



Meeting Date: \_\_\_\_\_, 2021  
 Agenda Item No:

<b><u>Kitsap County Board of Commissioners</u></b>			
<b>Office/Department:</b> Commissioners Office			
<b>Staff Contact &amp; Phone Number:</b> Eric Baker, (360) 337-4495			
<b>Agenda Item Title:</b> ORDINANCE REGARDING THE REDISTRICTING OF THE KITSAP COUNTY COMMISSIONER DISTRICTS PURSUANT STATE STATUTE			
<b>Recommended Action:</b> Recommend Board approve the Ordinance			
<b>Summary:</b>	Kitsap County is required by state statute to review its Commissioner District boundaries every 10 years based on the most recent US Census data. Kitsap County reviewed the 2020 Census data and proposed alternative district boundaries that meet the state criteria. These alternatives were published for public comment and outreach to stakeholders including the political parties conducted. Statute requires a public hearing for additional public comment prior to Board action.		
<b>Attachments:</b>	1. Ordinance w/ Attachments		
<b>Fiscal Impact for this Specific Action</b>			
<b>Expenditure required for this specific action:</b>	\$0		
<b>Related Revenue for this specific action:</b>	\$0		
<b>Cost Savings for this specific action:</b>	\$0		
<b>Net Fiscal Impact:</b>	\$0		
<b>Source of Funds:</b>	NA		
<b>Fiscal Impact for Total Project</b>			
<b>Project Costs:</b>	\$0		
<b>Project Costs Savings:</b>	\$0		
<b>Project Related Revenue:</b>	\$0		
<b>Project Net Total:</b>	\$0		
<b><u>Fiscal Impact (DAS) Review</u></b>			
<b>Departmental/Office Review &amp; Coordination</b>			
<b>Department/Office</b>	<b>Elected Official/Department Director</b>		
Auditor	Paul Andrews		
<b>Contract Information</b>			
<b>Contract Number</b>	<b>Date Original Contract or Amendment Approved</b>	<b>Amount of Original Contract Amendment</b>	<b>Total Amount of Amended Contract</b>



**ORDINANCE \_\_\_\_\_**  
**ORDINANCE REGARDING THE REDISTRICTING OF THE KITSAP COUNTY**  
**COMMISSIONER DISTRICTS PURSUANT STATE STATUTE**

WHEREAS, Washington State RCW 29A.76.010 requires local jurisdictions to periodically redistrict its voting districts consistent with population information from the most recent decennial census; and

WHEREAS, the United States conducted the 2020 Census and made the updated population, racial and ethnicity data available to Washington State and local jurisdictions; and

WHEREAS, local jurisdictions are required to use this information to revise district boundaries consistent with five criteria that include: 1) each district shall be as equal in population to each other as possible, 2) each district boundary shall be as compact as possible, 3) each district shall consist of geographically contiguous areas; 4) the population data may not be used to disfavor any racial group or political party; and 5) the revised boundaries coincide with existing recognized natural boundaries preserving existing communities to the extent feasible and possible; and

WHEREAS, Kitsap County received the 2020 Census population data in September of 2021 with a requirement to complete redistricting by December 31, 2021; and

WHEREAS, this is a significantly reduced timeline for redistricting than allowed in the past which included more than a year process; and

WHEREAS, Kitsap County published the proposed process, required criteria, population data and public participation opportunities in September 2021; and

WHEREAS, Kitsap County developed a website as a clearinghouse for information regarding the redistricting effort and widely publicized its availability; and

WHEREAS, Kitsap County has met with stakeholders including local political parties and the Central Kitsap Community Council (CKCC) in early 2021 to discuss the process and preliminary 2020 US Census results; and

WHEREAS, Kitsap County developed three draft redistricting alternatives based upon public comment and state statute; and

WHEREAS, Kitsap County released these draft alternatives to the public on October 27, 2021, publicizing them through press release, social media, website and other standard means; and

WHEREAS, Alternative 1 maintains the Commissioner District boundaries as approved in 2011; and

WHEREAS, Alternative 2 modifies the boundary between Districts 2 and 3 by moving the West Park area west of National Avenue and north of Loxie Eagans Boulevard from District 2 to District 3, and leaving the boundary between Districts 1 and 3 as approved in 2011; and

WHEREAS, Alternative 3 modifies the boundary between Districts 2 and 3 by moving the West Park area west of South Marion Avenue and Adele Avenue and north of Loxie Eagans Boulevard and Arsenal Way from District 2 to District 3 and leaving the boundary between Districts 1 and 3 as approved in 2011; and

WHEREAS, Kitsap County developed a report analyzing three redistricting alternatives and their consistency with RCW 29A.76.010 (Attachment 1).

