



COUNTY BOARD STAFF COMMITTEE
Minutes – September 20, 2021

Call to Order. Chair Bostwick called the meeting of the County Board Staff Committee to order at 4:36 P.M. via teleconference.

Committee Members Present: Supervisors Beaver, Richard Bostwick, Peer, Podzilni (4:41 P.M.), Sweeney, Leavy (left at 5:30 P.M.), Brien, Yeomans, and Davis.

Committee Members Absent: None.

Staff Members Present via Teleconference: Josh Smith, County Administrator; Randy Terronez, Assistant to County Administrator; Richard Greenlee, Corporation Counsel; Lisa Tollefson, County Clerk; Jennifer Borlick, GIS Manager; Bridget Laurent, Deputy Corporation Counsel; Andrew Baker, Director of Land Conservation, Planning and Development; Amy Spoden, Assistant Human Resources Director; and Terri Carlson, Risk Manager.

Others Present: Vicki Brown

Approval of Agenda. Supervisor Brien moved approval of the agenda as presented, second by Supervisor Yeomans. ADOPTED.

Public Comment. None.

Approval of Minutes of September 7, 2021. Supervisor Davis moved approval of the minutes of September 7, 2021, second by Supervisor Yeomans. ADOPTED.

Transfers. None.

Resolutions and Committee Action.

Recognizing Linda Simplot for Service to Rock Haven

“NOW, THEREFORE, BE IT RESOLVED, that the Rock County Board of Supervisors duly assembled this 9th day of September 2021, does hereby recognize Linda Simplot for her 35 years, and 1 month of service and extend their best wishes to her in her future endeavors.”

Supervisor Brien moved approval of the above resolution, second by Supervisor Beaver. ADOPTED.

Recognizing Donna Freeman

“NOW, THEREFORE, BE IT RESOLVED that the Rock County Board of Supervisors duly assembled this 23rd day of September 2021 does hereby recognize Donna Freeman for

her many years of dedicated service and extend their best wishes to her in her future endeavors.

BE IT FURTHER RESOLVED that the County Clerk of Rock County be authorized and directed to furnish a copy of this resolution to Donna Freeman.”

Supervisor Peer moved approval of the above resolution, second by Supervisor Beaver. ADOPTED.

Extending Coronavirus Response Employee Leave Programs Through December 31, 2021

“**NOW, THEREFORE, BE IT RESOLVED** that the Rock County Board of Supervisors duly assembled this _____ day of _____, 20__ extends the following Coronavirus Related Employee Leave Policy to supplement the other employee leave programs available to Rock County Employees:

...

BE IT FURTHER RESOLVED that any leave program established by this Resolution shall expire upon a determination made by the County Board Staff Committee that a leave program has been established by any act or regulation of the State of Wisconsin or Federal Government which would adequately substitute any leave program created pursuant to this Resolution such that employees would not be substantially disadvantaged by the discontinuance and replacement of the leave programs established by this resolution, or upon December 31, 2021, whichever comes first, and upon such expiration all unused leave balances under this resolution shall extinguish.”

Supervisor Davis moved approval of the above resolution, second by Supervisor Yeomans. ADOPTED.

Approving Tentative 2021 County Supervisor District Plan

“**NOW, THEREFORE, BE IT RESOLVED** that the Rock County Board of Supervisors duly assembled this _____ day of _____, 2021, does hereby approve the Tentative 2021 County Supervisory District Plan and directs that official copies be distributed by Planning and Development to each Rock County City, Town and Village as prescribed by Statute”

Supervisor Davis moved approval of the above resolution, second by Supervisor Peer. Jennifer Borlick presented to the committee. She informed the committee that legislative redistricting is currently happening at the state level. In Jennifer’s presentation, she highlighted why, when, and how redistricting occurs. Her presentation is attached.

YES – Supervisors Davis and Podzilni. NO – Supervisors Brien, Peer, Sweeney, Yeomans, Beaver, and Bostwick. ABSENT – Leavy (left prior to vote). FAILED.

Supervisor Davis inquired what the new timeline would be if the resolution does not pass at County Board. Lisa Tollefson explained that this reduces the time for municipalities to have their wards drawn.

Review, Discussion and Possible Action.

None.

Adjournment. Supervisor Brien moved adjournment at 6:12 P.M., second by Supervisor Podzilni. ADOPTED.

Respectfully submitted,

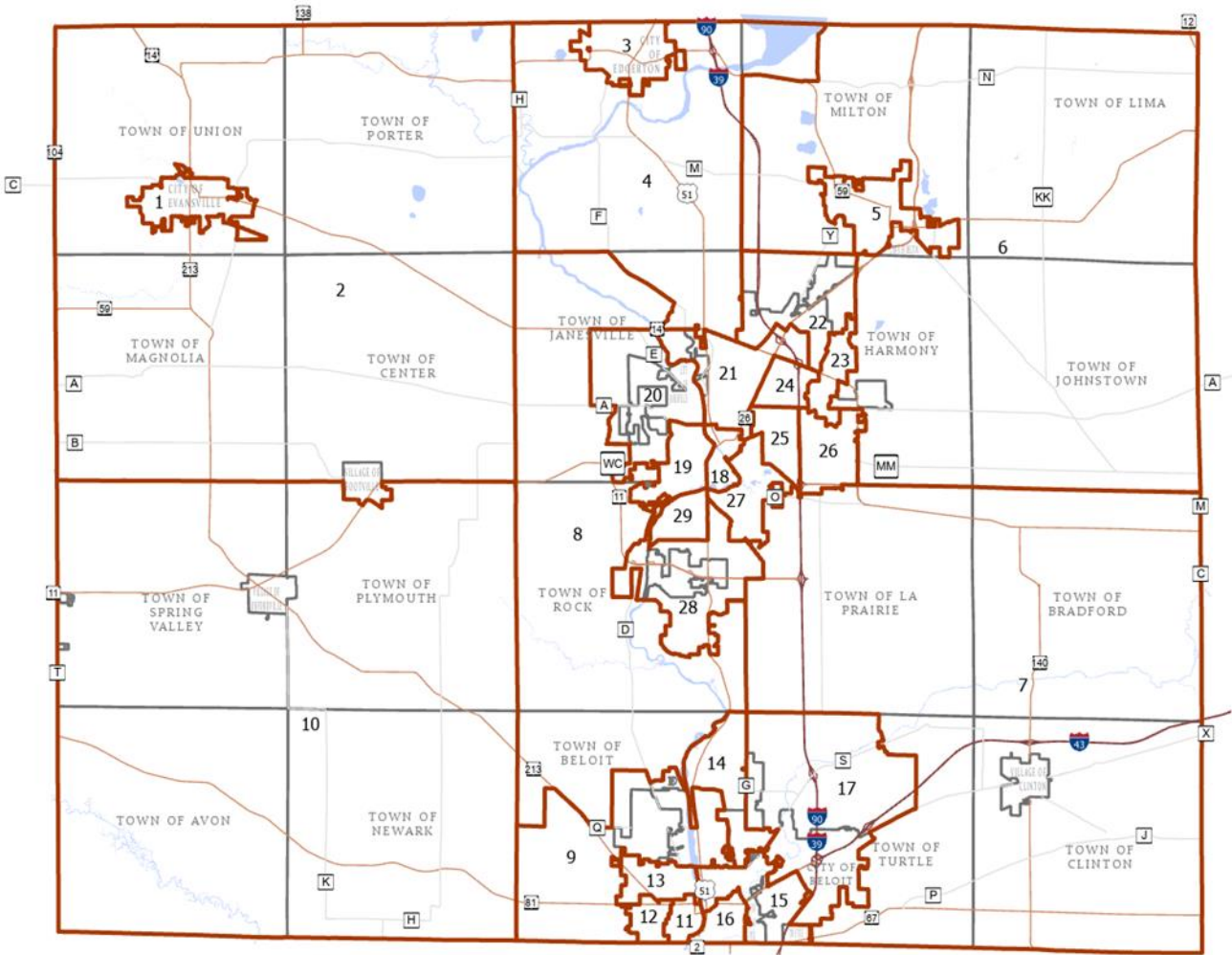
Haley Hoffman
Office Coordinator

NOT OFFICIAL UNTIL APPROVED BY COMMITTEE.

TENTATIVE SUPERVISORY DISTRICT PLAN MAP DRAFT

A REPORT ON THE 2021 TENTATIVE SUPERVISORY DISTRICT PLAN DRAFT

JENNIFER BORLICK
GIS MANAGER
ROCK COUNTY PLANNING AND DEVELOPMENT



TENTATIVE SUPERVISORY DISTRICT PLAN MAP DRAFT REPORT

AKA: Why do the Supervisory Districts Look So Different?

Redistricting 101

What is Redistricting and why do we have to do it?

Redistricting, along with the details of how, when, and why we do it are defined in §59.10. In a nutshell, every 10 years after the decennial census we “wipe the slate clean” and draw new supervisory districts and voting wards. This process is to ensure “one person, one vote” and clean up voting wards created by annexations over the 10-year period since the last redistricting process. We will look at §59.10(3)(b)(1), which is the stage we are in now.

Within 60 days after the population count by census block, established in the decennial federal census of population, and maps showing the location and numbering of census blocks become available in printed form from the federal government or are published for distribution by an agency of this state, but no later than July 1 following the year of each decennial census, each board shall propose a tentative county supervisory district plan setting forth the number of supervisory districts proposed by the board and tentative boundaries or a description of boundary requirements, hold a public hearing on the proposed plan and adopt a tentative plan. The proposed plan may be amended after the public hearing.

Currently, through no fault of their own, every county in the state is in violation of this part of the statute. Data was not released to the state until August 13th, and the State released the data to us on August 16th. The “normal” timeline is 60 days for the tentative supervisory district plan, 60 days for the municipalities to draw the wards, and another 60 days for the county to reconcile the districts with the voting wards presented to the county and adopt the final plan. If we followed this timeline, the supervisory district plan would not be adopted until January or February of 2022. In order for county board candidates to be able to get their papers and signatures in time for the April 2022 election, this timeline has been drastically shortened.

The tentative plan shall divide the county into a number of districts equal to the number of supervisors, with each district substantially equal in population.

