



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: William A. Gilchrist
Director, Department of
Planning and Building

SUBJECT: SUPPLEMENTAL – Redistricting
Commission – Charter Report

DATE: September 25, 2023

City Administrator Approval 

Date: Sep 28, 2023

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The 2021 Redistricting Commission’s Charter Report.

REASON FOR SUPPLEMENTAL

During the Rules and Legislation Committee (Committee) held on September 14, 2023, the Committee requested that staff respond to the following questions regarding the 2021 Redistricting Commission Charter Report: (1) additional information regarding multi-language communication, (2) mapping and outreach consultant selection and (3) the process for determining communities of interest. Staff researched past Commission discussion and correspondence to provide the following response to the Committee’s inquiry.

In addition, staff is providing the following additional attachments supplementing the original package:

1. Commission Charter Report revised, as directed by the Commission to correct typos, revise formatting and to provide missing information. **(Attachment A)**
2. Equity Analysis report prepared by Darlene Flynn, Director of Race and Equity. **(Attachment B)**

ANALYSIS

Responses to the Committee’s questions follow:

Multi-language Communications – The consultant, Eastside Art Alliance, who was a local small business enterprise (SBLE) approved by the City Council for this work on September 8, 2021, included English and Spanish in their proposal. However, to supplement, the Commission made its materials available in the most commonly spoken languages (English, Spanish, Chinese, Vietnamese) in the City of Oakland (City). Specifically, the Commission’s communications committee published its outreach items, like [postcards](#) and a [redistricting informational sheet](#) in all four languages.

City Council
October 3, 2023

Rationale for choosing mapping consultant – The Request for Proposal (RFP) process for a mapping consultant began before the Commission was fully formed and operating. According to the consultant selection committee, no local firm responded to the RFP. Three non-local firms responded to the RFP, and on February 19, 2021, the Commission selected Redistricting Partners, an expert firm based out of Long Beach California with experience in Northern California as the mapping consultant.

Working with communities of interest – The Commission’s outreach strategy (developed by the Commission before the consultant arrived) was to undertake expansive engagement centered on Community Based Organizations ([CBOs](#)) and their related networks,, including faith based organizations, neighborhood crime prevention councils, citizen activists (via town halls, City Council meetings, Oakland Unified School District meetings, Parent Teacher Associations meetings, and individual community leaders across all of Oakland). This outreach was conducted and Commission engagement with the listed CBOs served to link the Commission with their networks of organizations, groups and individuals. Although the Report does not explicitly define Communities of Interests, the Report includes recommendations for discussion, and measuring and weighing of public comment that serves to establish a working understanding of Communities of Interest (see page 47 and page 50 of the Charter Report).

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report On The 2021 Redistricting Commission’s Charter Report.

For questions regarding this supplemental report, please contact Corey Alvin, Planner IV, at (510) 238-6316.

Respectfully submitted,



William A. Gilchrist
Director, Department of Planning and Building

Attachments (3):

- A. [Oakland Redistricting Charter Report](#)
- B. [Equity Assessment by Darlene Flynn](#)

Attachment A



**Oakland Redistricting
Commission
Charter Report
2020-2023**

Preface

In February 2022, the Oakland Redistricting Commission adopted a new district map for the City of Oakland. The new map was adopted after more than a year of training, meetings, and community engagement, in preparation for redrawing the district boundaries for the city's seven city council and school board districts.

This is the first Charter Report issued by the first independent Oakland Redistricting Commission, as mandated by the Oakland City Charter:

“The Commission shall issue a report that explains the basis on which the Commission made its decisions in achieving compliance with the criteria [sic] and shall include definitions of the terms and standards used in drawing the final plan.”

This report chronicles the timeline of Oakland's first community-led redistricting process. The report addresses the Commission's goal to conduct a fair, open and equitable redistricting process in the public forum. If the Commission could achieve this, then it could achieve equitable outcomes for Oaklanders in a fairly drawn map. This goal was tempered by the burden of a steep learning curve, high expectations, abbreviated timelines for deliverables, and the inevitable appearance of political maneuvering. All of these complicated an already complex and highly charged process. This report identifies the challenges faced by the Commission during an unprecedented global health pandemic, which limited public meetings to virtual teleconferencing, and directly impacted the Commission's community outreach efforts.

The goal to produce a new citywide map with equitable outcomes for Oaklanders is a direct result of a history of redistricting by politicians and their allies. This history of redistricting has systematically disenfranchised many communities and entire districts from effective representation in our city government. The hope invested in a community-led redistricting process is rooted in the hope for equity.

What does equity mean in the redistricting process?

An equitable district map would address, for each district: population; eligible, registered and likely voters; communities; educational resources; and civic resources. This list is not exhaustive, as the redistricting process revealed.

For each district, its residents should have:

- Access to city resources and services
- Access to city government
- Representation in city government
- Understanding the value in voting
- Participation in the electoral process

The redistricting process is complex. It requires preparation, strategy, planning, budgeting, outreach and compassion. Commissioners require ongoing training, education and an application of that new knowledge in the context of transparency and fairness. A fair and equitable redistricting process requires extensive community efforts that should start far in advance of the release of the census data. It was important to the Commissioners that identifying challenges was balanced with recommendations for addressing those challenges in the future. As Oakland's mapping process progressed, and as the mandated deadline approached, public comment made it clear there was concern and frustration with the community outreach efforts made by the Commission. The Commission hopes this report addresses the public's comments and concerns.

What did we learn from an independent redistricting process?

1. The redistricting process should be conducted in the public forum. All Oaklanders are to be invited and encouraged to participate.
2. The redistricting process can be led by an independent, non-elected group of residents of Oakland.
3. The redistricting process could be fair, equitable and transparent only as a result of extensive community outreach.
4. Public comment should be submitted and shared in multiple ways and should be organized and accessible to the public.
5. Public comment could be weighed alongside statistical data that supports or refutes comments and anecdotes.
6. Milestones can be identified in every stage of the redistricting process. Measurable outcomes can be assessed with every milestone and at every stage of the process.
7. A single map will not make everyone in Oakland happy. However, a single map can make a lot of people happy and a lot more people aware and prepared for the next redistricting.

This Oakland Redistricting Commission is honored to have served the people of Oakland for the past two+ years. We are a group of Oakland residents who volunteered for work that offers an incredible opportunity to participate as non-politicians, for the first time, in a civic, legal, and politically charged process. Fortunately, our work required engaging with Oaklanders who live all over the city. However, we acknowledge that many more Oaklanders were needed to participate. For all who did participate, we credit you with enriching our experience. As the report will testify: to serve our city was an honor, a responsibility, a challenge, and an incredible learning experience.

The Oakland Redistricting Commission

Oakland, California, January 2023

Commissioners

Benjie Achtenberg

Amber Blackwell

Daniel Chesmore

Gloria Crowell

Lilibeth Gangas

Shirley Gee

Stephanie Goode

Masoud Hamidi

Paul Marshall

Tracy McKnight

Diana Miller

Tejal Shah

Bharat Singh

Jan Stevens

Mary Velasco

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Introduction

In late 2013, Oakland residents began to discuss the possibility of creating an independent Redistricting Commission for our city, largely modeled after the State of California Citizens Redistricting Commission, which had already been established. The purpose of this city commission would be to attain a transparent and apolitical process of redrawing lines for the election of the Oakland City Council Members and the OUSD School Board Directors. The organizations and individuals present during these public discussions, in which anyone could participate, included The League of Women Voters, the Urban Strategies Council, the Alliance of Californians for Community Empowerment Action, Oakland Rising, and City Council members Libby Schaff and Dan Kalb. Additionally, guidance was provided from the Irvine Foundation and the Greenlining Institute. A larger net was cast for public input using online surveys. As a result of these discussions and suggestions, the Oakland Redistricting Commission ballot measure was put forth to voters in 2014 as Measure DD. This measure passed with a 61.45% vote of “yes”. The Charter of the City of Oakland was therefore amended to include Section 220: Redistricting of School Board and City Council Districts.

To explain the redistricting process, and how the Oakland Redistricting Commissioners are selected, here is a summary of Measure DD, provided by City Attorney Barbara Parker:

“Every ten years beginning in 2021, the Commission would conduct a redistricting process. The Commission’s meetings would be open and public with notice and agendas required by state open meeting law and Oakland’s Sunshine Ordinance. Commissioners would be required to disclose all contacts regarding matters related to the Commission’s redistricting role and process.

The Commission would consist of thirteen (13) members who would be appointed in accordance with the procedure specified in the measure. Membership on the Commission would be open to all individuals who resided in Oakland for three years preceding the date of their application.

The City Administrator would manage the application process, ensuring that the pool of applications meets specified standards of diversity and qualifications and that the qualified pool includes at least forty (40) individuals and at least three applicants from each existing City Council district. Persons with “conflicts of interest” as defined by the measure would be ineligible for membership on the Commission and would be removed from the pool.

Next, a three-member screening panel composed of a retired judge, a volunteer law student or public policy student and a local, nonprofit good government organization would narrow the pool to thirty (30) applicants. The City Administrator would select the screening panel based on criteria established by regulations drafted by the City Attorney and approved by the City Council. The screening panel would select the most qualified applicants to perform the Commission’s duties who reflect the geographic, racial, ethnic, and economic diversity of the City of Oakland; the pool must include at least two applicants from each Council district. Then the City Clerk would randomly draw six names.

Finally, the six randomly selected Commissioners would select seven additional Commissioners and two alternate members from the remaining applicant pool. "A Commissioner shall be ineligible, for a period of ten years beginning from the date of appointment, to hold elective public office for the City of Oakland. A member of the Commission shall be ineligible, for a period of four years beginning from the date of appointment, to hold appointive public office for the City of Oakland or Oakland Unified School Board, to serve as paid staff for or as a paid consultant to Oakland City Council, or any member of the City Council or Oakland School Board, to receive a non-competitively bid contract with the City of Oakland, or to register as a lobbyist. This four-year ban on having a paid consultancy or entering non-competitively bid contracts applies to the member individually and all entities for which the member is a controlling person".

The City Administrator's office followed protocol per Section 220 of the Oakland City Charter. The three- person screening panel conducted interviews from June 23rd through July 16th, 2020, and subsequently narrowed the qualified field to thirty applicants.

On Wednesday, July 22nd, 2020, the names of the first six Commissioners were randomly selected: Jan Stevens (District 1), Benjie Actenberg (District 2), Lilibeth Gangas (District 3), Diana Miller (District 4), Stephanie Goode (District 5), and Mary Velasco (District 6).

These six Commissioners, over the course of several meetings and with use of criteria and data around geographic, racial, ethnic, age, and economic diversity, selected the remaining seven Commissioners: Tracy McKnight (District 1), Shirley Gee (District 2), Amber Blackwell (District 3), Paul Marshall (District 4), Martha Hernandez (District 6), Gloria Crowell (District 7), Tejal Shah (District 7); and two Alternate Commissioners: Masoud Hamidi (District 5), and Daniel Chesmore (District 6).

In early January 2021, Martha Hernandez resigned, and Masoud Hamidi became a voting member of the Commission. Bharat Singh (District 5) was chosen as a new Alternate Commissioner. A year later, in January of 2022, Tracy McKnight resigned, and Bharat Singh became a voting member of the Commission.

Committees and Consultants

Ad-Hoc Committees

The Commission created ad-hoc committees early in its tenure, to help the Commission perform its duties and to perform work such as research and investigation, planning and strategy, and outreach and networking. The first committees were:

- Bylaws and Rules of Procedure;
- Community Outreach;
- Communications; and
- Consultant Selection.

Additional ad-hoc committees were later formed to better support community outreach and networking, These were the Government & School Board, Faith-Based Organizations, Community-Based Organizations, and the Media committees.

By majority vote, the Commission could delegate work or assignments to the Ad-Hoc Committees. Committees presented outcomes, deliverables and additional work. The Commission could also vote to amend and/or approve draft documents and scopes of work for each committee. The Chair also had discretion to create new ad-hoc committees based on the need for additional work.

Although there was not a specific ad-hoc committee formed for the Chair and Vice Chair selections, we have included a section describing the process and outcomes following the Bylaws & Procedures committee description.

Bylaws & Procedures

This Committee, with city staff assistance, would be responsible for drafting and proposing bylaws and rules of procedure to the Commission. Examples of items that need to be determined include but are not limited to:

- Speaking time allotment for public comments.
- Setting Agenda posting deadline beyond the 72-hour minimum posting requirements.
- Setting time limits on action item discussion.
- Maximum time for Commission meetings.
- Process for disclosing contact outside of Commission meetings.
- Rotation schedule of Chair and Vice Chair, if rotation is elected.
- Powers and authority to the Chair and Vice Chair.

Chair and Vice Chair Selection

The assignments of Chair and Vice Chair were determined by a simple survey of all the Commissioners, who expressed their individual interest to assume either or both roles during three-month cycles. The schedule for the rotating Chair and Co-Chair was set in November 2020.

The roles of the Chair and Vice Chair are as follows:

Chair

- Preside at all meetings of the Redistricting Commission, which includes managing and leading discussion.
- The Chair is accountable to the Commission in setting and executing policy and shall also perform such duties as may be assigned by the Commission.
- Finalize the Agenda for Commission meetings with the assistance of city staff and Vice Chairs.
- May call special meetings of the Commission.
- Represent the Commission in meetings or communications with local officials and the public.

Vice Chair

- In the absence of Chair, or at the Chairperson's request, preside at meetings of the Commission, which includes managing and leading discussion.
- Work with the Chair and City staff in finalizing the agenda for Commission meetings.
- At the request of the Chair, may represent the Commission in meetings or communications with local officials and the public.

Challenges

Chairperson and Vice-Chair were volunteers and everyone who wanted to chair or vice chair responded to a survey which was used to assign commissioners to each role for a voted-on period of three months. The bylaws and description of the role functions were not always clear. This was evident when a Chair had their own opinions to share while at the same time were supposed to be objectively facilitating the Commission meetings.

The pace of work by the Commission was initially slow. Work increased after the delayed census data was finally released in late summer of 2021, with the most significant output coming with the arrival of the outreach consultant and the start of the mapping process.

This rhythm was noticeable as short, procedural meetings gave way to long meetings that lasted several hours. These long meetings involved significant public comment and longer agendas. The official role and capacity of the Chair was evidently tested during this evolution of meeting activity, with greater volume of public input and increasingly impactful discussions among the Commissioners.

Recommendations

Clearly define the expectations and limits for the Chair and Vice Chair roles so that meetings are run without bias. The Chair should set the example for all Commissioners to be objective and fair with respect to following the Bylaws, to ensuring that differences of opinion among Commissioners are explained or acknowledged, and to address legitimate concerns from the public.

Some ways the Chair and Vice Chair can ensure fairness and equity in meetings include:

- what agenda items to include or not
- the order of agenda items
- amount of speaking time
- how decisions are made or not
- acknowledging the need for expert support and consultation, especially as regards charged and thorny issues

Consultant Selection

On October 2, 2020, City staff released a Request for Proposals (RFP) to identify consultants that can work with the Commission on drawing the district maps. Per the City Charter, the Commission is responsible for approving the consultant and therefore, staff requested Commissioners to assist in the interview and selection process. This resulted in staff and no more than four (4) Commissioners making a recommendation to the full Commission on the consultant that will be hired.

