



November 17, 2021

ITEM TITLE: PUBLIC HEARING #2 – RECEIVE PUBLIC INPUT ON EXISTING COUNCIL ELECTION DISTRICT BOUNDARIES.

ORIGINATING DEPARTMENT:

City Clerk

EXECUTIVE SUMMARY:

Every ten years, cities with geographic election districts (including Imperial Beach) must use new census data to review and, if needed, redraw district lines to reflect how local populations have changed. This process, referred to as redistricting, ensures each district has a nearly equal population as the other districts. Using new 2020 Census data and the requirements of California’s new “Fair Maps Act” law, it has been determined that the existing district election areas in Imperial Beach are still balanced. On October 20, 2021, City Council held the first of four public hearings and received a report from NDC, the City’s demographic consultant, regarding the redistricting process and permissible criteria to be considered to retain or redraw district boundaries.

RECOMMENDATION:

It is recommended that the City Council conduct the public hearing and receive public input on the existing council election district boundaries.

OPTIONS:

- Conduct the public hearing and receive public input on the existing council election district boundaries.
- Request additional information from staff or the City’s demographic consultant
- Provide direction to the City Manager to take an alternative action

BACKGROUND/ANALYSIS:

The City adopted its current district boundaries on December 5, 2018, based on 2010 census data as required by law. On September 27, 2021, the State of California posted the prisoner-adjusted 2020 Census data per Elections Code 21003. For California cities, these figures are deemed to be the final numbers to balance in the redistricting process (Elections Code 21601). NDC processed these numbers for the current Imperial Beach Council election districts (Attachment 1).NDC finds that the City’s current population deviation - the difference between the most populous and least populous districts - is 9.1%. This value is within the 10% threshold where a map is considered "presumptively constitutional" (Harris v Arizona Independent Redistricting Commission), and thus the districts do not need to be redrawn to comply with the federal equal population requirement.

In October 2019, Assembly Bill No. 849, known as the Fair Maps Act, was approved which now requires cities to ensure maps comply with set redistricting criteria. AB 849 further outlines the specified steps a jurisdiction must take to encourage public participation of its residents and the deadlines for the adoption of new boundaries by a governing body. If the City Council finds the current districts meet the requirements of California's new " Fair Maps Act," the election district lines may be retained at the conclusion of the Fair Maps Act hearing and outreach process. The redistricting process for the City of Imperial Beach must be completed by April 17, 2022.

Fair Maps Act:

Under the Act, the City Council shall draw and adopt boundaries using the following criteria in the listed order of priority (Elections Code 21601(c) for general law cities / 21621(c) for charter cities):

1. Comply with the federal requirements of equal population and the Voting Rights Act
2. Geographically contiguous
3. Undivided neighborhoods and "communities of interest" (socio-economic geographic areas that should be kept together)
4. Easily identifiable boundaries
5. Compact (do not bypass one group of people to get to a more distant group of people)
6. Shall not favor or discriminate against a political party

Once the prioritized criteria are met, other traditional districting principles can be considered, such as:

1. Minimize the number of voters delayed from voting in 2022 to 2024
2. Respect voters' choices / continuity in office
3. Future population growth

To comply with the Fair Maps Act, cities should hold at least four public hearings that enable community members to provide input on the drawing of district maps.

- At least one hearing must occur before the city prepares draft maps.
- At least two hearings must happen after the draft maps have been prepared.
- The fourth hearing can happen either before or after the draft maps have been prepared. City staff or consultants may hold a public workshop instead of one of the required public redistricting hearings.

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

- At least one hearing must occur on a Saturday, Sunday, or after 6 p.m. on a weekday. (This requirement was satisfied at the 10-20-21 City Council meeting)
- If a redistricting hearing is consolidated with another local government meeting, the redistricting hearing portion must begin at a pre-designated time.
- Local public redistricting hearings should be made accessible to people with disabilities.

