



STAFF REPORT

TO THE CITY COUNCIL

DATE: October 26, 2021

FROM: Joseph Hughes, City Manager

PREPARED BY: Betty Hughes, MMC, City Clerk

SUBJECT: Redistricting Process

RECOMMENDATION: That the City Council:

- 1) Receive a report from National Demographics Corporation (NDC), Consultant, on the redistricting process and permissible criteria to be considered to redraw district boundaries;
- 2) Discuss "neighborhoods" and "communities of interest"; and
- 3) Receive public input on district boundaries.

PUBLIC NOTICE: The agenda for this item was posted at the three locations per Resolution No. 2011-047 and on the City's website. The Public Hearing Notice was posted on the City's website on the Redistricting webpage on October 14, 2021; published in the El Chicano Newspaper on October 14, 2021; and published in the Highland Community Newspaper on October 15, 2021.

FISCAL IMPACT: Up to \$30,000 for the redistricting process.

BACKGROUND: On August 24, 2021, the Highland City Council held its first 2021-2022 Redistricting Public Hearing. At this public hearing, the City Council received a presentation from the City's redistricting consultant, National Demographics Corporation (NDC). NDC's presentation detailed a tentative schedule which highlighted AB 849's requirement that the City conduct four public hearings prior to adopting a final voting district map.

Approved _____	Motion _____	Second _____	Agenda Item No. <u> 1 </u>
Denied _____	Ayes _____		
Continued _____	Noes _____		File No. _____
Tabled _____	Abstain _____		
	Absent _____		
 _____ City Clerk		 _____ City Manager	

Additionally, NDC also elaborated on general redistricting principles while highlighting the nuanced requirements of AB 849. In particular, NDC noted that the City must use the following criteria (listed by order of priority) to redraw the City's district lines:

1. To the extent practicable, districts must be geographically contiguous. As an example, areas that meet only at the points of adjoining corners are not contiguous.
2. To the extent practicable, geographic integrity of any local "neighborhoods" or local "communities of interest" must be respected to minimize division. A "community of interest" is a population sharing social or economic interests that should be kept together in a single district for the purposes of effective/fair representation, but does not include relationships with political parties, incumbents, or political candidates. This is further discussed later in the report.
3. Easily identifiable and understandable boundaries. That is, to the extent practicable, districts must be bounded by natural and artificial barriers, by streets, or by the boundaries of the City.
4. To the extent practicable and where it does not conflict with the above criteria, districts must be drawn to encourage geographic compactness (e.g., do not bypass one group of people to get to a more distant group of people).

Neighborhoods and Communities of Interest:

Prior to detailing Highland's "neighborhoods" and "communities of interest," it is necessary to revisit these concepts and differentiate their meaning.

To begin, a *neighborhood* within the context of this discussion describes a geographic location. That is, are there neighborhoods defined by clear boundaries? These can be natural (e.g., rivers, mountains, etc.) or man-made (e.g., major thoroughfares, freeways, locations around parks or schools, etc.).

A discussion on Highland's "communities of interest" takes this conversation further. A *community of interest* under the relevant Elections Code for general law cities (Section 21601(c)(2)) is "a population that shares common social or economic interests that should be included within a single district for purposes of its effective and fair representation."

It should be noted that a community of interest does not include, and cannot be based on, relationships with political parties, incumbents, or political candidates.

Possible features defining communities of interest might include, but are not limited to:

- A. School attendance areas or Homeowners Association;
- B. Common issues, neighborhood activities, recreational interests or shared environmental concerns; and
- C. Shared demographic characteristics, such as:
 - (1) Similar levels of income, education, or linguistic isolation;
 - (2) Languages spoken at home; and
 - (3) Single-family and multi-family housing unit areas.

Public Mapping Tools

NDC's "Public Participation Kit" allows users who are not necessarily comfortable with using an online program to submit drawn maps. The "Public Participation Kit" offers a one-page map that will show streets, borders, Highland's "neighborhoods" and "communities of interests", if defined, as well as population counts. The map comes with a pre-formatted Microsoft Excel Sheet so users can easily add up "Population Units" and know if their proposed map reflects districts with substantially equal population. Instructions for this mapping tool will be made available on the City's redistricting webpage as well as the preformatted Microsoft Excel file. Staff anticipates the "Public Participation Kit" will be available early November.

