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OFFICE OF THE CITY CLERK
OAKLAND

2013 OCT 10 PM 2:33 **AGENDA REPORT**

TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Rachel Flynn

SUBJECT: Supplemental Report Regarding
2013 City Council Redistricting

DATE: October 8, 2013

City Administrator
Approval

Date

10/8/13

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

At the October 3, 2013 Rules and Legislation Committee meeting on redistricting, the Committee recommended that the full Council “focus” their discussion at the October 15, 2013 Council hearing on two redistricting proposals: Maps #17 and 18, both made by the City’s redistricting consultant. At the same time, the Committee did not want to preclude the City Council from considering the full range of proposals shown on previously submitted maps, or proposals which have not yet been shown on any map. Staff recommends that the City Council accept this supplemental report, hear public comment, and recommend direction on proposed redistricting map(s).

REASON FOR SUPPLEMENTAL REPORT

The City of Oakland’s Redistricting consultant, Douglas Johnson of National Demographics Corporation, prepared Redistricting proposals Map #17 “NDC Test A Plan” and Map #18 “NDC Test A Adjustment” (see *Attachment A*). These two maps offer different options for uniting the Maxwell Park neighborhood into a single Council district. Among other changes, Map #17 proposes Maxwell Park be in District 6, and then makes the necessary boundary changes to other neighborhoods, so as to achieve a balanced population; Map #18 proposes Maxwell Park be in District 4, and makes different boundary changes to other neighborhoods, to balance population.

Attachment A includes:

- Proposed maps #17 and 18
- a narrative explanation of the proposals
- demographic tables for maps #17 and 18

Item: _____
City Council
October 15, 2013

During the public comment period at the October 3, 2013 Rules and Legislation Committee meeting, a Maxwell Park resident submitted a redistricting proposal, created by neighbors at a weekend workshop. This map #19, (**Attachment B**) was recreated in digital format by the City's redistricting consultant, and posted to the City's Redistricting website; Map #19 is also available for use by the public in the Maptitude online mapping program. Map #19 unites Maxwell Park into District 6, and also includes the Laurel District and the Oakland-Alameda County Coliseum complex in District 6. Map #19 drew only District 6, and did not propose border changes for the other Council districts.

OUTCOME

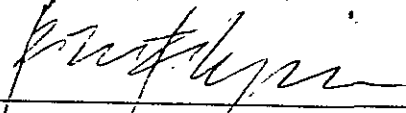
Staff seeks direction from the City Council on how to proceed with the drawing of proposed new Council district boundaries. Staff recommend that the Council select a preferred redistricting map and direct Staff to return with an ordinance ready for first reading. The Council's preferred redistricting map could be: (1) one of the already-drawn redistricting plans; (2) a map that Council directs Staff to develop by combining parts of the already-drawn redistricting plans; or (3) an entirely new redistricting plan.

CEQA

The California Environmental Quality Act (CEQA) does not apply to the 2013 Council redistricting, because the redistricting ordinance is not a "project" under CEQA. Section 15378 (b)(5) of the CEQA *Guidelines* states that a "project" under CEQA: "does not include...organizational or administrative activities of governments that will not result in direct or indirect physical changes in the environment."

For questions regarding this report, please contact Rachel Flynn, Director of Planning and Building, at 510-238-2229.