Consultants Selected

Redistricting Partners, Mapping Consultant

Government & School Board

The Government & School Board ad-hoc committee was formed with the purpose to participate in mayoral and city council meetings, school board meetings, and neighborhood meetings. The committee tracked recurring meetings, special meetings, and newsletter publications. The committee invited all Commissioners to schedule their participation at virtual meetings and do presentations on the behalf of the Commission.

Outreach

The goal of the Outreach Committee is to assist the Commission in reaching as many Oakland residents as possible, educating them on what the redistricting purpose and process is and what it personally means for them as an Oakland resident. We will create transparency through delivering a clear message that promotes understanding of how redistricting works and benefits both residential and business owners and renters. We will share what redistricting implications will be for residents over the next ten years and what their thoughts, concerns, and hopes are.

Identify outreach methods which are a combination of phone banking, survey distribution via email, text, and social media. In person outreach will happen on a limited basis and be conducted by Commissioners

- Get numbers from census to start analyzing the new population demographics
- Create outreach timeline and benchmark activities
- Create final report timeline and benchmark activities
- Create census data analysis timeline and benchmark activities
- Create outreach survey questions and distribution timeline and benchmark activities
- Contact outreach partners to assist in contacting Oakland Residents timeline and benchmark activities
- Create outreach partner contact list with Commissioners at next meeting
- Decide with commissioners how we want to capture and format data analysis at next meeting

Communications

The Communications Ad Hoc Committee was tasked with developing messaging that is widely accessible to the community in a timely and responsive manner. The Committee will work and coordinate with other Committees and Commissioners to help advance the Redistricting Commission's agenda and Charter requirements. The Communications Ad Hoc Committee will prioritize working with underserved Oaklanders, groups, and organizations in bringing awareness to the redistricting process.

The committee proposed:

- Develop and finalize a communications toolkit (i.e., talking points, flyers, social media posts, etc.) for the Redistricting Commission.
- As materials are created, this Committee will contact organizations of interest and request they share the Commission's marketing materials with their networks. The Committee will also respond to follow up questions from these organizations, should questions be received.
- To coordinate with and support the Community Outreach Ad-Hoc Committee.
- To coordinate with city staff in organizing and updating the Commission's website.
- To coordinate with city staff to draft and finalize press releases to summarize meetings and publish announcements
- Develop a contact list of organizations for the Commission and categorize groups by communities of interest.

Faith-Based Organizations

This committee was formed to identify Oakland's Faith-Based Organizations (FBO), engage them in learning more about the redistricting process, and encouraging them to engage their constituents and networks in the redistricting process. The list of FBO's is included in the Appendix.

Community-Based Organizations

This committee was formed to identify Oakland's Community-Based Organizations (CBO), engage them in learning more about the redistricting process, and encouraging them to engage their constituents and networks in the redistricting process. The list of CBO's is included in the Appendix.

Challenges

Some commissioners signed up for numerous ad-hoc committees without understanding the scope of work. Meeting attendance dropped off, especially during the spikes in Covid19, and deliverables were often late or incomplete.

Committees were not allowed to communicate directly with one another and had to rely on Commission meetings to relay information and make requests for additional work. The extremely limited logistics of intra-committee communication resulted in missed opportunities to develop synergy and to achieve common goals.

The commission couldn't communicate directly with the consultants outside of specific commission meetings and live mapping sessions.

Community Outreach was focused on a few populations in Oakland and did not have broad reach to many underserved and underrepresented neighborhoods.

Recommendations

- Initially set up general ad-hoc committees and have each ad-hoc committee create outline of scope of work and deliverables. Add potential sub committees as needed to support ad-hoc committee deliverables.
- Add a training ad-hoc committee to ensure commission remains aware of Charter expectations and legal compliance.
- Rather than disband after the consultant selection process, the consultant selection ad- hoc committee could be the liaison between the mapping consultant and the Commission to communicate the mapping process and answer questions.
- Community outreach may require more than one consultant or consultants with broader reach to community leaders and to networks of communities.

Budget and City Staff

Budget

The Commission's budget is determined by the city and is based on a calculation that references the 2013 redistricting budget. The City Charter states:

"The City Council shall appropriate funds to meet the operational needs of the Commission and any outreach program to solicit broad public participation in the redistricting process of at least the amount spent in 2013 on redistricting adjusted for inflation using the Consumer Price Index. The City Council shall allocate the pro rata share of the total estimated cost beginning in year 2015 and each year ending in two (2) thereafter, in anticipation of the redistricting year."

There were a specific number of budget items, with the bulk of the budget allocated to the mapping consultant.

City Staff

- Deputy City Administrator - Richard Luna - April 2020 thru December 2021
- Environmental City Planner- Corey Alvin - December 2020 thru January 2023
- Acting Deputy City Administrator- Felicia Verdin – December 2021 thru January 2023
- City Attorney Office- Mitesh Bhakta - December 2020 thru January 2023

City staff was appointed to provide the necessary resources and assistance that the Commission relied on to do its job. As the commission was grateful for everything the city staff had done, there are challenges that need to be worked on for the next commission. A dedicated city staff is required to perform all of the administrative work that happens before, during and after public meetings. The city staff maintained the Commission's website and controlled access to its social media accounts. The city staff produced the Commission's meeting agendas and meeting minutes. The city staff hosted the Zoom meetings and provided technical support. City staff was also responsible for engaging city government authorized vendors for printing and advertising, and for managing contracts with vendors and consultants who performed services for payment. The mapping consultant went through a city government's request for proposal (RFP) process that began before the Commission was formed, and the outreach consultant was selected because of its existing established relationship with city government. City staff served as a liaison to other departments, agencies and the City Council. This scope of responsibilities makes it clear that the next commission's city staff be granted more resources to build a bigger team of several city staffers with overlapping areas of expertise, with access to critical city resources such as experts, reports, research and data that support the redistricting process.

City Charter Regulations

The City Administrator or his or her designee shall do all the following:

No later than January 1, 2020, and in each year ending in the number zero (0) thereafter, initiate and widely publicize an application process, open to all residents of Oakland who meet the requirements of subdivision (D)(1), in a manner that promotes a qualified Commissioner applicant pool that is large and reflective of the geographic, racial, ethnic, and economic diversity of the City of Oakland. This process shall remain open until April 1, 2020, and in each year ending in the number zero (0) thereafter.

Create a reader-friendly application available electronically and in hard copies for prospective commissioners and seek assistance from a broad range of community-based organizations in its outreach efforts. Applicants shall attest on the application, under penalty of perjury, that the information provided is true.

Ensure that the pool has at least three qualified applicants from each existing City Council district.

Take all reasonable and necessary steps to ensure that the pool has the requisite numbers, diversity, and qualifications.

The City of Oakland Administrator shall designate staff to support the Commission. The Commission shall approve consultants as needed following a competitive bidding process. Compensation of such persons shall be limited to the period in which the Commission is active.

The City Attorney and the City Administrator, or his or her designee, shall train the Commissioners prior to beginning their work. The training shall cover the open meeting requirements of the Ralph M. Brown Act.

Challenges

The original budget was largely allocated to contracting with a mapping consultant. The original budget did not include funds for a community outreach consultant.

It was challenging for the Commission to understand how to request budget information and how much money was allocated and available for the Commission for the redistricting process. There was a lack of transparency, resources and information provided on understanding the budget process. There were obstacles to accessing resources, information and data analyses from other city departments and a lack of transparency with regard to the protocols for accessing these resources. Although city staff suggested the Commission could request information at any time, the Commission's lack of experience and knowledge made it difficult to know what to ask for. The Commission learned late in its tenure of valuable information that would have been extremely helpful in the redistricting process.

For example, city staff was provided a report early in the redistricting process that was relevant for understanding a demographic data analysis of Oakland's school districts. This data was not provided to the Commission in time for the start of the mapping process.

The Commission deliberated over the course of a few meetings to finally decide to petition City Council for additional funds for community outreach in the Spring of 2021. Additional funds were granted by the City Council after formal written requests by the leadership team were sent to City Council members and their key staff members, followed by verbal requests at virtual City Council budget meetings in May and June 2021.

The new budget funds for the community outreach consultant were managed by city staff and the consultant. The Commission received no additional funds for ad-hoc committee work.

The timing of the availability of funds was out of sync with the Commission's initial outreach goals and resulted in no tangible outreach in the form of radio ads, billboard ads or video production for the website and social media. Although a postcard handout was produced, no other printed materials were produced with the Commission's original budget. The effect of this was not being able to reach out to as many communities as possible, which led to underserved or underrepresented communities not having their voices heard before the draft maps were being drawn. Some commissioners decided to use their own personal money to create printed outreach materials and donated significant time outside of Commission and committee meetings to do community outreach.

There were barriers to directly reaching out to those city departments and agencies that wrote relevant reports based on data analytics and methodologies. Commissioners were not empowered to contact these resources directly, relying on city staff to be the Commission's liaison. The lack of awareness by the Commission of other city resources, had a direct impact on the mapping process. The Commission relied on city staff to suggest and provide information that would help it lead the redistricting process, such as OUSD demographics, civic engagement data, and equity indicators.

For example, Darlene Flynn, who currently leads Oakland's Race and Equity Department, provided a presentation with important data concerning equity during the Commission's training period and much later, after the final draft map was adopted. As recommended elsewhere in this report, invaluable and essential information should be shared with the Commission and the public multiple times during the redistricting process.

As a result of these barriers, city staff had the power to pick and choose which information and resources should be shared with the Commission, making the process of creating a fair and equitable map difficult.

Recommendations

The Commission's budget should not be based on the 2013 or 2015 redistricting budget, as stated in the City Charter. There should be a new calculation for determining the budget, which adjusts for inflation, estimated production costs for printing and media, and industry averages for consultant fees.

The Commission needs to be provided information and a formal mechanism on how to request funds from the city council. The charter rules clearly state that funds should be set aside for the purpose of outreach.

Each ad-hoc committee should be allowed a certain amount of money to be able to use for purposes of outreach, consultants, and other important needs.

City staff should be trained in the proper procedures and priorities based on what is stated in the actual charter.

City staff needs to be more aware of potential city resources and proactive with recommending to the Commission who and what could help the redistricting process.

It goes without saying that if the Commission is relying on City staff for support, then City staff should be able to provide the necessary information on the budget. Funds should be allocated and provided for flyers and other materials prior to the formation of the Commission. If more funds are needed, it should not be the responsibility of the commissioners to have to request but of the City Staff.

It would be good to create a budget subcommittee to allocate and understand where funds should be set aside for when the Commission begins.

Being a commissioner is a volunteer position and the amount of time and effort that it takes to complete the Commission's work should require a stipend for the commissioners.

Materials needed to create maps, software that works, and outreach should have funds dedicated towards the effort of drawing a fair map.

We hope these recommendations can be implemented in either the City Charter or the next Commission's Bylaws. These are recommendations that will help the next commission in their efforts.

Training

Description	Date
Brown Act & Sunshine Ordinance	10/14/20
Measure DD & Section 220	10/14/20
Government Ethics Act	11/12/20
Robert's Rules of Order	11/12/20
Race & Equity Training	12/9/20
Disclosure Requirements by Commissioners – (Rule 13 Rules of Procedure)	12/9/20
California Common Cause Workshop	2/10/21
Public Ethics Training	3/11/21
Redistricting Law & Criteria	7/28/21
Communities of Interest Strategies	7/28/21

Challenges

Trainings were at the beginning of the Commission's term and were early in the process. Trainings were limited in substance and did not result in proper application at critical times during the redistricting process. The Commissioners did not have opportunities to practice the skills or apply the knowledge learned from these passive trainings. Commissioners who came from various experiences and/or expertise may not have understood the application of the training.

Recommendations

Trainings should be done in context. Trainings should be scheduled so they are aligned with the redistricting process, when they are relevant to the criteria mandated by the City Charter. Reviewing the Charter requirements should happen multiple times during the redistricting process. At a minimum, the training for reviewing Charter requirements should occur two weeks prior to the receipt of census data. There should be at least one training offered by the OUSD detailing how the district boundaries are related to, and different from, school attendance boundaries. There should be at least one training from the Department of Race & Equity that presents an analysis of the current district map and an equity analysis of the final two draft maps prior to final adoption. Trainings need to be repeated, especially when new Commissioners become members after the initial selection process. Reminders of the legal and ethical guardrails should be provided, either through additional training sessions or as part of each meeting's agenda.

Meetings

The Commission held regular monthly meetings on the second Wednesday of each month at 5pm, beginning in October 2020. Special meetings were scheduled as needed to accommodate special activities, presentations, workshops and to address additional business. Live mapping was conducted during both general and special meetings. All Commission meetings were publicly held and required a quorum of at least nine Commissioners for the start and duration of the meeting. Meeting agendas included an Open Forum at the top of the meeting and public input was encouraged for each agenda item. City staff posted the meeting agenda and Zoom link to the Commission's website approximately one week prior to the respective meeting. Meeting links and agendas were emailed to the Commission's mailing list.

Each meeting was primarily led by the Chair, along with two Vice Chairs. City staff members provided the technical infrastructure, administrative support for producing agendas, distribution of written public comment, and legal counsel. City staff members were available to answer procedural, historical and other types of questions raised by Commissioners and the public. The roles of Chair and Vice Chairs were determined by a simple survey of all the Commissioners, who expressed their individual interest to assume either or both roles during three-month cycles. The schedule for the rotating Chair and Co-Chair was set in November 2020.

Challenges

The public attendance at the meetings was very low in the first several months of 2020. Public attendance significantly increased as the easing of pandemic restrictions allowed for in-person outreach and the outreach consultant officially began their work. As the redistricting process entered the mapping phase, public comment increasingly pointed to a lack of awareness about the redistricting process – what is it, why does it matter, the deadline to produce a new map, and who was involved.

The meetings were facilitated by the current Chair with guidance from City Staff, including the project manager and the city attorney. This balance offered a fair and transparent facilitation and relieved any one person from leading a meeting. The Commission's Bylaws & Procedures defined the role of the Chair and the Vice Chairs as responsible for setting meeting agendas and to manage the meetings. The Chair was the representative of the Commission when interacting with city government, city council, civic organizations, and members of the public.

The Bylaws and Procedures followed a template that is used by other city commissions and boards. The template did not specifically provide tools for addressing the issues that eventually arose during the redistricting process. These issues were not limited to: anticipating key topics that would later arise during the mapping phase and proactively planning directed discussions around those key topics; anticipating the need for more live mapping sessions, workshops and training; directing ad-hoc committees to pursue specific activities as a result of discussion and public comment; and, perhaps most importantly, a mechanism for resolving "worst case scenarios" which occurred when the Commission was divided or deadlocked when trying to reach critical decisions. The Bylaws and Procedures ultimately provided a generic managerial role for the Chair, which allowed for adherence to a strict definition of the role of Chair and Vice Chair by some who served and allowed for a generous interpretation of those roles by others.

