be performed before the data is incorporated into the system.
- Delay in decision-making
It is critical to maintain the timelines of the project and to ensure on-time delivery. The project schedule shall be continually monitored and reported on for possible slippage to reduce this risk to a minimum. Additionally, a subset of Project Team members will meet weekly to monitor the schedule.
- Loss of Project Team members
A multifunctional team is proposed for this project. This will reduce the risk associated with this item. Team member vacancy replacement shall be a high priority.
- Insufficient funding
Timely approval of the funding is critical to meet the required delivery timeline.
- Unfulfilled commitments
The major keys to the success of the project are commitment to delivery by the vendors and the project team. While there are processes to insure vendor commitment, it is essential that management in the various departments assures the full participation of their staff in the team process.
- External dependencies
Of major concern is the ability of the political process at the state and federal level to deliver the revised boundaries for federal and state representative, senate, and assembly districts.
- Clarity of legislation
This risk will be mitigated through the efforts of the County Counsel.

Quality Management

The project will have an extensive quality assurance process implemented. The high exposure of this particular project to the public requires the data and the output of the project be above approach.

- Existing data and external data will be validated by members of the project team before it is incorporated into the project;
- Output data will be checked by the team prior to its being finalized or subjected to public review.
- Project Quality will be addressed as a separate agenda item at each project meeting;
- A representative from the CEO's Capital Projects will independently review the project schedule monthly to ensure the project remains on target.

Scope Management

The time line for the project to deliver its product by the target dates is short. As such, the scope of this project must not be changed. Any issues, requirements or scope changes will be evaluated and assessed against the time line for the project. If the proposed change affects the delivery dates in an adverse fashion, it will be forwarded to the project sponsor with the impact assessment.

Issues Management

To meet the tight schedule required by the process, issues must be resolved quickly. All issues will be evaluated against the project schedule. Those threatening the schedule will attempt to be resolved within 24 hours or a mitigation plan to reduce said issues effect on the schedule shall be implemented. Issues deemed not to be a threat to the schedule will be resolved as necessary.

Issue management will require the commitment of the Project Team, project sponsor and the various resources to the timeline.

Change Management

A project starts out as a fully planned entity. In reality, as time passes, slippage and issues arise somewhat changing the direction of the project. To reduce this occurrence it is imperative that the Project Team and all involved in the process are focused on the goals and delivery dates of the project. The project manager shall monitor the direction

of the project and keep the team informed of items affecting the direction of the outcome.

Any new user of the system will be trained in its basic functions, enabling them to view and query the districts and precincts, within the context of questions from the public.

Impact Assessment

The law requires that the Board of Supervisors adopt new boundaries by November 1, 2001. If not a committee, defined by law, is appointed to adjust the boundaries without input from the Board. The dates itemized above allow for the boundaries to be in place prior to elective candidates requesting filing information from Elections.

Extending these dates would reduce the timeframe candidates have between the proposed dates for initial filing and the March elections. This will open the County to public criticism and create a legal liability.

Security Requirements

The project will use the security infrastructure currently in place in the County's wide area network. It will incorporate user identification and password protection. Sensitive data passing outside of this network will be either encrypted or personally delivered to its destination.

Information Integrity Requirements

The integrity and maintenance of the data is an ongoing function of various departments and resources involved in the project. Those involved are:

- Assessor:
The County GIS base map parcel layer will be maintained and updated by the Assessor.
- Public Works:
County GIS base map centerline layers are maintained and updated;
County GIS base map layers such as city limits, etc., are maintained and updated;
Precinct layers are maintained by Public Works at the request of Elections.
- Elections:
Continuous monitoring and changes to the voter precincts.
- Information Technologies:
Maintenance and updating of infrastructure and software.

- Vendor:
Provide technical support as needed.

Project Methodology, Procedures and Tools

The project can be broken down into two components,

- Supervisorial district process; and
- Elections process.

Both components have several tasks in common. They start at the same place, break apart to run parallel to each other then rejoin near the end to reach a common goal.

- Both components require an up to date County GIS base map. The County GIS parcel layer is currently out of date due to a lack of resources in key County departments as well as a lack of formal operational processes for maintaining the County GIS data set. The parcel layer comprises a major part of the base map and displays individual lot information. The first order of work will be to bring the layer up to date by hiring a vendor to provide the resources necessary to update the layer.
- The information received from the 2000 Census does not align perfectly with the current County GIS base map. To rectify this, a vendor will be employed to realign each of the 7,300 census tracts. This particular item is required for the Election portion of the project and will carry benefits to individuals seeking relationships between the census and the demography of the County in the future.
- The rectification of the census data with the base map is an important factor of this project. However, it is too time consuming for the supervisorial portion of the project to be completed on time. To accommodate this the supervisor districts will be transplanted onto the census data. It is far less time consuming to overlay the districts onto the census information than it is to adjust 7,300 census tracts onto the County base map. A vendor will be used to accomplish this task.
- The tools portion involves installing specific software and positioning the data in such a way for it to be a useful tool to the Redistricting Committee and the project team. It will allow the census data to be compared with the existing district boundaries and those boundaries proposed through the Redistricting Committee. This particular item verifies that the districts conform to the law by allowing the population of each district to be determined. The ideal goal would be districts equal in population but this is rarely accomplished. A 10 percent variance is allowed but the goal of this project is a 5 percent difference between any two districts.