This is where “one person, one vote” comes into play. Rock County has a population of 163,687 people. This is an increase of 3,356 people. We have 29 districts, which means the target population is 5,644 for each district. While the population as a whole increased in the county, each municipality had varying degrees of population loss and gain across the county. So, there are more people in some areas of the county and fewer in others. This alone will cause supervisory district boundaries to change as populations concentrate in one area of the county over another. “Substantially equal in population” has been defined as a percent deviation of no more than 10%. This is calculated by looking at difference between the lowest populated district and the highest population and comparing it to the overall population.

The board shall solicit suggestions from municipalities concerning the development of an appropriate plan.

For Rock County, this is where the Ad Hoc Redistricting committee comes in. The committee was formed under County Resolution 21-5A-257. The committee is made up of 4 current supervisors and 5 members at large; and has a technical committee, including municipal clerks, to advise members. The ad hoc committee ranked the criteria used to determine the boundaries of the districts. The maps were drawn from that criteria. The criteria will be described later.

Except as authorized in this subdivision, each district shall consist of whole wards or municipalities. Territory within each supervisory district to be created under the tentative plan shall be contiguous, except as authorized in subd. 2. In the tentative plan, the board shall, whenever possible, place whole contiguous municipalities or contiguous parts of the same municipality within the same district. If the division of a municipality is sought by the board, the board shall provide with the plan a written statement to the municipality affected by each proposed division specifying the approximate location of the territory from which a ward is sought to be created for contiguity purposes and the approximate population of the ward proposed to effectuate the division.

When creating the supervisory districts, municipalities cannot be split if it can be avoided. And if they are split, the wards and supervisory districts must not have two or more “pieces” of the municipality in it unless valid wards can be made within the municipalities. Subd 2 allows for non-contiguous wards and supervisory districts for island populations that are surrounded by other municipalities.

The tentative plan shall not include provision for division of any census block unless the block is bisected by a municipal boundary or unless a division is required to enable creation of supervisory districts that are substantially equal in population.

The smallest unit that can be used is the Census Block. This provision allows the county to split a Census Block when an annexation has occurred after the decennial census, but before the redistricting process.

The board shall transmit a copy of the tentative plan that is adopted to each municipal governing body in the county.

This ends the first phase of redistricting. Once the Tentative plan draft is adopted, it is passed on to the municipalities to create wards.

Rock County Ad Hoc Redistricting Committee (AHRC)

Who are they?

As stated previously, the Ad Hoc Redistricting Committee (AHRC) was formed under County Resolution 21-5A-257. It consists of four current Supervisors and five at-large members of the community. The Supervisors are Richard Bostwick, Wes Davis, Robert Potter and Mike Mulligan. The at-large members are Victor Gonzalez, Ethel Himmel, Lisa Imhoff, Neil Dupree and Lisa Johnson. The Committee elected Neil Dupree as Chair. The Committee was supported by a technical advisory committee consisting of Cindy Hegglund, Ryan McCue (City of Janesville), Dawn Miller (Clerk, Town of La Prairie), Lori Stottler (former County Clerk; former Clerk, City of Beloit; Clerk City of Janesville) and Lisa Tollefson (County Clerk; former clerk, Town of Harmony). There were two alternates: Mark Fuller and Vicki Brown. The make-up of the committee was designed to provide expertise in various technical details about the voting and election process, point-of-views of diverse communities and representation from various parts of the county.

Determining the Criteria and Rank

Criteria	Score
Equal Population	39
Compact	66
School District Boundaries	70
Minority Representation	75
Municipal Boundaries	76
Future Growth	115
Existing wards	115
Physical Features	115
Communities of Interest	118
Polling locations	129
Incumbent	143

Due to the constricted time frame of this redistricting process, the Committee met two times and had one survey to gather opinions on criteria. The first meeting was held on August 11, 5 days before the data was released, to determine the criteria and importance of each criterion that would be used to define the district. Lisa Tollefson gave a presentation on redistricting and described the different criteria. The criteria will be described later in this report. At that meeting it was decided by the AHRC that:

1. We would start with fresh districts and not consider existing boundaries.
2. Staff would “follow the data” released by the survey and use the criteria and ranks provided to draw the boundaries.

The survey listed the criteria and members were asked to rank them 1-11 where 1 is the most important criteria and 11 is the least important. All of the scores were summed for each criterion. The lowest score was the most important and the highest score was the least important.

After the criteria were received, and analyzed in conjunction with §59.10(3)(b)(1), the following rank order was used:

1. Equal Population (Population: 163,687 people/29 Supervisory Districts= **5,644 People per District**)
2. Contiguousness
3. Municipal Boundaries
4. Minority Representation
5. Compactness
6. School District Boundaries
7. Future Growth, Existing Wards, Physical Features, Communities of Common Interest and Polling Locations.

Incumbent addresses, being last on the list, were not supplied nor considered when the districts were drawn. This will be discussed later in the report while discussing the criteria.

It should also be noted that the districts were re-numbered in the process. This is to provide continuity around the county. The numbering starts with 1 in the northwest corner of the county and goes counter-clockwise, skipping the City of Beloit; then returns to central Beloit and goes counter-clockwise; then goes to the center of the City of Janesville and goes counterclockwise there.

Committee Recommendation

The second meeting was held on August 31. Where the Tentative Plan Draft was reviewed. Discussion of the plan and the effect that it had on incumbent supervisors followed. While the plan leaves many districts “vacant” and has many incumbents in the same districts, the plan filled all of the requirements as set forth by the committee and State Statute. It was determined that the data was followed when creating the districts. After much debate, the motion to approve recommending the Tentative Plan Draft to the County Board passed unanimously.

Supervisory District Boundary Criteria

What was used to draw the lines and how did they shape the map?

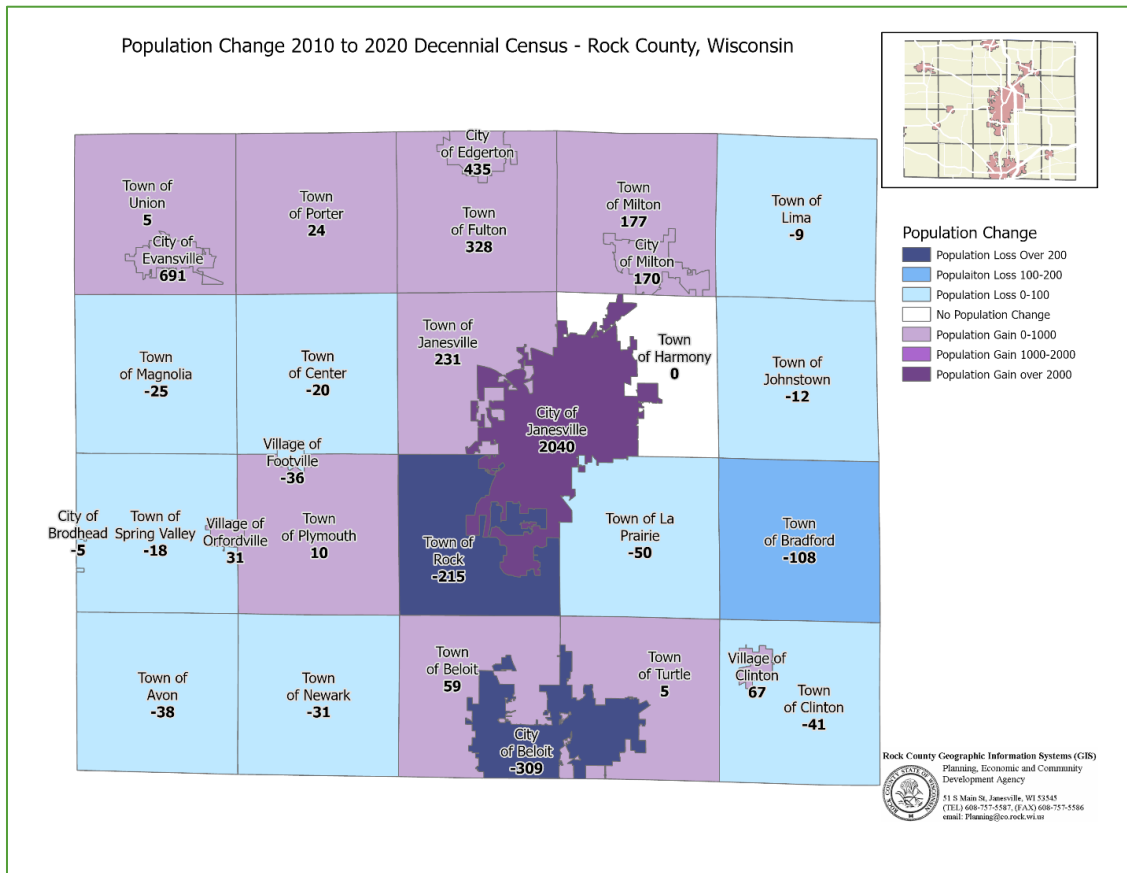
The criteria can be divided into three categories: those set forth in §59.10(3)(b)(1), those that have legal precedence, and those that have been traditionally used in redistricting in the past.