Respectfully submitted,

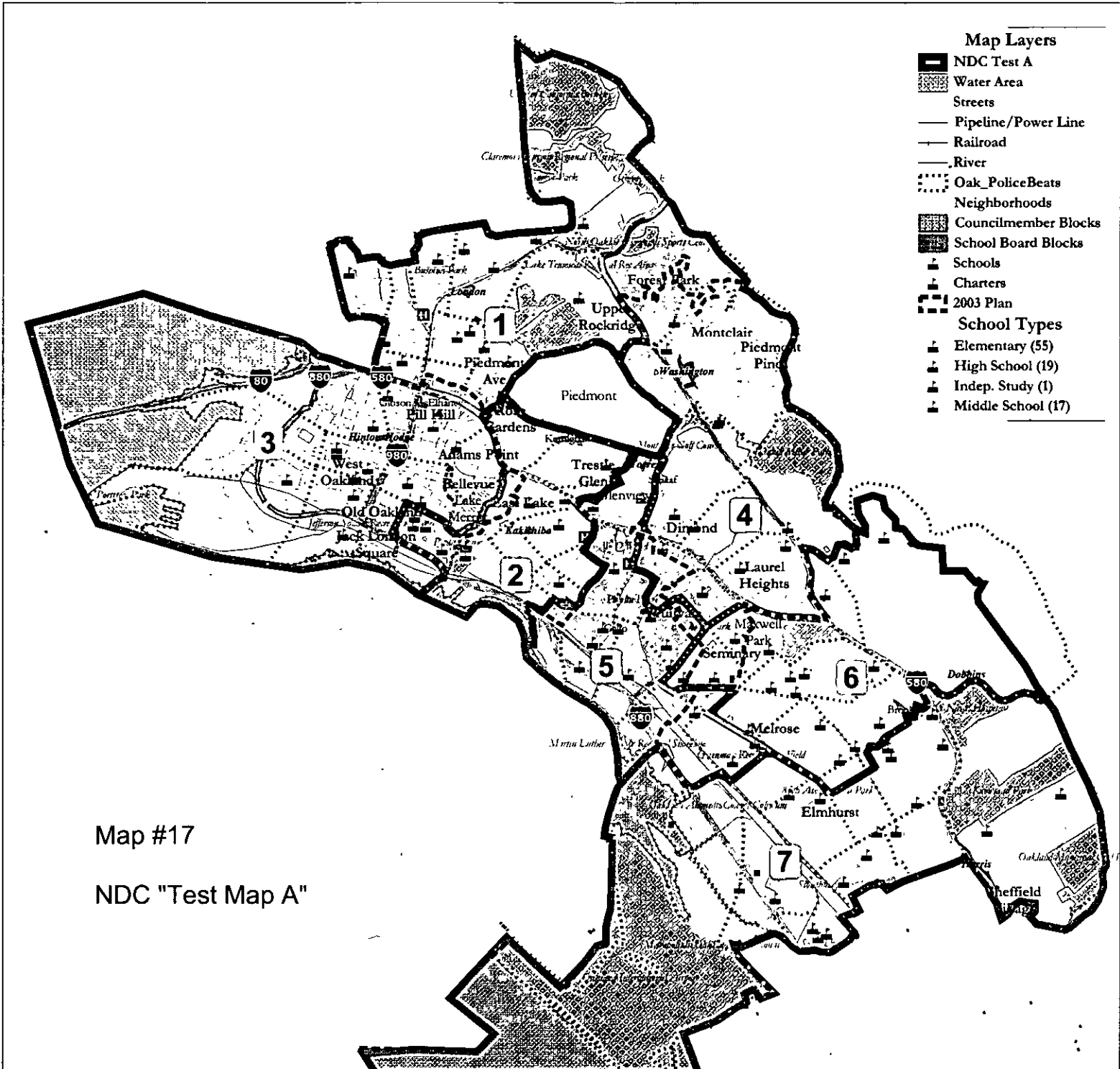


RACHEL FLYNN

Director, Department of Planning and Building

Prepared by:
Devan Reiff, Planner III
Strategic Planning Division

Attachment A: National Demographics Corporation proposed Redistricting maps # 17("NDC Test A Plan") and #18 ("NDC Test A—Adjusted"), with demographics tables and description
Attachment B: Map #19: "Maxwell Park neighbors"



The City's extensive public outreach effort successfully generated considerable public engagement and input for the City's 2013 redistricting effort. The first round of engagement and education Town Hall meetings led to the creation of 10 proposed redistricting maps generated by members of the Oakland community, along with three plans generated by the City's consultant. Following the second round of Review and Feedback meetings, NDC took the input of the community and developed the "NDC Test A" plan that attempts to put the many different comments and requests together into a plan that draws on the public input and balances the competing nature of some of the requests.

The "NDC Test A" plan is one illustration of how the 'puzzle pieces' from the various plans can be put together in ways that achieve the goals or suggestions from residents of different parts of the community.

Step 1: Population Balance the currently over-populated District 1:

- A) Move the border between D1 and D3 from MacArthur to 1-580;
 - *Proposed by member of the public in "Cohesive Neighborhoods 1"*
 - Unites a divided community: Police Beat 9X (united in D4)
 - Follows a major road (1-580)
 - Makes both D1 and D3 more compact
- B) Move the border between D1 and D4 in the hills north of Hwy 13 from its curvy multi-road path to Highway 24;
 - *Proposed by member of the public in "Cohesive Neighborhoods 1"*
 - Follows a major road (Hwy 24)
 - Unites a divided community (Thornhill Elementary attendance zone)
 - Makes both D1 and D4 more compact
- C) Balance population of D1 by moving D1/D2 border one block from Oakland Ave to Harrison Street
 - *Proposed in "NDC Draft 2"*

Step 2: Population Balance the currently over-populated District 3:

- D) Move the East Lake / China Hill area east of Lake Merritt from D3 to D2
 - *Proposed in every plan drawn by members of the public*
 - Unites a divided community (Cleveland Elementary Attendance Area; Police Beat 15X; East Lake Neighborhood)
 - Makes D2 and D3 more compact
 - New border: Grand Ave

Step 3: Population Balance District 3:

- E) Unite the Tresde Glen neighborhood in D2
- *Proposed by the Tresde Glen Neighborhood group*
 - Unites a divided community (Tresde Glen)
 - Follows a major visible feature (canyon behind Tresde Glen homes)
 - Makes D2 and D4 a bit more compact
- F) Move Garfield Elementary and neighborhood to the south from D2 to D5
- *Almost identical to change proposed by a member of the public in "Fair Representation"*
 - *A smaller version of the move proposed by a member of the public in Hope 4 Oakland, and proposed by Councilmember Brooks, NDC Draft 2 and NDC Draft 3*
 - Moves Garfield Elementary, which is on the north side of Foothill Blvd
 - Moves from D2 to D5 the area across the street to the south from Garfield Elementary, bordered by Foothill Blvd, 20th Ave, 12th Street, and 23rd Avenue

Step 4: Unite Maxwell Park

- G) Unite Maxwell Park in D6 (currently divided between D4 and D6)
- *Proposed by members of the public in Hope 4 Oakland; Socio-Economic Adjusted 1; Socio-Economic Adjusted 2; Fair Representation and Burton 1*
 - Unites a community (Maxwell Park; Police Beat 28X)
 - Follows major roads (High)

Step 5: Unite Fruitvale Police Beat 27X

- H) Unite Fruitvale Police Beat 27X in D6 (currently divided between D4, D5 and D6)
- *Proposed by member of the public in Fair Representation*
 - Unites a divided community (Fruitvale Police Beat 27X)
 - Follows major roads (High, 14th, and Bancroft)
 - Together with the Maxwell Park change, makes District 4 significantly more compact