Conclusion and Next Steps:

It is anticipated that the redistricting data will be released to Highland in October 2021. Once received, this data will be uploaded to the aforementioned public mapping tools. Through November and December, 2021, it is anticipated the public will be able to submit draft maps by emailing them to districts@cityofhighland.org or by issuing them in-person at City Hall. Given the time it takes to prepare the maps, maps will need to be submitted to the City by 5:30 p.m. on Monday, January 3, 2022, to be included in the next public hearing agenda packet.

On January 11, 2022, it is tentatively scheduled that the City Council will conduct a public hearing (Third Public Hearing) to consider Council drawn maps and the draft maps received. Maps from the public will be due January 3. At this meeting, after receiving public input, it is anticipated the City Council will select a map(s) for final consideration.

Then, on February 22, 2022, the City Council is tentatively scheduled to hold its last public hearing (Fourth Public Hearing). Staff will introduce an ordinance adopting the selected map. Should the City Council approve the ordinance introduction, then the ordinance will be brought back for second reading on March 8, 2022. The ordinance and map will formerly go into effect 30 days thereafter on April 7, 2022. Please note that this schedule may change depending on when the redistricting data is released to cities.



City of Highland

Introduction to Redistricting 2021

10/26/2021

Todd Tatum
National Demographics Corporation

Redistricting Process

Step	Description
Two Initial Hearings August 24 & October 26	Held prior to release of draft maps. Education and to solicit input on the communities in the Districts.
Census Data Release Mid/Late August	Census Bureau releases official 2020 Census population data.
California Data Release Early October 2021	California Statewide Database releases California's official 'prisoner-adjusted' 2020 redistricting data.
Two Draft Map Hearings January 11 & February 22	Two Public Hearings to discuss and revise the draft maps and to discuss the election sequence.
Map Adoption By April 17, 2022	Final map must be posted at least 7 days prior to adoption. Map adopted via ordinance.*

Redistricting Rules and Goals

1. Federal Laws

Equal Population
Federal Voting Rights Act
No Racial Gerrymandering



2. California Criteria for Cities (rank ordered)

1. Geographically contiguous
2. Undivided neighborhoods and “communities of interest”
(Socio-economic geographic areas that should be kept together)
3. Easily identifiable boundaries
4. Compact
(Do not bypass one group of people to get to a more distant group of people)

Prohibited:

“Shall not favor or discriminate against a political party.”

3. Other Traditional Redistricting Principles

Minimize voters shifted to different election years
Respect voters’ choices / continuity in office
Future population growth
Preserving the core of existing districts

Demographic Summary of Existing Districts

Highland - Current Districts (2020 Census Raw Data)

District		1	2	3	4	5	Total
2020	2020 Est. Total Pop	11,303	11,643	11,750	11,324	10,979	56,999
	Deviation from ideal	-97	243	350	-76	-421	771
	% Deviation	-0.85%	2.13%	3.07%	-0.66%	-3.69%	6.76%
2010 Total Pop	% Hisp	77%	68%	61%	37%	33%	55%
	% NH White	8%	10%	19%	39%	42%	23%
	% NH Black	8%	14%	11%	7%	8%	10%
	% Asian-American	5%	6%	6%	13%	14%	9%
Citizen Voting Age Pop	Total	4,808	5,715	7,580	7,712	6,900	32,715
	% Hisp	58%	56%	52%	30%	31%	44%
	% NH White	20%	18%	30%	51%	47%	35%
	% NH Black	13%	17%	12%	10%	10%	12%
	% Asian/Pac.Isl.	8%	7%	5%	9%	12%	8%
Voter Registration (Nov 2020)	Total	4,521	4,435	5,710	7,491	7,575	29,732
	% Latino est.	65%	57%	51%	30%	28%	43%
	% Spanish-Surnamed	58%	51%	46%	27%	25%	38%
	% Asian-Surnamed	4%	3%	3%	5%	5%	4%
	% Filipino-Surnamed	1%	1%	1%	2%	2%	2%
	% NH White est.	17%	20%	32%	53%	52%	38%
	% NH Black	12%	19%	14%	10%	14%	14%

Estimates using official 2020 demographic data and NDC's estimated total population figures.

Each of the 5 districts must contain about 11,400 people.

Defining Neighborhoods

1st Question: What is your neighborhood?

2nd Question: What are its geographic boundaries?