The first of four public hearings was held on October 20, 2021 for the purpose of informing the public about the districting process and to hear from the community on what factors should be taken into consideration when evaluating current districts and considering potential changes to them. Because the census results showed that the recently adopted districts are still population-balanced, the City Council expressed an interest in retaining the existing map and to conduct the four-public hearing process to encourage and provide several opportunities for the public to offer input regarding the composition of the current Council election district boundaries. The public is

encouraged to provide input regarding communities of interest and other local factors as well as feedback about the current district map. A community of interest under the relevant Elections Code for cities (Section 21601(c) / 21621(c)] is “a population that shares common social or economic interests that should be included within a single district for purposes of its effective and fair representation.”

Next Steps:

Public Hearing #3: February 16, 2022	To seek public input and make amendments to current map, if needed.
Public Hearing #4: March 2, 2022	To introduce first reading of an ordinance for adoption of the final map. Final map to be posted 7 days prior to adoption.
March 16, 2022	Second Reading and adoption of the ordinance and final map

ENVIRONMENTAL DETERMINATION:

Not a project as defined by CEQA.

FISCAL IMPACT:

No fiscal impact associated with this report.

ATTACHMENTS:

- Att 1 Population by District
- Att 2 Current City Council District Map
- Att 3 10-20-21 Presentation by NDC