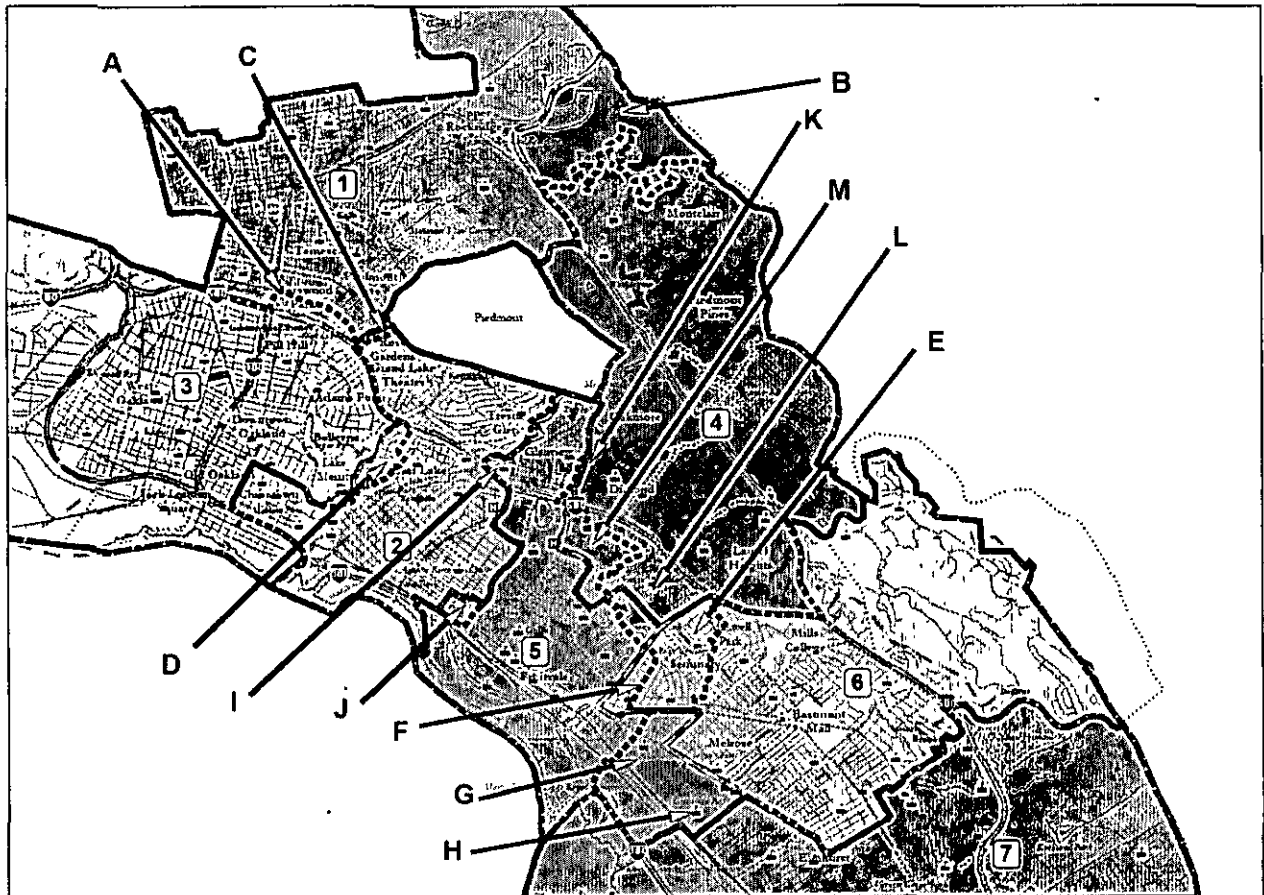
Step 7: Balance Population of D6

- I) Unite Melrose Elementary School attendance area in D5
- Unites a divided community (Melrose Elementary)
 - Follows major roads (Bancroft, 55th Ave and International)
- J) Move remaining D6 territory south of International Blvd into D5
- Follows major roads (International)
 - Balances population numbers
 - Does not change any part of D7

Step 8: Balance Population of D4 and D5

- K) Move D4/D5 border north of 1-580 to follow Sausal Creek
 - Unites a divided community (Police Beat 16Y along Canon Ave)
 - Follows a visible feature (Sausal Creek)
- L) Move D4/D5 border in area west of Humboldt and east of High
 - Unites a divided community (Police Beat 24Y) in D4
 - Unites a divided community (Police Beat 24X) in D5
 - Follows a major road (Bancroft), except where Bancroft splits Police Beat 24Y
- M) Move D4/D5 border in area west of Humboldt and east of Sausal Creek
 - Unites in D4 more, but not all, of Fruitvale Elementary attendance area and Police Beat 21Y
 - Brings populations of D4 and D5 into balance

Labeled Plan:



Resulting Demographics:

Full demographics for the plan are available in the accompanying spreadsheet, but here are comparisons of some demographic variables that have most often asked about by the public in the town hall meetings:

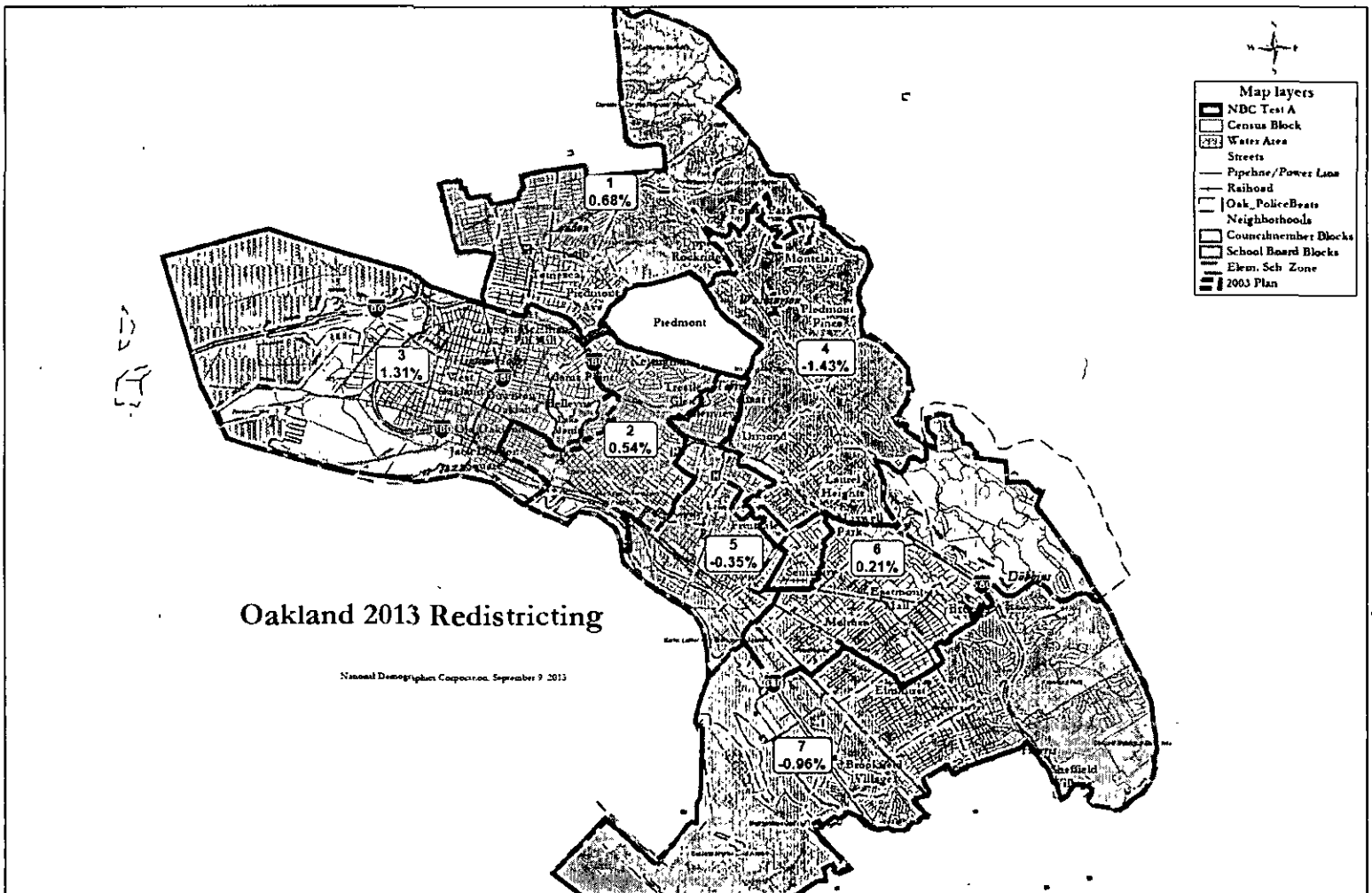
Overall Population Deviation: 2.7%

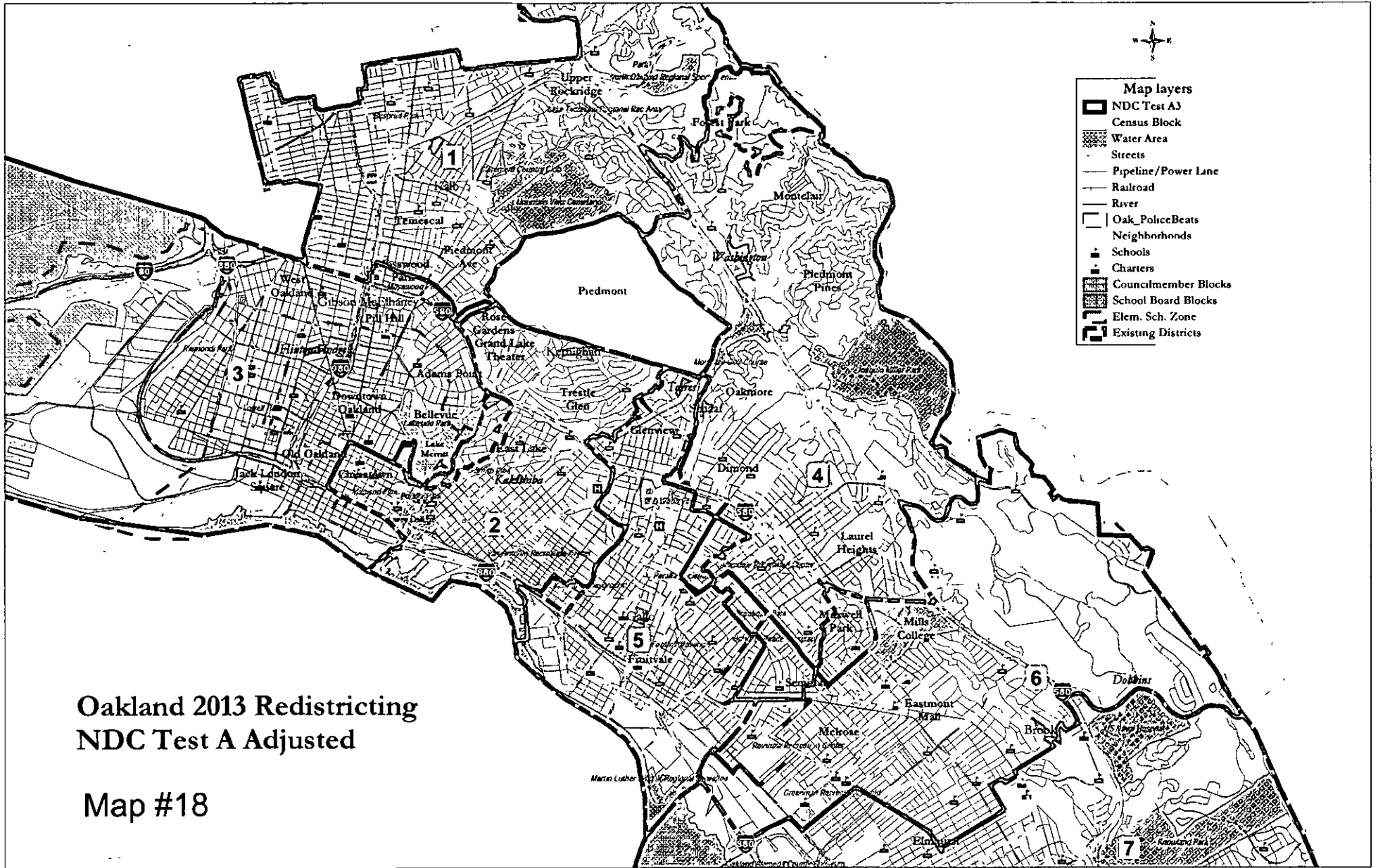
Latino percentage of Citizens of Voting Age in District 5: 23% (up from 21% in existing districts)
 African-American percentage of CVAP in District 5: 29% (up from 27%)
 Asian-American percentage of CVAP in D5: 22% (essentially unchanged from existing 23%)
 Non-Hispanic White percentage of CVAP in D5: 26% (down from 29% in existing)

