

CITY OF CITRUS HEIGHTS

CITY COUNCIL STAFF REPORT MEMORANDUM

DATE: May 23, 2019

TO: Mayor and City Council Members

FROM: Christopher W. Boyd, City Manager

Katherine Cooley, Assistant to the City Manager

SUBJECT: Public Hearing #3 Regarding the Composition of the City's Voting

Districts Pursuant to Elections Code Section § 10010 (a)(1)

California Voting Rights Act

Summary and Recommendation

On January 10, 2019, the City Council adopted a resolution of intention to transition from atlarge to district-based elections. Pursuant to California Elections Code §10010, this is the first of two public hearings to receive community input on draft district map boundary alternatives drawn by members of the community and the city's demographer.

Staff recommends the Council hold the third of five public hearings to receive input on the composition of voting districts, select two to four "focus" maps, request any desired map revisions, and any additional information needed for the public hearing scheduled for June 13, 2019.

Fiscal Impact

There is no fiscal impact associated with this public hearing.

The total fiscal impact of the districting process is estimated to be approximately \$90,000. This includes the increased, recurring cost of approximately \$6,000 from the County Registrar of Voters for conducting a district-based, as opposed to at-large, election and a one-time payment to Shenkman & Hughes capped at a not-to-exceed \$30,000 and one-time costs for a demographer to assist with drawing boundaries for the voting districts, estimated at \$34,000. There will also be time spent by City staff and the City Attorney on this matter estimated at \$20,000.

Background and Analysis

In order to conform with the California Voting Rights Act of 2001 (CVRA) the city will transition to district based elections within a 180 day timeframe in preparation for the 2020

Subject: Public Hearing #3 Regarding the Composition of the City's Voting Districts

Date: May 23, 2019

Page 2 of 4

General Election. Pursuant to Elections Code § 10010, the city has held two required public hearings over a period of no more than 30 days before any map or maps of the boundaries for the proposed voting districts were drawn. At the public hearings, the community was invited to provide input regarding the composition of the districts. At this hearing, the City Council will identify two to four "focus" maps, and present the draft map or maps for public comment and review in subsequent public hearings.

The City Council will then provide further direction to finalize the map, which will be presented to the City Council for a final vote. The City Council is the final decision-making body on adopting districting boundaries. To ensure a cap of \$30,000 on the limitation of the city's reimbursement to prospective plaintiffs challenging the city's compliance with § 10010 of the Election Code (known as the "limited safe harbor" provision), adoption of the ordinance must occur within a 180 day timeframe.

Districting Timeline

The city has scheduled the required public hearings as follows:

Hearing	Date	Description
1	February 28, 2019	Completed.
2	March 14, 2019	Completed
3	May 23, 2019	Take public testimony on the draft district boundary
		maps provided by the demographer.
4	June 13, 2019	Review the maps, and any new maps or revisions, take
		public testimony and introduce the first reading of a
		district elections ordinance.
5	June 27, 2019	Hold the second reading of a district elections ordinance.

Criteria for Creating District Maps

Cities must comply with the following legally required criteria under federal law:

- 1. Each district must have equal populations or "shall be as nearly equal in population as may be," which is known as the one person, one vote rule. (Elections Code § 21601; Gov. Code § 34884(a)(1); Equal Protection Clause of the U.S. Constitution.)
- 2. Race cannot be the "predominant" factor or criteria when drawing districts. (*Shaw v. Reno* (1993) 509 U.S. 630; *Miller v. Johnson* (1995) 515 U.S. 900.)
- 3. The districting plan must comply with the Federal Voting Rights Act ("FVRA"), which prohibits districts from diluting minority voting rights and encourages a majority-minority district if the minority group is sufficiently large and such a district can be

Subject: Public Hearing #3 Regarding the Composition of the City's Voting Districts

Date: May 23, 2019

Page 3 of 4

drawn without race being the predominant factor. (*Bartlett v. Strickland* (2009) 556 U.S. 1.)

Additionally, cities may, but are not required to, give consideration to the following factors: (a) topography, (b) geography, (c) cohesiveness, contiguity, integrity, and compactness of territory, and (d) community of interests of the council districts. (Elections Code § 21601; Government Code § 34884(a)(1).) When defining districts, other communities have considered natural and artificial physical/visual boundaries such as major roads/corridors, freeways, creeks, railroad lines, political subdivisions, or other barriers. Community of interests may include school district boundaries, neighborhood boundaries, established homeowner associations ("HOAs"), retail/commercial districts, voting precincts, and public transit stops. Cities may also plan for future growth based on anticipated housing developments.

Public Outreach

To increase public awareness of the transition to district elections, the city is using a variety of public communication channels to engage members of the community. The city's website is populated with "public participation kits," and general districting information. Members of the public can either submit draft maps by drawing on a paper map, or use the excel kit that automatically calculates district population numbers based on entries into the electronic worksheet. City staff will be available for assistance and questions throughout the process.

Maps Submitted

As of the May 13, 2019 deadline to submit maps, a total of six maps were submitted by members of the public, and three draft maps were prepared by the city's consultant for a total of nine maps for Council consideration. These maps, along with demographic information, are included in Attachment A.