Imperial Beach - Existing Districts

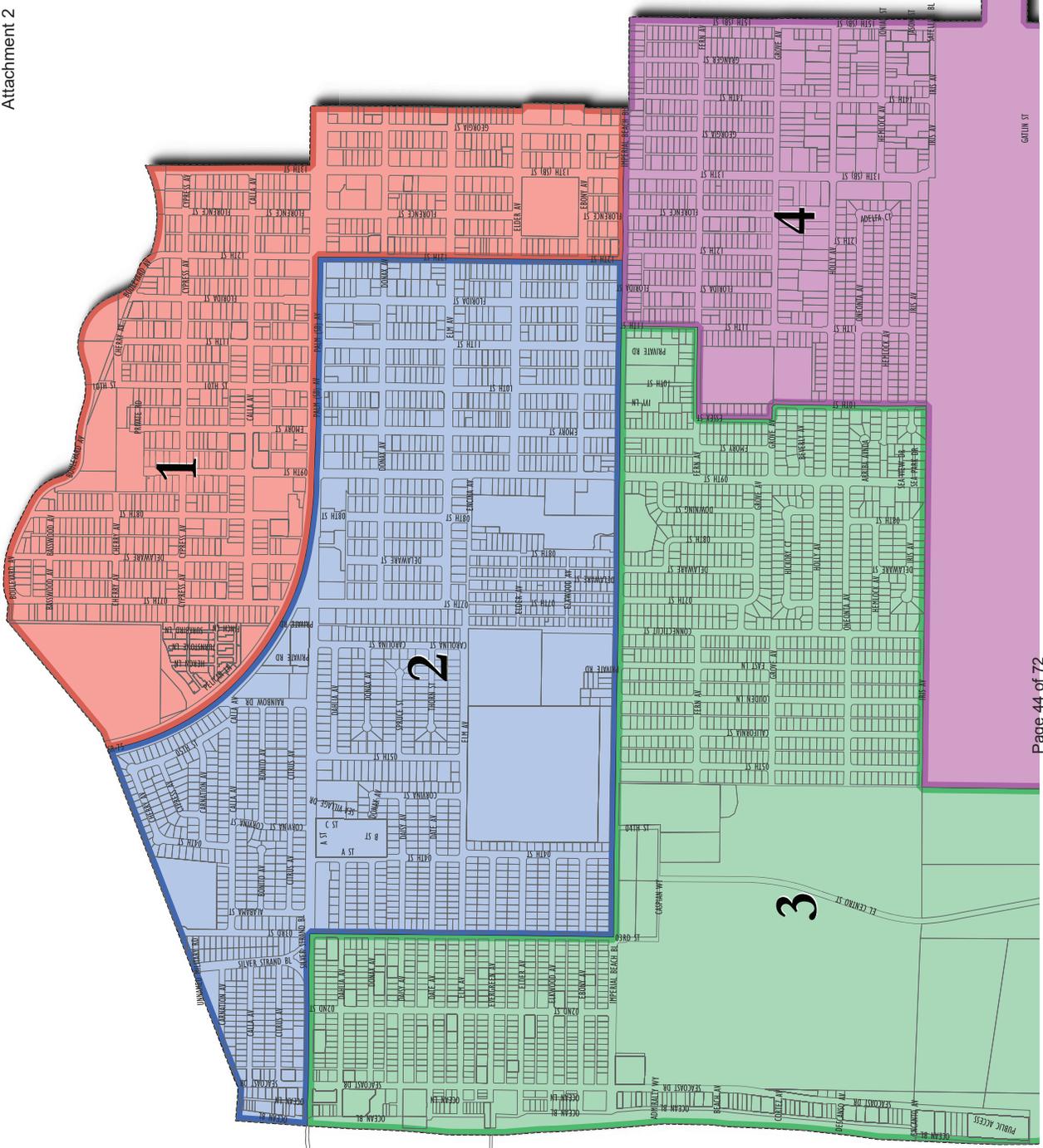
District		1	2	3	4	Total
	Total Pop	6,701	6,784	6,558	6,187	26,230
	Deviation from ideal	143	226		-371	597
	% Deviation	2.18%	3.45%	0.00%	-5.66%	9.10%
Total Pop	% Hisp	59.1%	48%	35%	63%	51%
	% NH White	25%	38%	49%	20%	33%
	% NH Black	5%	3%	4%	4%	4%
	% Asian-American	7%	6%	8%	10%	8%
Citizen Voting Age Pop	Total	4,305	4,304	5,847	3,538	17,994
	% Hisp	54%	36%	29%	55%	42%
	% NH White	30%	48%	50%	24%	40%
	% NH Black	9%	6%	7%	7%	7%
	% Asian/Pac.Isl.	6%	9%	12%	12%	10%
Voter Registration (Nov 2020)	Total	3,470	4,094	3,876	3,120	14,560
	% Latino est.	56%	39%	28%	57%	44%
	% Spanish-Surnamed	51%	36%	26%	52%	40%
	% Asian-Surnamed	1%	1%	1%	1%	1%
	% Filipino-Surnamed	2%	2%	2%	3%	2%
	% NH White est.	35%	55%	63%	33%	48%
	% NH Black	9%	5%	8%	10%	8%
Voter Turnout (Nov 2020)	Total	2,278	3,125	3,145	2,070	10,618
	% Latino est.	52%	35%	25%	52%	39%
	% Spanish-Surnamed	48%	33%	24%	48%	36%
	% Asian-Surnamed	1%	1%	1%	1%	1%
	% Filipino-Surnamed	2%	2%	1%	3%	2%
	% NH White est.	37%	58%	65%	38%	52%
	% NH Black	9%	5%	7%	8%	7%
Voter Turnout (Nov 2018)	Total	1,330	2,173	2,262	1,190	6,955
	% Latino est.	47%	31%	21%	46%	33%
	% Spanish-Surnamed	45%	29%	20%	43%	32%
	% Asian-Surnamed	1%	1%	1%	1%	1%
	% Filipino-Surnamed	2%	2%	1%	3%	2%
	% NH White est.	39%	62%	69%	41%	56%
	% NH Black est.	10%	4%	7%	10%	7%
ACS Pop. Est.	Total	6,550	6,461	7,865	6,563	27,440
Age	age0-19		26%	26%	31%	28%
	age20-60	57%	56%	54%	59%	56%
	age60plus	15%	19%	19%	11%	16%
Immigration	immigrants		19%	14%	32%	21%
	naturalized	51%	53%	55%	42%	49%
Language spoken at home	english		60%	74%	34%	55%
	spanish	47%	34%	22%	54%	39%
	asian-lang	3%	4%	3%	9%	5%
	other lang	1%	2%	1%	2%	2%
Language Fluency Education (among those age 25+)	Speaks Eng. "Less than Very Well"	13%	14%	7%	23%	14%
	hs-grad		55%	47%	50%	52%
	bachelor	10%	15%	19%	13%	14%
	graduatedegree	2%	8%	17%	2%	8%
Child in Household	child-under18	34%	33%	25%	41%	33%
Pct of Pop. Age 16+	employed	72%	67%	55%	68%	65%
Household Income	income 0-25k	17%	25%	13%	19%	18%
	income 25-50k	34%	25%	24%	34%	29%
	income 50-75k	28%	18%	14%	21%	20%
	income 75-200k	18%	29%	44%	26%	30%
	income 200k-plus	3%	4%	5%	1%	3%
Housing Stats	single family	45%	66%	58%	48%	55%
	multi-family	55%	34%	42%	52%	45%
	rented	84%	66%	50%	83%	69%
	owned	16%	34%	50%	17%	31%