African-American percentage of CVAP in D6: 56% (essentially unchanged from existing 55%)
 Latino percentage of CVAP in D6: 15% (essentially unchanged from existing 16%)

There are no changes to the existing District 7 in this plan.

Full Plan Map:





District	1	2	3	4	5	6	7	Total
Total Population	56,527	56,760	57,196	55,198	54,858	54,905	55,280	390,724
Deviation from Mean Population	709	942	1,378	-620	-960	-913	538	2,338
% Deviation from Mean Population	1.27%	1.69%	2.47%	-1.11%	-1.72%	-1.64%	-0.96%	4.2%
Percentage of Total Population (2010 US Census data)								
Hispanic	9.2%	13.9%	13.4%	13.5%	47.9%	35.5%	45.3%	25%
Non-Hispanic (NH) White	53.6%	26.6%	26.2%	43.2%	13.9%	10.9%	6.3%	26%
NH Black/African American	22.7%	16.9%	38.9%	19.2%	15.9%	42.3%	40.9%	28%
NH Native American	0.6%	0.5%	0.7%	0.7%	0.6%	0.4%	0.3%	1%
NH Asian American	11.7%	40.1%	18.2%	21.2%	20.0%	7.9%	4.6%	18%
NH Pacific Islander	0.2%	0.3%	0.3%	0.5%	0.4%	1.1%	1.3%	1%
NH Other	0.5%	0.4%	0.4%	0.4%	0.3%	0.2%	0.2%	0%
NH Multi-Race	1.4%	1.3%	1.7%	1.3%	0.9%	1.7%	1.2%	1%
Percentage of Voting Age Population (2010 US Census data)								
Total Young Age Population (VAP)	47,748	47,047	48,638	43,581	40,930	40,235	39,425	307,604
Hispanic VAP	8.3%	12.1%	12.2%	11.9%	43.8%	31.5%	40.2%	22%
NH White VAP	56.0%	28.5%	29.2%	46.0%	16.3%	13.0%	7.7%	29%
NH Black/African American VAP	21.8%	16.8%	36.8%	18.7%	16.4%	43.6%	44.2%	28%
NH Native American VAP	0.7%	0.5%	0.7%	0.7%	0.6%	0.4%	0.3%	1%
NH Asian American VAP	11.4%	40.3%	18.9%	21.0%	21.3%	8.9%	5.0%	19%
NH Pacific Islander VAP	0.2%	0.3%	0.3%	0.5%	0.4%	1.0%	1.2%	1%
NH Other VAP	0.5%	0.4%	0.4%	0.3%	0.2%	0.2%	0.2%	0%
NH Multi-Race VAP	1.1%	1.0%	1.5%	1.0%	0.8%	1.4%	1.1%	1%
Percentage of Citizen Voting Age Population 2007-2011 Special Tabulation data)								
Total Citizens of Voting Age (CVAP)	43,725	38,705	38,925	39,345	26,566	31,561	30,283	249,110
Hispanic CVAP	7%	10%	8%	8%	23%	15%	19%	12%
NH White CVAP	58%	36%	34%	51%	24%	16%	12%	35%
NH Black/African American CVAP	23%	21%	38%	20%	27%	57%	60%	34%
NH Native American CVAP	0%	0%	0%	0%	0%	0%	0%	0%
NH Asian American CVAP	8%	30%	16%	18%	23%	8%	5%	16%
NH Pacific Islander CVAP	0%	1%	0%	0%	0%	0%	0%	0%
NH Other CVAP	4%	2%	4%	2%	2%	3%	3%	3%
Percentage of Registration and Turnout by Surname (California Statewide Database Nov 2010 data)								
Registered Voters	40,440	29,391	30,390	35,484	20,009	25,235	23,139	204,088
Spanish-Surnamed % of Registration	5%	7%	6%	7%	23%	11%	13%	10%
Asian-Surnamed % of Registration	5%	21%	9%	10%	11%	4%	2%	9%
Filipino-Surnamed % of Registration	1%	1%	1%	1%	1%	1%	1%	1%
Voters Casting Ballots	27,242	17,931	16,607	24,783	10,670	13,497	12,053	122,783
Spanish-Surnamed % of Voters Casting Ballots	4%	7%	6%	6%	22%	11%	12%	9%
Asian-Surnamed % of Voters Casting Ballots	5%	17%	9%	8%	10%	4%	2%	8%
Filipino-Surnamed % of Voters Casting Ballots	1%	1%	1%	1%	1%	1%	1%	1%

