

STAFF REPORT*CITY OF OCEANSIDE*

DATE: January 12, 2022

TO: Honorable Mayor and City Councilmembers

FROM: City Clerk

SUBJECT: **REPORT ON THE REDISTRICTING PROCESS AND PERMISSIBLE CRITERIA TO BE CONSIDERED TO REDRAW CITY COUNCIL ELECTION DISTRICT BOUNDARIES; AND RECEIVE PUBLIC TESTIMONY ON THE COMPOSITION OF DISTRICTS FOR CITY COUNCIL OFFICES**

SYNOPSIS

Staff recommends that the City Council accept the report from Q2 Data and Research LLC on the 2020 decennial census data to redraw the City Council District Boundaries in accordance with California Elections Code 21621, and receive public testimony on the composition of districts for City Council Offices.

BACKGROUND

In 2017, the City transitioned from an at-large election system to a by-district based election system. At that time, the City used the available 2010 census data to create districts that were equal in population as is required by the Federal Voting Rights Act. As new census data is collected every ten years, cities with district-election systems use that data to review, and if needed, redraw district boundaries to reflect how local populations have changed.

On June 16, 2021, the Council approved a Professional Services Agreement with Q2 Data and Research LLC ("Q2") to assist in the process of updating council district boundaries based on the 2020 census data. The City previously used Q2's services for the initial drawing of the district boundaries in 2017. Beginning January of 2022, Q2 will facilitate four public hearings that are required under the Fair Maps Act ("the Act"). Q2 will also facilitate four additional community outreach workshops to take public input on communities of interest and composition of the districts. The dates and location of those meetings can be found in Attachment 1. California Elections Code Section 21622 requires that the City adopt a final district map no later than April 17, 2022. The City is on schedule to make that deadline.

ANALYSIS

Assembly Bill 849, Fair Maps Act (“the Act”), requires cities with district-elections to update their district boundaries as new decennial census data becomes available.

Under the Act, the City Council shall draw and adopt boundaries using the following criteria in the listed order of priority for chartered cities (Elections Code 21621):

1. Comply with the federal requirements of equal population and the Voting Rights Act.
2. Geographically contiguous.
3. Respect for (or minimize the division of) local neighborhoods and communities of interest).
4. Easily identifiable boundaries.
5. Be geographically compact (do not bypass one group of people to get to a more distant group of people), to the extent practicable.
6. Shall not favor or discriminate against a political party.

By law, the City must hold at least four public hearings that enable community members to provide input on the drawing of district maps:

1. At least one public hearing must occur before the City draws draft maps.
2. At least two public hearings must happen after the drawing of draft maps.
3. The fourth hearing can happen either before or after the drawing of draft maps.
4. City staff or consultants may hold a public workshop instead of one of the required public redistricting hearings.

To increase the accessibility of these hearings, cities and counties must take the following steps:

1. At least one hearing must occur on a Saturday, Sunday, or after 6 p.m. on a weekday.
2. If a redistricting hearing is consolidated with another local government meeting, the redistricting hearing portion must begin at a pre-designated time.
3. Local public redistricting hearings should be made accessible to people with disabilities.
4. Arrange for live translation services in an applicable language of a public hearing or workshop if the request is made 72 hours before the hearing or workshop.

This hearing fulfills the requirement to hold at least one public hearing before drawing draft maps, and complies with the accessibility requirements.

The purpose of this public hearing is to inform the public about the districting process and to hear from the community on what factors should be taken into consideration while creating district boundaries. Q2 Data and Research LLC will be presenting a report on the redistricting process and permissible criteria to be considered to redraw

city council election district boundaries (Attachment 2). The public is encouraged to provide input regarding communities of interest and other local factors that should be considered while drafting district maps. Elections Code Section 21621(b)(2) defines a community of interest as, "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."

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

1. School attendance areas;
2. Natural dividing lines such as major roads, hills, or highways;
3. Areas around parks and other neighborhood landmarks;
4. Common issues, neighborhood activities, or legislative/election concerns; and
5. Shared demographic characteristics, such as:
 - Similar levels of income, education, or linguistic insolation;
 - Languages spoken at home; and
 - Single- family and multi -family housing unit areas.