WHEREAS, Kitsap County held a public open house on November 3, 2021 to present and discuss the three alternatives; and

WHEREAS, Kitsap County received no public comment at the public meeting regarding the alternatives; and

WHEREAS, after proper and timely public notice, Kitsap County held a public hearing before the Board of County Commissioners on November 22, 2021 to take testimony on the proposed alternatives.

**NOW, THEREFORE, BE IT ORDAINED**, that based upon the analysis of proposed alternatives provided in the staff report included as Attachment 1, and after considering public comment, the Board of County Commissioners adopts **Alternative X** as shown in Attachment 2 and legally described in Attachment 3. The Board finds that **Alternative X** meets the redistricting criteria established by RCW 29A.76.010.

Effective Date. This Ordinance shall take effect immediately upon adoption.

Severability. If any provision of this ordinance or its application to any person, entity or circumstance is for any reason held invalid, the remainder of the ordinance or the application of the provision(s) to other persons, entities or circumstances is not affected.

Codification. This ordinance shall not be codified.

DATED this 13<sup>th</sup> of December, 2021.

KITSAP COUNTY BOARD OF COMMISSIONERS

\_\_\_\_\_  
Robert Gelder, Chair

\_\_\_\_\_  
Charlotte Garrido, Commissioner

\_\_\_\_\_  
Dana Daniels, Clerk of the Board

\_\_\_\_\_  
Edward E. Wolfe, Commissioner

Approved as to form:

\_\_\_\_\_  
Deputy Prosecuting Attorney

**ATTACHMENT 1**

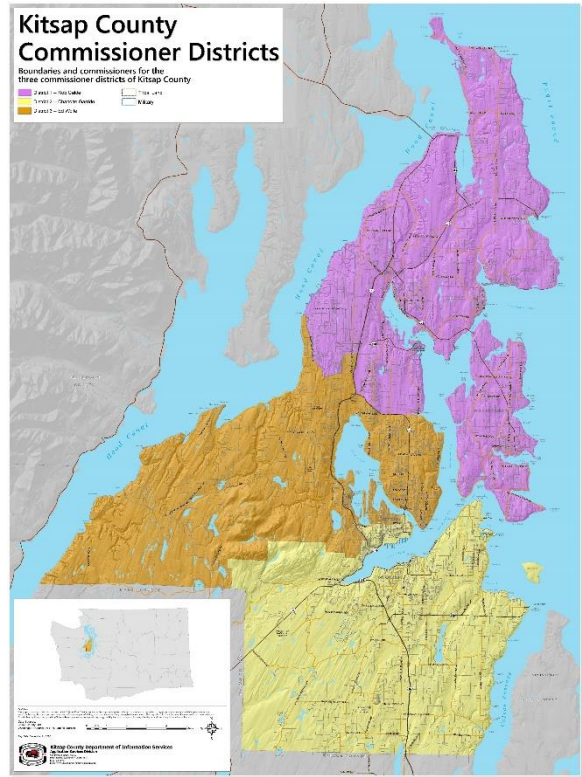
**COMMISSIONER REDISTRICTING STAFF REPORT**

# KITSAP COUNTY COMMISSIONER DISTRICT REDISTRICTING STAFF REPORT ON PROPOSED ALTERNATIVES

## WASHINGTON STATE RCW CRITERIA AND PROCESS

Kitsap County is required by Washington State RCW 29A.76.010 to update their commissioner district voting districts to reflect the results of each decennial census (most recent being 2020). The process for this update is directed by the following RCW requirements:

- (1) *It is the responsibility of each county, municipal corporation, and special purpose district with a governing body comprised of internal director, council, or commissioner districts not based on statutorily required land ownership criteria to periodically redistrict its governmental unit, based on population information from the most recent federal decennial census.*
- (2) *Within forty-five days after receipt of federal decennial census information applicable to a specific local area, the commission established in RCW [44.05.030](#) shall forward the census information to each municipal corporation, county, and district charged with redistricting under this section.*
- (3) *Except as otherwise provided in chapter 301, Laws of 2018, the governing body of the municipal corporation, county, or district shall prepare a plan for redistricting its internal or director districts:
  - (a) *By December 31, 2021, if the jurisdiction is scheduled to elect members to its governing body in 2022; or*
  - (b) *By November 15, 2022, if the jurisdiction is not scheduled to elect members to its governing body in 2022.**
- (5) *During the adoption of its plan, the municipal corporation, county, or district shall ensure that full and reasonable public notice of its actions is provided. Before adopting the plan, the municipal corporation, county, or district must:
  - (a) *Publish the draft plan and hold a meeting, including notice and comment, within ten days of publishing the draft plan and at least one week before adopting the plan; and*
  - (b) *Amend the draft as necessary after receiving public comments and resubmit any amended draft plan for additional written public comment at least one week before adopting the plan.**



For the 2021 redistricting process, this will require the Kitsap County Board of Commissioners to adopt revised Commissioner District boundaries no later than December 31, 2021.