Examples of physical features defining a neighborhood boundary:

- Natural neighborhood dividing lines, such as highway or major roads, rivers, canals and/or hills
- Areas around parks or schools
- Other neighborhood landmarks

In the absence of public testimony, planning records and other similar documents may provide definition.



Beyond Neighborhoods: Defining Communities of Interest

1st Question: What defines your community?

- Geographic Area, plus
- Shared issue or characteristic
 - Shared social or economic interest
 - Impacted by county policies
- Tell us “your community’s story”

2nd Question: Would this community benefit from being “included within a single district for purposes of its effective and fair representation”?

- Or would it benefit more from having multiple representatives?

Definitions of Communities of Interest may not include relationships with political parties, incumbents, or political candidates.

Beyond Neighborhoods: Communities

Under the California Elections Code, “community of interest” has a very specific definition in the context of districting and redistricting cities and counties:

A “community of interest” is a population that shares common social or economic interests that should be included within a single district for purposes of its effective and fair representation.

Communities of interest do not include relationships with political parties, incumbents, or political candidates.

(emphasis added)

Your Turn – Communities of Interest

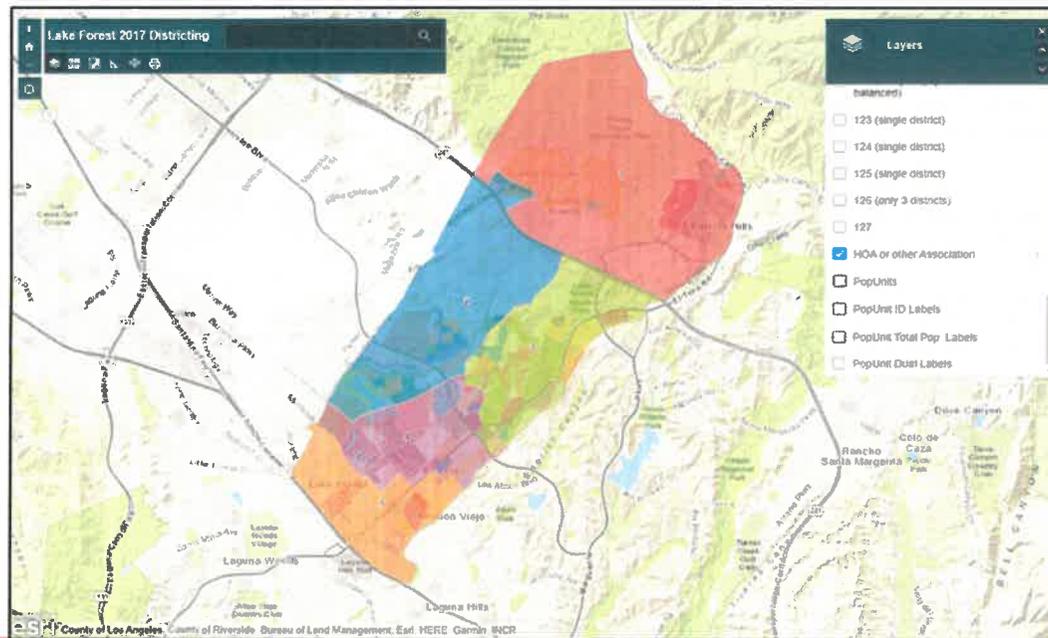
- Who is a part of your community?
- What are some meaningful places your community recognizes or gathers at?
- What are some common concerns you share with a group?
- What are some common cultural characteristics that unite a community?
- What are common work-related traits that bring a community together?
- What is significant about the physical environment?
- What areas benefit from staying together in a district

Your thoughts and ideas will become part of the record and will be recorded/written down

Simple Map Review Tool

Online Interactive Review Map

- ESRI's "ArcGIS Online" – similar to Google Maps in ease of use
- Used to review, analyze and compare maps, not to create them
- Includes overlays of "community of interest" and other data



Redistricting Process Details

Date(s)	Description	Comments
August 24, 2021	1 st Public Hearing	
October 26, 2021	2nd Public Hearing	
Mid-October 2021	Mapping software released to the public.	
	*Estimated time depending on Census data	
January 3, 2022	Maps due from the public.	
January 11, 2022	3rd Public Hearing	
February 14, 2022	Publish Draft map(s)	7 Days prior to adoption
February 22, 2022	4th Public Hearing and Council adopt District map. Must be completed no later than April 17, 2022	The 4th hearing could also be the adoption hearing
April 17, 2022	Deadline to adopt and submit map to Registrar	