PUBLIC OUTREACH

As an additional outreach effort, the City will hold four community outreach meetings to accept public input. A community outreach meeting has been scheduled in each district for convenience and to encourage public participation. Zoom participation will be possible at any of the community outreach meetings. The schedule for community outreach meetings is as follows:

1. Wednesday, January 19, 2022, at 6:00 p.m. – Civic Center Library Community Rooms
2. Saturday, January 22, 2022, at 11:00 a.m. – El Corazon Senior Center
3. Wednesday, February 2, 2022, at 6:00 p.m. – Lincoln Middle School
4. Saturday, February 5, 2022, at 11:00 a.m. – Melba Bishop Recreation Center

Additional information about the redistricting process can be found on the City Clerk's webpage at: https://www.ci.oceanside.ca.us/gov/clerk/elections/redistricting_2022.asp

FISCAL IMPACT

There is no fiscal impact.

INSURANCE REQUIREMENTS

Does not apply.

COMMISSION OR COMMITTEE REPORT

Does not apply.

CITY ATTORNEY'S ANALYSIS

Under the California Fair Maps Act, the City must hold at least four public hearings for the community to provide input regarding the composition of the districts. Further, the Fair Maps Act provides that for redistricting occurring before 2031 and where a city does not have a regular election occurring after January 1, 2022 and before July 1, 2022, the boundaries of the council districts shall be adopted by the council not later than 205 days before the city's next regular election occurring on or after July 1, 2022. That places the deadline to adopt the district boundaries no later than April 17, 2022. The City Attorney's office will prepare the appropriate ordinance prior to the final public hearing.

RECOMMENDATION

Staff recommends that the City Council accept the report from Q2 Data and Research LLC on the 2020 decennial census data to redraw the City Council District Boundaries in accordance with California Elections Code 21621, and to receive public testimony on the composition of district for City Council Offices.

PREPARED BY:

Thomas Schiderer Asst.

for

Zeb Navarro
City Clerk

SUBMITTED BY:

Deanna Lorson

FOR

Deanna Lorson
City Manager

REVIEWED BY:

Thomas Schmiderer, Assistant City Clerk

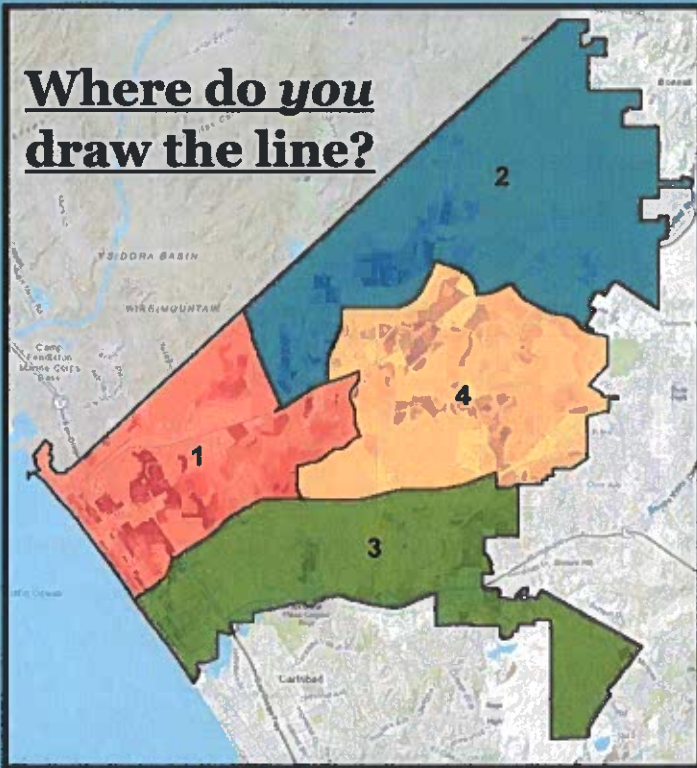
TS

ATTACHMENTS:

- 1. Redistricting mailer
- 2. Q2's Redistricting Presentation

Oceanside Redistricting 2022

Where do you draw the line?