Each of the seven districts was represented by at least one Commissioner. There was limited discussion about how that representation should come to bear on the redistricting process. Some Commissioners felt strongly about representing their district and their district's needs and interests. Other Commissioners felt it was important to balance the needs and interests of communities across districts and across the entire city. This debate continued throughout the process and intensified as draft maps were drawn.

As the charter deadline approached, it became necessary that the Commission conduct more, and more frequent, meetings. This was limited by the schedule imposed for setting and distributing the agenda, which in some cases prevented the Commission from conducting business that was urgent and timely, and also interfered with the mapping consultant's ability to publish draft maps and the corresponding population analysis in a timely way. When it became known that a new map would not be adopted by the charter deadline of December 31st, the pressure to come to a majority vote on a new map required the Commission to continue meeting in 2022. The Commission lost a voting member and an alternate Commissioner during this time.

Recommendations

The process to produce meeting agendas and to publish the agendas in a timely way for the public should be addressed. For the meeting agendas the Commission recommends: shifting the influence away from city staff to the Commission for agenda development; increasing opportunity for submitting suggestions for meeting agendas; introduce flexibility in the timeline for producing meeting agendas; mapping outreach goals to the meeting schedule.

The role of the Chair and Vice Chairs should be clearly defined with deliberate consideration for the redistricting process and its unique requirements: for the purpose of maximizing open discussion, venturing into historically contentious and difficult topics, thoughtful decision making, and equal access for all participants to express opinion, comment, and concerns during the meetings. The role of the Commissioner as a representative of their district should be addressed early in the process.

It is critical that the public meetings be conducted objectively, evenly, and fairly, with respect extended to everyone in attendance. The next commission should formally address the importance of objectivity and equity and how the Commission can best achieve it. A definition of objectivity and the minimum criteria to be met for all decisions should be defined in the City Charter and/or the Commission's Bylaws and Procedures. All decisions, whether brought by a motion or by the Chair or Vice Chair, should be weighed with these considerations in mind.

Outreach

Initial Commission Outreach

The initial plan was for the Commission to create sub-committees which would focus on different elements of the outreach strategy. This was before the Commission realized a dedicated community outreach consultant was needed. The Commission's original budget, as set by the City, did not include funds for an outreach consultant. The expectation by the Commissioners and city staff was that the Commission would develop and execute its own outreach strategy, with some funds available for printing and advertising costs. The Outreach, Communications, and Government committees each developed strategies, while the committees that targeted Faith-Based and Community-Based Organizations were tasked with generating substantial lists of those organizations and contacting as many as possible.

Though most of these organizations had websites, contact forms and email addresses, many had only phone numbers. Due to the pandemic, many organizations did not have regular office hours, or were understaffed, and were hard to contact. Additionally, given the limitations of social distancing and non-gathering ordinances in place at the time outreach was almost exclusively virtual via email, phone and through video conferencing platforms.

At the time, the main purpose of outreach was to inform the public about the redistricting process that had begun and invite residents of Oakland to weigh in on the process. Commissioners actively sought to engage Oaklanders in the redistricting process as much as possible, despite the constraints of the on-going pandemic.

Though initial excitement and enthusiasm for community outreach was present, it soon became clear that regardless of the pandemic restrictions, the task of outreaching to 400,000+ Oakland residents far exceeded the capacity of the 15 Commissioners.

Bringing in Outreach Consultants

The process to find and hire an outreach consultant took much longer than anticipated, which jeopardized the outreach planning leading up to the first mapping sessions. Additional funds were not available for several weeks after the City Council granted the Commission an additional \$40,000, which precluded initiating the process to retain the consultant. In addition, the census data had not yet been released with delays caused by the pandemic and the federal administration. These were unplanned events that occurred during a crucial time in the redistricting process.

Throughout this time, the Commissioners continued to outreach via phone and virtually to different organizations and community groups with the hope that they would in turn reach out to their networks to share more information about the on-going redistricting process.

Restrictions for in-person gatherings started to lift in Fall 2021, which offered long awaited opportunities to do in-person community outreach. Some of these activities included town halls, farmers markets, festivals, and community organization gatherings. Individual commissioners volunteered to do in-person outreach, meeting Oaklanders, promoting the Commission's work and goals, gathering public comment, answering questions about redistricting, and registering email signups for Commission news and meetings. This was successful, albeit on a small scale. The Commission had produced printed materials for tabling at markets and festivals before the outreach consultant was officially under contract.

Although there was enthusiasm from all Commissioners to participate at in-person outreach events, the pandemic

remained a threat, hindering the capacity of the Commission to work to full effect.

The welcome addition of the community outreach consultant offered relief and new challenges for the Commission's outreach efforts. Although the three committees dedicated to outreach and communications remained active, there was a transfer of duties and expectations to the consultant, reinforced by city staff. A sense of easing of duties amongst the committees occurred simultaneously with the need to ramp up outreach to "catch up" with the previous slow pace of strategy, implementation and outcomes. The consultant developed an outreach strategy and a methodology for capturing results and outcomes, and they performed needed services, such as networking, scheduling, active engagement, new content development and design. Outreach, under the direction of the consultant (Outreach by Design and Eastside Arts Alliance) continued throughout the redistricting process and contributed to bringing in more varied voices and perspectives into the process. The outreach consultant's final report is included in the Appendix as a separate document.

Enhanced Outreach

The Commission continued to work towards its outreach goals by contacting and presenting to the public at virtual town hall meetings, which were actively advertised by the outreach consultants. Many stakeholders from across the city hosted and participated in these town halls at various points in time in the process. Those stakeholders included political organizations, civic associations, communities of interest, City Regional Service Centers, Citizens Advisory Boards, and the public. Every member of the Commission participated in virtual townhall meetings and heard from Oaklanders of their needs, wants, and desires for redistricting.

The consultants had posters made in multiple languages as well as a short, animated video, all briefly explaining what redistricting is and how residents could participate in the process. These were shared widely, but mainly through the City of Oakland website and listservs.

Once census data was received and the Commission began iterating on maps and talking about actual lines and boundaries and their historic and future implications, many more Oakland residents and stakeholders began to engage in the process. Throughout the process, the Commission received over 500 individual written comments after maps were presented for consideration as well as numerous verbal comments during the virtual meetings.

Dozens of maps were digitally drawn by Oaklanders and were submitted for the Commission's consideration. The breadth of needs and wants expressed by the public was immense. Commissioners realized that tough choices were necessary for any map that divides the city into seven districts. Over 100 comments were received after a single map was voted upon by the Commission.

Challenges

In the beginning of the process, with census data delayed, outreach was exclusively descriptive and invitational, and therefore not very engaging to the public. There were no maps to critique and no way for the public to provide their own maps, yet.

Once the consultants created informative content to share and were out in the field, there was a sense of disconnection and lack of direction between the outreach consultant and the Outreach and Communications committees, which may have come from the late entry of the consultant into the process and further misunderstandings about roles and responsibilities. Some outreach projects proposed by the committees and the Commission did not come to fruition, such as billboard and radio advertising, and sending a simple informative mailer about the redistricting process to all Oakland residents. It was not clear if the outreach consultant or the City of Oakland did not support these additional methods of outreach, but nonetheless, they did not occur.

Despite all the work of the outreach consultants, the fact that most meetings and communications were virtual left out tens of thousands of Oakland residents, especially those who are most impacted by poverty and lack of high-quality city services and infrastructure. This was made clear by the lack of diversity in who showed up to Commission meetings and town halls. Only those with consistent internet connections, time, and willingness to sit through hours long Zoom meetings were able to actively participate in the process. Emailed comments, found here on the Commission's website, were received and read by Commissioners but there was no central organizing of the comments, beyond what individual Commissioners did in their own notes. Online survey responses, also found here on the Commission's website, were organized by respondent name and voting district, but not by tally or topic.

There was very little attention paid to the impact of the redistricting process on schools, families, and the school district. Throughout the process, residents and Commissioners were not clear on how the district lines related to, intersected with and were unrelated to school attendance boundaries, which are set by the school district. This led to excessive confusion and misinformation for all. It was left up to individual commissioners with personal knowledge about schools and the district to bring that conversation to the table.

The ad-hoc committees eventually stopped meeting regularly, as they had been since they were formed. This cessation occurred not long after the outreach consultant joined the redistricting process. At the same time, with the release of the census data, the Commission shifted its priority to analyzing the census data, proposing new district lines, debating, and discussing their potential implications. This shift in focus further exacerbated the disconnect between the Commission and the outreach consultant. Additionally, the Commission's project manager and lead city staff member left his office in December of 2021. His departure was unexpected and came at a critical time when public awareness of the redistricting process was rapidly increasing. The Commission was entering the mapping phase, and the charter-specified deadline was fast approaching.

Recommendations

In advance of the formation of a new Commission, city staff should have a marketing plan for engaging Oakland residents in the redistricting process. The plan should include minimum requirements for announcing and promoting the upcoming redistricting process, such as:

- Printed postal mailers that are sent to every address in the city;
- Billboard advertisements;
- Radio public service announcements.

The city should plan to mail at least two informational pieces with the important dates and instructions for participating in the redistricting process to every address.

Every Commissioner should have common knowledge of general points of reference of the city's geography. Commissioners must survey and gain general knowledge of the districts.

Volunteer commissioners or an ad-hoc committee should go out and survey by observation any material points of contention in the mapping process.

The Commission and the ad-hoc committees should identify numerous opportunities and strategies for improving community outreach and all opportunities and strategies must be pursued.

There should be standardized informational presentations created and used when presenting to all stakeholders, both about the redistricting process as well as the current map options at the time. There must also be a way for Oaklanders to share their feedback and for their feedback to be accurately collected and organized for the Commissioners to review and consider. Comments should be minimally tagged for district, topic, and sender. A system for organizing comments would greatly help the Commission understand where comments come from and which topics are priorities, to name a few data points.

Equal attention must be paid to both the implications of the new district lines on the Oakland School Board elections and on the City Council elections. To this end, representatives from both the City Council and from the Oakland Unified School District must be brought into share about how the district lines impact the work of both entities and thereby impact the lives of all Oaklanders. The differences between the OUSD school attendance boundaries and the district lines are critical to understanding the city's redistricting process. Again, further education for the commissioners about these lines, and their impact on Oaklanders' lives must be provided.

An Equity Analysis by the City's Department of Race & Equity should be presented about the current map, so that the Commission and the public can clearly understand the implications of changing district boundaries as the city's population changes.

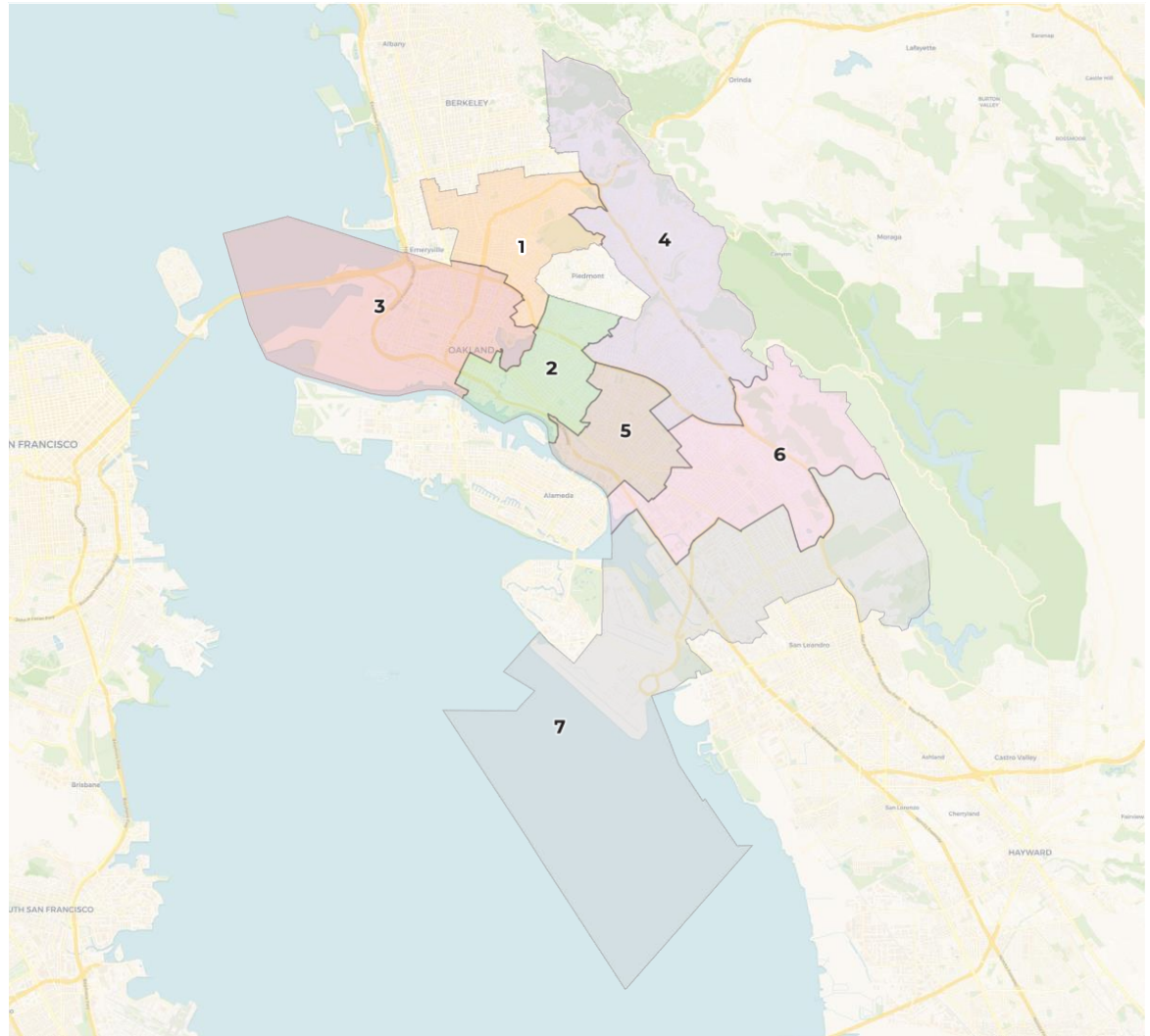
There should be more ways to submit written public comment and not be solely technology-based.

The Commission's budget should include funds for at least one expert community outreach consultant. The consultant selection process should be started as soon as the Commission is equipped to select the consultant. This would be a priority for the Commission.

Mapping

City of Oakland
Final Plan (F5)

**REDISTRICTING
PARTNERS**



Introduction

On February 23, 2022, the Redistricting Commission adopted Resolution No 22-004 to adopt Draft Map F5 which describes the new district boundaries for the City Council and the Oakland Unified School Board (OUSD). The final district map was adopted in time for implementation for the Municipal and General elections in November 2022.

The Commission conducted 11 live mapping sessions beginning in November 2021. These sessions occurred during general and special meetings, with guidance by Redistricting Partners, the Commission's mapping consultant. The Commission considered (19) draft district maps before adopting Draft Map F5. Each of the draft maps and the final district map are available on the Commission's website for ten years, until the next redistricting in 2031.