Attachment A to October 15, 2015 City Council report

NDC Changes Leading to Map #18: "NDC Test A adjusted"

10/7/2013

Map 18 begins with Map 17 as its basis. A previous memo lays out the changes to the existing districts included in Map 17. The following describe only the changes made to Map 17 to arrive at Map 18.

Step 1: Adjust the border of D1 and D4:

- A) Move the border between D1 and D4 north of Hwy 13 from Hwy 24 to Broadway Terrace and Skyline Drive;
- This is the border used in the 1993-2003 districts;

Step 2: Adjust the border of D1 and D3:

- B) Return the border to its existing line along MacArthur east of I-980/Hwy 24
- Retains the existing border
 - **Potential Alternative:** keep the border east of I-980/Hwy 24 at 1-580 and move the border west of I-980/Hwy 24 to Macarthur
 - i. This alternative plan deviation: 3.86%; retaining the existing border as drawn in Map #18 has a 4.19% plan deviation. So the alternative is an improvement from that perspective.

Step 3: Population Balance District 3:

- C) Move one block of the "Gold Coast" area on the SW side of Lake Merritt from D3 to D2
- Moves the block bordered by the Lake on the east, 17th Street on the north, Madison St on the west, and 14th Street on the south
 - A smaller, but similar, change to that proposed in NDC Draft 1