What is redistricting?

Redistricting is the process of adjusting district lines to reflect local population changes, so that each district continues to contain nearly the same number of people as the other districts.

When does redistricting happen?

Redistricting is required to occur after census data is released every 10 years.

How can I get involved?

See the schedule below for opportunities to provide input on where you think district lines should be drawn and what communities or groups are important to keep together. Feel free to contact us outside of the public meetings as well!

Date /Time	Meeting	Location
Wednesday, January 12, 2022 at 6pm	Public Hearing 1: Overview and training on the process and criteria	City Council Chambers
Wednesday, January 19, 2022 at 6pm	Community Outreach Meeting 1: Receive public Community of Interest testimony in workshop-style, non-council meeting	Civic Center Library Community Rooms (District 1)
Saturday, January 22, 2022 at 11am	Community Outreach Meeting 2: Receive public Community of Interest testimony in workshop-style, non-council meeting	El Corazon Senior Center (District 4)
Wednesday, January 26, 2022 at 6pm	Public Hearing 2: Receive Community of Interest testimony, then get directions for visualizations, present an "over/under" map	City Council Chambers
Wednesday, February 2, 2022 at 6pm	Community Outreach Meeting 3: Receive public Community of Interest testimony in workshop-style, non-council meeting	Lincoln Middle School (District 3)
Saturday, February 5, 2022 at 11am	Community Outreach Meeting 4: Receive public Community of Interest testimony in workshop-style, non-council meeting	Melba Bishop Recreation Center (District 2)
Wednesday, February 9, 2022 at 6pm	Public Hearing 3: Show visualizations, begin drawing draft map live based on public input and Council direction	City Council Chambers
Wednesday, February 23, 2022 at 6pm	Public Hearing 4: Receive feedback on the draft map(s), make changes live and in-person, finalize map	City Council Chambers
Wednesday, March 9, 2022 at 6pm	Public Hearing 5: Receive any additional feedback, vote on Final Map	City Council Chambers

Website: https://www.ci.oceanside.ca.us/gov/clerk/elections/redistricting_2022.asp

Email: Redistricting@oceansideca.org

Phone: (760)-435-3001

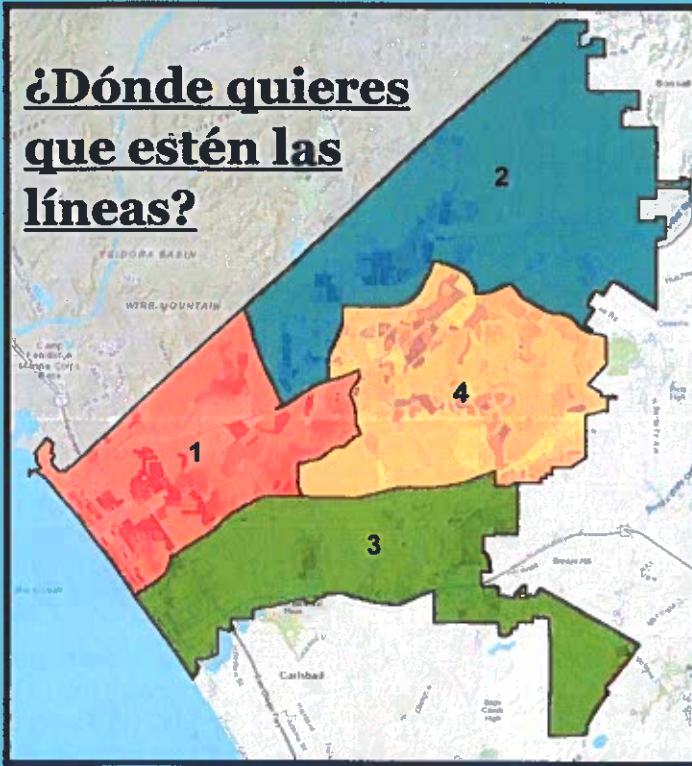
Address: City Clerk's Office, 300 N. Coast Hwy, Oceanside, CA 92054

Scan for more information



Redistribución de Distritos 2022

¿Dónde quieres que estén las líneas?