Each draft map and the final map are available in an interactive version and accompanied by a printable "atlas" – a demographic analysis of each district by population size, race and voting age populations. Only Asian, Black, Latino and Other populations were considered, with the Other category comprised of residents who self-identified as Other on the census and who represented many races and ethnicities. For Oakland's redistricting process, the Commission equated the Other category as primarily white residents. Each draft map and the final map are accompanied by a written description of changes in the district boundaries. All analyses and descriptions were prepared by Redistricting Partners.

Justification for the New District Map

The existing boundaries for each of the seven districts (determined in 2013) changed as a result of the 2020-2021 redistricting process. The most significant changes occurred along the boundary of Districts 1 and 4, along the boundary of Districts 4 and 5, and along the boundary of Districts 6 and 7. The Commission strived to balance the legal criteria as mandated by the City Charter and federal and state law, with the complex qualities that make Oakland unique. The Commission initially aimed to balance population size across all districts, with a target of far less than the maximum 10% deviation (difference) in populations allowed by law. Ultimately, the Commission focused on maximizing the Citizen Voting Age Population (CVAP) for each district based on the 2020 census data and by maximizing the Asian, Black and Latino populations in Districts 2 (Asian), 3 (Black), and 5 (Latino). For District 6 and District 7, the revelation of Oakland's diversity and complexity is apparent in the relationship of those district's CVAP to their majority populations by race. Both districts in deep East Oakland have majority Latino populations coexisting with majority Black Citizen Voting Age Populations. The new district boundaries may already be insufficient for maximizing the representation of these populations, as the growth and development of Oakland continues to rapidly change.

The Commission received extensive and early community input from residents in Districts 1, 2 and 4. There was a significant difference in volume of community input from Districts 3, 5, 6 and 7 at the early stages in the mapping phase, with a noticeable increase of community input from residents in Districts 6 and 7 near the end of the redistricting process.

Community input ranged from specific requests for drawing new district lines to suggestions and pleas for prioritizing requests on the basis of cultural, economic and political needs. Examples include the integrity of historic neighborhoods, access to small and large business districts, the location of new housing developments, and the location of regional institutions such as the Oakland Coliseum and the Oakland Zoo.

Each of the seven district maps appear with their respective demographic data: population, CVAP, and majority and minority populations by race. All of this data comes from the 2020 census, including the categories and definitions. Note that the “Other” category was widely used by residents representing many races and ethnicities, however the majority of people in the “Other” category identified as white. Each map is accompanied with an explanation of the key factors affecting the Commission’s mapping decisions. Some explanations overlap since district boundaries are influenced by each other.

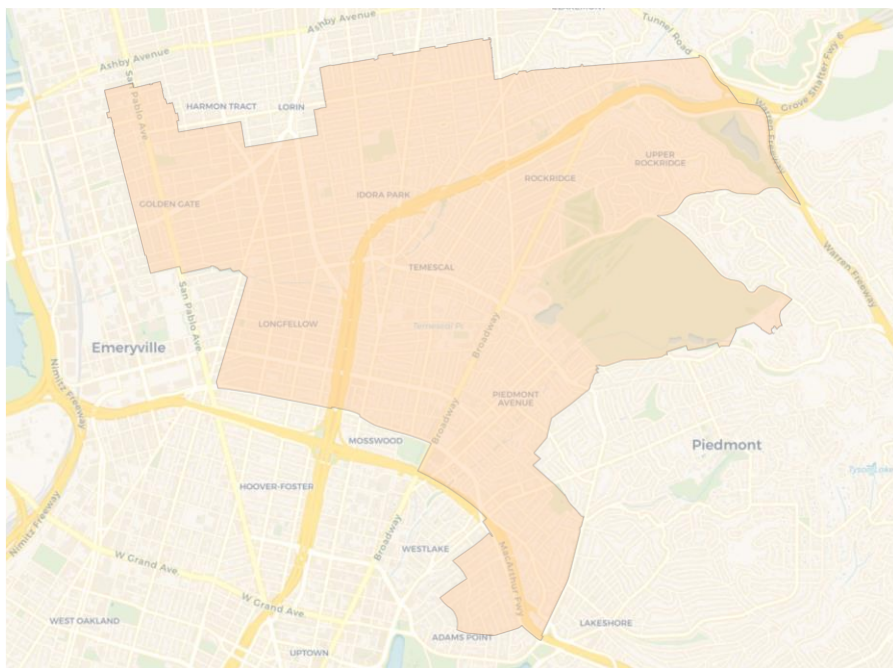
DISTRICT 1

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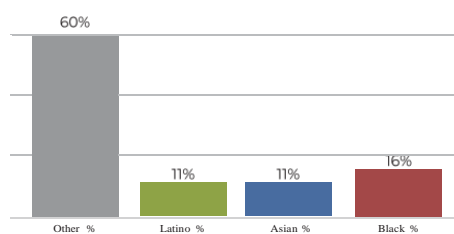
City of Oakland

Final Plan (F5)

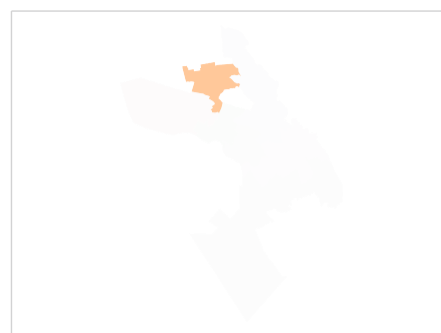
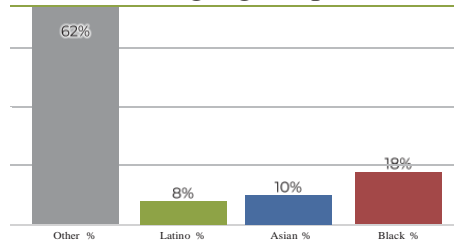
District 1



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
62,372	-755	-1.2%	37,532	60.2%	7,315	11.7%	7,067	11.3%	10,458	16.8%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
49,087	30,830	62.8%	4,158	8.5%	5,229	10.7%	8,870	18.1%		

District 1

Key Considerations

Official and organized business districts featured prominently in public comment. Geography also featured as natural boundaries for neighborhoods and the district as a whole. The southern district line that followed I-580 was considered an historically arbitrary boundary line.

Changes

- The southern border was above I-580 and was moved south to include Mosswood Park (I-580/ MacArthur Blvd was historically a problematic border for the adjacent district boundaries, which was connected to redlining)
- The new map brings Longfellow neighborhood into District 3, an historically Black neighborhood
- The border of I-580 is moved to 40th Street
- Part of Adams Pt has been moved to District 3 (this helped balance the population for District 3)
- The northern boundary (NE) moved west to HWY 13 / Tunnel Rd and Broadway Terrace
- District 4 has the smallest population of all districts; hence it is the largest district geographically (because it has less density)
- Rockridge and Upper Rockridge and cemetery are kept together in the same district, which was supported by strong community input
- The drawing of Districts 1, 3 and 4 were critical to balancing the populations across all districts

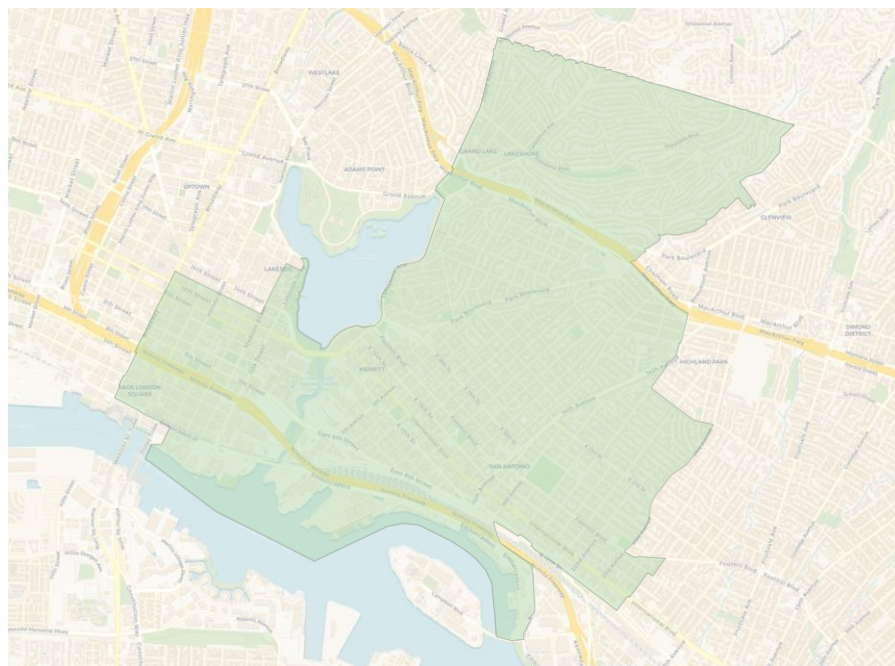
DISTRICT 2



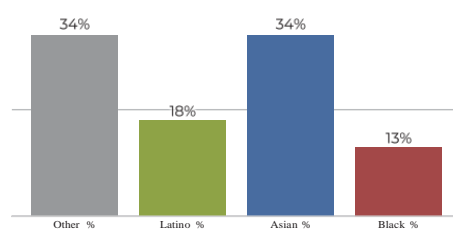
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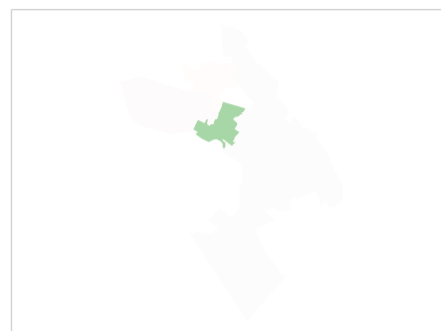
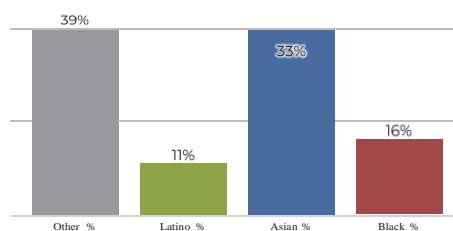
District 2



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
62,534	-593	-0.9%	21,375	34.2%	11,371	18.2%	21,258	34.0%	8,530	13.6%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
41,362	16,192	39.1%	4,587	11.1%	13,926	33.7%	6,657	16.1%		

District 2

Key Considerations

The largest Asian community resides and works in District 2. The census data, with strong support from communities in Oakland's Chinatown and San Antonio districts, reinforced the Commission's effort to maximize the Asian population, especially the Asian Citizen Voting Age Population. Lake Merritt figured prominently in the public comment coming from Oaklanders who live and work along the lakeside.

Changes

- D2 boundaries did not change significantly
- Like the challenges with CVAP and population in Districts 6 and 7, District 2 has the highest CVAP for Oakland's Asian population, however the general population could tilt to different demographics. The Commission decided to maximize both the Asian CVAP and the Asian population for District 2
- The northern boundary moved to Grand Ave (resulting in neighborhoods formerly in District 2 were moved to District 1)
- District 2 gained a significant part of Jack London Square
- The district now includes all of Brooklyn Basin (which was promoted by organized community input)

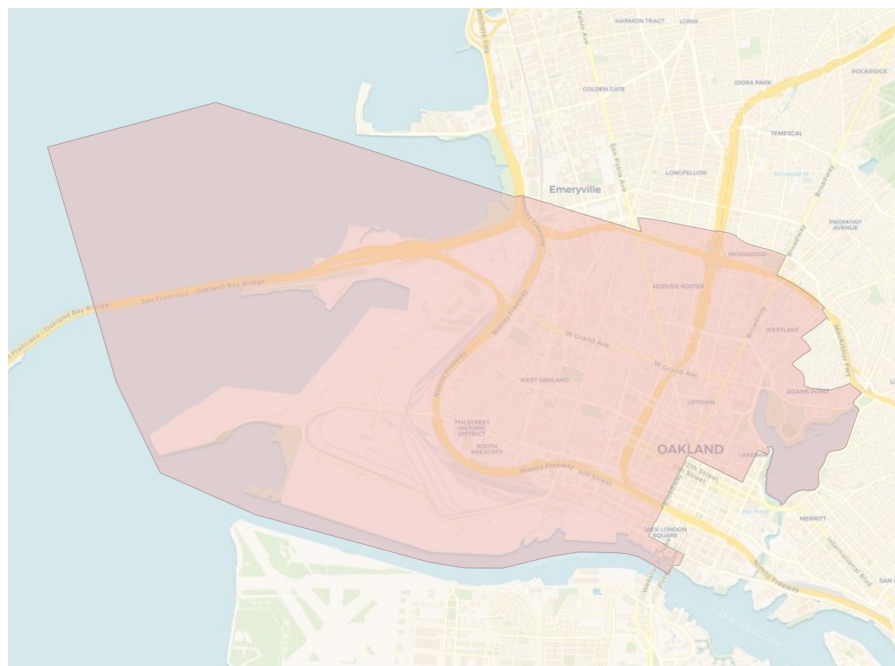
DISTRICT 3

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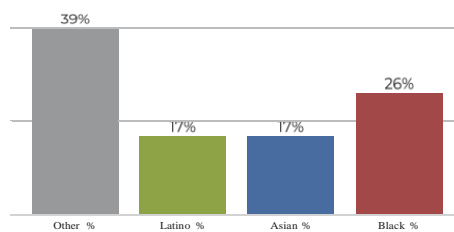
City of Oakland

Final Plan (F5)

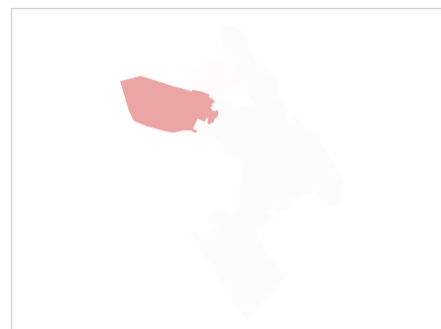
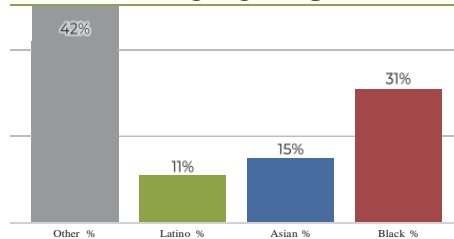
District 3



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
64,740	1,613	2.6%	25,305	39.1%	10,995	17.0%	11,161	17.2%	17,279	26.7%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
43,670	18,345	42.0%	5,063	11.6%	6,709	15.4%	13,553	31.0%		

District 3

Key Considerations

The Commission sought to maximize both the Black population (although not a majority) and the Black Citizen Voting Age Population (CVAP). District 3 is historically an area of majority black neighborhoods and communities and has lost that status due to the largest increase in overall population for the city and the exodus of black communities to East Oakland and outside the city.