Total population data from the 2020 Decennial Census.

Surname-based Voter Registration and Turnout data from the California Statewide Database.

Latino voter registration and turnout data are Spanish-surname counts adjusted using Census Population Department undercount estimates. NH White and NH Black registration and turnout counts estimated by NDC. Citizen Voting Age Pop., Age, Immigration, and other demographics from the 2015-2019 American Community Survey and Special Tabulation 5-year data.

- Legend**
- City Boundary
 - IB Parcels
 - Council Districts**
 - 1
 - 2
 - 3
 - 4



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City of Imperial Beach City Council Meeting

October 20, 2021

PUBLIC HEARING (1):

1. CONSIDERATION OF CITY COUNCIL ELECTION DISTRICT BOUNDARIES, TO INCLUDE PRESENTATION ON THE REDISTRICTING PROCESS AND PERMISSIBLE CRITERIA TO BE CONSIDERED TO REDRAW DISTRICT BOUNDARIES, AND TO RECEIVE PUBLIC INPUT REGARDING THE COMPOSITION OF COUNCIL ELECTION DISTRICT BOUNDARIES. (0430-95)

RECOMMENDATION: That the City Council:

- 1) Open the public hearing and receive a report from NDC, the City's demographic consultant, regarding the redistricting process and permissible criteria to be considered to retain or redraw district boundaries.
- 2) Invite members of the public to provide input on the district boundaries.
- 3) Direct staff to hold a total of four public hearings to encourage and provide several opportunities for the public to offer input regarding the composition of Council election district boundaries.

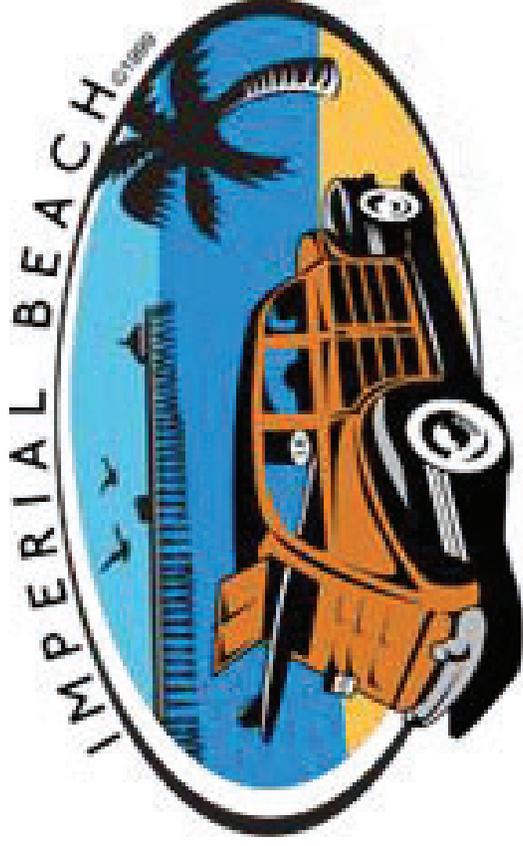


- **Public Hearing to Discuss the Impact of the 2010 Census on the Imperial Beach Election Districts**

Resolution 2018-7993 (December 5, 2018)

“By this resolution, each Council Member hereby declares its intention to continue to endeavor to act in the best interests of the City as a whole, despite Council Members being elected to represent one of the City’s four districts.”