¿Qué es la redistribución de distritos?

La redistribución de distritos es el proceso de ajustar las líneas distritales para reflejar los cambios de la población local, de modo que cada distrito continúe teniendo casi la misma cantidad de personas que los demás distritos.

¿Cuándo ocurre la redistribución de distritos?

Se requiere que la redistribución de los distritos ocurra después de que se publiquen los datos del censo cada 10 años.

¿Cómo puedo involucrarme?

Consulte la cronograma para conocer las oportunidades de brindar información sobre dónde cree que se deben trazar las líneas del distrito y qué comunidades o grupos es importante mantener juntos. ¡No dude en contactarnos también fuera de las reuniones públicas!

Date /Time	Meeting	Location
Miércoles, 12 de enero, 2022 a las 6pm	Audiencia pública 1: Descripción general y formación sobre el proceso y los criterios	City Council Chambers
Miércoles, 19 de enero, 2022 a las 6pm	Reunión de alcance comunitario 1: Recibir testimonio público sobre las Comunidades de Interés en una reunión al estilo de un taller	Civic Center Library Community Rooms (Distrito 1)
Sábado, 22 de enero, 2022 a las 11am	Reunión de alcance comunitario 2: Recibir testimonio público sobre las Comunidades de Interés en una reunión al estilo de un taller	El Corazon Senior Center (Distrito 4)
Miércoles, 26 de enero, 2022 a las 6pm	Audiencia pública 2: Recibir testimonio público sobre las Comunidades de Interés, obtener indicaciones para las visualizaciones, presentar un mapa "por encima/por debajo."	City Council Chambers
Miércoles, 2 de febrero, 2022 a las 6pm	Reunión de alcance comunitario 3: Recibir testimonio público sobre las Comunidades de Interés en una reunión al estilo de un taller	Lincoln Middle School (Distrito 3)
Sábado, 5 de febrero, 2022 a las 11am	Reunión de alcance comunitario 4: Recibir testimonio público sobre las Comunidades de Interés en una reunión al estilo de un taller	Melba Bishop Recreation Center (Distrito 2)
Miércoles, 9 de febrero, 2022 a las 6pm	Audiencia pública 3: Mostrar visualizaciones, comenzar a dibujar el borrador del mapa en vivo según la opinión del público y la dirección del ayuntamiento	City Council Chambers
Miércoles, 23 de febrero, 2022 a las 6pm	Audiencia pública 4: Recibir comentarios sobre los mapas en borrador, realizar cambios en vivo y en persona, finalizar el mapa	City Council Chambers
Miércoles, 9 de marzo, 2022 a las 6pm	Audiencia pública 5: Recibir cualquier comentario adicional, votar sobre el Mapa Final	City Council Chambers

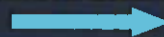
Sitio web: https://www.ci.oceanside.ca.us/gov/clerk/elections/redistricting_2022.asp

Email: Redistricting@oceansideca.org

Teléfono: (760)-435-3001

Dirección: City Clerk's Office, 300 N. Coast Hwy, Oceanside, CA 92054

Escanee para obtener más información



Redistricting in Oceanside: Criteria, Data, and The Process



Karin Mac Donald
Q2 Data & Research, LLC
January 12, 2022

Today's Agenda

2

- Introduction & Background
- What is Redistricting?
- Laws Governing Redistricting
- Criteria for Redistricting
- Process Timeline
- How to Get Involved

Introduction and Background

3

- In 2017, the City of Oceanside transitioned from at-large to by-district elections for City Council
- The City of Oceanside has 4 City Council districts
- Members of the City Council must live in their district to be eligible to represent it
- Voters in each district elect the City Council member for their district

