



**CITY OF ELK GROVE
CITY COUNCIL STAFF REPORT**

AGENDA TITLE: A Public Hearing providing a discussion on Communities of Interest and criteria for local redistricting principles, and updates on the Redistricting Project

MEETING DATE: February 23, 2022

**PREPARED BY
DEPARTMENT HEAD:** Jason Lindgren, City Clerk

RECOMMENDED ACTION:

Receive a report from staff on communities of interest and criteria for local redistricting principles when considering map submittals, the continuing public outreach Work Plan on identifying communities of interest, and receive direction from the City Council as deemed appropriate.

This public hearing has a scheduled start time of 7:00 p.m. on February 23, 2022, in accordance with the provisions of State of California Elections Code Section 21607.1(d), which requires that public hearings related to redistricting be held at a set time if included on an agenda with substantive agenda items.

BACKGROUND INFORMATION:

The City of Elk Grove (City) initiated the Redistricting Project on January 26, 2022. The City has contracted with National Demographics Corporation (NDC) to provide professional demographic services in examination of maps selected for final consideration throughout the Redistricting Project process.

Staff conducted outreach to City commissions and committees between February 8 and February 17, providing redistricting presentations to the Youth Commission, Diversity & Inclusion Commission, Disability Advisory Committee, Planning Commission, and Arts Commission. Presentations are scheduled with the Historic Preservation Committee (February 24) and Trails Committee (February 28).

The City website serves as the clearinghouse of information on the City’s redistricting process:

http://www.elkgrovecity.org/city_hall/city_government/city_council/redistricting

The website provides an updated resource of upcoming events, with a projected timeline of major milestones and scheduled meetings throughout the full process of redistricting, a history of prior events and activities is archived, there is a Frequently Asked Questions (FAQ) document to inform about the process of redistricting, and an online districting map program is offered through Districtr: districtr.org Staff have coordinated with Districtr to include Elk Grove as a jurisdiction in the program, providing the means for participants to draft representative district maps or submit drawings of communities of interest using the program. Staff continue to have discussions with NDC on options to include an additional district drawing program.

ANALYSIS:

Communities of Interest

The DistrictR program provides two mapping programs, one is to create and then submit representative district map plans; the second is to identify communities of interest. When map plans are submitted, they appear on the Public Gallery of the DistrictR program. Staff will take maps submitted on DistrictR and then post those submittals to the City website to maintain a chronology of submitted maps. Currently, the DistrictR site has examples of staff-submitted maps as communities of interest. Staff utilized existing area maps as examples (such as tax district boundaries, or plan area boundaries). Note that the DistrictR program fills in areas by census block, so in some instances the proposals under DistrictR do not exactly match the boundary lines of a given area but are a close approximation. Examples of the posting of the maps on the City website are displayed under Attachment 1.

In addition to use of community of interest maps, DistrictR has a selection of layers that can provide outline comparisons of the district boundaries created in 2011, and of existing plan areas in the City. The DistrictR program also provides an evaluation tab to generate the population counts of a selected area, as well the capacity to compare demographics with citywide statistics.

Criteria For Local Redistricting Principles

Staff have received initial feedback and present factors that would be considered local redistricting principles (so, qualities to take into consideration after prioritizing the federal and state requirements for drawing district maps). These local redistricting principles focus on the Elk Grove experience, as considerations of past practice, the unique geography of Elk Grove, and approaching factors that may affect communities of interest. The identified local redistricting principles relate to approaching population, open

space and planned growth, bordering areas external of the City boundaries, project areas, district connection, neighborhood densities, and by district election changes.

These criteria are based on feedback to date, and not requirements for redistricting, but inform questions on how to view the creation of districts and district boundaries as members of the public submit map proposals for consideration.

Population

In prior redistricting cycles, direction was provided to prioritize maps with a zero deviation amongst the division of population amongst districts. When reviewing the Elk Grove district maps with new census data, consistently immense growth was seen in the district that included large plan areas that had yet to fully develop (District 4 with large, planned areas of Laguna Ridge and the Southeast Policy Area).

In working with the Census Bureau, staff had provided a Local Update of Census Addresses (included as Attachment 2) which provided a baseline in seeing where growth was occurring in the City. The new residential addresses give a density mapping of areas where the City saw growth over the last decade.