Next Steps

The next public hearing to receive and consider further input from the public is scheduled for June 13, 2019. At this meeting, the public will be given the opportunity to comment on draft district boundary map(s). The public is encouraged to provide input via emails to cityclerk@citrusheights.net, or via "public participation kits" available for download on the city's website. Input may also be dropped off at City Hall. Completed maps and any other input must be received by June 3, 2019, for consideration for the next public hearing scheduled for June 13, 2019.

Attachments

1. Summary of draft district maps submitted, plus the nine maps with demographic information.

Map 101 – NDC

Map drawn to balance considerations for compactness, following neighborhood boundaries, following major roads, and respecting the will of the voters.

Map 102 - NDC

Alternative approach with the same goals as Map 101: compactness, following neighborhood boundaries, following major roads, and respecting the will of the voters.

Map 103 - Rodney Hart

No comments submitted.

Map 104 – Steve Wiggington

I think this map makes sense because it provides a balance across districts which is representative of Citrus Heights general population demographics. It does not provide more or less preference to any of the identified protected classes. There is a good mix of business and residential across all districts. It provides a relatively equal mix of schools, parks and open space across all districts. It takes into account a predicted population expansion of the Mitchell Farms residential development project by having a lower initial population in that district (district 5).

Map 105 – Albert Fox

Map adjusted for current and potential retail, commercial and residential development.

Map 106 – Frances Phipps

No comments submitted.

Maps 107 (Referenced below as "Plan A") and 108 ("Plan B")

From: Demers. Steve

Subject: Sacramento County Elections Office feedback/submission for Citrus Heights City Council

Districting.

Hello City of Citrus Heights,

I hope the window is still open to provide input on the City's Districting efforts, prior to the finalization of draft district boundary maps. My name is Steve Demers, I am a Geographic Information Systems Analyst, and have worked with the Sacramento County Elections Office and Department of Technology for the last 12 years.

I have significant knowledge and background in the redistricting process. During the 2010/2011 redistricting efforts, I served as the primary data analyst, cartographer, and plan creator for several jurisdictions. These were the Sacramento County Board of Supervisors, the Sacramento Metro Fire District, Sacramento City Unified School District, Southgate Recreation and Park District, River Delta Unified School District, as well as providing analysis and feedback for several others. And I anticipate being as involved, or more so in the 2020/2021 efforts.

My primary purpose for providing input is to assist the City in creating reasonable and logical boundaries that would not unnecessarily interfere with or split with other existing District lines and Voting Precinct boundaries.

These boundaries are the San Juan Water (Community Services) District, as well as several water districts including the Sacramento Suburban and Citrus Heights Water Districts, and the boundary between two Sac Metro Fire trustee areas. Small portions of Twin Rivers Unified School District, and Orangevale Rec & Park also exist within the City Limits of Citrus Heights, but are for all intents and purposes negligible for this effort. Also, for ease of analysis and enumerations, boundaries should follow Census Tract lines, and existing Voting Precinct boundaries when possible and reasonable.

Additionally, I understand the City's need and desire to maintain unity and contiguity in communities of interest. While Citrus Heights' communities of racial minorities are small, many urban/rural, political, and socio-economic divides are still present.

To these ends, I have created two Citrus Heights City Council Districting plans, Plan A, and Plan B attached. Each serves to maximize following these logical boundaries while unifying common communities of interest. Plan A adheres to Precinct Lines more cleanly, but is not as balanced (Though within 5% variance of the target.) Plan B has more balanced populations (within 3.1% variance), and I took greater effort to maintain neighborhood contiguity, but does not adhere to Precinct boundaries as well.