Changes

- Citizen Voting Age Population (CVAP) was maximized for the historically Black population, with focus in West Oakland
- Historically Black neighborhoods were kept intact, with the inclusion of formerly separated Black neighborhoods and cultural zones (for example, the Longfellow neighborhood and Mosswood Park)
- Cultural areas were considered and for some this was a hard line
- According to 2020 census data, population growth is fastest in District 3
- The new district boundaries resulted in the 2nd largest population deviation
- More of Jack London Square was moved to District 2 to balance populations
- More waterfront along the Embarcadero was moved to District 2
- Adams Pt is divided between D1 and D3 (with focus on population deviation per the notes for District 1)

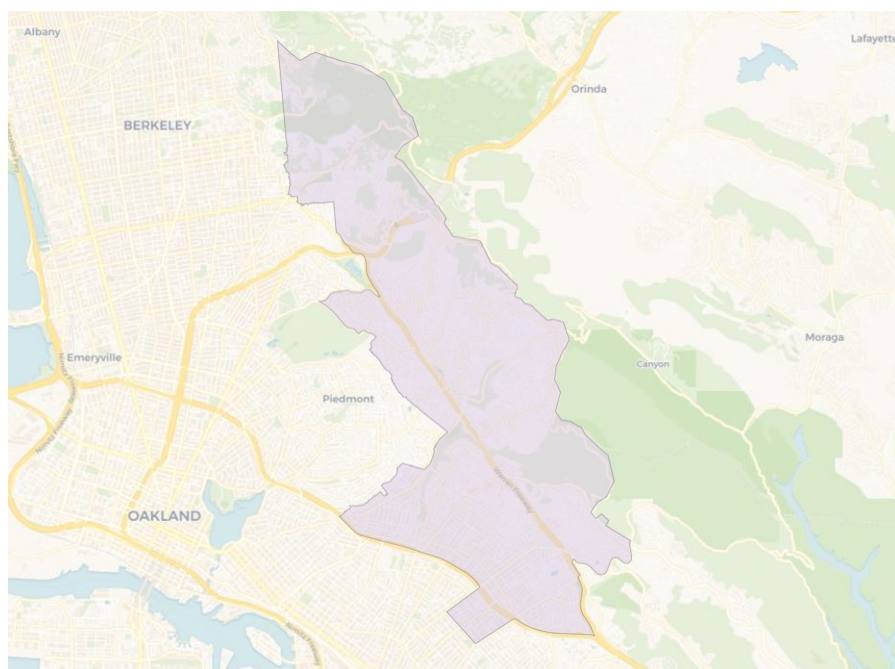
DISTRICT 4

REDISTRICTING
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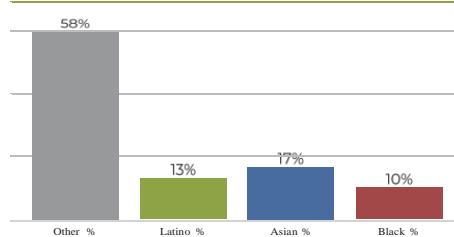
City of Oakland

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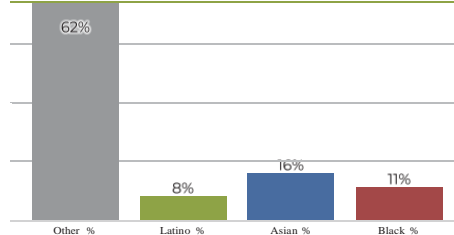
District 4



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
62,647	-480	-0.8%	36,422	58.1%	8,654	13.8%	10,739	17.1%	6,832	10.9%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
45,586	28,586	62.7%	4,077	8.9%	7,582	16.6%	5,341	11.7%		

District 4

Key Considerations

The district experienced the largest decrease in population across all districts since the 2010 census. The predominantly white district has an overwhelming Other (White) majority population and voting population. Because it is not densely populated, the district's lines had to be noticeably adjusted to correct for additional population, per the legal criteria. Changes in the district's borders did not significantly affect its majority population and CVAP, as other districts would experience.

Changes

- The extension of the northern boundary of D4 required balancing the population overall which resulted in the southern / eastern boundary shifting closer to 580 – which makes the district more geographically contiguous and compact
- The Glenview neighborhood, Laurel and Dimond districts are intact and within the same district. There was strong public comment that supported this
- The new district boundaries no longer reach deep into the flatlands and decreases the number of city council members that represent different segments of the Oakland Hills (see explanation for District 1). The appearance of a “Hills Only” district was a significant topic for discussion for the public and amongst the Commissioners
- The Allendale and Bartlett neighborhoods have support by their Communities of Interest (COI) to be in either District 4 or 5. Allendale is situated entirely within District 4
- Some historical neighborhoods, especially near Maxwell Park, are included in flatland Districts 5 and 6

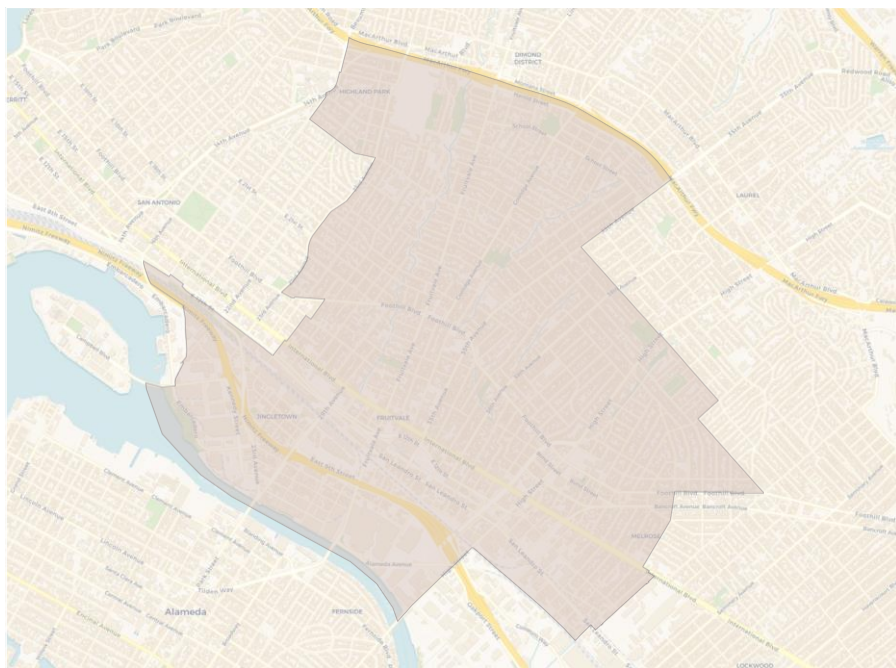
DISTRICT 5



REDISTRICTING PARTNERS

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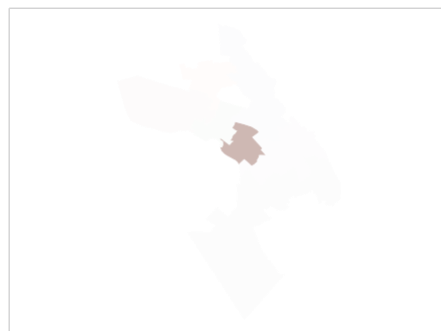
District 5



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
61,628	-1,499	-2.4%	10,435	16.9%	30,212	49.0%	11,138	18.1%	9,843	16.0%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
32,937	7,083	21.5%	10,546	32.0%	7,426	22.5%	7,882	23.9%		

District 5

Key Considerations

District 5 is Oakland's most diverse district, with all census categories significantly represented. However, it is in District 5 that the Latino community intertwines their cultural, civic and historical identity with the identity of the district. The Commission focused on maximizing the Latino population and voting population, with the hope that the CVAP will increase in time for the next census.

Changes

- The new boundaries for District 5 result in an increase of the Latino CVAP and population from the prior map
- Maintaining the Latino CVAP was a priority
- Moving the Glenview neighborhood into D4 allowed for higher Latino CVAP and addressed community concerns about the continuity of neighborhoods in the same district
- Most of the Bartlett neighborhood below 580 between 35th Ave and Fruitvale was reconnected
- Schools in the flatlands, especially near High St, 55th St and Maxwell Park were critical places to consider as they bordered previous district boundaries

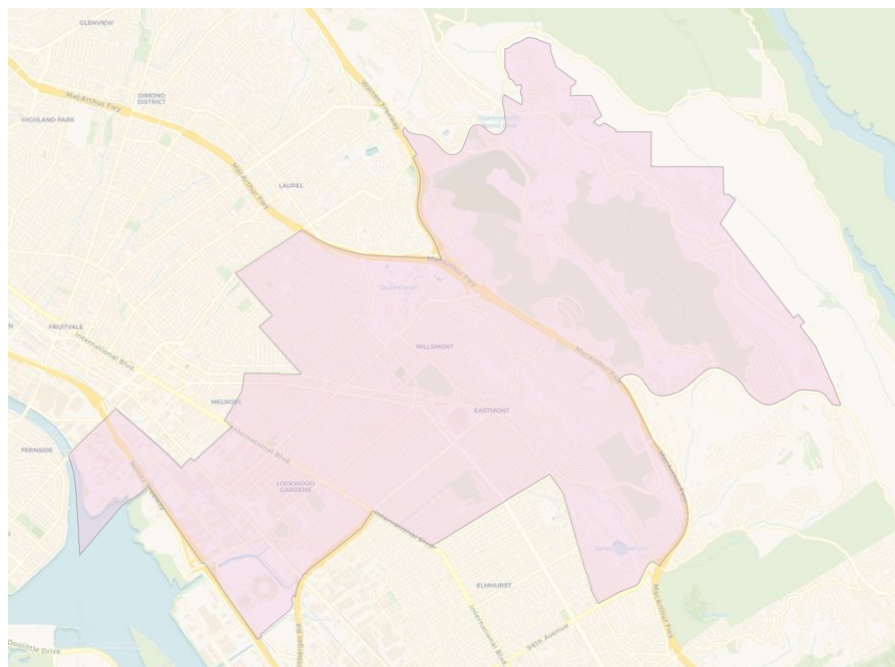
DISTRICT 6

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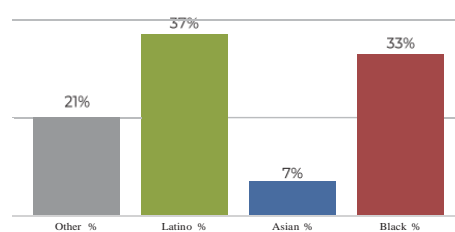
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Final Plan (F5)

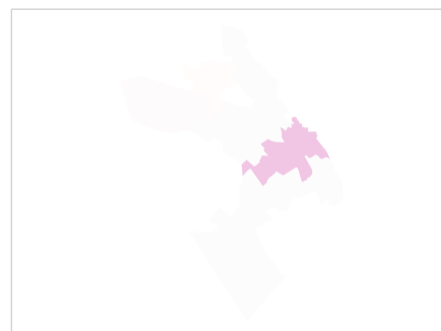
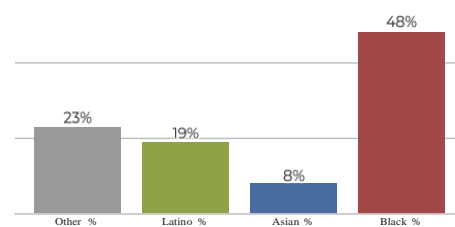
District 6



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
65,401	2,274	3.6%	13,837	21.2%	24,814	37.9%	5,008	7.7%	21,742	33.2%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
41,180	9,561	23.2%	8,094	19.7%	3,666	8.9%	19,859	48.2%		

District 6

Key Considerations

The district has a uniquely Oakland character of having a majority (Latino) population that is not represented in its majority (Black) CVAP. There was written and vocal concern from the public and commissioners that the district lacked a number of easily identifiable Communities of Interest (COI). Public discussion often focused on the concept of economic engines to justify new boundary lines for the district.

Changes

- The goal was to balance the population and maximize CVAP for the black population in District 6.
- Discussions of “economic engines” dominated decision making for redrawing the district boundaries even after the legal criteria were met (for example: the Coliseum, Oak Knoll, and Waterfront were consistent examples of economic engines.)
- There was numerous and strong community input from D6 in favor of considering economic engines (or the lack thereof) for drawing new district boundaries.
- Toler Heights and much of the Castlemont neighborhood were moved from District 7 to District 6
- The Coliseum Complex was moved to District 6, for consideration of neighborhoods adjacent to the Coliseum which had been separated by district boundaries and for consideration of the lack of economic engines in District 6
- There is the challenge of correlation between the district’s population by demographic (Latino) which does not match the CVAP population (Black)

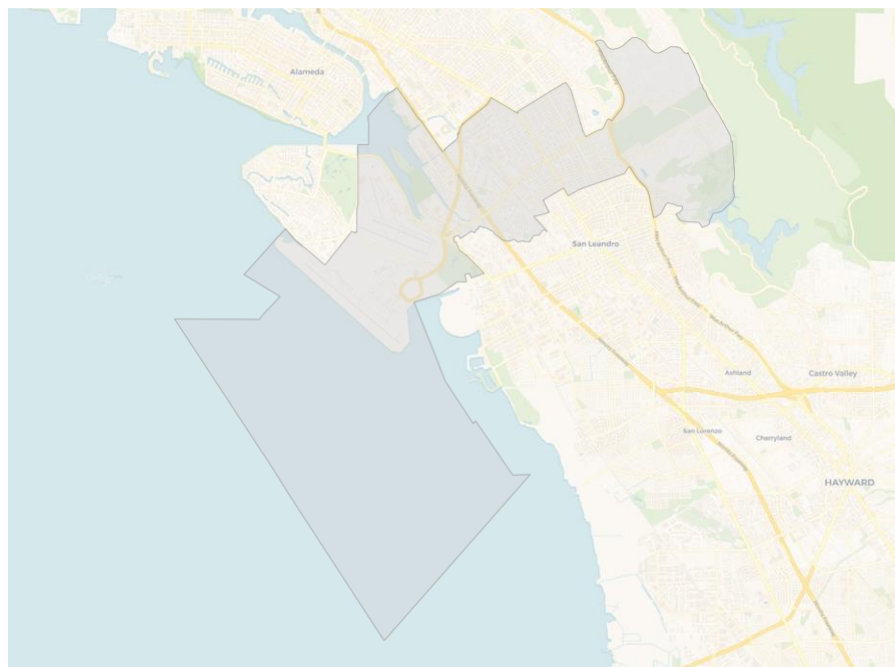
DISTRICT 7



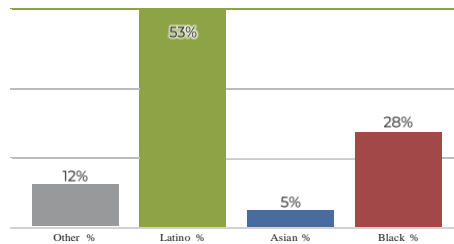
**REDISTRICTING
PARTNERS**

City of Oakland
Final Plan (F5)

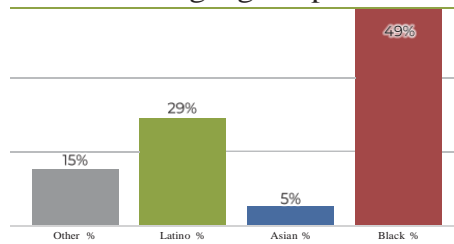
District 7



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
62,569	-558	-0.9%	7,523	12.0%	33,662	53.8%	3,549	5.7%	17,835	28.5%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
32,124	5,010	15.6%	9,399	29.3%	1,833	5.7%	15,882	49.4%		

District 7

Key Considerations

Like District 6, District 7 has the uniquely Oakland characteristic of having a majority (Latino) population that is not represented in its majority (Black) CVAP. Although there are more easily identifiable COI, such as the Oakland Airport and Oakland Zoo, housing developments, and geographic features that suggest district boundary lines, there was passionate debate on all of these considerations. The district also experienced a significant increase in population since the last census.