Staff provided approximations of new residential builds since the close date of the 2020 Census on April 1, 2020 (so, growth indicators covering the period of 04-01-2020 to 02-01-2022), as follows in Table 1:

Table 1 – Residential Builds from 04-01-2020 to 02-01-2022

Council District 1	3
Council District 2	534
Council District 3	127
Council District 4	1,510

As the redistricting process is occurring two years since the close of the 2020 Census, it can be seen that there is already a difference in citywide growth as compared to current districts.

Open Space and Planned Growth

The census blocks display density; where there is a higher density of housing, there are more census blocks of smaller geographic size in the area. Larger sized census blocks are indicators of a lower housing density,

but also areas of zero to low population (commercial zones or natural open space features) but they can also be areas planned for growth that have not yet developed.

A current open space that has plans for development in the next ten years will provide an indicator of future growth in the next ten years. A consideration may be that for proposed districts that do not include planned growth, areas may be candidates to have a slightly larger portion of population, and proposed districts that included planned growth areas may be candidates for a slightly smaller portion of a total population division.

Areas Bordering Elk Grove

The north side of Elk Grove is bordered by the City of Sacramento (west of State Route 99), and the unincorporated, but urbanized area of Sacramento County (east of State Route 99). These bordering residential neighborhoods interact with communities in Elk Grove and may hold a commonality as a community of interest for consideration. Elk Grove is adjacent to wildlife areas, and areas are identified in the City's Sphere of Influence, and these areas may generate commonalities of impact that could link a community of interest.

Project Areas

Citywide projects can have a similar effect as a bordering interest, as the project itself may link a community of interest in the development of the project. As an example, the Capital SouthEast Connector project, planned along Grant Line Road and then crossing State Route 99 to Kammerer Road, may generate commonalities of impact.

Interstate 5 and State Route 99 are major thoroughfares that could also be considered "project areas" that have an effect on Elk Grove communities, as well as rail lines traversing the City.

District Connection

A consideration is whether there is a desire for the four council districts to all touch at some central point in the City. In the current district configuration, Districts 1 and 2 remain completely separate. A district connection concept would seek a configuration where all districts either meet at some central point, or share a common border with each of the other three districts.

Density

As communities of interest are identified, typically what occurs is that collections of census blocks start to bond together in a larger mass, and such a mass creates an area that should avoid being split. High density areas will

anchor a district, but it is in the boundary areas of communities identified that have a low total population that will start to restrict final placement of a community of interest. As a particular example, the rural area of Elk Grove covers a large geographic area, but if identified as a large community of interest, it will still maintain an overall, low population. The result is that the rural area must be coupled with a high density area in order to meet the population division parity required under redistricting.

By District Election Changes

The City transitioned to by district elections in 2019, holding the first by district elections in 2020. With the November 2022 election, Council Districts 2 and 4 will be up for election. Any movement of district boundaries that shift areas of the existing Districts 2 and 4 will likely result in moving the residents in those areas to Districts 1 and 3, potentially removing those voters from not only the 2022 election cycle, but then they likely did not have the opportunity to participate in the 2020 election cycle as well.

Community Outreach Updates

Because of the COVID pandemic, indoor, in-person meetings may continue to be approached with a certain level of concern by members of the public during the time of planned community outreach throughout February and March 2022. Staff proposes hosting indoor, in-person meetings between February 21 and March 3, but plan to supplement these meeting venues with a hybrid option to accommodate remote participants via Zoom. Staff will also offer additional online dial-in “teleworkshops” that will be hosted in an outdoor location that can also receive “walk-up” participants. The outreach schedule is as follows:

- February 21: City Council Chamber 6:30 p.m. to 8:30 p.m.
- February 22: District56 Outdoor 4:00 p.m. to 6 :00 p.m. (TOT)
- February 22: District56 Veterans Hall 6:30 p.m. to 8:30 p.m.
- February 24: Wackford Aquatic Complex 6:30 p.m. to 8:30 p.m. (Poppy Room)
- February 28: City Council Chamber 6:30 p.m. to 8:30 p.m.
- March 1: Laguna Town Hall Outdoor 4:00 p.m. to 6 :00 p.m.
- March 1: Laguna Town Hall 6:30 p.m. to 8:30 p.m.
- March 2: Outdoor location TBD 4:00 p.m. to 6 :00 p.m.
- March 2: City Council Chamber 6:30 p.m. to 8:30 p.m.
- March 3: Sheldon outdoor location TBD 4:00 p.m. to 6 :00 p.m.
- March 3: The Barn 6:30 p.m. to 8:30 p.m.