Project Process

The following software will be used in the completion of this project:

- Microsoft Project: Project schedule monitoring software;
- Microsoft PowerPoint Presentation software;
- Microsoft Word Word processing software
- Microsoft Excel Spreadsheet software
- ArcView: GIS software for editing the County GIS base map;
- ArcInfo GIS software for editing the County GIS base map;
- AutoCAD Map CAD software for editing the County GIS base map;
- MapGuide GIS software for viewing GIS data on the Intranet and Internet.

The following items shall be implemented to ensure team focus:

- The project team will meet formally weekly with an agenda and desired outcomes;
- A representative from the County's Capital Projects will independently review the project monthly to ensure the project remains on target.

Project Team Structure

- Board of Supervisors
All Board Members
- Redistricting Committee
Supervisors Pat Paul and Paul Caruso
CEO, Reagan Wilson
County Counsel, Mick Krausnick
Public Works Director, George Stillman
CIO, John Emerson
- Project Manager Steve Erickson, Public Works
- Project Team
Chief Executive Office John Emerson
Elections Joyce Goudie
Public Works George Stillman
MIS Nancy Sitkiewicz
Planning Ron Freitas
Assessor Jerry Hawkins
Vendor California Cad Solutions, Modesto, California.

Project Team Values

The project team's values are modeled from those of the County and are:

- Respect the communities and the individuals we serve;
- Model leadership;
- Promote personal responsibility, integrity and accountability;
- Encourage and support innovation;
- Promote collaboration and teamwork;
- Support personal development;
- Reward and celebrate excellence;
- Give proper recognition for a job well done;
- Take pride in our work.

Roles and Responsibilities

- Board of Supervisors
The Board is responsible for the approval of this project charter, funding authorization and the adoption of the realigned district boundaries.
- Redistricting Committee
The committee investigates the changes within the County per the 2000 Census data and will produce supervisorial district alternatives within required guidelines. They will obtain public input on the redistricting process and consider, evaluate and incorporate said input into their alternatives. Additionally, they will finalize options for Board consideration and provide guidance to the Board on redistricting issues.
- Public Works
Public works will supply management services for the project, mapping resources and technical assistance when needed. The Department will work closely with the Project Team and to insure Supervisorial districts and Election's precinct maps are updated per the individual Department requirements and the requirements of law.
- Management Information Systems
MIS will supply assistance and support on the technology requirements necessary to implement the project in a timely manner. Specifically, resources related to the infrastructure of the intranet, internet and wide area networking.
- Elections
Elections is the technical resource on the election process and the intricacies to provide election services to the community.
- Planning
Planning provide expertise and knowledge of the area demography.

- Chief Executive Office
CEO will provide project sponsorship and liaison between the various County departments, the Board of Supervisors and the Project Team to insure all work is performed in a cooperative manner to achieve the desired goal.
- Assessor
The Assessor provides expertise and knowledge of the various areas' assessment values.
- Vendor
The vendor brings to the team the necessary resources to the project allowing technical information to be integrated and adjusted into a system which allows the querying of the 2000 Census information as it relates to the requirements of the project.

Resource Availability

Due to the short time frame and critical delivery dates required of this project, department heads of the various project members must ensure that staff is allowed sufficient time to work on the project as the need arises.

Business Case

Benefits of the project:

- Assists the County in complying with the law;
- Provides information accessible to those needing it;
- Enables lawful compliance with the least cost;
- Lays some of the groundwork for eventual public access to the County GIS base map over the Internet;
- Defines formal processes for the continual maintenance of the County GIS base map;
- Return on investment. The project is not directly related to delivery of improved services to the customer, as such it does not create internal efficiencies. This project does not have a return on investment, due to the main requirement being legal compliance.

Post Implementation Requirements

The following are required or will continue after the end date of the project:

- Post implementation review. The project will be reviewed by the project team 4 to 6 weeks after its closing date to evaluate the effectiveness of its processes, methodology and results.
- Departments shall implement the required processes for continual support of the County GIS base map.
- Information Technologies continues to support the implemented infrastructure.

Related Documents

The following documents are attached and made a part of this charter by reference:

- Elections Code Section 21500
- Project Proposal
- Project Schedule