Changes

- Challenges described for District 6 also apply for District 7. In addition, District 7 has large economic engines, such as the Oakland International Airport and the Oakland Zoo, that confusingly suggest there are large economic inputs and outputs that do not directly benefit their host district.
- By the numbers, populations by demographic (Latino) does not match CVAP population (Black), which is a unique and interesting challenge that Oakland offers to the redistricting process
- The Coliseum Complex was moved from District 7 to District 6
- The previous district boundaries near Castlemont, adjacent to 580 and the Oakland Zoo were changed that affected both District 6 and 7

Mapping in the context of the Legal Framework

The mapping process is guided by federal, state and city laws that require certain criteria be met and prioritized. The City Charter dictates what the criteria are and references the federal and state laws. This legal framework applies whether redistricting is done by an independent commission or by elected officials. Oakland's current district map meets each of these legal criteria.

For each mandated criteria, the Commission addresses how it applied and fulfilled each of them in the Methodology section. For each criteria, the Commission now understands there was a lot more to learn and to discuss before the mapping phase began.

The official descriptions of the legal criteria are stated in the Oakland City Charter; ARTICLE II - THE COUNCIL; Section 220. Redistricting of City Council and School Board Districts. The original text appears below. The application of each legal criteria is explained after the original charter language.

1. Population

Districts shall comply with the United States Constitution. Each council and school district shall have reasonably equal population with other districts, except where deviation is required to comply with the federal Voting Rights Act or permitted by law.

2. Representation

Districts shall comply with the federal Voting Rights Act, commencing at 42 U.S.C. Section 1971, the California Voting Rights Act, commencing at Section 14025 of the Elections Code, and any other requirement of federal or state law.

3. Geographically contiguous

Districts shall be geographically contiguous.

4. Communities of Interest

The geographic integrity of any local neighborhood or local community of interest shall be respected in a manner that minimizes their division to the extent possible without violating the requirements of any of the preceding subsections. A community of interest is a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation. Communities of interest shall not include relationships with political parties, incumbents, or political candidates.

5. Geographically

Geographically compact to the extent practicable, district boundaries shall be drawn to encourage geographical compactness such that nearby areas of population are not bypassed for more distant populations.

6. *Political incumbents*

Districts may not be drawn for the purpose of favoring or discriminating against an incumbent or political candidate.

7. *Additional criteria*

The Commission may establish and consider additional criteria that comply with the above listed criteria and the requirements of federal and state law.

Methodology

The redistricting process is a complex process of mapping quantitative data (i.e., census data) with qualitative data (i.e. the experiences of individuals and communities as shared through personal and institutional histories). The census data provides the quantitative data for each district, which includes population size and Citizen Voting Age Population (CVAP) for four demographic groups: Asian, Black, Latino and Other. The mapping consultant prepared a comparison of 2020 census data with 2010 census data, which illustrated the demographic changes that occurred in the past ten years in Oakland. We (the Commission and the public) learned that Oakland grew in some districts, decreased in other districts, and that populations by race and CVAP changed as a result of Oaklanders moving from the North and West to East and Deep East. Understanding statistical data is a crucial part of understanding the stories of why populations change in our districts. The Commission needed community input to make that understanding.

The Commission's vote to adopt the final district map was a result of reviewing, discussing, and debating the qualities of each draft map in the context of the legal framework. The Commission applied all the criteria to each draft map and its corresponding demographic analysis, all while acknowledging the priority of the criteria. The context of an independent redistricting process informed the Commission's goals to leverage census data and conduct an open forum for all Oaklanders to participate. Preceding those goals is the legal framework within which the redistricting process must proceed.

Population Size

Focus was placed on population size in each district and the overall population deviation (the average difference in population size across all seven districts). The Commission strived to minimize the overall population deviation, which must be less than 10 percent. Based on the 2020 Census Data, the target population for each of the seven districts was 62,000.

Representation

The Commission consistently evaluated the diversity of each redrawn district, based on the census data,

which relied on how individuals self-identified using racial/ethnic categories provided by the census questionnaire. The Citizen Voting Age Population (CVAP) data, also determined by the census data, was always heavily considered. The Commission was insistent on preserving and maximizing Asian, Black, and Latino populations and CVAP in Districts 2, 3, and 5, 6 and 7. The Commission also heavily relied on the input from residents in each district, who offered their stories and experiences living, working, and going to school in their district. Each Commissioner offered stories of their experience living in their respective district. All this data and public input offered a unique, qualitative understanding of the impacts of district boundary lines on populations and communities who are historically, racially, and culturally cohesive.

Geographically Contiguous

The boundaries for each district should visually reflect the integrity of communities, which should include, but not be limited to, physical characteristics such as: neighborhoods, Lake Merritt, parks, school campuses, business, and commercial districts. District boundaries should try not to divide or separate cohesive neighborhoods and communities, nor should boundaries be drawn to bypass an adjacent geographic area for one further away. The shape of a district must reflect boundaries that include whole communities, without arbitrary separation or division of these physical and community characteristics.

The Commission acknowledged that some historical district boundaries, such as Highway 580, have contributed to arbitrary divisions of neighborhoods and communities.

Communities of Interest (COI)

The Commission concluded that Communities of Interest (COI) encompassed more than common social and economic interests, and could not necessarily be bound by geographic contiguity, compactness, or proximity. Some COI were clearly identifiable and geographically based, such as business districts, neighborhood organizations, and arts districts. Other COI represented a geographic diversity with community members living all over the city, such as faith-based organizations, cultural organizations, and community activists. The Commission discussed the importance of COI in the prioritization of criteria in the redistricting process and continued to debate the concept throughout the entire process. Ultimately, a final definition was not agreed upon.

Geographically Compact

The physical size of a district is directly related to its density. Therefore District 2 and District 5 are geographically smaller than Districts 4 and 7, which have fewer residents per square area. The Commission's focus on preserving COI within district boundaries resulted in some neighborhoods and business districts being reunited and drawn into the same district (for example, the 23rd Avenue cultural and business district was moved to District 2 from District 5) and resulted in moving well known landmarks from one district to another, such as the new border between District 6 and District 7 which places the Coliseum Complex in District 6.

Political Incumbents

The Commission was not to consider the impact of district boundaries on the incumbency of a city council member or school board director. Individual commissioners were to remain apolitical and independent from any elected official's influence or pressure. Commissioners were required to disclose any contact with elected officials, lobbyists or any organization that had business with the city council or school board. The Brown Act mandated that Commissioners make any disclosures at the start of every public meeting.

Additional Criteria

The Commissioners were trained in their early meetings to understand the laws that make up the legal framework and were introduced to concepts rooted in electoral and social justice. These concepts are critical to understanding public input and how it could be meaningfully applied in the mapping process.

The Commission considered these additional criteria during the mapping process:

- Economic engines
- Parks
- Schools
- Business districts
- Cultural districts

Public Participation

Public comment during meetings and via written comment was strongly encouraged and dramatically increased in representation and volume as the mapping process evolved. The Commission received over 1,100 written comments (submitted by individuals, groups, and organizations). The public was also invited to submit digitally drawn maps via the web-based District R mapping tool. One hundred twelve (112) District R maps were submitted to the Commission. District R became an essential tool for understanding the impact of drawing district lines because it dynamically adjusted populations for each district (size, race, voting age). Since the tool was web-based, anyone could use it on their own time to prepare for live mapping sessions. The main flaw of the tool was the inaccuracy of the formula which calculated the overall population deviation, which had to be less than 10%. A simple tool for drawing maps by hand was introduced at the in-person outreach events. These were 11" x 17" color maps of Oakland which showed major roads, streets, and schools. The "placemat" was popular at the in-person events but was not available on the Commission's website.

Challenges

There was heightened anticipation of the 2020 census data. The delay of the census data should have been an opportunity for the Commission to focus more intensely on community outreach, however limited it still was because of COVID. The several weeks the Commission "waited" for the census data was an opportunity to do more research and training for understanding how to map quantitative and qualitative data. The delay may have proved more of a distraction, resulting in lost opportunities.

Although the Commission applied its methodology and incorporated public input throughout the evolution of the final district map, there continued to be key aspects of the mapping process that were either not addressed soon enough or not resolved. The Commission identified goals early on that were intended to shape the process, with focus on equity and fairness. However, the mechanics of live mapping, understanding dynamic demographic data, and making decisions to draw, promote or remove a draft map from consideration were insufficiently addressed before these challenges surfaced. Oakland's incredibly diverse districts posed interesting challenges that could not be solved by applying the legal criteria in a one-size-fits-all way. For example, some districts with significant Latino voting age populations had larger Black populations (D6 and D7). Oakland's historically Asian District 2, has both a large Asian CVAP and population by size, but neither were above 40%. The Commission had to balance populations by size with CVAP and COI for most of the seven districts, especially those in the flatlands.

The Commission strongly supports tracking and measuring the public comment it received and the effect public participation by COI, group and individual had on the redistricting process. For example, the Commission did not have a methodology for weighing written comments submitted by an individual in comparison to written comments submitted in the form of a letter signed by dozens of individuals.

The mapping consultant was a team of highly professional people, who were clearly experts in the complexities of redistricting. The mapping consultant who led the virtual mapping session for each meeting answered all questions, explained key redistricting concepts, and addressed mapping outcomes that occurred with each change of a district boundary line. The meetings that included mapping sessions were long, often lasting several hours as the deadline approached. This was partly due to the original meeting schedule, which had to be extended with the addition of several special meetings to accommodate live mapping, and partly due to the Commission's learning curve about setting its meeting agenda. The production of several iterations of maps introduced legal (regarding specificity and transparency) and logistical challenges (the mapping consultant needed a certain amount of time to prepare each map atlas for the next meeting). There was a several week gap early in the mapping phase when the Commission could not discuss previously drawn maps. The delay affected the meeting schedule for the remainder of the redistricting process.

District R, the online platform the public and the commissioners used to create maps for public consideration, used different data and equations from what the actual mapping consultants used, which made it hard to compare the public maps with the consultant maps. The late introduction of District R to the live mapping sessions introduced an unforeseen dilemma for understanding the value of these public maps and how to apply valuable suggestions to the draft maps drawn in the consultant's software. The discrepancies between the District R online tool and the consultant's software led to confusion and frustration for the commission and the public, almost defeating the purpose of District R.

The Commission spent a lot of time early in the process discussing its goals to redraw the districts with focus on equity and fairness. The Commission had discussions about methodology during its early meetings when there was not much public participation. These discussions proceeded after trainings were complete and without the continued aid of guest speakers and experts who could facilitate such discussions. This may have been counterproductive. The Commission acknowledges it did not achieve a clear understanding and agreement on key redistricting concepts and definitions, such as COI.

The debate over a Commissioner's role as representative of their district, as described in the Meetings section of this report, and the debate between quantity and content of public comment played significantly in the decision making during the mapping process. The Commission was faced with weighing a large number of similar comments coming from a small percentage of Oakland's population in comparison with a much smaller number of comments that voiced a larger range of interests and concerns. This dynamic is directly related to equity and fairness, which was a true test of the Commission's understanding of these key concepts and how best to apply that understanding.

The Commission believes the redistricting process and the people of Oakland would have been better served with more guest speakers, more workshops, more live mapping sessions, and more time spent on training and learning about redistricting before the mapping phase began.

The Commission was unable to adopt a final map by the deadline of December 31, 2021. The Commission was still discussing, and debating, the merits and problems with multiple maps in the last few weeks of December. This delay was causing frustration amongst Commissioners and for the public. The Commission faced increasing pressure from the public to quickly reduce the number of maps under consideration and to come to a consensus on one map. The final map had to be approved by a nine majority of the Commissioners and it was clear the Commission was divided over two different approaches to the maps under consideration. Misunderstandings, disagreements, and conflict could have been mostly avoided if the Commission had developed an emergency plan for advancing the mapping process to a maximally desirable outcome.

The evolution of the final map also exposed divisions in the public comment, which rapidly increased as draft maps were published to the Commission's website.

The confluence of being unable to come to a consensus on one map with the increasing volume of public discontent with the redistricting process was very challenging for the Commission. One Commissioner with voting privileges resigned during this time, requiring an election to promote one of the alternate Commissioners to take her place. The pace and decibel of the discussions during the meetings, including public comment, revealed fault lines in the civic discourse. Commissioners felt discouraged while nearing the end of the yearlong redistricting process, with a new map yet to be adopted and the prospect of having a Superior Court County judge decide which map to temporarily adopt while the Commission completed its work.

The unexpected and undesirable prolonging of the Commission's term brought continued challenges, including additional resignations by voting and alternate Commissioners, failure to hold quorum during meetings and failure to schedule new special meetings for the purposes of adopting a final district map. Attempts to meet specifically to discuss the Charter Report were also blocked due to lack of quorum. The Commission succeeded in adopting a new map (F5) for Oakland's seven districts in February 2022 and held one more meeting in April 2022.

Recommendations

- Expert consultants, paid and volunteer, who offer various skills and technologies, and come from fields of scholarship and interests related to redistricting, are needed in the redistricting process. They would offer guidance, perspectives, experience, and support to the commissioners. The commission would collaborate with contracted consultants frequently. Learning and applying new knowledge should be an ongoing activity for the next commission.
- The mapping consultant should offer multiple training sessions, including demonstrations, that explain and illustrate the relationship between overall population, voting age population, and population by race/ethnicity.
- Every Commissioner should have common knowledge of general points of reference of the city's geography. Commissioners must survey and gain general knowledge of the districts.
- Volunteer commissioners or an ad-hoc committee should go out and survey by observation any material points of contention in the mapping process.
- The commission should schedule more live mapping sessions and allot enough time in each session to allow for live analysis.
- If the online mapping tool, District R, or another similar online mapping tool is used, there should be at least one in-depth training and demonstration session. The public should be allowed to ask questions of the consultant during the demonstration. Data used should be the same and if not, it should be made clear why data being used differs and how to account for that while creating draft maps.
- The online mapping tool should be promoted to the public as soon as the census data is available. It could be promoted to teachers and students to understand redistricting.
- Leverage appropriate technology for live mapping, to allow for large screen viewing which could help with seeing map changes at the street level and seeing the demographic data analysis - Public comment should be tracked and compiled to give the Commissioners an accurate count, prevalent topics, and COI, indexed for easy access.
- Virtual meeting technology should be thoroughly tested and rolled out with strong city staff support for handling technical glitches. Other technology should be explored to improve the participatory process.
- Public comment should be tracked and compiled to give the Commissioners an accurate count of public comments, representation for each district, popular topics, and COI input. Public comment should be indexed for easy access.
- An accompanying timeline should track by date: release and overall number of public comments, meeting dates, workshops, and the release of draft maps. This timeline would pair with the tracking of public comment and be published to the website.
- The Commission should determine how to weigh different forms of public comment, to avoid inconsistent treatment of public comment, especially when a highly organized group is better equipped to participate in the redistricting process; historically silent or muted communities and groups must have equal voice.
- Any draft map should be analyzed for equity concerns, including evidence of an imbalance of weighing quantity and content of public comment.
- The role of the Chair and Vice Chair should be defined in the Bylaws to account for the unique responsibility of managing live mapping sessions, which includes decision making with potentially significant results.
- To address the issue of objectivity and the public perception that the Commission suffered from a lack of complete objectivity, a definition for Objectivity could be formalized in the City Charter.