Staff will look to provide both fully virtual meetings, in-person hybrid meetings, as well as hybrid outdoor workshop events (weather permitting). The manner in which community meetings take place will be subject to change based on Sacramento County health orders. Advertising of the workshop events will occur via advertisement in the *Elk Grove Citizen*, use of City social media channels, and the workshop schedule will be sent to regional media sources and contacts made to date.

Staff have reached out to community organizations (non-profit organizations, census outreach contacts, faith-based groups, homeowner associations, and other community groups) to invite their participation, offer scheduling of redistricting introductions at their gatherings and events, and seek to coordinate optimal dates for general teleconference or potential in-person events. In addition, staff also contacted regional Chambers of Commerce and reached out to media contacts (television, radio, print, and online sources) with an invitation to follow the City of Elk Grove redistricting process with their subscribers (these contacts included media organizations that serve language minority communities).

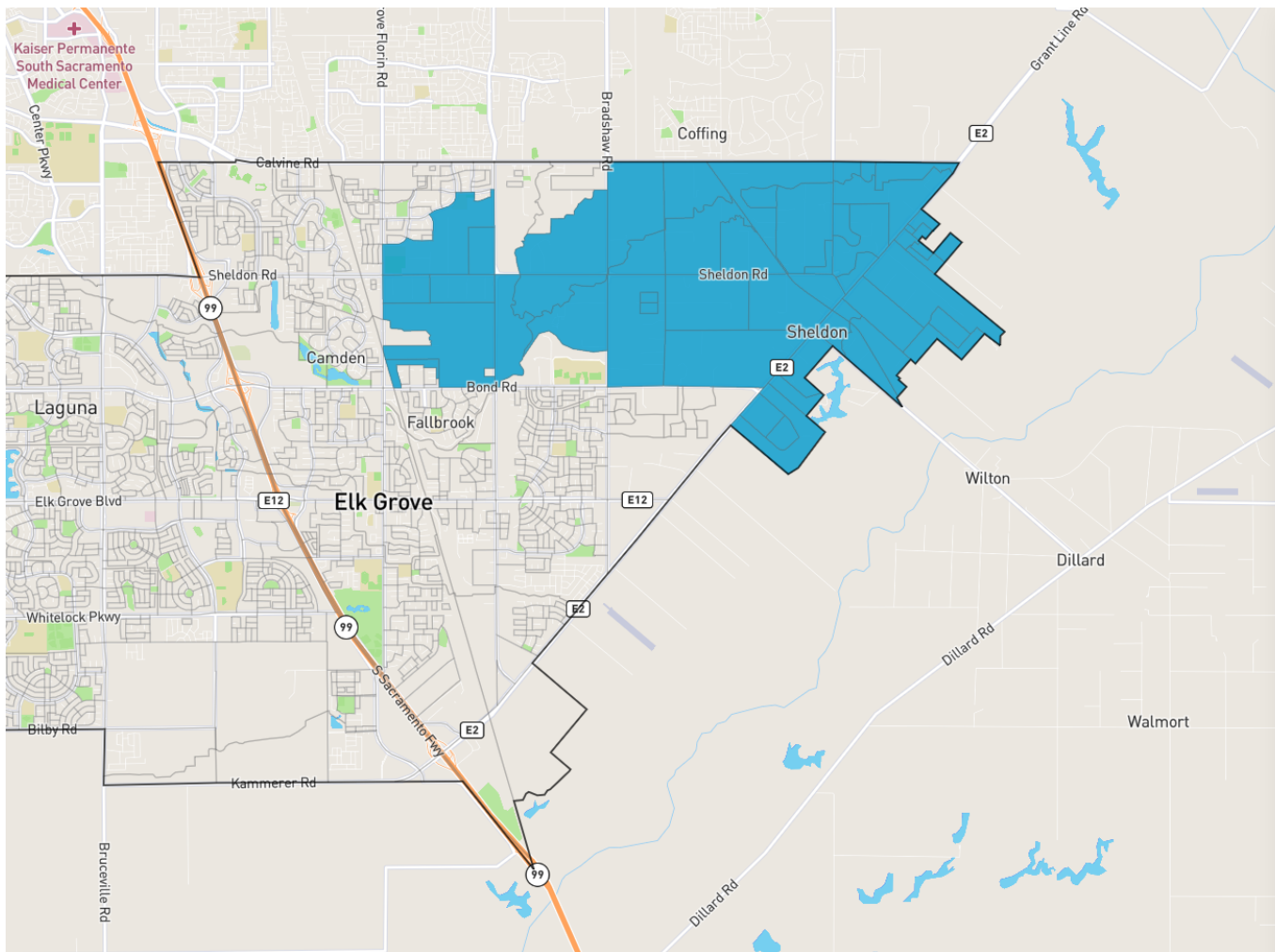
In relation to future public hearings on redistricting, staff will target placement of the agenda item at a consistent, set time of 7:00 p.m. to address matters related to redistricting, providing a consistent start time of redistricting discussions before the City Council throughout the process. This may require some movement of the public hearing item any given night based on participation and timing of other matters on the agenda. The in-person workshops will target being offered at a similar timeframe in the 6:30 p.m. to 8:30 p.m. window. The targeted timeframes for open “teleworkshops” and walk-up events will be from 4:00 p.m. to 6:00 p.m. (to provide settings in the waning hours of daylight of the day for the walk-in participants).