Share Your Thoughts

Website

<https://www.cityofhighland.org/331/Redistricting-Redistritacin>

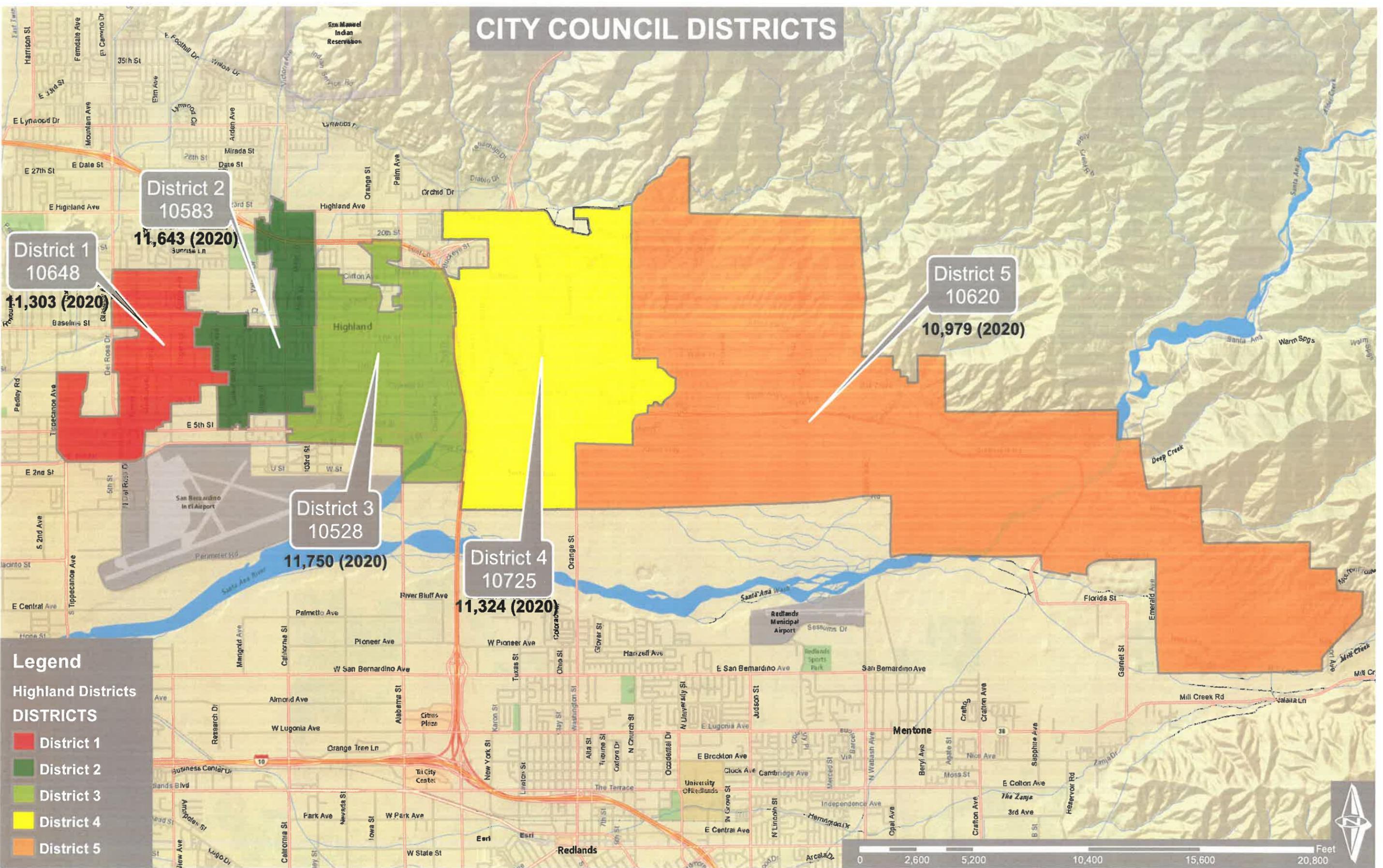
Phone

Betty Hughes, MMC
City Clerk
909.864.6861, ext. 226

Email

districts@cityofhighland.org

CITY COUNCIL DISTRICTS



Legend

Highland Districts

DISTRICTS

- District 1
- District 2
- District 3
- District 4
- District 5