Summary of Recommendations

All of the Commission's recommendations are summarized and outlined here.

Committees and Consultants

- Initially set up general Ad-Hoc committees and have each ad-hoc committee create outline of scope and deliverables. Add potential sub committees as needed to support ad-hoc committee deliverables. Add a training ad-hoc committee to ensure commission remains aware of Charter expectations and compliance.
- The consultant selection ad-hoc committee could be liaison between the mapping consultant and commission to communicate the mapping process and answer questions.
- Community outreach may require more than one consultant or consultants with broader reach.

Chair and Vice Chair

- Clearly define the expectations for the Chair and Vice Chair roles so that meetings are run without bias for I.e., what agenda items to include or not, the order of agenda items, amount of speaking time, how decisions are made or not, etc.

Budget and City Staff

- Each subcommittee should be allowed a certain amount of money to be able to use for purposes of outreach, consultants, and other important needs.
- The commission needs to be provided information on how to request funds from city council.
- City staff should be trained on the proper procedure determining the initial budget.
- City staff should be able to provide the necessary information on the budget to the Commission in a timely manner. Funds should be allocated and provided for flyers and other materials prior to the beginning of the commission.
- City Staff should be equipped to request additional funds from City Council.
- Create a budget subcommittee to manage the budget, including the allocation of funds.
- Commissioner should receive a stipend to account for the unanticipated amount of time needed to do the work. Materials needed to create maps, software that works, and outreach should have funds dedicated towards the effort of drawing a fair map.

Training

- Trainings should be scheduled so they are aligned with the redistricting process, when they are relevant to the criteria mandated by the City Charter.
- Reviewing the Charter requirements should happen multiple times during the redistricting process.
- There should be at least one training offered by the OUSD detailing how the district boundaries are related to, and different from, school attendance boundaries.
- There should be at least one training from the Department of Race & Equity that presents an analysis of the current district map and an equity analysis of the final two draft maps prior to final adoption.
- Trainings need to be repeated, especially when new Commissioners become members after the initial selection process. Reminders of the legal and ethical guardrails should be provided, either through additional training sessions or as part of each meeting's agenda.

Meetings

- Produce meeting agendas and to publish the agendas in a timely way.
- Shift the influence away from city staff to the Commission for agenda development.
- Increase opportunities for submitting suggestions for meeting agendas.
- Introduce flexibility in the timeline for producing meeting agendas.
- Map outreach goals to the meeting schedule.
- The role of the Chair and Vice Chairs should be clearly defined the Bylaws & Procedures.
- The next commission should formally address the importance of objectivity and how the Commission can best achieve it. A definition of objectivity and the minimum criteria to be met for all decisions should be defined in the City Charter and/or the Commission's Bylaws and Procedures.

Outreach

- Identify numerous opportunities and strategies for improving community outreach.
- Pursue all opportunities and strategies.
- In advance of the formation of a new Commission, city staff should have a marketing plan for engaging Oakland residents in the redistricting process.
- The city should plan to mail at least two informational pieces with the important dates and instructions for participating in the redistricting process to every address.
- There should be standardized informational presentations created and used when presenting to all stakeholders both about the redistricting process as well as the current map options at the time.
- There must be a way for residents to share their feedback and for it to be accurately collected and organized for the Commissioners to review and consider.
- Equal attention must be paid to both the implications of the new district lines on the Oakland School Board and on the City Council. Further education for the commissioners about these lines and their impact on Oaklanders' lives must be provided.
- An Equity Analysis by the City's Office of Equity should be presented about the current district map.
- Ways to submit officially received public comment should offer more options and not be solely technology-based.
- The commission's budget should include funds for an expert community outreach consultant and the consultant selection process should be started as soon as the Commission is equipped to select the consultant. This would be a priority for the Commission.

Mapping

- A variety of expert consultants should be invited to participate in the mapping process. These consultants could be paid or volunteer, and would offer a range of skills, knowledge, and interests related to redistricting.
- The commission would collaborate with contracted consultants frequently throughout the entire process. Learning and applying new knowledge should be an ongoing activity for the next commission.
- The mapping consultant should offer multiple training sessions, including demonstrations, that explain and illustrate the relationship between overall population, voting age population, and population by race/ethnicity.
- The commission should schedule more live mapping sessions and allot enough time in each session to allow for live analysis.
- Live mapping should start as soon as possible, in order to practice and to learn about the impacts of redrawing district boundaries.
- If the online mapping tool, District R, or another similar online mapping tool is used, there should be at least one in-depth training and demonstration session. The public should be allowed to ask questions of the consultant during the demonstration.
- Publicly available mapping tools, such as DistrictR - used in this redistricting process – should offer the same quantitative data analysis as the mapping consultant’s tools. If the public mapping tool provides different results, it should be made clear by the consultant why the data differs and the consultant should provide a workaround for creating draft maps.
- The online mapping tool should be promoted to the public as soon as the census data is available. It could be promoted to teachers and students to understand redistricting.
- The Commission should determine how to collaborate on drawing maps in groups using the different ways to draw a map. Drawing maps outside the commission’s meetings should be encouraged. The mapping tools should be an educational and fun way to understand the impacts of drawing district lines.
- The consultant and city staff should leverage appropriate technology for live mapping, to ensure all participants are able to see the screen(s) on which the mapping occurs. This could help with seeing map changes at the street level and seeing the demographic data analysis.
- Virtual meeting technology should be thoroughly tested and rolled out with strong city staff support for handling technical glitches. Other technology should be explored to improve the participatory process.
- Public comment should be tracked and compiled to give the Commissioners an accurate count of comments, representation for each district, prevalent topics, and COI input. Public comment should be indexed for easy access.

- An accompanying timeline should track by date: public comments, meeting dates, workshops, and the release of draft maps. This timeline would pair with the tracking of public comment and be published to the website.
- The Commission should determine how to weigh different forms of public comment, to avoid inconsistent treatment of public comment, especially when a highly organized group is better equipped to participate in the redistricting process; historically silent or muted communities and groups must have equal voice.
- The role of the Chair and Vice Chairs should be clearly defined in the Bylaws to account for the unique responsibility of managing live mapping sessions, which includes decision making with potentially significant results.
- To address the issue of objectivity and the public perception that the Commission suffered from a lack of complete objectivity, a definition for Objectivity could be formalized in the City Charter. The Commission should develop criteria for making decisions, especially critical ones that have a big impact.

A Proposal for Future Commissions

An independent redistricting commission is still a good idea. For this inaugural independent Commission, there were high expectations, hopes and yearnings for a new and different kind of redistricting process – an all-inclusive community-led effort to effect change in our access to political power and traditional, political representation, which could have a positive, long-lasting effect for future generations. We’d also like to acknowledge that despite the goal of being an apolitical and solely data-driven process, redistricting is inherently political. Everyone is impacted by redistricting and so obviously many residents will have strong opinions about it. The ultimate goal of the Oakland Redistricting Commission is to enfranchise the residents of Oakland. To this end, given the history of disenfranchisement, redlining, racism and voter suppression in Oakland, it is imperative that Oakland’s next Redistricting Commission take an equity stance when analyzing the census data and potential maps. This means utilizing the City of Oakland’s Department of Race and Equity’s analysis of the current map (approved in 2022) and any potentially new maps being considered during the redistricting process. It is critical to consider the impacts on equity that any new map will have. Every Oaklander should have an equal opportunity to have their voice heard and, if eligible, have their vote counted in City Council and School Board elections. It is the hope of this Commission that the experience, observations, challenges, and recommendations shared in this report contribute to the next, new, and different kind of redistricting process, and advances the ultimate goal of enfranchising ALL eligible voters in the City of Oakland.

Reference Links

Final Oakland District Map (Print and Interactive)

<https://www.oaklandca.gov/topics/final-district-map>

The history of the draft maps can be found on the Commission’s website:

<https://www.oaklandca.gov/topics/district-map-proposals>

Oakland City Charter 2020

Census Data

Original Budget (2020)

Modified Budget (2020-2021) Redistricting

Timeline

Government and School Board Schedule

Outreach consultant final report

City of Oakland Departments

Oakland Equity Map Oakland

Communications and Media

Toolbox

Glossary

Census – A usually complete count of population containing social and economic information.

Citizen Voting Age Population – The total population age 18 and over and a US citizen.

City Charter -- The legal document establishing Oakland as a municipality.

City Council – Consists of eight members elected directly by the people of Oakland. The Council is made up of one member from each of seven districts and one at-large representative. The Council sets goals and priorities for the City and approves the City budget, adopts ordinances to help serve its community members and appoints boards and commissions.

District R – Free browser-based tool for drawing districts and mapping communities

Mapping – Symbolic depiction emphasizing relationships between elements of certain regions.

Redistricting – The process of drawing electoral district boundaries following the completion of each decennial census to account for population change.

Sunshine Ordinance – Promotes access to government documents and timely notice of public meetings.

Voting Rights Act – Outlaws discriminating practices adopted in many southern states after the Civil War including literacy tests as a prerequisite to voting.

Attachment B

Equity Analysis on 2020 Redistricting Effort – Darlene Flynn, Director of Department of Race and Equity – 12/13/22 (*Proposed Additional Commission Charter Report Reference Link*)

CITY OF OAKLAND
REDISTRICTING COMMISSION
(SPECIAL MEETING)

Meeting Agenda

Wednesday, January 19, 2022

Presentation by Darlene Flynn, Director of the Department of Race and Equity

Ms. Flynn will present [equity process overview](#) data used to evaluate the City's equity status including [voter registration information](#), Department of Transportation's equity data tool and [other indicators of City resource distribution](#). Please find more links to additional City references below.

Geographic Equity Toolbox - [OakDOT Geographic Equity Toolbox \(arcgis.com\)](#)

Business Improvement Districts (BIDS) and Map of the BID locations: <https://cao-94612.s3.amazonaws.com/documents/Business-Improvement-Districts-2018-map.pdf>

Business Networking Resources: <https://www.oaklandca.gov/resources/business-networking>

Public Ethics Commission report – Race for Power (<https://cao-94612.s3.amazonaws.com/documents/Report-Draft-Race-for-Power-9-2-20-FINAL.pdf>)

City of Oakland Equity Indicator Report (<https://oaklandca.gov/documents/equity-indicators-community-briefing-documents>).

Parks and Recreation Facilities: [City of Oakland Parks and Recreation Facilities and Recreation Centers - Google My Maps](#)

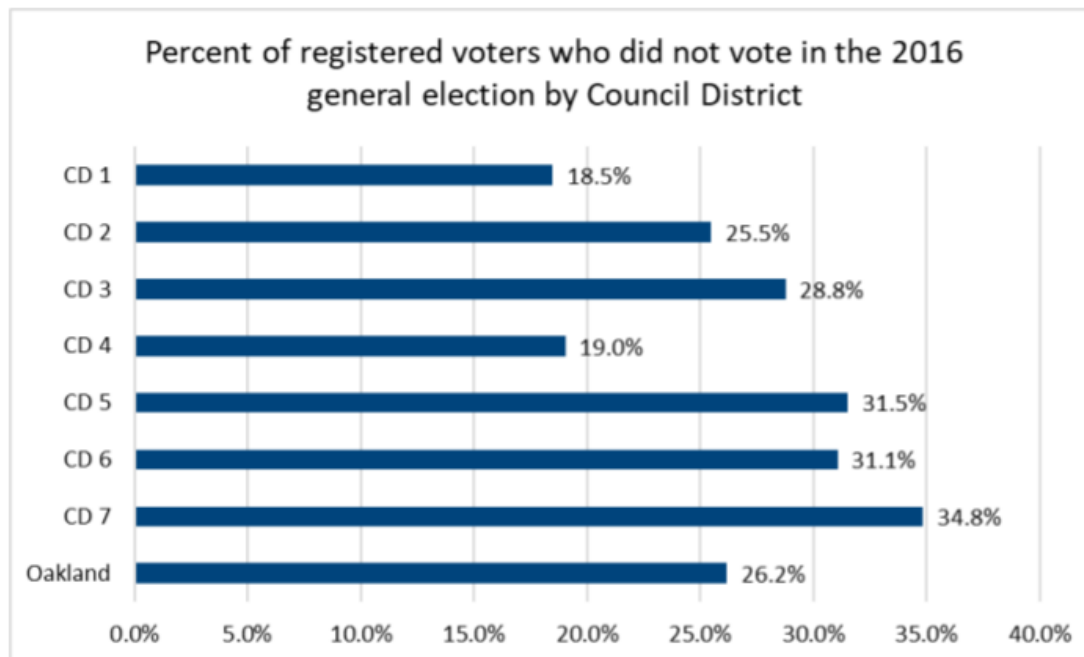
State of Oakland Parks Report: <https://www.oaklandparks.org/wp-content/uploads/2020/08/2018-Parks-Maintenance-Survey.pdf>

Actions that Impact Equity Outcomes

- **Dilution:** Reduction in the voting strength of a particular group resulting from redistricting and use of winner-take-all elections. The phrase "minority vote dilution" describes racial minorities being in a position of not being able to elect candidates of choice.
 - **Cracking:** Splitting a like-minded voting group's electoral strength by dividing its population into multiple districts.
 - **Racially polarized voting/racial bloc voting:** Circumstances where the voting preferences of a particular group consistently vary from the preferences of other groups. When a white majority consistently defeats the preferences of a racial minority that is protected under the Voting Rights Act, a jurisdiction may need to change its district plan and/or electoral structure under Section 2 of the Voting Rights Act.
 - **Packing:** Consolidating a minority group's population into one district to give it more representation than is needed to create a majority in that district while reducing its presence, and electoral influence, in surrounding districts.
-

Voter Disparity Data

Data:



Source: Alameda County Registrar of Voters, 2016, <https://data.acgov.org/Voting/Alameda-County-Voter-Precincts/q6ek-ybkr/data>

Vote Count – Oakland City Council 2020

Member, City Council, Dist. 1 - Oakland (RCV)		
13 of 13 Precincts Reported(100.00%)		Vote for One (1) Only
Contest	Votes	Percentage
Dan Kalb	19,734	53.51 %
Steph Dominguez Walton	11,227	30.44 %
Tri Ngo	5,452	14.78 %
Write-in	466	1.26 %

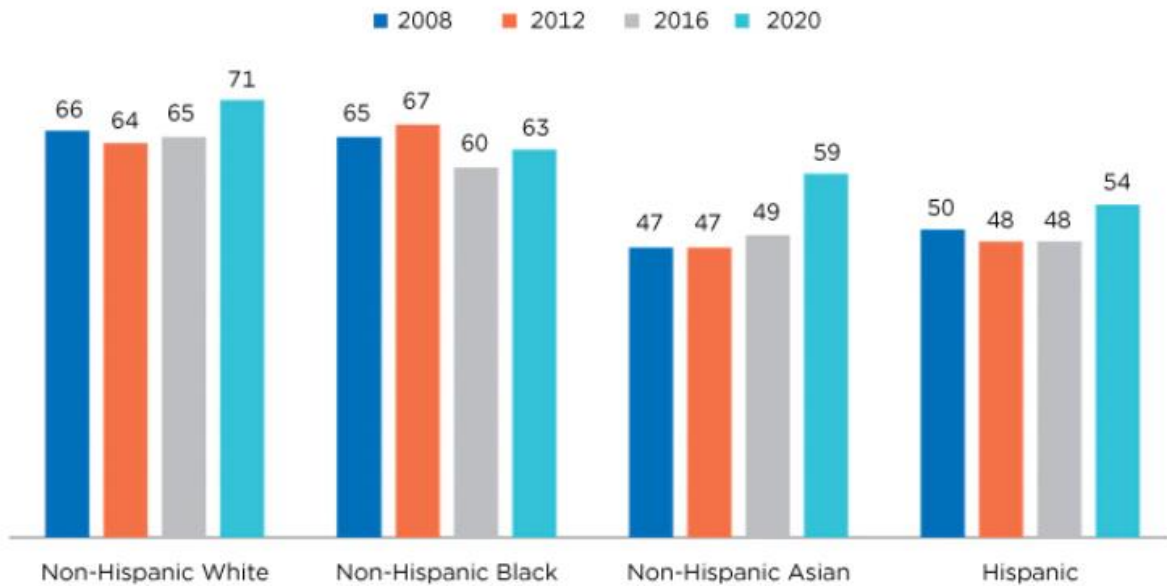
*Total number of Votes represents Ranked Choice Voting (RCV) First Choice Column only, please contact Registrar of Voters Office for complete RCV results.