FISCAL IMPACT:

Support for redistricting is budgeted in the FY 2021-22 Budget of the Office of the City Clerk.

ATTACHMENTS:

1. Examples of staff-generated community of interest maps
2. Local Update of Census Addresses 2020



About redistricting

About the data

Save plan

Districtr homepage

New plan

Print / PDF

Export Districtr-JSON

Export assignment as CSV (these units)

About import/export options

tracts and may exceed Rural Area boundaries.

These details are updated automatically

▼ Important Places



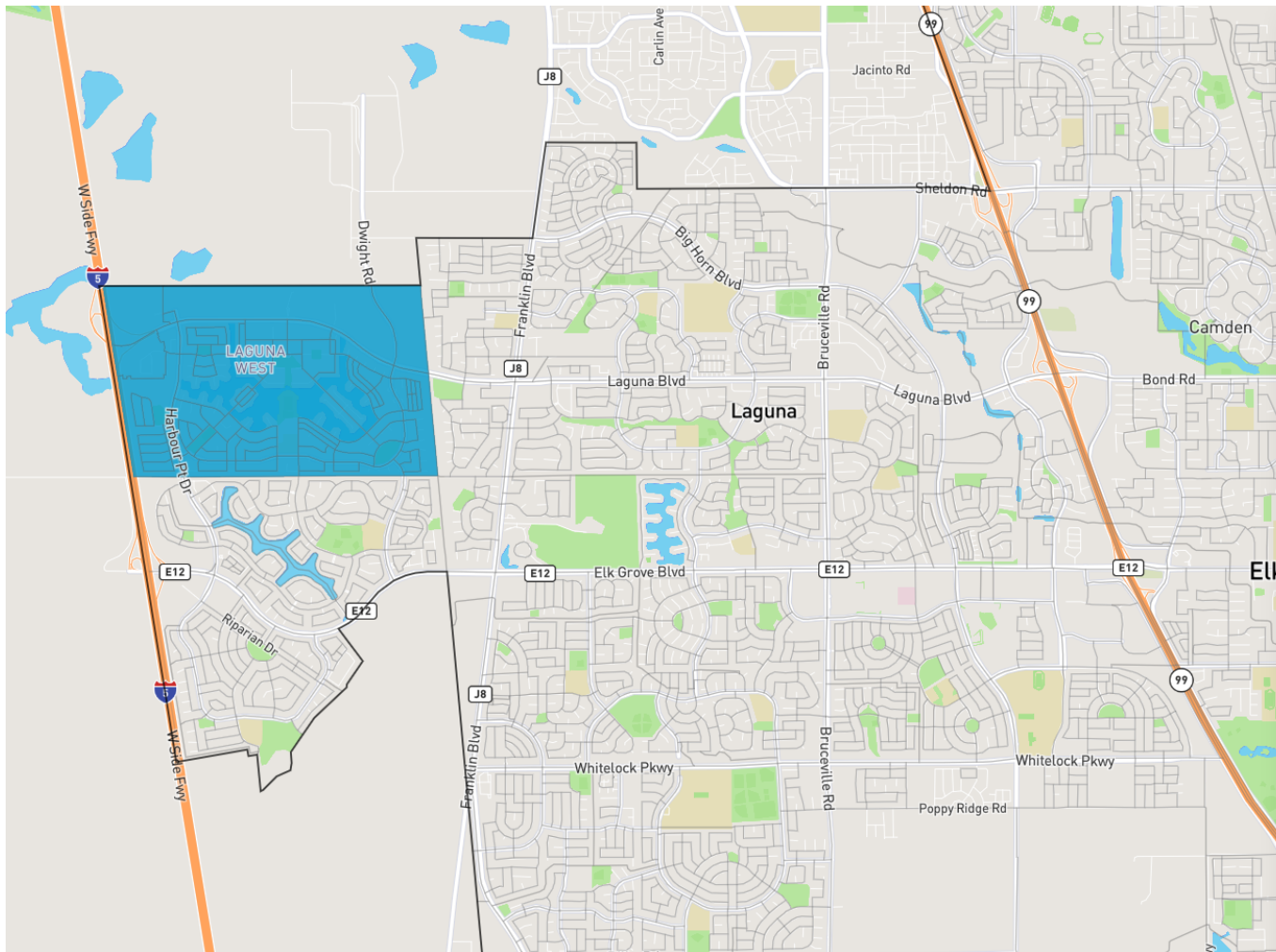


Communities of Interest

 Rural Area Map

This area is identified by the Rural Area Map.

Boundaries are in excess as the areas are based on Census 2020 blocks and tracts and may exceed Rural Area boundaries.



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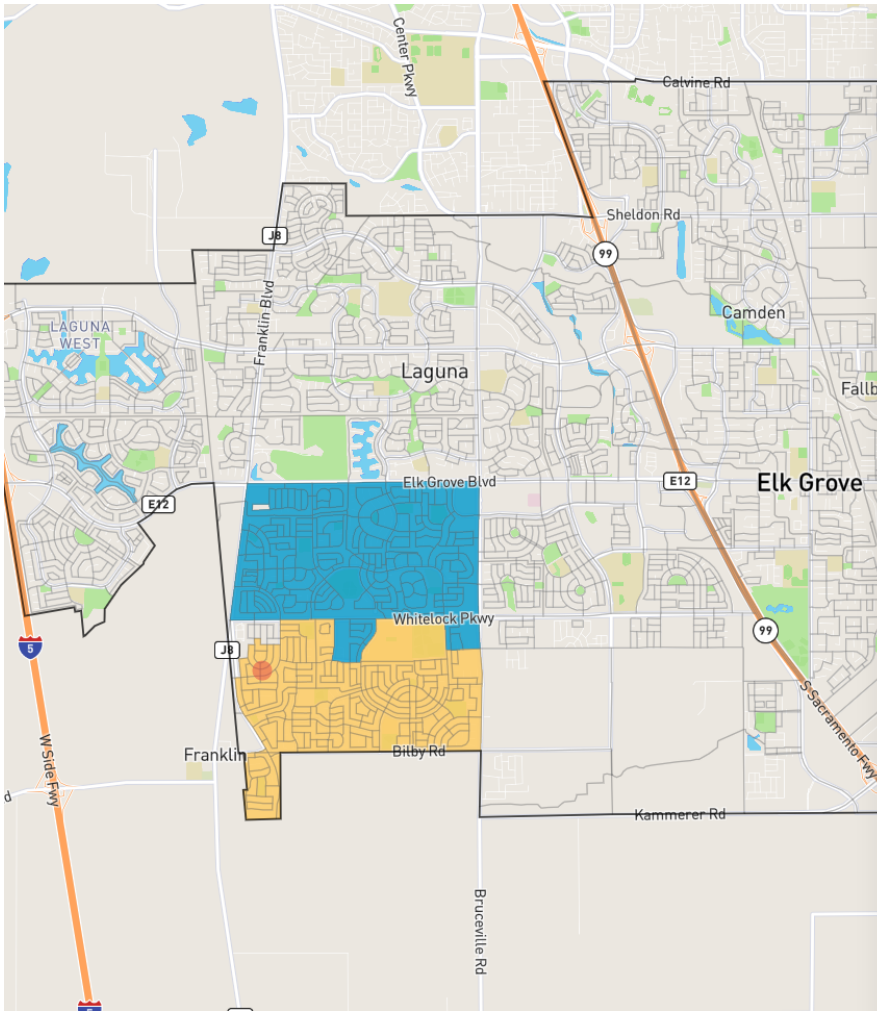
▼ Important Places