To guide this process, RCW 29A.76.010 requires that all revised boundaries meet specific criteria shown below.

(4) *The plan shall be consistent with the following criteria:*

- (a) *Each internal director, council, or commissioner district shall be as nearly equal in population as possible to each and every other such district comprising the municipal corporation, county, or special purpose district.*
- (b) *Each district shall be as compact as possible.*
- (c) *Each district shall consist of geographically contiguous area.*
- (d) *Population data may not be used for purposes of favoring or disfavoring any racial group or political party.*
- (e) *To the extent feasible and if not inconsistent with the basic enabling legislation for the municipal corporation, county, or district, the district boundaries shall coincide with existing recognized natural boundaries and shall, to the extent possible, preserve existing communities of related and mutual interest.*

Kitsap County has used these criteria in developing three alternatives for consideration by the public and Board of Commissioners.

### **2020 US CENSUS RESULTS**

The 2020 United States Census released its population, race and ethnicity results in Summer 2021. This data was transmitted to Kitsap County by Washington State in September 2021. Based upon review of these results applied to Kitsap County, Districts 2 has grown the most while District 3 has grown the least over the past 10 years. This data shows a 3,270-person difference (3.5%) between District 2 and 3 with District 1 falling in between. Shown below are 2020 US Census population estimates for all three districts.

**District 1 = 91,111**

**District 2 = 93,885**

**District 3 = 90,615**

### **PROPOSED ALTERNATIVES**

Kitsap County has applied the established RCW criteria to prepare three alternatives. Additionally, staff has attempted to minimize the number of necessary changes to achieve these criteria to limit confusion for registered voters. Kitsap County has used the following data to develop alternatives and complete an analysis of each.

US Census (2010) – Most recent and accurate population data for Kitsap. Required to be used under state RCW.

Aerial Mapping – Kitsap County’s geographic information system was used to assess each alternative’s geographic boundaries and potential affects to existing communities or neighborhoods.

2020 Commissioner District Race Results – The Kitsap County Auditor’s Office, Election’s Division, provided final County Commissioner race result data by precinct. Kitsap County selected 2020 as its data point due to the high voter turn-out associated with a presidential election year and that 2020 had two County Commissioner seats up for election. While we also reviewed 2018 countywide elections for Sheriff, Prosecutor, Auditor and Assessor and those races either were unopposed or had two candidates from the same party so have not been included in the analysis.

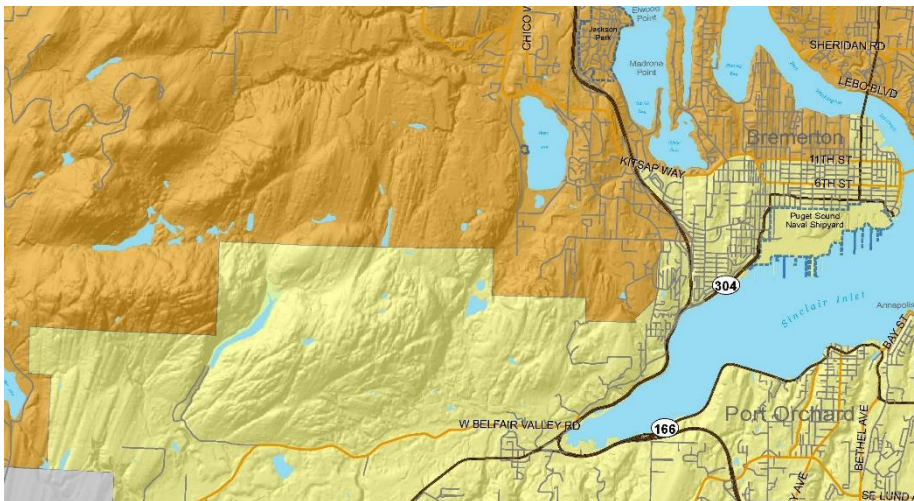
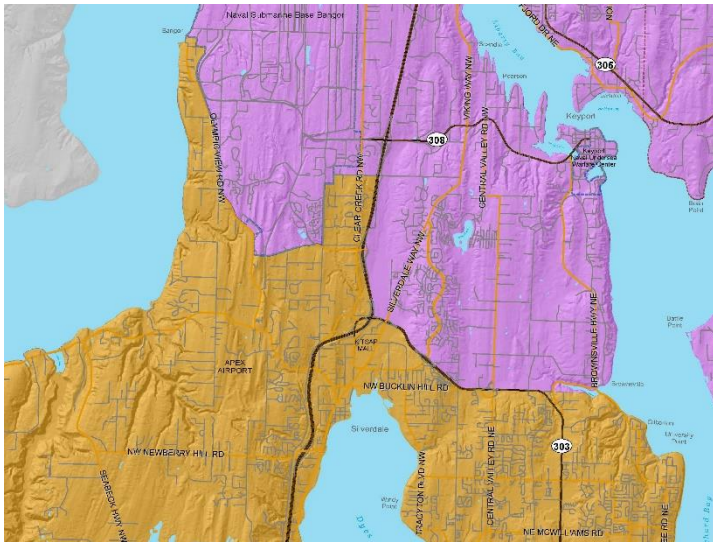
### **Alternative 1**