Districting versus Redistricting

4

- Districting is the process of creating districts where there were none before
- Redistricting is the process of adjusting the existing district boundaries
- Redistricting usually happens every 10 years after the release of the decennial Census
- Decennial Census data are used to equalize the populations of the districts
- Redistricting provides the opportunity to bring the existing districts into compliance with all redistricting criteria

Laws Governing Redistricting

5

- U.S. Constitution
 - Population Equality
- Federal Law
 - Voting Rights Act
- California Elections Code
 - Process and Criteria

FAIR MAPS Act - Overview

6

- “Fair And Inclusive Redistricting for Municipalities And Political Subdivisions”
- Addresses local redistricting for Cities and Counties
- CA Elections Code Sections 21600 – 21609 address City Redistricting
- Became law in October 2019
- Creates a “state-mandated local program” and details the required processes for local redistricting

FAIR MAPS Act - Process

7

The FAIR MAPS Act has strict timelines and requirements for the process

- There are a minimum of 4 hearings that must take place before adopting the new district boundaries:
 - At least 1 hearing must be held prior to creating a draft map
 - A workshop led by staff or consultant may be held in lieu of 1 pre-draft hearing
 - 2 hearings must be held after creating a draft map
- Draft map(s) must be posted for feedback
- There are specific timelines for posting Hearings, Agendas, and Drafts

FAIR MAPS Act - Components of Redistricting

8

1. Website
2. Public Hearings
3. Draft plan development
4. Posting requirements
5. Public Access (including applicable language Translations and Interpretation)
6. Public Input (oral, written, or electronic)

FAIR MAPS Act - Public Input, Education, and Transparency

9

Outreach and Education:

- Provide information to city media organizations, including media organizations that serve language minority communities.
- Provide information through good government, civil rights, civic engagement, community groups, or organizations that are active in the city

Meetings and Workshops:

- Start at a set-time if combined with a regular or special meeting
- Collect public input including Communities of Interest
- Provide live interpretation for non-English language speakers for certain languages
- Meeting location accessible to people with disabilities

Project Website

10

- Will remain live for 10 years
- Provides information about the date, time, and location for any public hearing or workshop 5 days before the hearing or workshop (or 3 days as we are closer to the final adoption date)
- Contains educational materials, handouts, presentations, videos or transcripts of hearings
- Will contain mapping files, supporting documentation and associated demographic reports
- Will host the Draft(s) and Final District Maps

What are the mapping criteria?

11

Criteria Ranked in Order of Priority (“to the extent practicable”)

1. Compliance with US and CA Constitution (equal population)
2. Compliance with Federal Voting Rights Act (FVRA addresses race and language minorities)
3. Contiguity
4. Respect for* local neighborhoods and Communities of Interest (COIs)
 - a. COIs may not include relationships with political parties, incumbents, or political candidates.
5. Boundaries should be easily identifiable and understandable by residents
6. Compactness: If it doesn't conflict with preceding criteria
7. Do not favor or discriminate against political parties

*Respect for means minimize divisions

Criterion 1: Equal Population

12

- The US Constitution requires districts to have reasonably equal populations, e.g., “one person, one vote”
- 14th Amendment (Equal Protection)
 - Prohibits intentional discrimination because it is a violation of equal protection (the jurisdiction is treating residents differently because of race, and thus not according them equal protection under the law).
- 15th Amendment
 - Bans racial discrimination in voting

Ideal Population Per District

13

To Compute the ideal population for each type of district:

$$\text{Total population} \div \# \text{ of districts} = \text{Ideal POP}$$

Oceanside total Population from 2020 Census: 174,578

Ideal population for Oceanside City Council Districts?