Criteria under §59.10(3)(b)(1)

Substantially Equal in Population

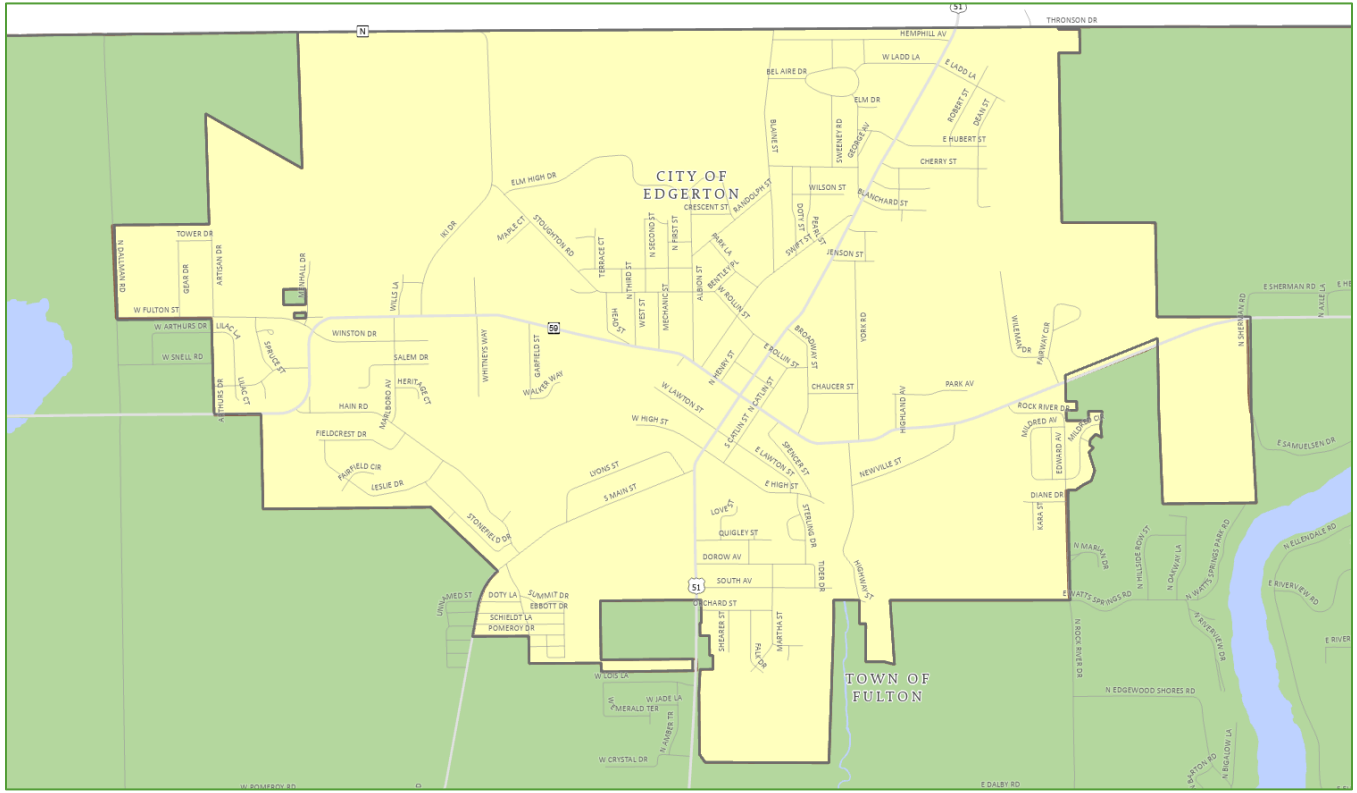
Populations change over time, and those populations are not evenly distributed across the county. As can be seen in the map below, there were some substantial gains in population in the Cities of Janesville (2,040), Evansville (691), Edgerton (435) and Milton (170); as well as the Town of Fulton (328), Janesville (231) and Milton (177). There were losses in the City of Beloit (-309) and the Towns of Rock (-235) and Bradford (-108). The rest of the municipalities had minimal population changes. These population changes had the greatest effect on the supervisory district maps. Districts in the Cities of Janesville, Evansville, Edgerton and Milton were able to “pull in” to the city, and the need to cross municipal boundaries to reach the target population was negated. The Districts in the Towns of Janesville, Fulton and Milton were also reconfigured to allow for the population increases there. The population target in 2011 was 5,529. This year it is 5,644. So, on top of the changes in the distribution of the population each district needs an additional 115 people.

The current Tentative Plan draft has a deviation of 5.63%, which is good. The closer we get to that 10% threshold the higher the potential of having a Plan that is deemed unconstitutional.



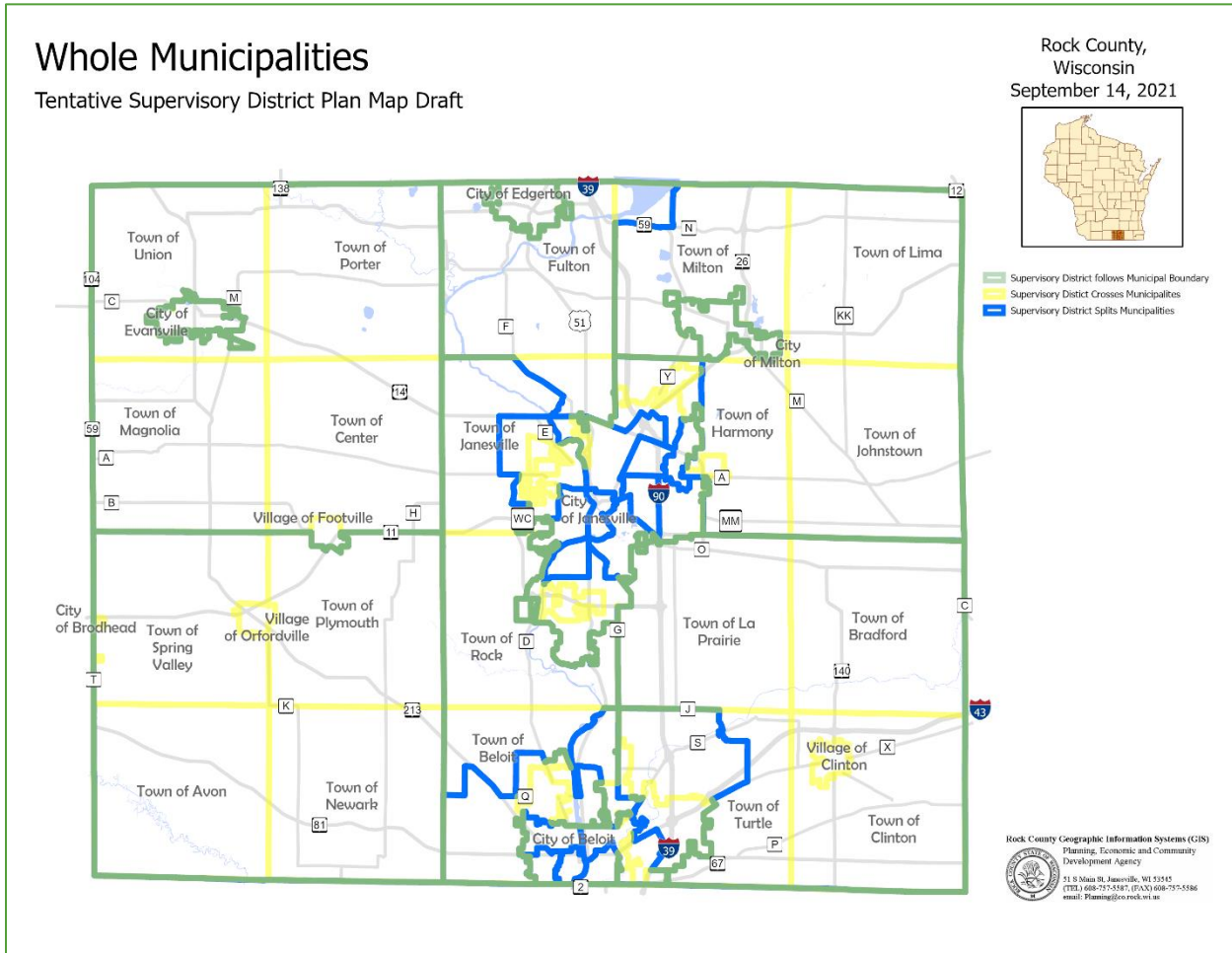
Contiguous

All supervisory districts are contiguous except in District 4 which has an island population surround by the City of Edgerton.



Containing Whole Municipalities

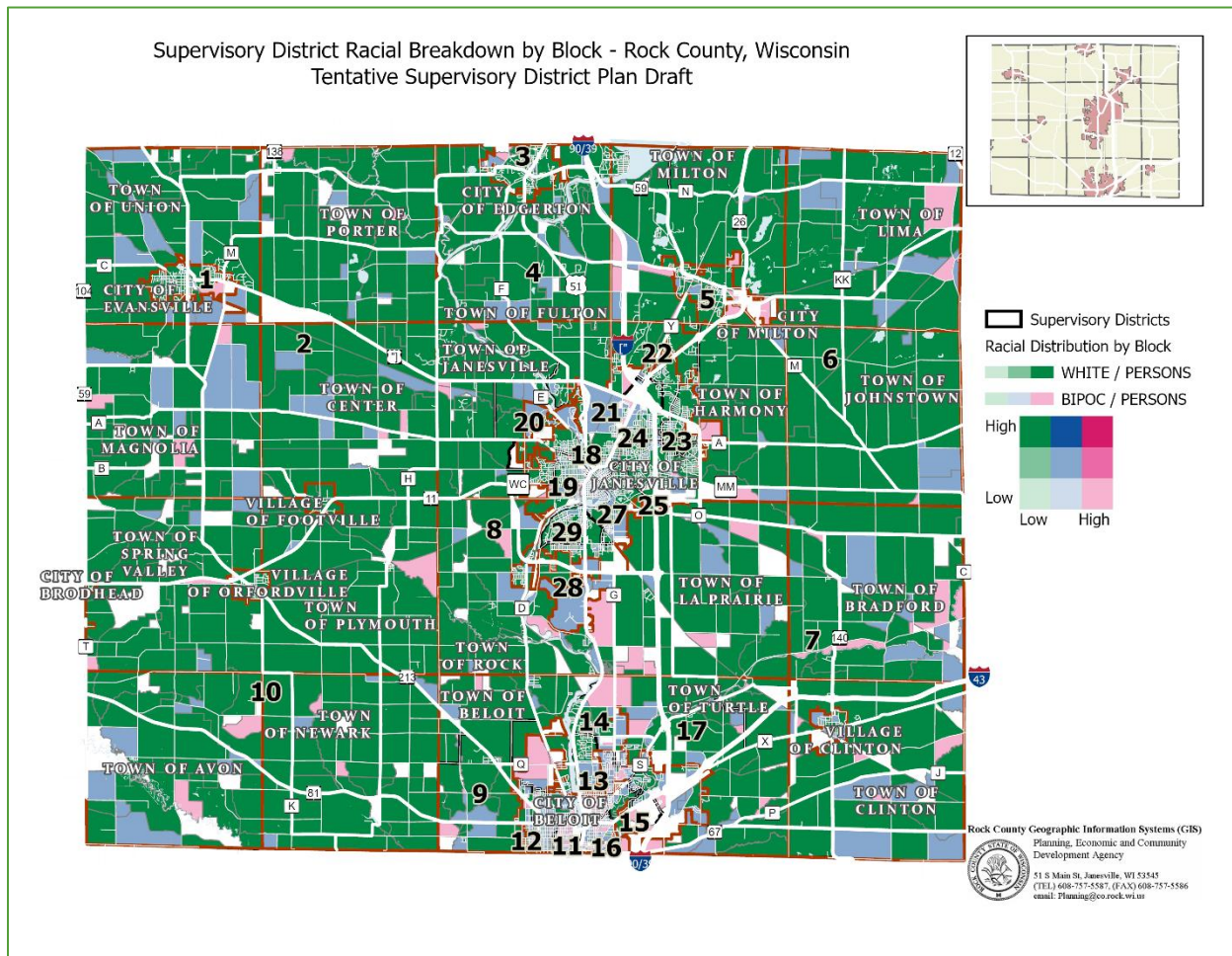
As seen in the map below, this plan maintains whole municipalities in all incorporated municipalities except the Cities of Beloit and Janesville; and the Towns of Milton, Janesville, Harmony, Rock, Beloit and Turtle. All municipalities with splits have populations over 1,000 people and would require more than one ward according to §5.15(2)(b). In municipalities that were split, care was given to ensure that legal wards can be created in those districts. One district (17) is not contiguous in the City of Beloit but has sufficient population in both parts to create legal wards.