This alternative proposes no changes to the district boundaries. They are the same as the current boundaries. The boundaries as shown in Figure 2 below are generally described as follows:

District 1 and 3: The boundary runs east from Puget Sound along Waaga Way to its intersection with State Highway 3 then north along State Highway 3 to the Mountain View Road overpass, then west along Mountain View Road to Naval Base Bangor fence line, then following the fence line south, west, north and then west again out to Hood Canal.

District 2 and 3: The boundary runs south from the Port of Washington Narrows to 11<sup>th</sup> Street, then west along 11th to Kitsap Way, then west along Kitsap Way to State Highway 3, then south along State Highway 3 to Loxie Eagens Boulevard, then west along Loxie Eagens/Werner Road to the Bremerton City Limits, then generally following the City Limits through the Bremerton Watershed to just east of Tiger/Panther/Mission Lake area and then south to the Kitsap/Mason County line.

**Figure 1. Alternative 1 Boundaries**



The alternative’s premise is based on the fact that the geographic boundaries of the 2011 effort created compact districts using clear physical elements (roads, railroads, etc.). Additionally, this alternative



maintains communities beyond those necessary due to significant population concentrations in Silverdale and Bremerton.

The population difference between districts is the highest of the alternatives, however at 3,270 persons for an over 275,611 overall County population (3.5%) is not clearly inconsistent with the criteria. The demographics of the Census data would remain the same with no impacts to populations of racial (Table 1) and ethnic (Table 2) groups between the districts or political parties (Table 3).

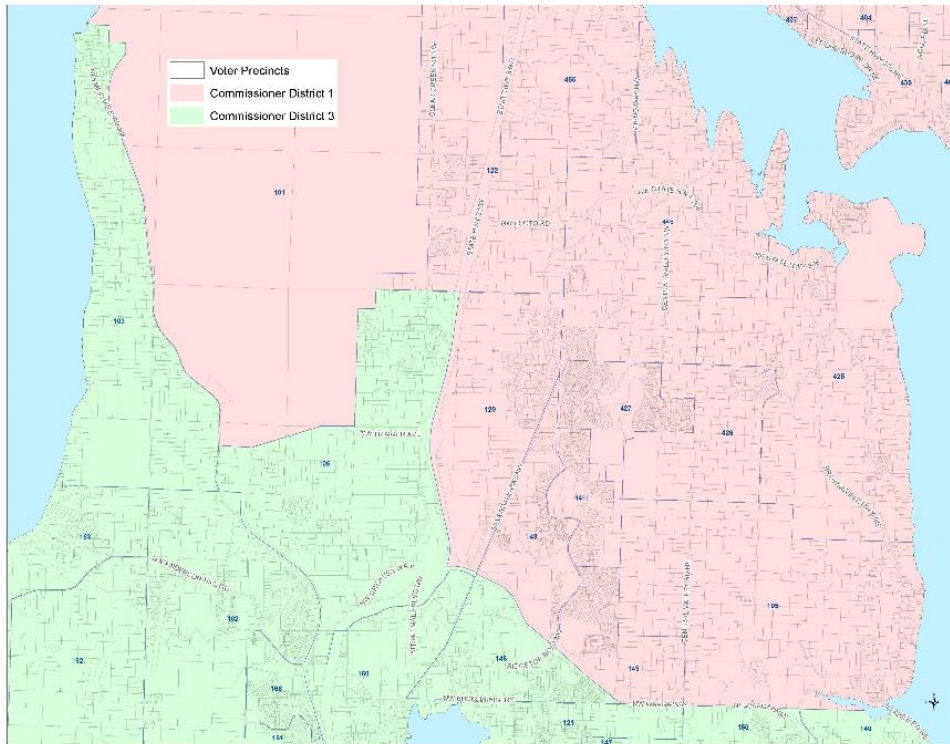
**Alternative 2**

To improve the population difference between districts, this alternative proposes changes to the District 2 and 3 boundary while leaving the the District 1 and 3 boundary unchanged. The boundaries as shown in Figure 2 below are generally described as follows:

District 1 and 3: The boundary runs east from Puget Sound along Waaga Way to its intersection with State Highway 3 then north along State Highway 3 to the Mountain View Road overpass, then west along Mountain View Road to Naval Base Bangor fence line, then following the fence line south, west, north and then west again out to Hood Canal.