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Communities of Interest

- Laguna West Service Area
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▼ Important Places



SELECT

New Point 1

PLACE NAME

Describe this point

Communities of Interest

 **Poppy Ridge**

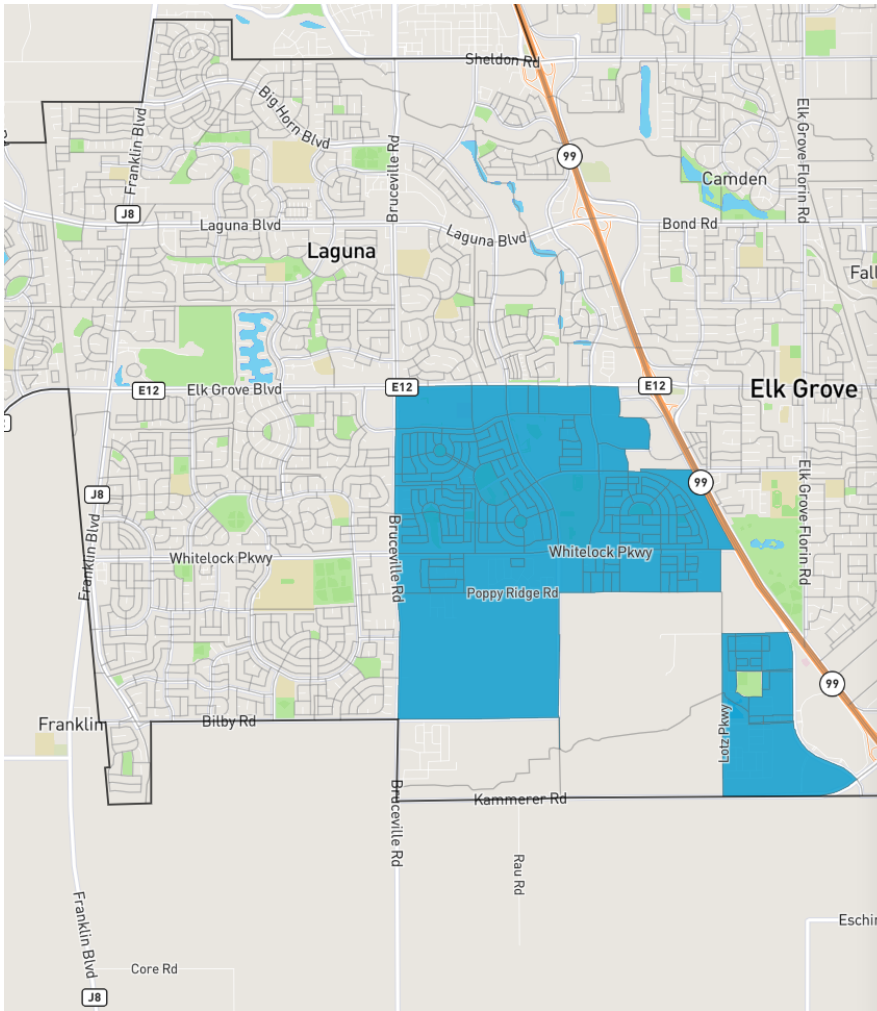
Included a former special plan area and is based on the boundary of Community Facilities District 2002-1

 **Poppy Ridge**

Included a former special plan area and is based on the boundary of Community Facilities District 2003-1

Important Places

New Point 1



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block divisions)