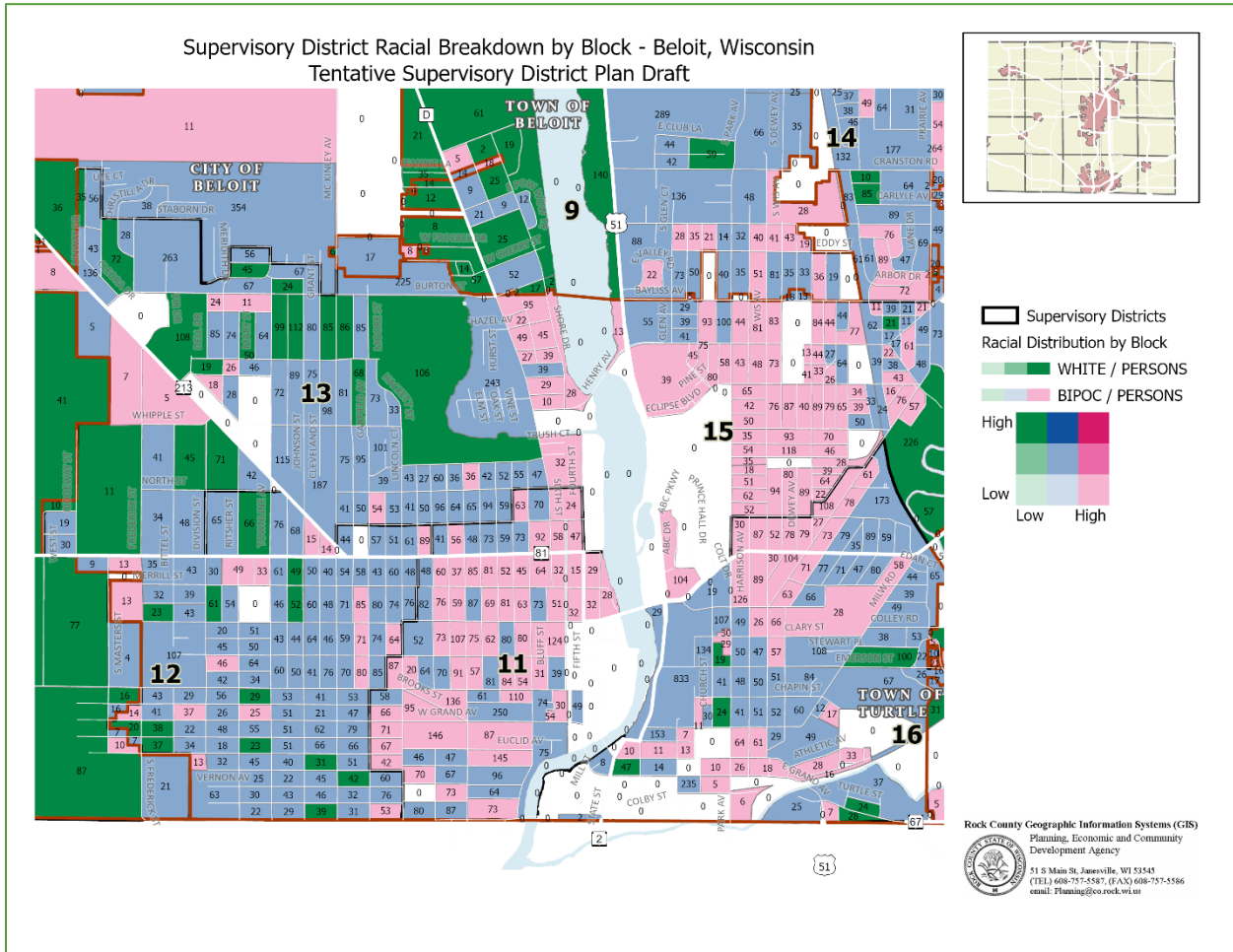
Legal Precedence

Disenfranchisement of Historically Underrepresented Communities

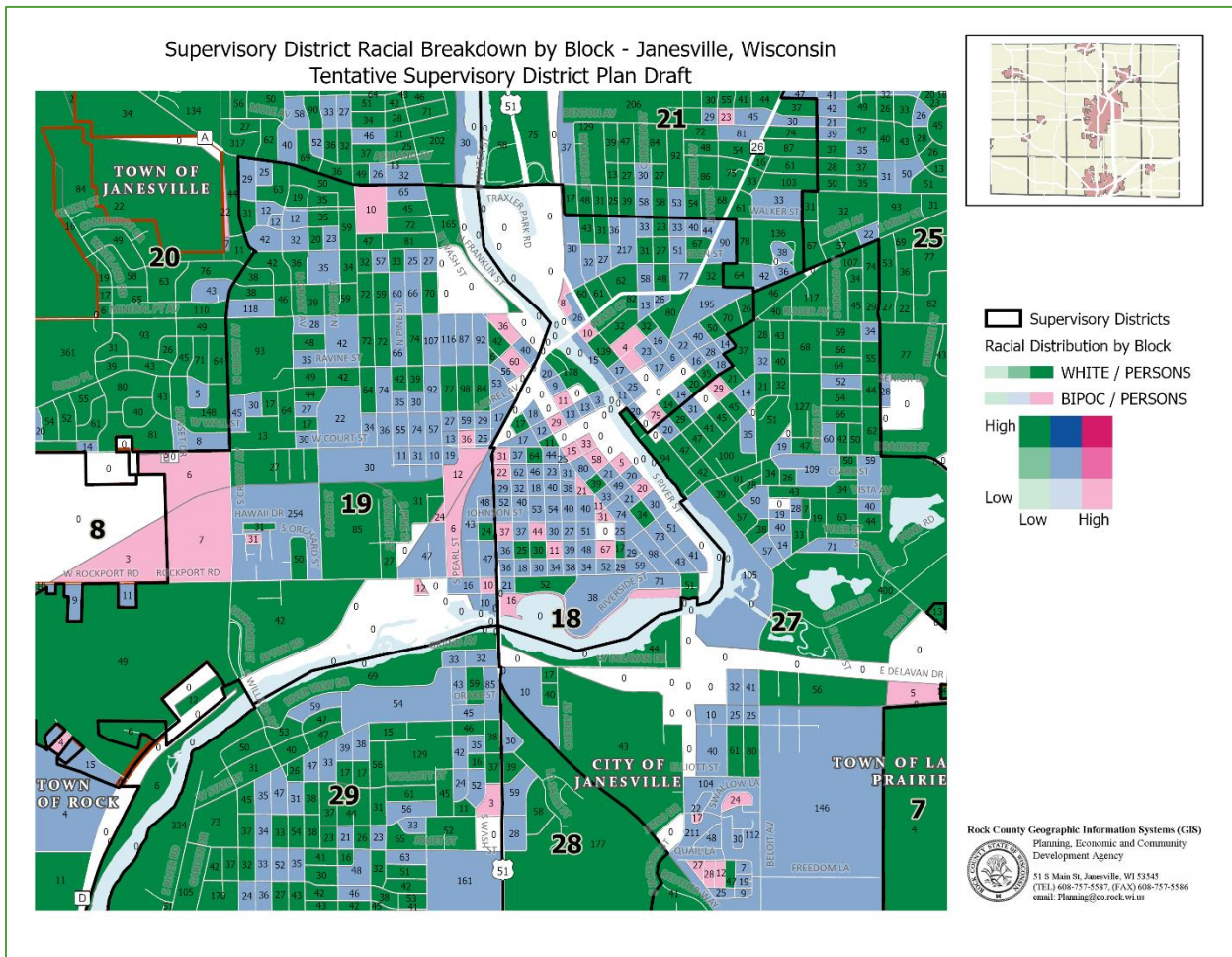
Section 2 of the Voting Rights Act discourages the dilution of populations of historically underrepresented communities, described in the Act as “minority” populations. As time progresses and technology improves locating and visualizing those populations has become easier. One such new advancement allowed a map to be created that showed concentrations of Black, Indigenous, People of Color (BIPOC) within the census blocks. Dark green represents a high concentration of white people, pink represents a high concentration of BIPOC people, and blue represents a mix of the two. This map did not have much influence on the larger rural districts, as the goal there was to get the districts to the target population, but it did have quite a heavy influence on the Cities of Janesville and Beloit.



When configuring the districts in Beloit west of the Rock River, the goal was to group as many like populations together as possible while still maintaining percent deviation for the districts. This resulted in the configurations of Districts 11, 12 and 13. Green, blue and pink showed the concentrations of the populations. The population of each block showed how many people are being moved. All things being equal, moving a Census block with 5 people in it from one district to another will not have the same impact as moving one with 100 regardless of the concentration of the population.



The same thing was seen in the City of Janesville. In past redistricting efforts, emphasis was placed on maintaining the 4th Ward area and drawing the lines west. Using the demographic data, the BIPOC population on the east side of the Rock River between the courthouse and Traxler park was better visualized. The district was drawn east and over the Rock River to include that population in the district.