District 2 and 3: The boundary runs south from the Port of Washington Narrows to 11<sup>th</sup> Street, then west along 11th to Kitsap Way, then west along Kitsap Way to National Avenue, then south along National Avenue to Loxie Eagens Blvd., then west along Loxie Eagens Blvd./Werner Road to the Bremerton City Limits, then generally following the City Limits through the Bremerton Watershed to just east of Tiger/Panther/Mission Lake area and then south to the Kitsap/Mason County line.

**Figure 2. Alternative 2 Boundaries**

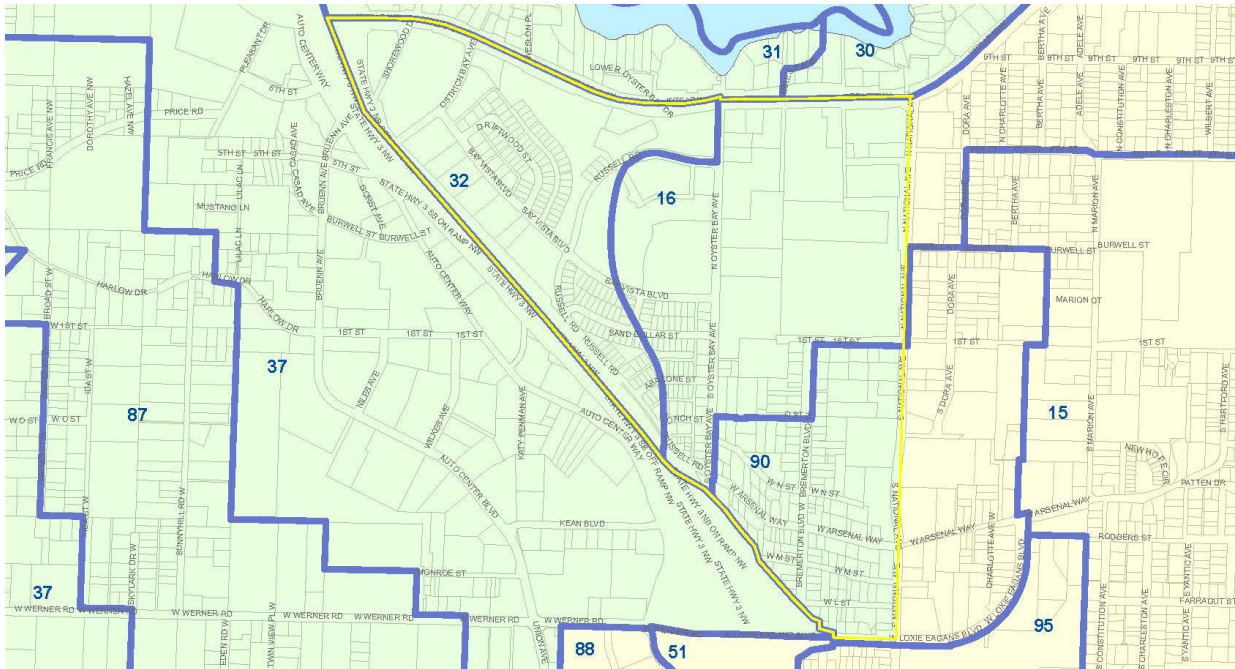




With these changes, the population difference is greatly reduced to just over 1,600 persons (1.7%). District 2 still remains the highest population and District 1 becomes the lowest (Table 2).

This alternative proposes very modest boundary changes isolated to the District 2 and 3 boundary (Figure 2). The alternative uses physical boundaries including major roadways and the Bremerton city limits for the District 2 and 3 boundary. The boundary is more compact, removing the irregular point along St. Hwy 3 and Kitsap Way (see Figure 3). No communities or neighborhoods are split with the West Park community entirely moving from District 2 to District 3. The racial and ethnic demographics are not significantly affected (Table 1 and 2).