$$174,578 \div 4 = \sim 43,645 \text{ people per/district}$$

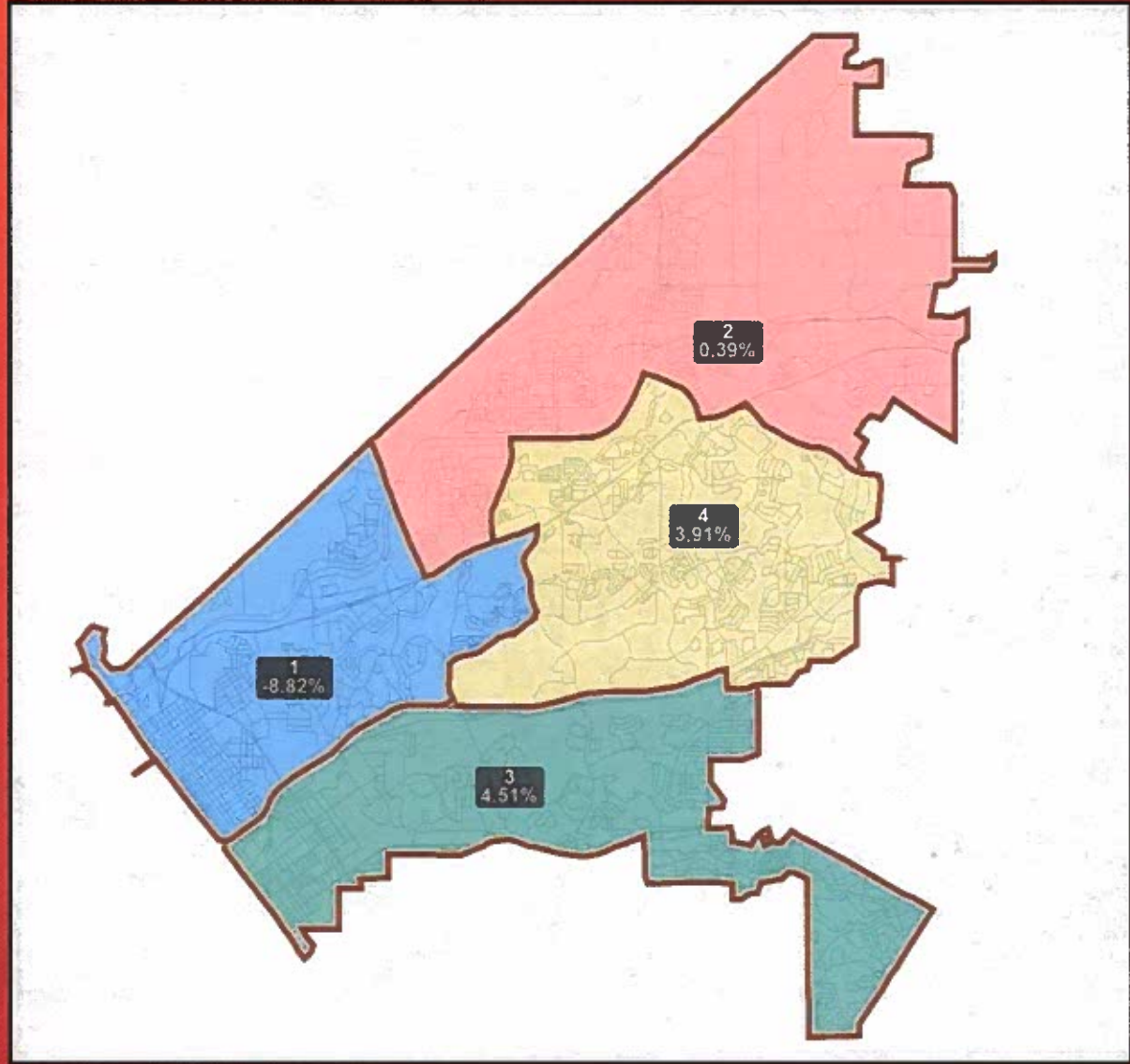
How Equal Is Equal?