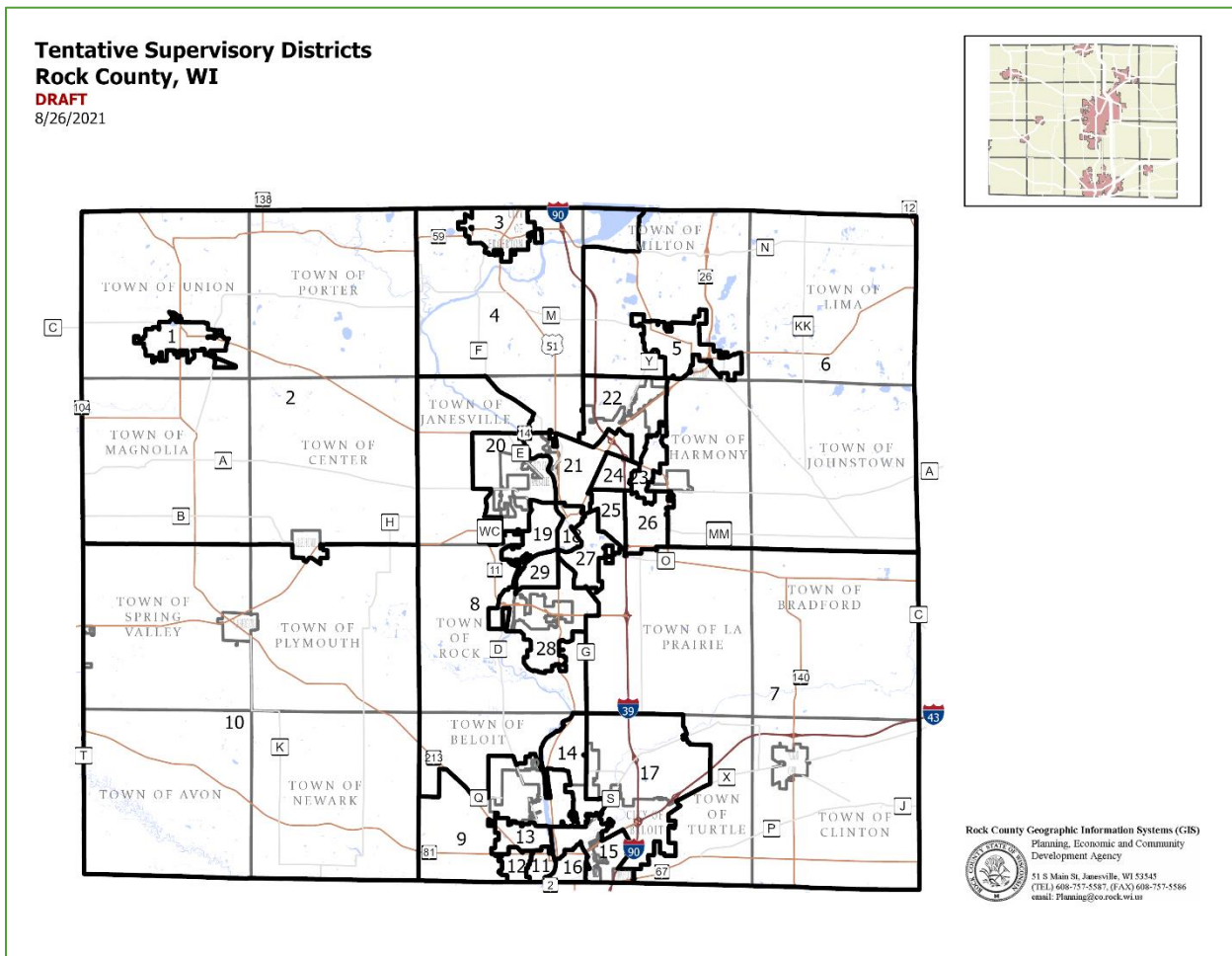
Compactness

Supervisory districts should be compact to avoid the appearance of gerrymandering. County supervisory districts cannot technically be gerrymandered. The definition of gerrymandering includes the words “majority party.” Since County Board Supervisors are non-partisan, the definition may not apply. Compactness is a way to avoid the appearance of gerrymandering. According to the Wisconsin Counties Association Redistricting Handbook:

A gerrymandered redistricting map concentrates minority party voters into the fewest possible number of election districts (packing), distributes minority party voters among many districts so their vote will not influence the election outcome in any one district (vote dilution), and/or divides incumbent minority party legislator districts and constituents up among multiple new districts with a majority of majority party voters (fracturing). In some gerrymander cases, multiple minority party incumbents are forced to run against each other in the same district. Bizarre election district boundaries are drawn to connect distant disjointed areas with thin strips of land running through unpopulated areas such as industrial parks and cemeteries, down highways and railroad tracks, and through bodies of water such as rivers, lakes, and the ocean.

The shape of a district is what determines compactness. A square district is more compact than a rectangle. A district with 4 sides is more compact than a district that follows streets and rivers through many turns.

Compactness cannot always be maintained due to municipal boundaries and the shapes and sizes of the census blocks, but in rural areas compactness was maintained by “squaring off” the districts on either side of the county. On the west side of the County the Towns of Union, Porter, Magnolia and Center were placed in District 2; and Spring Valley, Plymouth, Avon and Newark were placed in District 10. The Village of Footville was also placed in District 2 due to population counts in the districts. On the east side of the County, the Towns of Lima and Johnstown are in District 6 with parts of the Towns of Milton and Harmony that were not needed in other districts to reach the target population. The Towns of La Prairie, Bradford and Clinton are combined with part of Turtle to reach the target population. The population increase in the Town of Fulton, helped with the compactness of District 4 except where it needed to achieve population in neighboring municipalities.



Voting Wards

While not directly related to the county redistricting process, municipalities have their own Statutes (§5.15) to follow when they are creating wards. Efforts must be made at the County level to ensure that the municipalities will be able to create wards in the next step of the redistricting process. Like the Supervisory Districts, the Wards must be contiguous. Unless there are aldermanic districts, the wards do not need to maintain substantially equal populations. They do, however, have population limits within each ward; and not all municipalities need to create wards. In Rock County the following municipalities do not need to create wards: Towns of Avon, Spring Valley, Magnolia, Johnstown, La Prairie, Clinton and Porter; the Village of Footville; and the City of Brodhead. If those municipalities are split by a supervisory district, they must be able to have 300 to 1,000 people in each district in the municipality to create a legal ward, except for Brodhead which does not have 300 people. In this redistricting plan draft, none of those municipalities have been split. The city of Janesville with a population of 65,615 people requires each ward to contain 800-3,200 people. The City of Beloit with 36,657 people requires each ward to contain 600-2100 people. The remaining municipalities require 300-1,000 in each ward.

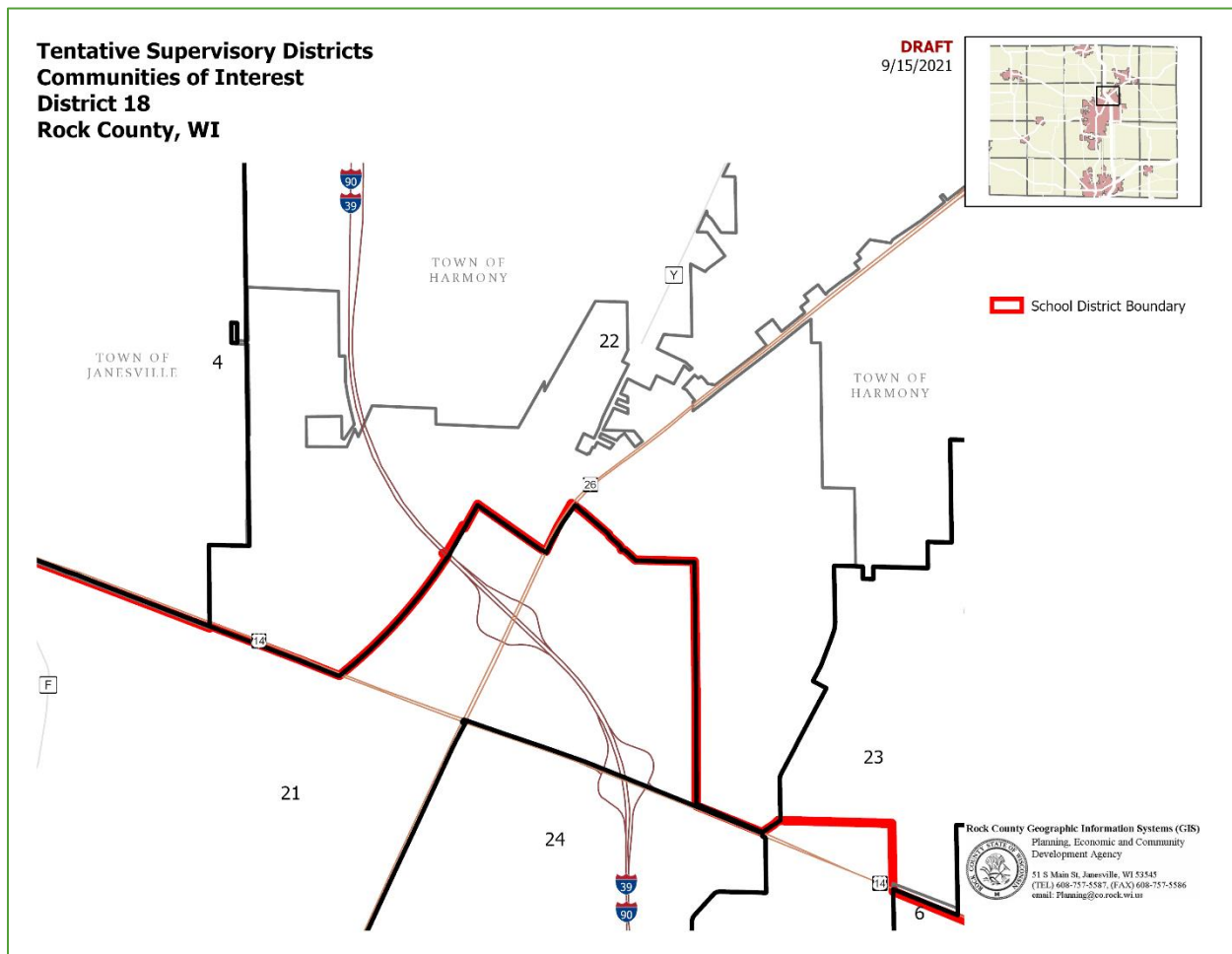
Municipality	2020 Population	Ward Size	More than one Ward Required?
City of Beloit	36,657	600-2,100	Yes
City of Brodhead	85	300-1,000	No
City of Edgerton	5,799	300-1,000	Yes
City of Evansville	5,703	300-1,000	Yes
City of Janesville	65,615	800-3,200	Yes
City of Milton	5,716	300-1,000	Yes
Town of Avon	570	300-1,000	No
Town of Beloit	7,721	300-1,000	Yes
Town of Bradford	1,013	300-1,000	Yes
Town of Center	1,046	300-1,000	Yes
Town of Clinton	889	300-1,000	No
Town of Fulton	3,580	300-1,000	Yes
Town of Harmony	2,569	300-1,000	Yes
Town of Janesville	3,665	300-1,000	Yes
Town of Johnstown	766	300-1,000	No
Town of La Prairie	784	300-1,000	No
Town of Lima	1,271	300-1,000	Yes
Town of Magnolia	742	300-1,000	No
Town of Milton	3,100	300-1,000	Yes
Town of Newark	1,510	300-1,000	Yes
Town of Plymouth	1,245	300-1,000	Yes
Town of Porter	969	300-1,000	No
Town of Rock	2,981	300-1,000	Yes
Town of Spring Valley	728	300-1,000	No
Town of Turtle	2,393	300-1,000	Yes
Town of Union	2,104	300-1,000	Yes
Village of Clinton	2,221	300-1,000	Yes
Village of Footville	772	300-1,000	No
Village of Orfordville	1,473	300-1,000	Yes