**Figure 3. Specific Alternative 2 Revisions**



Only three precincts are affected by this alternative; Precincts 16, 32, 90. Of these, Precincts 16 and 90 are split with only Precincts 3 moving to a District 3 in their entirety. All three precincts show a predominance of Democrat voters in the 2020 Commissioner races. While Precincts 16 and 90 are split, this should only affect overall voters being moved with no evidence that the distribution between Democrat and Republican voters changing significantly.

From these results, based on the 2020 Commissioner race results as a barometer, no party is unduly benefitted or harmed by the alternative (Table 3). The inclusion or removal of any of these precincts or precinct portions should not have any predictable effect on future Commissioner or countywide election results.

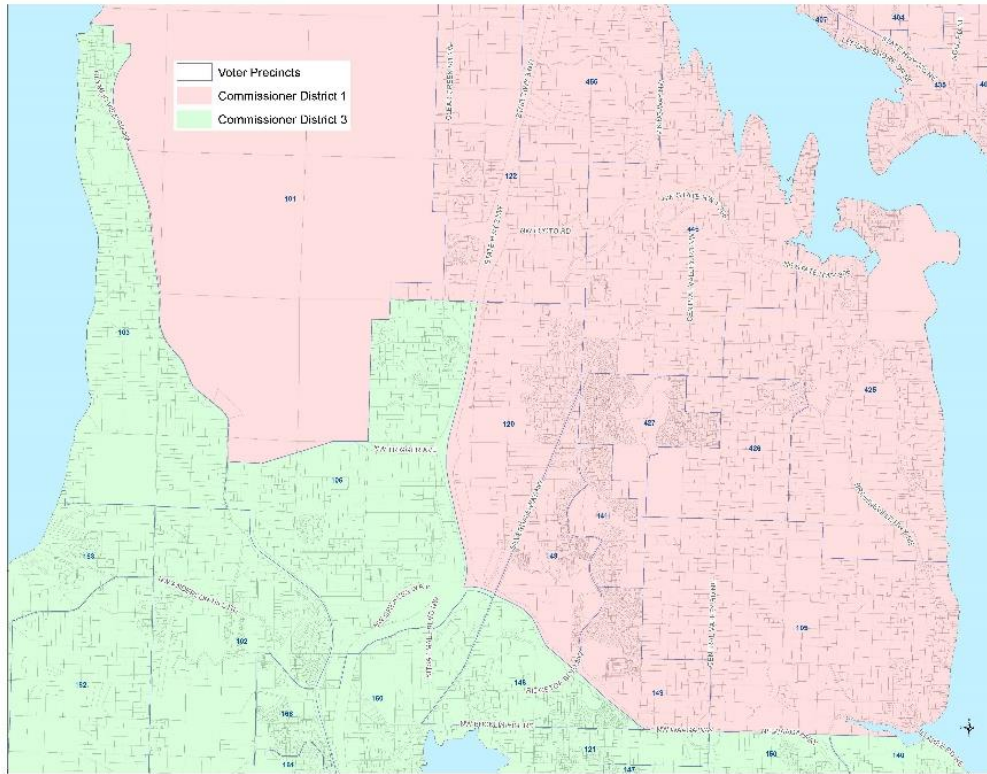
### **Alternative 3**

To further improve the population difference between districts, this alternative proposes changes to the District 2 and 3 boundary while leaving the District 1 and 3 boundary unchanged. The boundaries as shown in Figure 4 with the revised area highlighted. The boundaries are generally described as follows:

District 1 and 3: The boundary runs east from Puget Sound along Waaga Way to its intersection with State Highway 3 then north along State Highway 3 to the Mountain View Road overpass, then west along Mountain View Road to Naval Base Bangor fence line, then following the fence line south, west, north and then west again out to Hood Canal.

District 2 and 3: The boundary runs south from the Port of Washington Narrows to 11<sup>th</sup> Street, then west along 11th to Kitsap Way, then west along Kitsap Way to Adele/Arion Avenue, then south along Adele/Marion Avenue to Arsenal Way, then west along Arsenal Way to Loxie Eagans Blvd., then south and west along Loxie Eagans Blvd./Werner Road to the Bremerton City Limits, then generally following the City Limits through the Bremerton Watershed to just east of Tiger/Panther/Mission Lake area and then south to the Kitsap/Mason County line.