These details are updated automatically

▼ **Important Places**

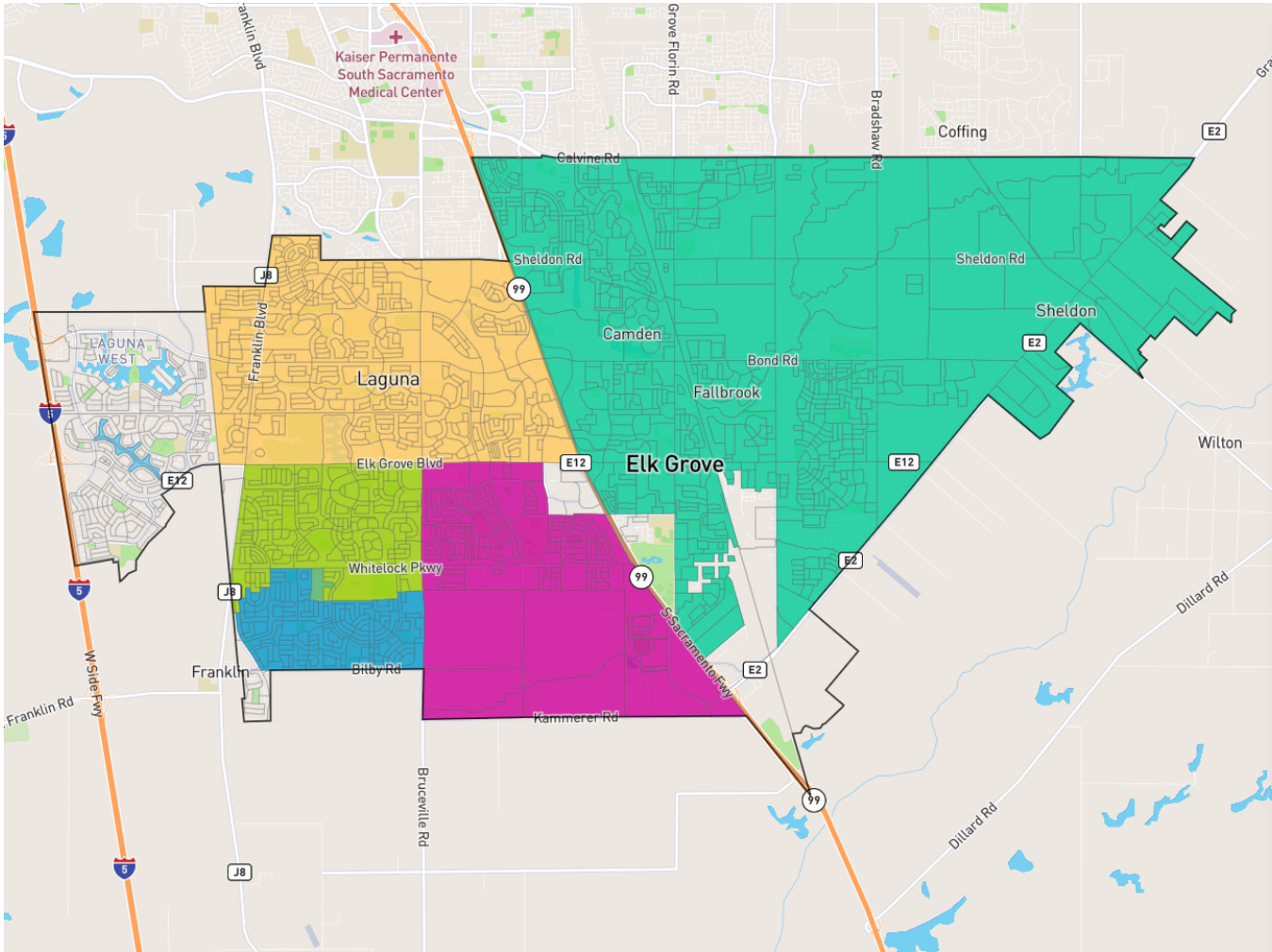


Communities of Interest

 **Laguna Ridge**

Based on a special plan area and Community Facilities District 2005-1.