Traditional Concepts of Redistricting

The rest of the criteria have not been set in statute or have not had legal precedence set, yet. They have been considered by counties, including Rock County, in previous redistricting efforts.

Preservation of Political Subdivisions

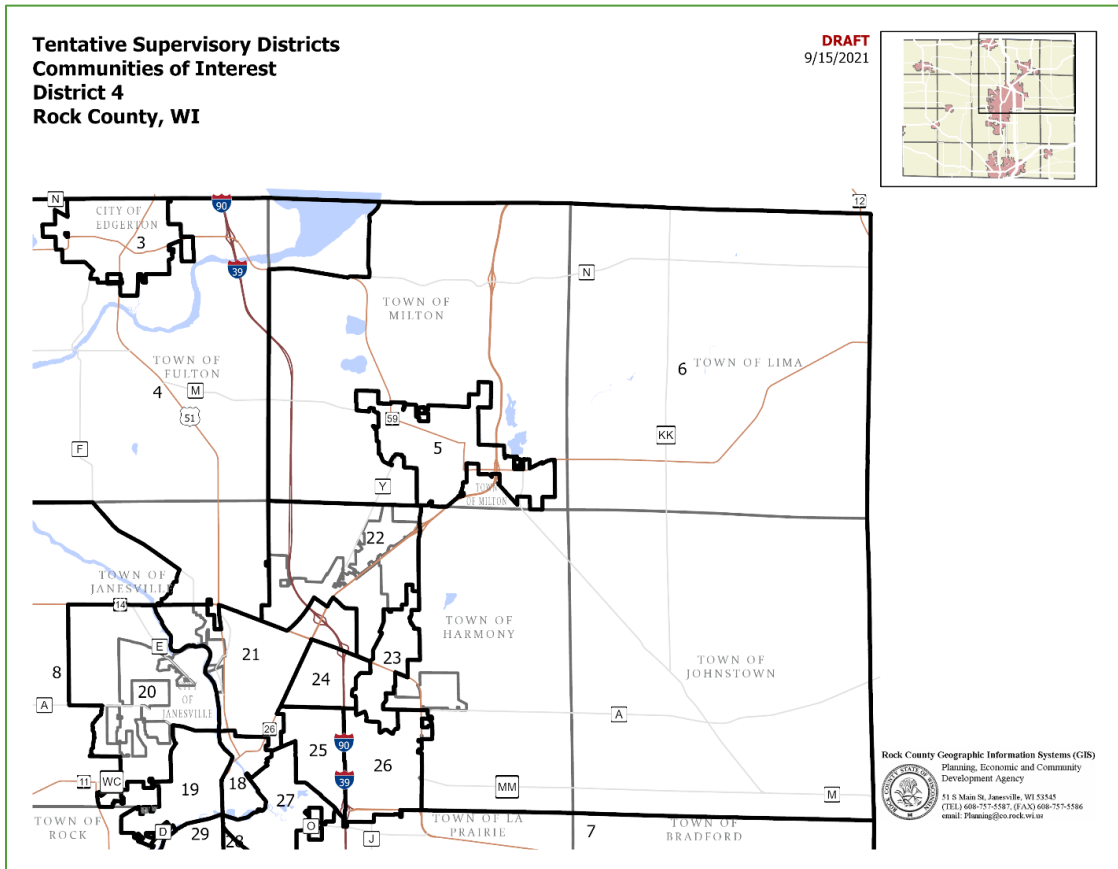
Preservation of Political Subdivisions is used to help local municipalities meet their requirements and eliminate ballot styles. Eliminating ballot styles helps to reduce the cost of an election, reduce possible errors, and maintain anonymity of the voters. This criterion did not have much influence over the maps. The municipalities with aldermanic districts only have one supervisory district. School Districts are in this category as well. The only situation in which the school district boundary needed to be used was in Districts 21 and 22 when putting the district line somewhere else would cause contiguity issues in the City of Janesville and/or the Town of Harmony.



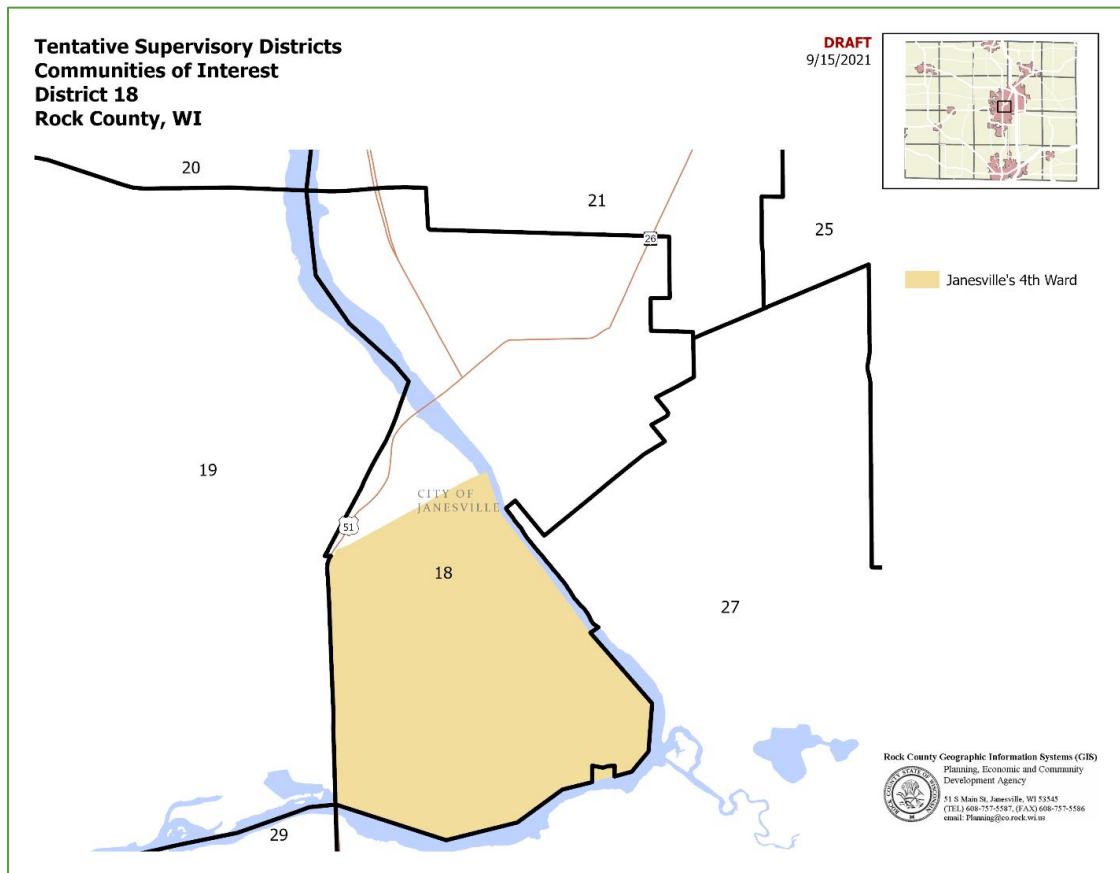
Communities of Interest

Communities of interest are populations that are historically “more like” populations around them than populations far from them. Examples include the 4th Ward in the City of Janesville, Mallwood and Lake Koshkonong, Hanover, Emerald Grove, etc. There were only two districts in which this criterion was used. District 4 and District 18.

District 4 needed additional population to reach the target population. In this case the District crossed the municipal boundary into the Town of Milton to pick up Mallwood, Lake Koshkonong, and Charley Bluff because those populations are “more like” the city of Edgerton and Town of Fulton than they are “like” the Towns of Lima and Johnstown.



District 18 contains the City of Janesville's 4th Ward neighborhood. Great care was made to make sure the district contained the entirety of the existing Ward 4.