Member, City Council, Dist. 7 - Oakland (RCV)		
14 of 14 Precincts Reported(100.00%)		Vote for One (1) Only
Contest	Votes	Percentage
Treva Reid	6,863	35.39 %
Robert Bob Jackson	4,472	23.06 %
Aaron Clay	3,209	16.55 %
Marcie Hodge	2,774	14.31 %
Marchon Tatmon	1,775	9.15 %
Write-in	298	1.54 %

*Total number of Votes represents Ranked Choice Voting (RCV) First Choice Column only, please contact Registrar of Voters Office for complete RCV results.

Figure 2.

Voter Turnout by Race and Hispanic Origin, Presidential Elections 2008-2020
(Percentage of citizens 18 and over)



Source: U.S. Census Bureau, Current Population Survey, November supplement, 2008 to 2020.

“The most common reason for not voting among registered nonvoters was they were not interested in the election (17.6%). Other reasons included not liking the candidates or campaign issues, being too busy and forgetting to vote.” – U.S. Census Report, 4/29/21

Equity Outcome

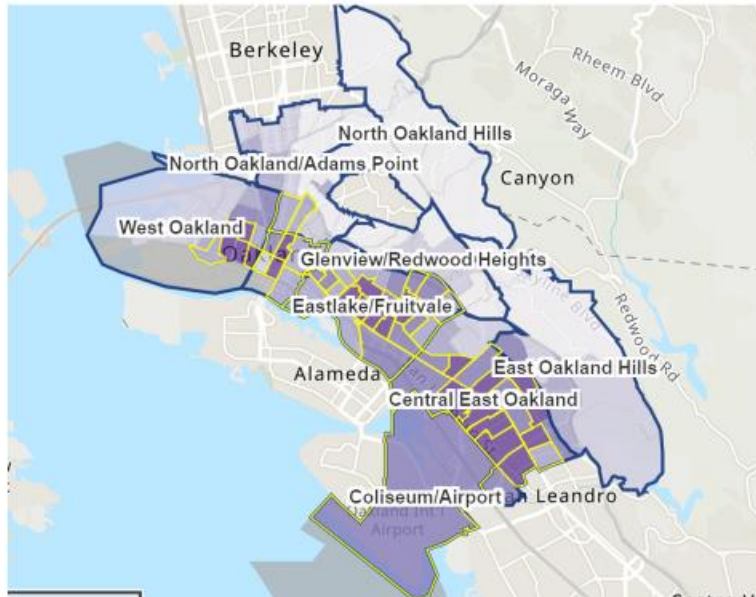
Oakland districts produce fair and equitable outcomes, without regard to incumbency, political affiliation, or race, and give voters a greater voice in our democracy by ensuring a competitive electoral environment.

Possible Outcome Measurements:

- Public opinion about fairness of Oakland districts (w/cross tabs for race and/or zip code)
- Level of voter participation
- Diversity of candidates running for office and winning/retaining seats

Oakland Department of Transportation (OakDOT) Geographic Equity Toolbox was created as a way for the City of Oakland to prioritize neighborhoods based on concentrations of people with demographic factors determined to have experienced historic and current disparities in key life outcomes.

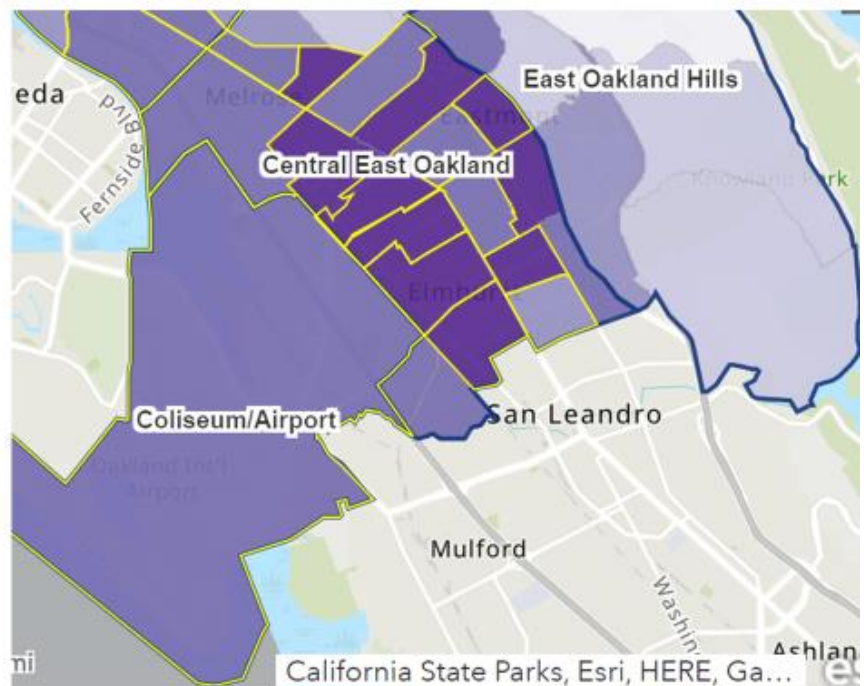
Geographic Equity Toolbox



Central/E. Oakland Equity Community of Interest

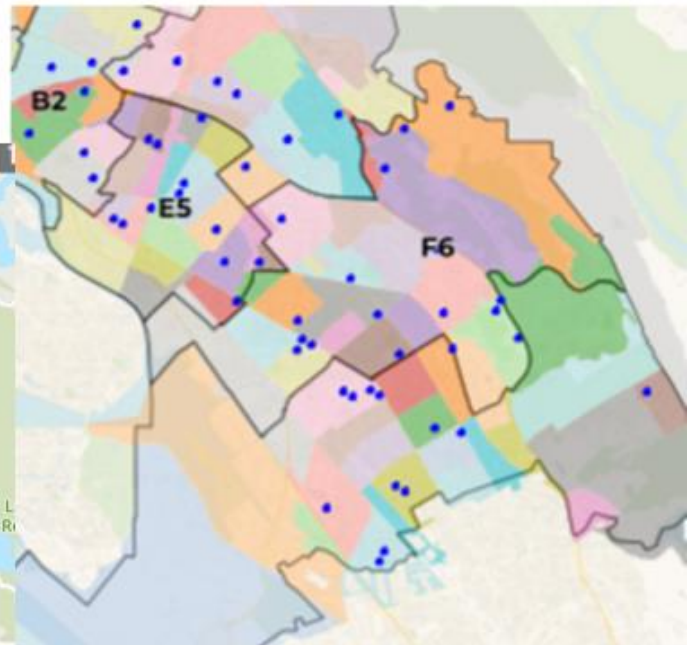
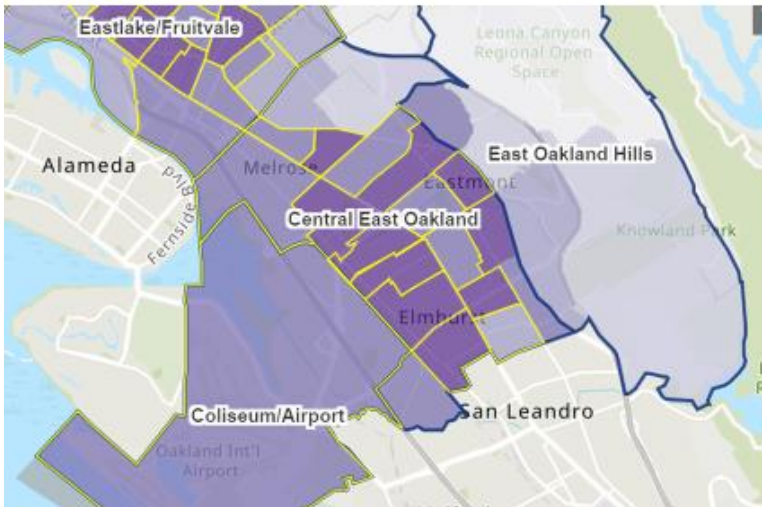
As defined by population equity indicator disparity data:

- Low access to meaningful economic opportunity
- Extreme housing cost burden/low household income
- Gentrification/housing insecurity/displacement
- Lack of community safety
- Pollution burden and poor health outcomes and life expectancy
- Schools impacted by socio-economic disadvantage
- Historic disenfranchisement, low voter turn out and resulting lack of political influence



Central/E. Oakland Equity Community of Interest

Draft F5 Map

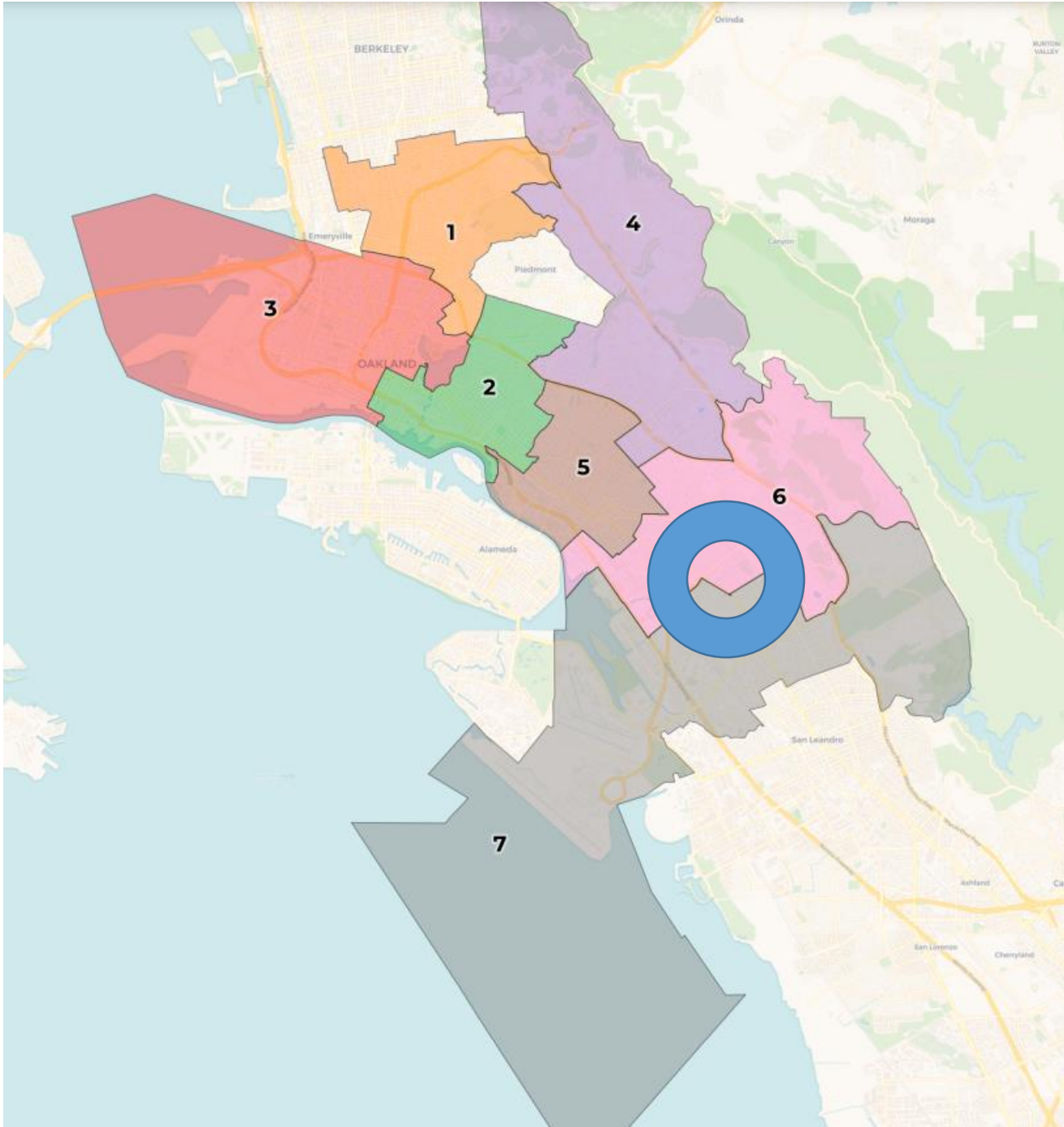


City Code Criteria

(4)The geographic integrity of any local neighborhood or local community of interest shall be respected in a manner that minimizes their division to the extent possible without violating the requirements of any of the preceding subsections. A community of interest is a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation. Communities of interest shall not include relationships with political parties, incumbents, or political candidates.

Note: The Commission ran out of time and bandwidth, and the F5 map was not thoroughly vetted against these criteria. The geographic area of Oakland with the highest concentration of racial disparities, historical disinvestment and political disenfranchisement received the least consideration and engagement with residents of this community of interest. Sadly, the current

arrangement has measurably underserved this community with tragic results. While this was a missed opportunity to address the history and tensions this analysis raises, the Commission has documented the challenges it faced that contributed to leaving these issues unresolved. With careful attention to that feedback and this equity analysis, there is hope that the next effort will be better positioned to center the needs of our most marginalized communities.



With heartfelt thanks to the City of Oakland’s first citizen redistricting commissioners for their dedicated service and courageous Charter Report outlining the lessons learned from this initial undertaking.

Darlene Flynn, Director - City of Oakland Department of Race and Equity