14

- **Different standards for different jurisdictions:**
 - Congressional Districts held to 'strict scrutiny'
 - Lower level districts have more flexibility
- **Districts must be reasonably equal**
 - Some deviation above and/or below the ideal population is allowed
 - Generally up to $\pm 5\%$ is used in FVRA compliance

Current Deviations by Council District

District	Deviation
1	-8.82%
2	+0.39%
3	+4.51%
4	+3.91%



Criterion 2: Federal Voting Rights Act (FVRA), Section 2

16

- Prohibits the denial or abridgement of voting rights on the basis of *race or language minority status*. (42 USC § 1973)
 - FVRA defines “language minority” as Asian, Native American, Alaskan Native or Spanish heritage. Does not apply to other language groups.
- Prohibits practices that have the purpose or effect of discriminating on the basis of race or language minority status.
- Applies nationwide, to ALL jurisdictions that conduct elections.

FVRA and Redistricting: Vote Dilution

17

- Electoral systems can limit the “ability to elect a candidate of choice” by a protected class of voters in various ways:
 - Example: at-large election systems can make it impossible for even a large minority group to elect a candidate of choice, when the majority votes against them.
 - Example: single-member districts can be drawn in ways that minimize voters’ ability to elect a candidate of choice.
- Systems that limit ability to elect in this way are said to “dilute” minority voting strength.

What is a Section 2 or “Majority/Minority” District?

18

Gingles Criteria:

- Minority group must be large enough to constitute a majority in the district or Trustee Area (50%+ CVAP*)
- Minority group must be geographically compact
- Minority group votes cohesively
- There must be evidence of polarized voting against the minority group

*CVAP = Citizen Voting Age Population

Race and Redistricting

19

- Supreme Court opinions have limited the role that race can play in redistricting
- Race cannot be the predominant criterion in line drawing
- Race should not subjugate “traditional (re)districting principles” (Compactness, Contiguity, Communities of Interest)
- District appearance has been important in some cases.

Criterion 3: Contiguity

20

- Contiguity: A district in which all parts must be adjacent to another part

in other words...

- A district in which one may travel from any location to any other location without crossing the district boundary
- California law specifies that areas that meet only at the points of adjoining corners are not contiguous
- and that:
- Areas that are separated by water and not connected by a bridge, tunnel, or regular ferry service are not contiguous.

Criterion 4: Local Neighborhoods and Communities of Interest (COIs)

21

Neighborhoods are specific to each jurisdiction

- They are sometimes defined by the jurisdiction and more frequently by the residents that live in a certain area.

“**Communities of Interest**” are generally described as a geographic area comprised of residents who share similar interests.

COIs are defined by those familiar with the community...

- Law does not limit the kinds of interests that may bind a community.
- It is up to those who live in or work with a community to identify and establish the interests that unite it.
- Interests need not be limited to current situation but can also include common goals.

Common Interest Examples:

22

- Economic interests:
 - Current situation -- common employment or economic opportunities (or lack thereof).
 - Goals -- expanding opportunities, development, bringing in businesses, and jobs, etc.
- Social interests:
 - Current -- schools, culture, transportation, parks
 - Goals -- improving recreational opportunities or public safety, preserving historic resources, etc.
- Neighborhoods are often thought of as Communities of Interest

How to document your COI

23

Please answer the following questions:

- What bonds your community?
 - Outline what defines the COI:
 - What is your mission or commonality?
 - Explain what is different outside of the boundaries of your Community of Interest
- Where is your community located in the City?
 - Create a map of the boundaries (use Google maps, GIS/mapping program, paper, etc.)
 - Write down the boundaries
 - Use the State's Community of Interest tool to map their COIs and submit them to the City (see City's website for instructions)

Please submit COI Testimony by February 10, 2022 to be considered in the Draft Map(s).

Criterion 5: Easily Identifiable Districts

24

Council district boundaries should be easily identifiable and understandable by residents.

- District lines should be straightforward
- Respect roads and natural features
- Lines need to make geographical sense

Criterion 6: Compactness

25

Addresses the geography of the district

- To the extent practicable, and where it does not conflict with the preceding criteria in this subdivision, council districts shall be drawn to encourage geographical compactness

More Specifically, California's definition is:

- Don't bypass nearby areas of population in favor of more distant populations
- Regularly included compactness measures in GIS tools do not measure this criterion in accordance with CA law

Criterion 7: No Politics

26

- The Council shall not adopt Council district boundaries for the purpose of favoring or discriminating against a political party
- Communities of Interest may not include relationships with political parties, incumbents or political candidates.