Future Growth

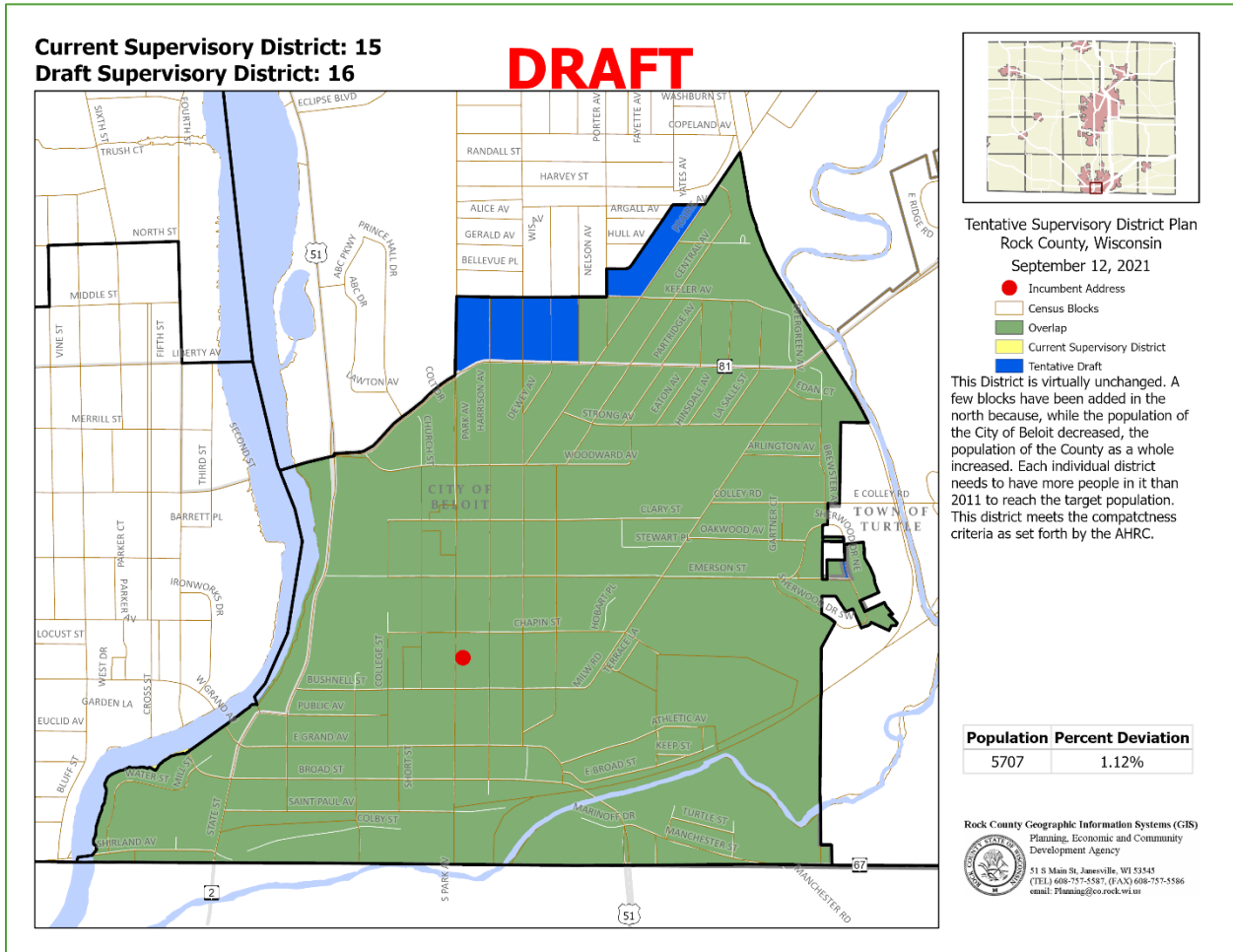
Future growth looks at the patterns of population growth around an area. Is there a subdivision being built? Is there an annexation in the works? This allows the district to split a municipal boundary, or for the district to cross over into a municipality to prevent future annexations from causing a ward split. This was a big influence in the 2011 redistricting process when the Cities of Evansville and Edgerton needed population to reach the target population. It did not play a factor in this plan as those two cities were already at and a little over their target populations. When considering whether to split a municipal boundary, consideration must be made to ensure that the municipality being split can create a legal ward.

Physical Features

Physical Features includes things like an easily described road or river. This ranked fairly high in the 2011 redistricting process creating boundaries along the Rock River and major roads like I90/39. In 2021 this ranked lower and allowed for the BIPOC populations on both sides of the Rock River to be combined in District 18 as discussed above.

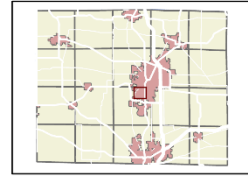
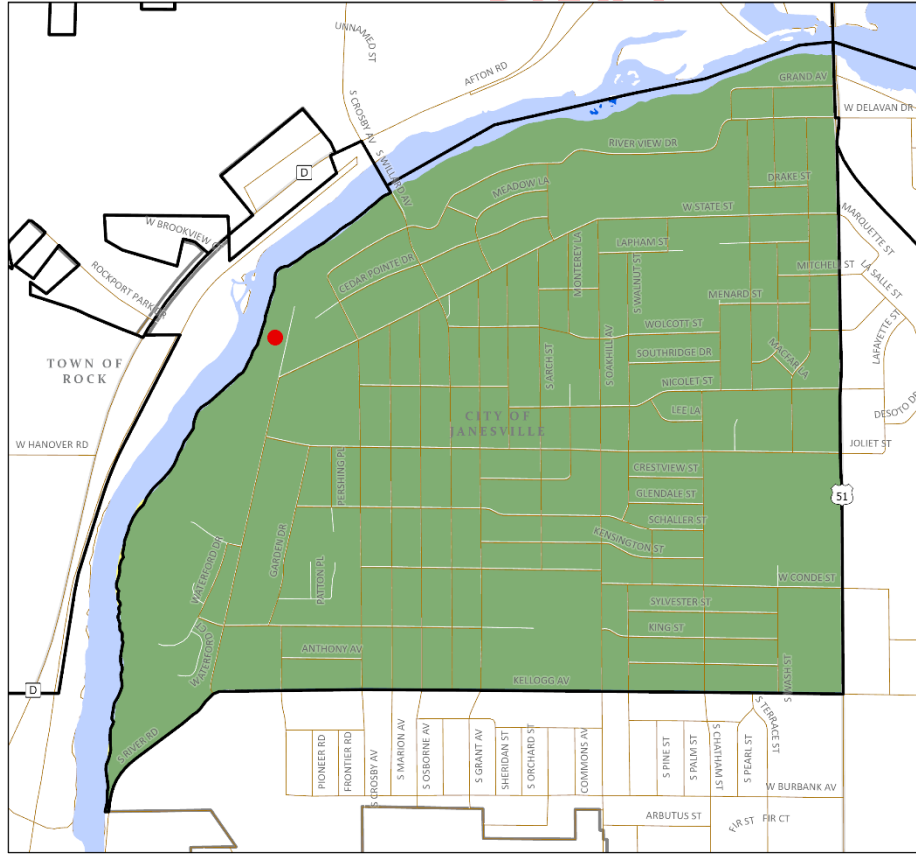
Cores of Prior Districts

Cores of Prior Districts starts with the existing plan and adjusts the boundaries of those districts to fulfill the other criteria. The Ad Hoc Redistricting Committee stated that the 2021 Redistricting process should start with a “clean slate.” Prior Districts were not a consideration in this Plan. There are two Districts 16 and 29 that are nearly identical to the previous districts. District 16 has always been fairly compact and the population is pretty fairly well established so the numbers didn’t move it much. The same can be said for District 29, although there was a population decrease in that district.



Current Supervisory District: 27
 Draft Supervisory District: 29

DRAFT



Tentative Supervisory District Plan
 Rock County, Wisconsin
 September 12, 2021

- Incumbent Address
- Census Blocks
- Overlap
- Current Supervisory District
- Tentative Draft

The only change in this district boundary was a change in number to meet consistency across the county. The population in 2010 was 5,712. The population in 2020 is 5,552.

Population Percent Deviation	
5552	-1.63%

Rock County Geographic Information Systems (GIS)
 Planning, Economic and Community
 Development Agency

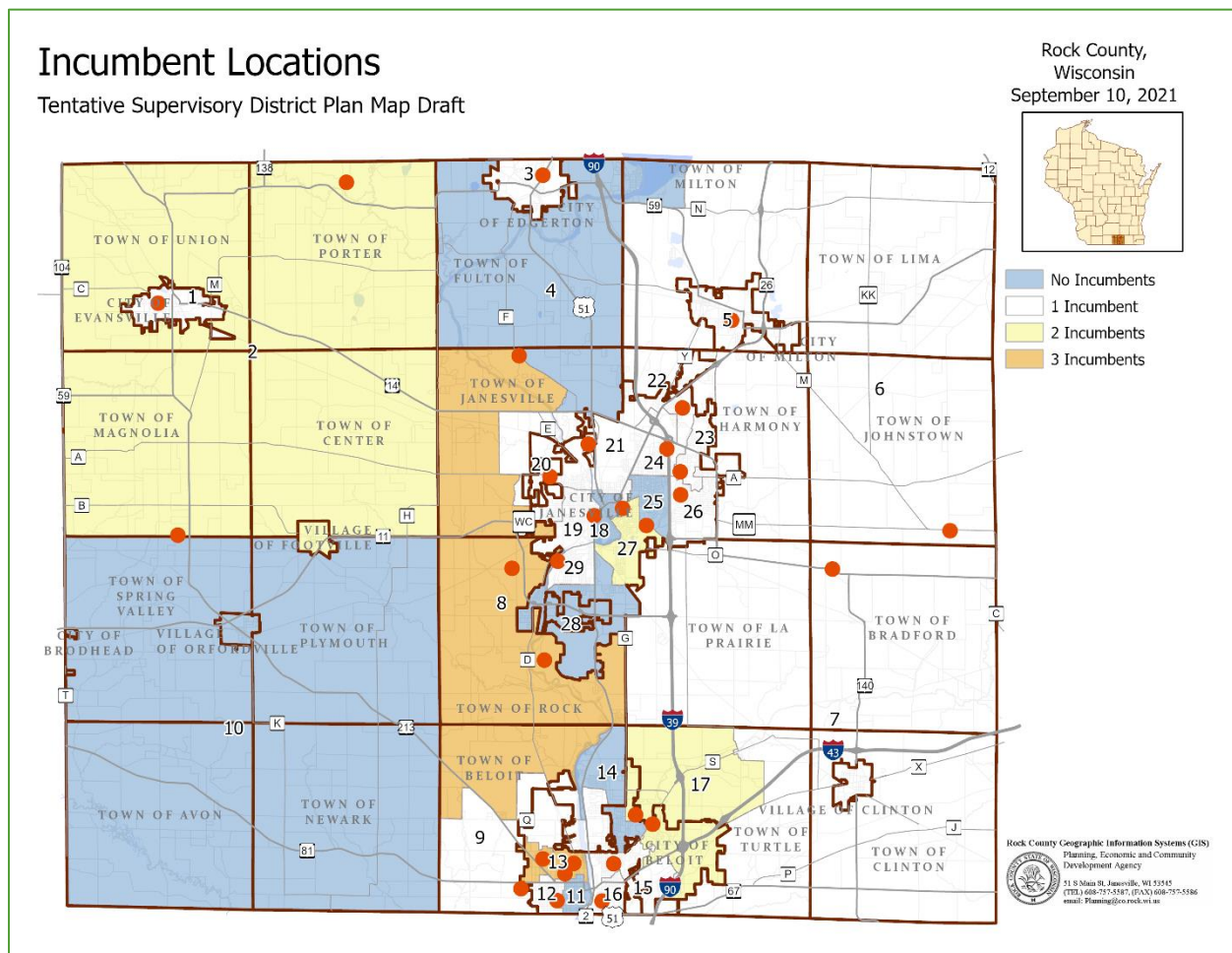
21 S Main St, Janesville, WI 53408
 (TEL) 608-757-5587; (FAX) 608-757-5586
 email: Planning@co.rock.wi.us

Protection of Incumbent Districts

Staff thoroughly acknowledges that the priority of this factor is the most personal to existing Supervisors and, accordingly, the Ad Hoc Committee discussed it at length. This did, however, rank lowest in the criteria and is the hardest to tackle. It needs to be noted that **incumbent addresses were not utilized in the making of the Tentative Draft Plan**. There are two reasons for this.