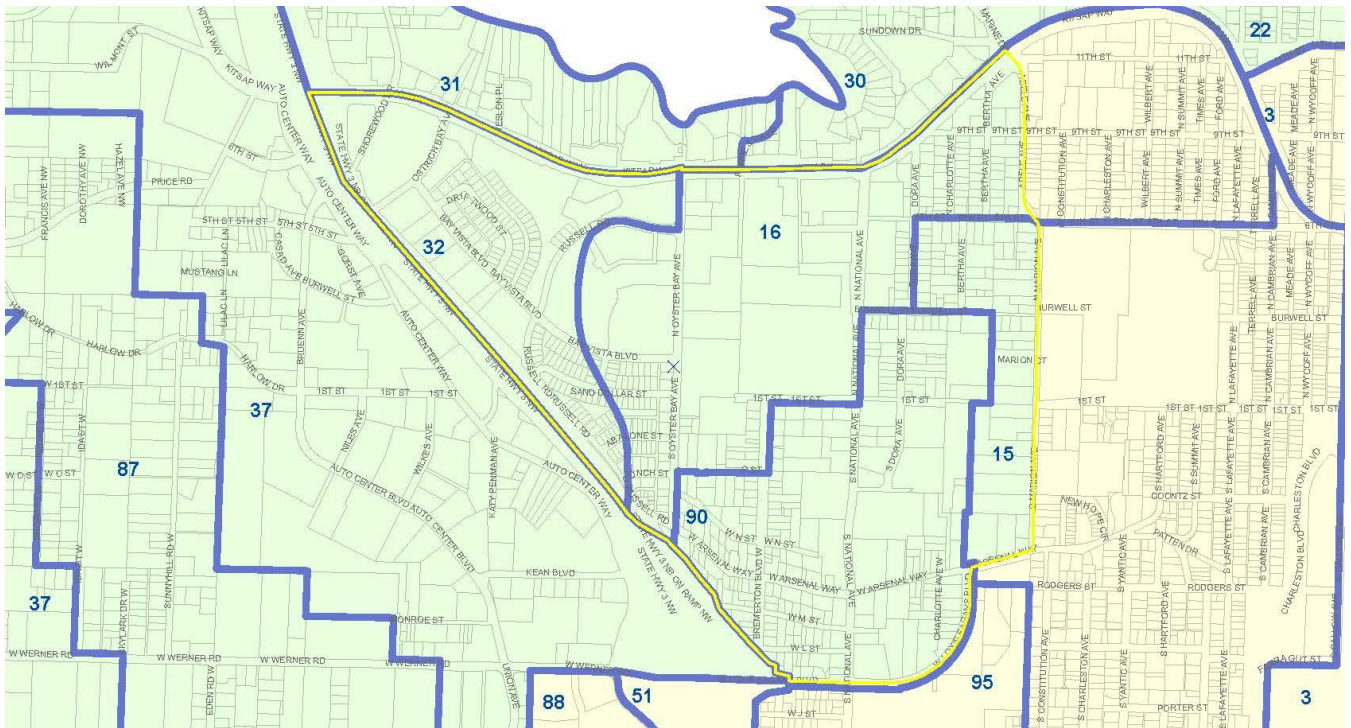
Figure 4. Alternative 3 Boundaries



This change reduces the population difference to just over 1,300 persons (1.4%). District 3 becomes the largest and District 1 becomes the smallest (Table 1).

This leads to slightly larger boundary changes than Alternative 2 isolated to the District 2 and 3 boundary (Figure 5). The alternative gain uses physical boundaries including major roadways and the Bremerton city limits for district boundaries. The boundary is more compact, removing the irregular point along St. Hwy 3 and Kitsap Way (see Figure 5). No communities or neighborhoods are split with the West Park community entirely moving from District 2 to District 3. The racial or ethnic demographics are not significantly affected (Tables 1 and 2).

**Figure 5. Specific Alternative 3 Revisions.**



Four precincts are affected by this alternative; Precinct 15, 16, 32 and 90. Precincts 15 and 16 are only partially within the revised area with a majority of each precinct’s development remaining in their current Commissioner District (Figure 5). While Precincts 16 and 90 are split, this should only affect the overall voters being moved with no evidence that the distribution between Democrat and Republic voters changing significantly.

From these results, based on the 2020 Commissioner race results as a barometer, no party is unduly benefitted or harmed by the alternative (Table 3). The inclusion or removal of any of these precincts or precinct portions should not have any predictable effect on future Commissioner or countywide election results.

**ALTERNATIVE DATA AND COMPARISONS**

Below are tabulations of the US Census and other data to illustrate to the conclusions above. They also compare the data between alternatives for analysis.