Step 4: Move Maxwell Park from District 6 to District 4

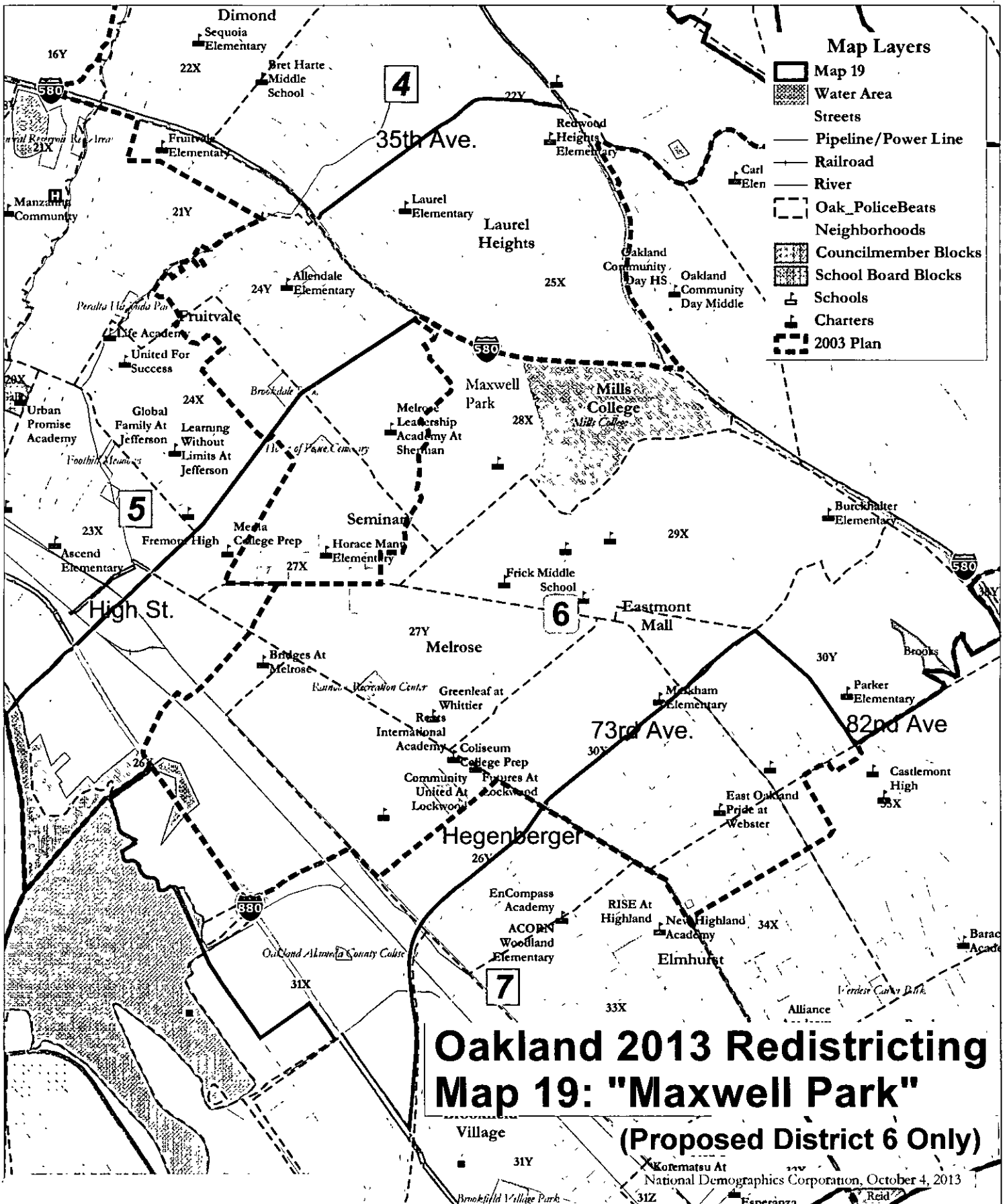
- D) Maxwell Park remains united, but moved into D4
- Defined as bordered by Mills College, 55th Ave, Brookdale Ave, High St and 1-580

Step 5: Population balance District 6:

- E) The area south of Intemarional but not in the Melrose attendance area, including Lions Creek, is moved back into D6 (it's in D5 in Map #17, but currently in D6)
- The result includes two oddly shaped areas connected to the south end of D6, but each area is an undivided community

Step 7: Balance Population Districts 4 and 5

- F) Move the area south of 580 around Fruitvale Elementary School from D4 to D5
- Area moved is bordered by 1-580 on the north, Coolidge on the east, Bona on the south, and Sausal Creek on the west



District	1	2	3	4	5	6	7	Total
Total Population						58,395		58,395
Deviation from Mean Population						2,577		0
% Deviation from Mean Population						4.62%		0.0%
Percentage of Total Population (2010 US Census data)								
Hispanic						34.6%		25%
Non-Hispanic (NH) White						14.0%		26%
NH Black/African American						37.6%		28%
NH Native American						0.4%		1%
NH Asian American						10.5%		18%
NH Pacific Islander						1.0%		1%
NH Other						0.2%		0%
NH Multi-Race						1.7%		1%
Percentage of Voting Age Population (2010 US Census data)								
Total Voting Age Population (VAP)						43,480		43,480
Hispanic VAP						30.8%		22%
NH White VAP						16.3%		29%
NH Black/African American VAP						38.5%		28%
NH Native American VAP						0.5%		1%
NH Asian American VAP						11.4%		19%
NH Pacific Islander VAP						0.9%		1%
NH Other VAP						0.2%		0%
NH Multi-Race VAP						1.4%		1%
Percentage of Citizen Voting Age Population 2007-2011 Special Tabulation data)								
Total Citizens of Voting Age (CVAP)						34,201		34,201
Hispanic CVAP						15%		12%
NH White CVAP						20%		35%
NH Black/African American CVAP						51%		34%
NH Native American CVAP						0%		0%
NH Asian American CVAP						10%		16%
NH Pacific Islander CVAP						0%		0%
NH Other CVAP						3%		3%
Percentage of Registration and Turnout by Surname (California Statewide Database Nov 2010 data)								
Registered Voters						27,705		27,705
Spanish-Surnamed % of Registration						12%		10%
Asian-Surnamed % of Registration						6%		9%
Filipino-Surnamed % of Registration						1%		1%
Voters Casting Ballots						15,279		15,279
Spanish-Surnamed % of Voters Casting Ballots						11%		9%
Asian-Surnamed % of Voters Casting Ballots						5%		8%
Filipino-Surnamed % of Voters Casting Ballots						1%		1%