1. The idea of using incumbent addresses was not supported in either the discussion that was had during the initial meeting or the survey that was completed by the AHRC.
2. To maintain objectivity on how the districts were drawn. Adding this criterion to the list of criteria is really “all or nothing.” It is a monumental task to decide which addresses stay on their own, and which addresses are in a single district. Even had the addresses been used, this criterion would have been considered when all other criteria could not be met. All other criteria have been met in each district. Adding incumbent addresses to the map would have skewed the boundaries away from compactness, whole municipal boundaries, equal population and preserving the representation of historically underrepresented populations.

It was not until after the draft was completed and “turned in” to the County Clerk that the impact of the plan on current incumbents was realized. And it is an impact. Seven Districts have no incumbents, two districts have three incumbents, and three districts have two incumbents. (It should be noted that the first draft of this map that some people have seen was not built using the County GIS and an incumbent address was inadvertently placed in District 10 that should have been in District 2.)



Preserving incumbent addresses has its advantages. There isn't as much risk that someone won't run in a particular district, there is more likelihood of a full board to staff all the committees, new supervisors don't need to learn how County government works, etc. Those "empty" districts are pretty scary, but just because there isn't an incumbent there right now doesn't mean there isn't someone who lives in them who wants to run. The same can be said for incumbents. Just because there *is* an incumbent doesn't mean that incumbent is running again. That won't be determined until potential candidates take out their papers. The districts with multiple incumbents are disheartening as well. There is a lot of institutional knowledge there. There are a lot of years of hard work and dedication competing against each other.

Now what?

Next steps

Now the County Board decides if this is the plan that will be adopted on September 23rd or if it isn't.

If the Tentative Plan is approved this is the **potential** timeline: The County sends the data to the municipalities on September 24th who have until October 22nd to submit the ward plans to the County, with the Ad Hoc Redistricting Committee meeting in late October to recommend the Final plan and a public hearing on November 3rd and Adoption of the Plan on November 11th.

If the Tentative Draft is denied, it will have to be re-done and submitted for approval. It could take 2-3 weeks for a new Plan to be made. This will move everyone's timelines at the County and Municipal levels, which may mean that the new supervisory district plan will not be completed by the time the County Clerk needs to publish the notice of spring election. This would mean that the current supervisory district plan would be in effect for the spring 2022 election and the supervisors elected to those positions would serve in those current districts until 2024. The current boundaries are at 22.71% deviation, which is well above the 10% that is considered constitutional. At the municipal level, it would mean that the municipal clerks would not be able to revise their wards to remove wards that were created due to annexations.

Things to Consider

The Data Will Not Change

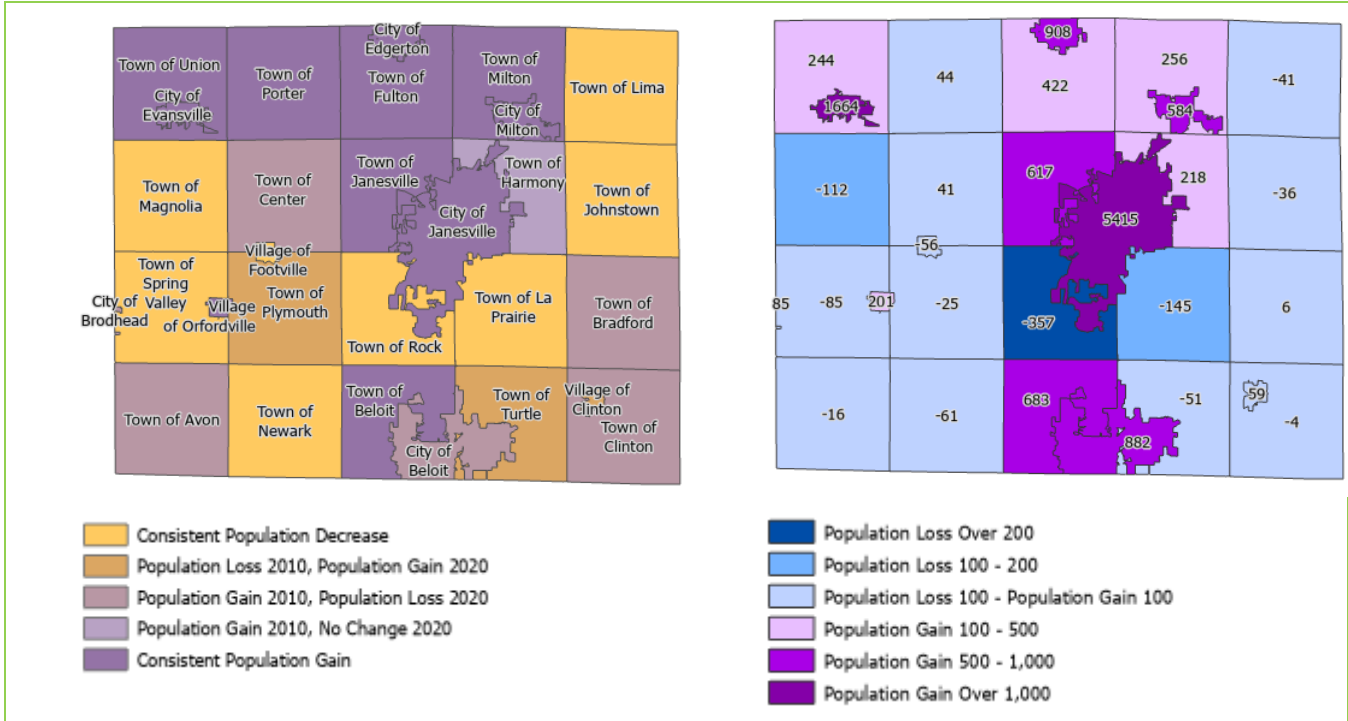
The population and the demographics of the Census blocks will not change. There will still be an increase in population in the Cities of Janesville, Evansville, Edgerton and Milton. The districts that crossed the municipal boundaries in 2011 will still not cross municipal boundaries in a new plan. The BIPOC populations that were revealed using visualization will still be BIPOC populations and there would be little if any movement in those districts.

The shape or population of a Census Block will not change. Some of the incumbents are in or surrounded by Census Blocks that have a high population. Moving them into a neighboring district is not feasible as it would not be possible to make target population without drastically altering other districts. If a population is added from one district, that district needs to be altered to make up for it, which causes another district to move as well, and so on around the map.

Voting Ward Populations will not change. Splitting the Towns of Avon, Spring Valley, Magnolia, Johnstown, La Prairie, Clinton, and Porter would require moving, at a minimum, 300 people which is a third to a half of the population of some of those Towns. This would also cause a ripple effect as the populations in adjacent municipalities will have to be adjusted as well.

Drastic changes to the Supervisory District Plan are inevitable.

As populations shift and move, so do the Supervisory District Boundaries. That is why redistricting happens every 10 years based on the decennial census. Looking at the trends over the last 20 years, the population increases in Rock County are concentrated in the City of Janesville and the Towns and Cities in the top tier of Townships (see map.) Over the last 20 years Janesville has gained enough population (5,415) to essentially make its own supervisory district. Cumulatively, the Towns of Union, Porter, Fulton, Milton and Janesville; and the Cities of Evansville, Edgerton and Milton have added another 4,122 people. This, again, is trending towards another supervisory district migrating northwards. If these trends continue, the Cities of Evansville, Edgerton and Milton will each need to be split into two supervisory districts, as they will be far above an acceptable percent deviation. This means that Districts 2, 4 and 6 from this plan will see even more changes in 2030.



We do not know what the State intends to do for Legislative Redistricting.

Historically, the State waits for the Ward plans around the state to be completed before beginning the legislative redistricting process. They did not do that in the last redistricting, and there is a possibility that they will not do it this year as well. Why is that important? When we set our boundaries, we need to make sure they are as “clean” as possible. This means we need to make sure there are no unnecessary municipal splits in the event a legislative district makes a line that does not follow the ward lines. In 2010 the municipalities had slivers of wards that were created that could not be undone. This increased the number of ballot styles and in some cases completely removed the anonymity of the vote. Having compact districts that do not unnecessarily split municipalities will help prevent that from happening again.

References

Wisconsin State Statute §59.10: <https://docs.legis.wisconsin.gov/statutes/statutes/59/III/10>

Wisconsin State Statute §5.15: <https://docs.legis.wisconsin.gov/statutes/statutes/5/i/15>

Wisconsin Legislative Reference Bureau Redistricting in Wisconsin 2020 Guidebook:
<http://lrbdigital.legis.wisconsin.gov/digital/collection/p16831coll2/id/1942/>

Wisconsin Counties Association 2021 County Decennial Redistricting Handbook:
<https://files.constantcontact.com/77ea05ac001/9ce2c80f-31da-4424-b016-2f61bcc0c7f4.pdf>

The Wisconsin Legislative Technology Services Bureau GIS Team wrote the software used and provided technical guidance throughout the process. The Plan can be viewed online in the format that was used to design the Plan.
https://wisedecade.legis.wisconsin.gov/WISELR_View.aspx?privID=21CFHBS3YNACQADM

The maps provided in this report, as well as individual district maps, will be available on the County web page in interactive and/or PDF form. You can request hard copy maps by contacting the Planning Department at 608-757-5586.