(Area north of Kammerer Road over expanded due to limits of 2020 Census block divisions)



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▼ **Important Places**



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Communities of Interest

 SMD Zone 1

 SMD Zone 2

 SMD Zone 3

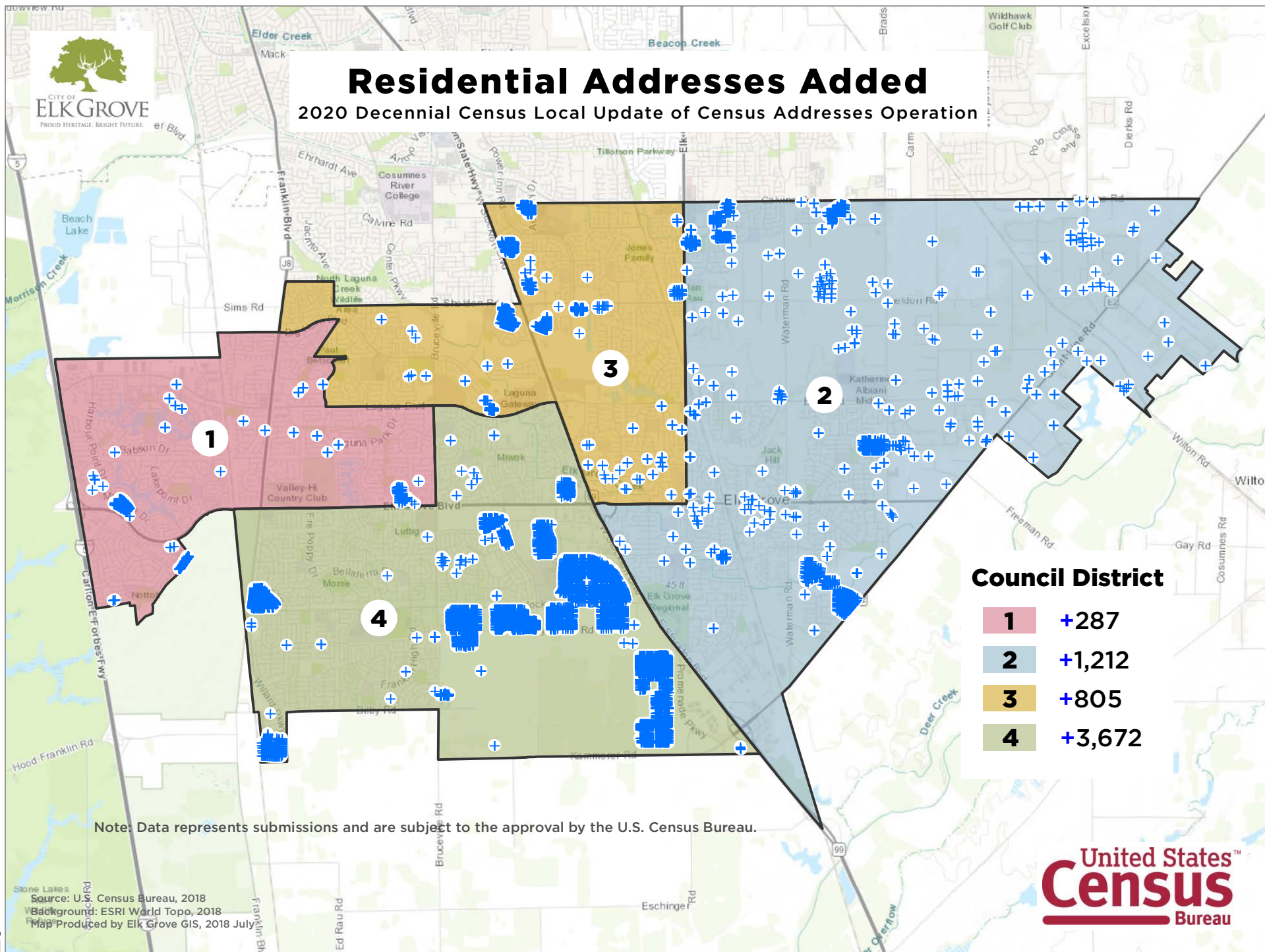
 SMD Zone 4

 SMD Zone 5



Residential Addresses Added

2020 Decennial Census Local Update of Census Addresses Operation



Council District

1	+287
2	+1,212
3	+805
4	+3,672

Note: Data represents submissions and are subject to the approval by the U.S. Census Bureau.

Source: U.S. Census Bureau, 2018
 Background: ESRI World Topo, 2018
 Map Produced by Elk Grove GIS, 2018 July