**Table 1. Comparison of Racial Demographics Between Alternatives**

District	Total Pop.	White	% Pop	Black	% Pop	Am. Indian	% Pop	Asian	% Pop	Pacific Island	% Pop	Other	% Pop
<b>Alternative 1 (Current)</b>													
1	91,111	71,458	78.4%	1,504	1.7%	2,159	2.4%	3,939	4.3%	394	0.4%	2,329	2.6%
2	93,885	70,921	75.5%	3,157	3.4%	1,121	1.2%	3,857	4.1%	1,229	1.3%	2,558	2.7%
3	90,615	64,019	70.6%	3,174	3.5%	1,026	1.1%	6,616	7.3%	1,349	1.5%	3,170	3.5%
<b>Alternative 2</b>													
1	91,111	71,458	78.4%	1,504	1.7%	2,159	2.4%	3,939	4.3%	394	0.4%	2,329	2.6%
2	92,726	70,232	75.7%	3,014	3.3%	1,096	1.2%	3,769	4.1%	1,221	1.3%	2,494	2.7%
3	91,774	64,708	70.5%	3,317	3.6%	1,051	1.1%	6,704	7.3%	1,357	1.5%	3,234	3.5%
<b>Alternative 3</b>													
1	91,111	71,458	78.4%	1,504	1.7%	2,159	2.4%	3,939	4.3%	394	0.4%	2,329	2.6%
2	92,073	69,763	75.8%	2,992	3.2%	1,074	1.2%	3,720	4.0%	1,214	1.3%	2,494	2.7%
3	92,427	65,177	70.5%	3,339	3.6%	1,073	1.2%	6,753	7.3%	1,361	1.5%	3,234	3.5%

From this table, the racial demographics by alternative are nominally altered between alternatives with a maximum shift of less than .2% in any one demographic.

**Table 2. Comparison of Ethnicity Demographics Between Alternatives**

District	Total Population	Hispanic	% District Population
<b>Alternative 1</b>			
1	91,111	7,116	7.8%
2	93,885	8,275	8.8%
3	90,615	8,793	9.7%
<b>Alternative 2</b>			
1	91,111	7,116	7.8%
2	92,726	8,072	8.7%
3	91,774	8,996	9.8%
<b>Alternative 3</b>			
1	91,111	7,116	7.8%
2	92,073	8,072	8.8%
3	92,427	8,996	9.7%

From this table, the ethnicity demographics by alternative are nominally altered between alternatives with a maximum shift of less than .1% in any one demographic.

**Table 3. Comparison of County Commissioner Election Results - 2020 General Affected Precincts**

District	Dem	% Cast	Rep	% Cast
<b>Alternative 2 (Precincts 16, 32, 90)</b>				
District 1	409	62.5%	245	37.5%
District 2	403	62.0%	248	38.0%
<b>Alternative 3 (Precincts 15, 16, 32, 90)</b>				
District 1	1045	61.5%	638	38.5%
District 2	1038	61.5%	651	38.5%
<b>Countywide Results</b>				
District 1	84,020	55.7%	66,643	44.1%
District 2	80,828	53.6%	69,869	46.3%

As discussed, the affected precincts in each of the alternatives voted predominantly Democrat in the 2020 countywide commissioner election. However, the shifts proposed by any one alternative would not impact countywide races.

## **PUBLIC PARTICIPATION**

Due to the late receipt for 2020 Census data by the Count, Kitsap County conducted a public participation process limited to September through November 2021. This which included stakeholder presentations, presentations to community groups, a dedicated webpage and email and social media materials throughout the process. The webpage was highlighted in all public presentations and materials as a clearinghouse for all information regarding the project. This page is located at:

[https://kitsapgov.com/BOC\\_p/Pages/2021redistricting.aspx](https://kitsapgov.com/BOC_p/Pages/2021redistricting.aspx)

Kitsap County held the following meetings prior to developing alternatives:

- Kitsap County Republican Party leadership – September 29, 2021
- Kitsap County Democratic Central Committee – September 29, 2021
- Central Kitsap Community Council – October 6, 2021

Upon release for the draft alternatives, Kitsap extended additional offers to meet with the political parties and held a community open house in areas affected by the proposed changes.

Public Open House – November 3, 2021 6:00PM via Zoom. Please see above website for the link.

The public open house was virtual via the Zoom platform and included an opening presentation on process and draft alternatives followed by opportunities for the public to ask questions of staff. All comments received at these meetings and open houses were forwarded on to the Board of Commissioners for their consideration.

The Board of Commissioners will hold a public hearing on November 22, 2021 starting at 5:30PM via Zoom and at the Kitsap County Administrative Building, Port Orchard, WA to take formal testimony on the

proposed alternatives. After this opportunity for public comment, the Board will deliberate and then adopt a single alternative prior to the December 31, 2021 deadline. Any such decision would then be submitted to the Washington State Secretary of State's office.



**ATTACHMENT 2**

**MAPS OF REVISED COMMISSIONER DISTRICT BOUNDARIES**

**TBD**

**ATTACHMENT 3**

**LEGAL DESCRIPTIONS OF REVISED COMMISSIONER DISTRICT BOUNDARIES**

**TBD**