City of Imperial Beach

Public Hearing #1

October 20, 2021

What is Redistricting?

Every 10 years, local governments use new data from the census to redraw their district lines to reflect how local populations have changed.

Cities must ensure that their district boundaries continue to be in population balance. If districts are out of balance, they must be adjusted or redrawn to bring them into balance.

The primary goal when developing election districts is to draw lines that respect neighborhoods, history and geographical elements.

The final map of districts will be used for Imperial Beach's City Council elections for the next 10 years starting in 2022.

Why Are We Doing this Again so Soon?

Every 10 years the federal government conducts a census and each City must update its election districts to reflect the latest population counts.

Imperial Beach went through a process to move to council districts in 2018. District maps were drawn in 2018 using 2010 population counts. The first election using these districts was 2020.

The California adjusted 2020 census data shows that the current districts are in balance.

The Fair Maps Act was passed in 2019 to govern how cities conduct redistricting.

Redistricting Rules and Goals

1. Federal Laws

Equal Population
Federal Voting Rights Act
No Racial Gerrymandering



2. California Criteria for Cities

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

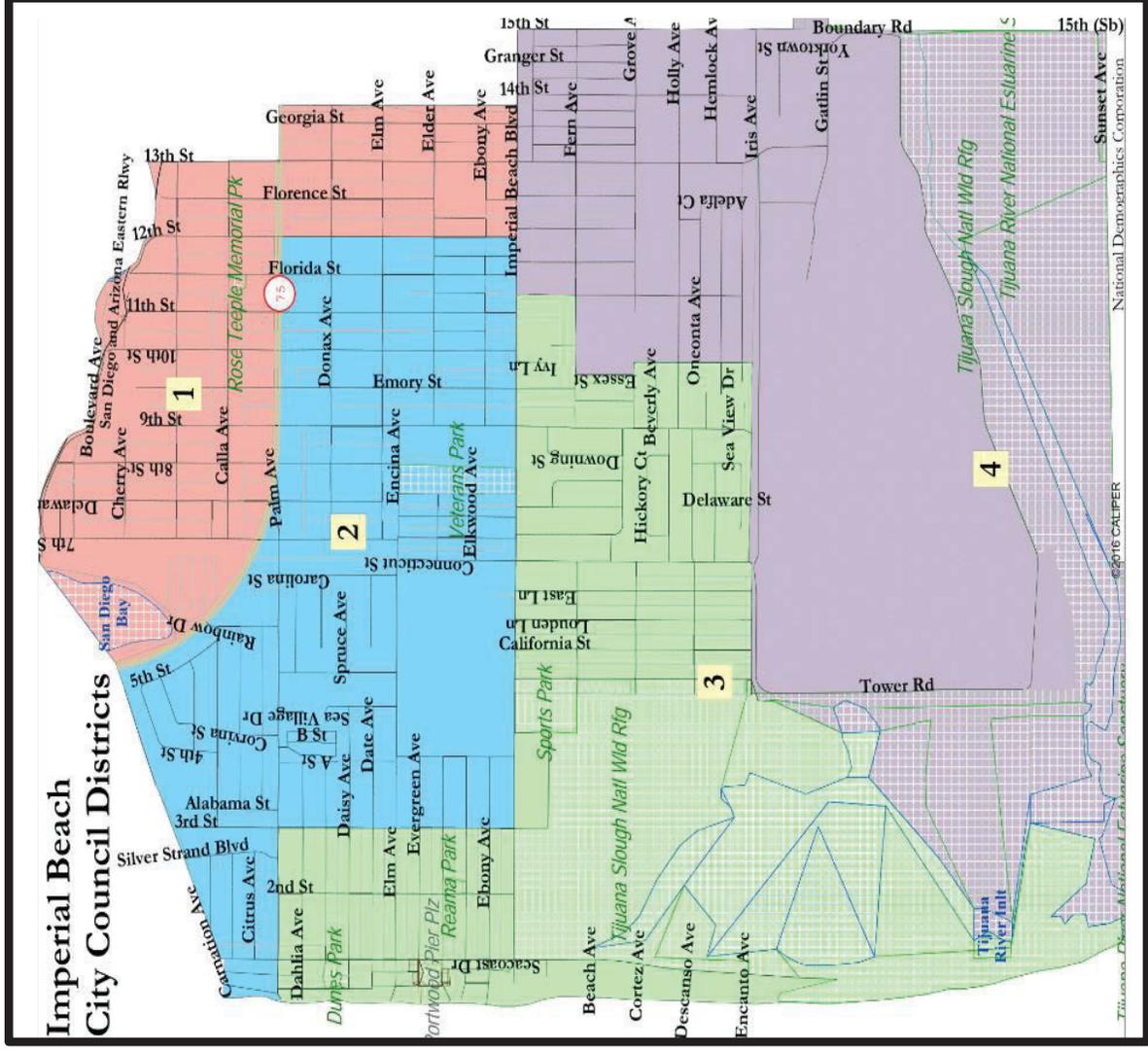
Prohibited:

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

3. Other Traditional Redistricting Principles

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

Current District Map



Analysis of California adjusted census data indicates that the current Imperial Beach districts are balanced per federal equal population guidelines

Imperial Beach – Overview

Estimated 2020 Deviation from				
District	Population	Ideal		% Deviation
1	6,701	143		2.18%
2	6,784	226		3.45%
3	6,558	0		0.00%
4	6,187	-371		-5.66%
Total	26,230	597		9.10%

A deviation range less than 10% has generally been considered balanced by the Courts

CVAP	1	2	3	4	Total
% His	54%	36%	29%	55%	42%
% NH White	30%	48%	50%	24%	40%
% NH Black	9%	6%	7%	7%	7%
% Asian/Pac Isl	6%	9%	12%	12%	10%
Total	4305	4304	5847	3538	17,994

Options for the City Council

Because the current Imperial Beach districts have a population deviation range of less than 10%, they are considered to be balanced and do not need to be redrawn to comply with the federal equal population requirement.

If the City Council finds that current districts meet the requirements of California's new Fair Maps Act, the election district lines may be kept as-is at the conclusion of the Fair Maps Act hearing and outreach process.

The City's options are:

- Continue through the hearing process and re-adopt the current map at the end
- Request additional draft maps to consider through the hearing process

City of Imperial Beach Proposed Redistricting Timeline

Month(s)	Event
Census Data Release August 12	Census Bureau released official 2020 Census population data
California Data Release September 20/27	California released official “prisoner adjusted” redistricting data on September 20 Due to significant errors in the data file, data was re-released data on September 27
Public Hearing #1 October 20	Public hearing to allow members of the public to learn about redistricting process and census data and provide feedback on communities of interest Review of options for City Council given “balanced data”
Public Hearing #2 November 17	Hear public testimony about existing map and communities of interest
Public Hearing #3 TBD	Hear public testimony about existing map
Public Hearing #4 March 2, 2022	Solicit final public testimony Discuss and adopt recommended final map
April 17, 2022	(Election Minus 205) Statutory deadline to adopt map ordinance

Defining Neighborhoods

1st Question: What is your neighborhood?

2nd Question: What are its geographic boundaries?

Examples of physical features defining a neighborhood boundary:

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

Beyond Neighborhoods: Communities

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

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

Communities of interest do not include relationships with political parties, incumbents, or political candidates.
(emphasis added)

Beyond Neighborhoods: Defining Communities of Interest

1st Question: What defines your community?

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

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

- Or would it benefit more from having multiple representatives?

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

What's Next

Public Hearing:

- **What are important communities of interest in Imperial Beach that should be kept together to ensure “effective and fair representation?”**
- **How well do the current districts serve the needs of the City of Imperial Beach?**

For more information and to stay up-to-date on Imperial Beach’s redistricting efforts, please visit:

[Redistricting - Imperial Beach, CA \(imperialbeachca.gov\)](https://www.imperialbeachca.gov)