Timeline Overview

27

Date /Time	Meeting	Location
Wednesday, January 12, 2022 at 6pm	Public Hearing 1: Overview and training on the process and criteria	City Council Chambers
Wednesday, January 19, 2022 at 6pm	Community Outreach Meeting 1: Receive public Community of Interest testimony in workshop-style, non-council meeting	Civic Center Library Community Rooms (District 1)
Saturday, January 22, 2022 at 11am	Community Outreach Meeting 2: Receive public Community of Interest testimony in workshop-style, non-council meeting	El Corazon Senior Center (District 4)
Wednesday, January 26, 2022 at 6pm	Public Hearing 2: Receive Community of Interest testimony, then get directions for visualizations, present an "over/under" map	City Council Chambers

Timeline Overview

28

Wednesday, February 2, 2022 at 6pm	Community Outreach Meeting 3: Receive public Community of Interest testimony in workshop-style, non-council meeting	Lincoln Middle School (District 3)
Saturday, February 5, 2022 at 11am	Community Outreach Meeting 4: Receive public Community of Interest testimony in workshop-style, non-council meeting	Melba Bishop Recreation Center (District 2)
Wednesday, February 9, 2022 at 6pm	Public Hearing 3: Show visualizations, begin drawing draft map live based on public input and Council direction	City Council Chambers
Wednesday, February 23, 2022 at 6pm	Public Hearing 4: Receive feedback on the draft map(s), make changes live and in-person, finalize map	City Council Chambers
Wednesday, March 9, 2022 at 6pm	Public Hearing 5: Receive any additional feedback, vote on Final Map	City Council Chambers

Why should you participate?

29

- To make sure we know about your Community of Interest.
- To give your community a voice and make sure it has equal access to the political process.
- To encourage citizens to register, vote, and remain politically engaged.
- To help shape a redistricting plan that provides communities a meaningful opportunity to elect candidates who represent their interests on issues that are important to their lives.

How to Get Involved

30

To participate in the process: testify, submit written testimony, send supporting information to the City

Please provide information about your Community of Interest by February 10, 2022 to be considered in the draft map(s)

- Submit information at a hearing, by mail, or drop off at: Oceanside City Clerk's Office, 300 N Coast Hwy, Oceanside, CA 92054
- Via email: redistricting@oceansideca.org
- Via Phone: (760) 435-3001
- Get information online:
https://www.ci.oceanside.ca.us/gov/clerk/elections/redistricting_2022.asp

THANK YOU FOR PARTICIPATING!!!

Thank you!

31

Questions?

Maddison Zafra

From: Cathy Nykiel <sunsetmarket@pacbell.net>
Sent: Thursday, January 6, 2022 5:50 AM
To: City Clerk; City Council
Subject: Redistricting - Concern

Warning: External Source

Good Morning and Happy New Year,

My address is 870 Rivertree Drive.

I am one of three homes in my neighborhood that is in District 2. The rest are in District 1
I am asking that my home and the other 2 in my neighborhood be placed with the rest of my neighborhood in District 1.

If you have any questions, please call me at 760-845-9350

Upcoming Events:

Oceanside Farmers Market, Every Thursday from 9am to 1pm, adjacent to City Hall.

Sunset Market REOPENED on June 24th. Every Thursday from 5 to 9pm. Pier View Way and Tremont Street in Downtown

Oceanside Independence Parade - rescheduled to July 2, 2022.

Cathy Nykiel

Sunset Market Manager
MainStreet Oceanside
701 Mission Avenue
Oceanside, CA 92054
Office: (760) 754-4512

www.mainstreetoceanside.com

<https://www.mainstreetoceanside.com/farmers-market>

www.sunsetmarket.com

<http://www.oceansidemarketvendor.com>

MainStreet Oceanside is a not-for-profit organization