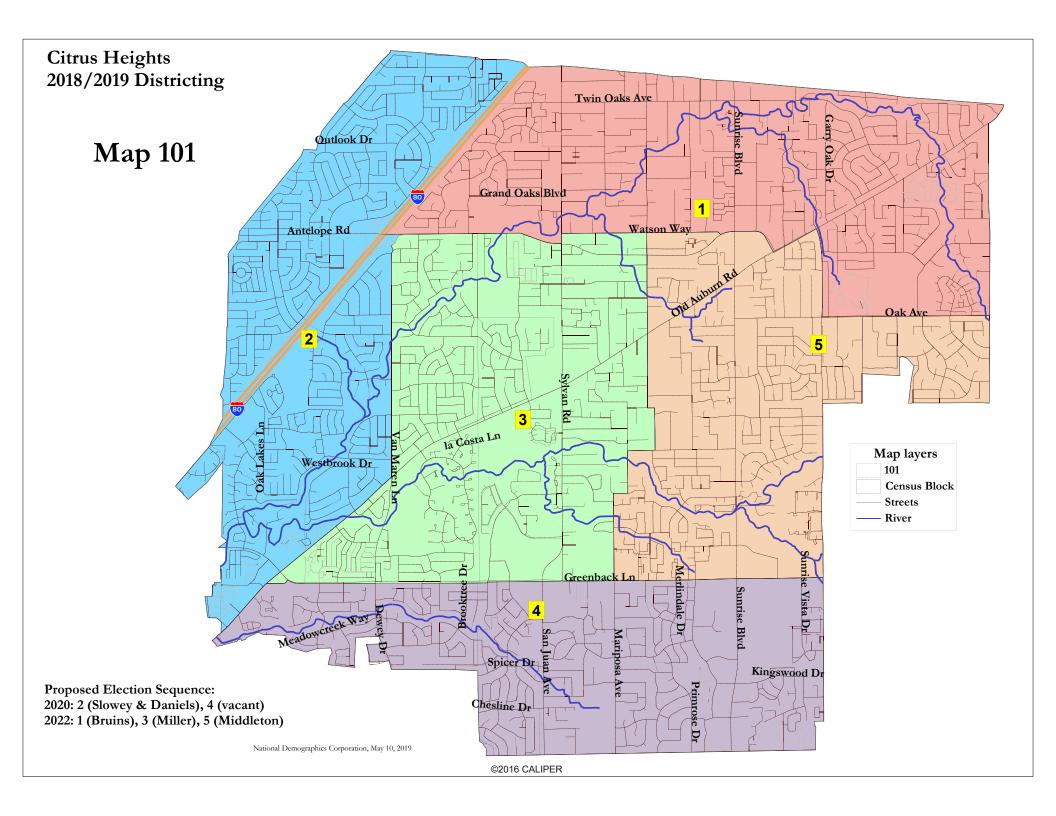
Also attached is a zipped file geodatabase. This can be used by your GIS staff, and/or Demographics vendor. I've included GIS layers for each of the plans (these use Census TIGER geography), and also several of my Voter Registration and Elections datasets (using a geography that aligns better with other Sacramento County datasets.) Election Districts is a layer of district lines on which the Elections Office runs elections. Precincts_2019 is our current Precinct Dataset. Precincts_2021 is my planned Precinct alignments for after the 2020 elections are over. These obviously must be adapted based on the results of your districting efforts, but I hope they can remain as close as possible.

Please contact me at *(redacted)* if you have other questions. I hope that these submissions contribute fruitfully to the creation of your draft districting plans. Thank you for your consideration.

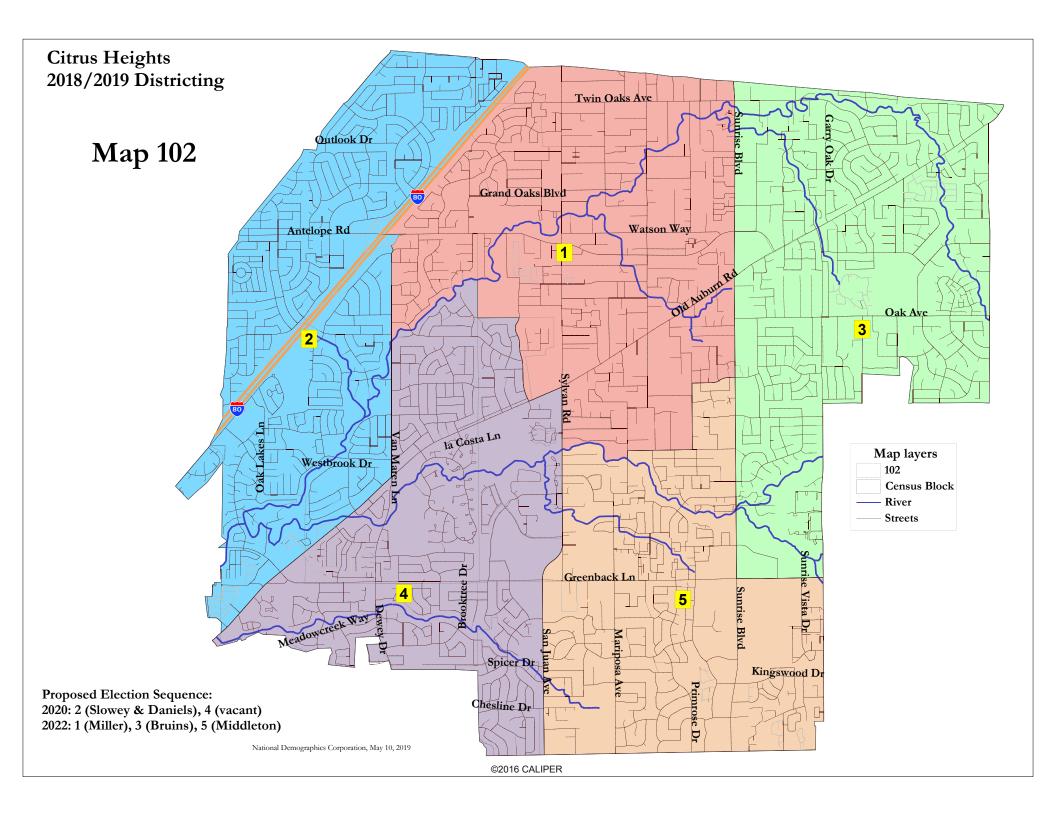
Steve Demers
GIS Analyst | Sacramento County
Department of Technology

Map 109 - NDC

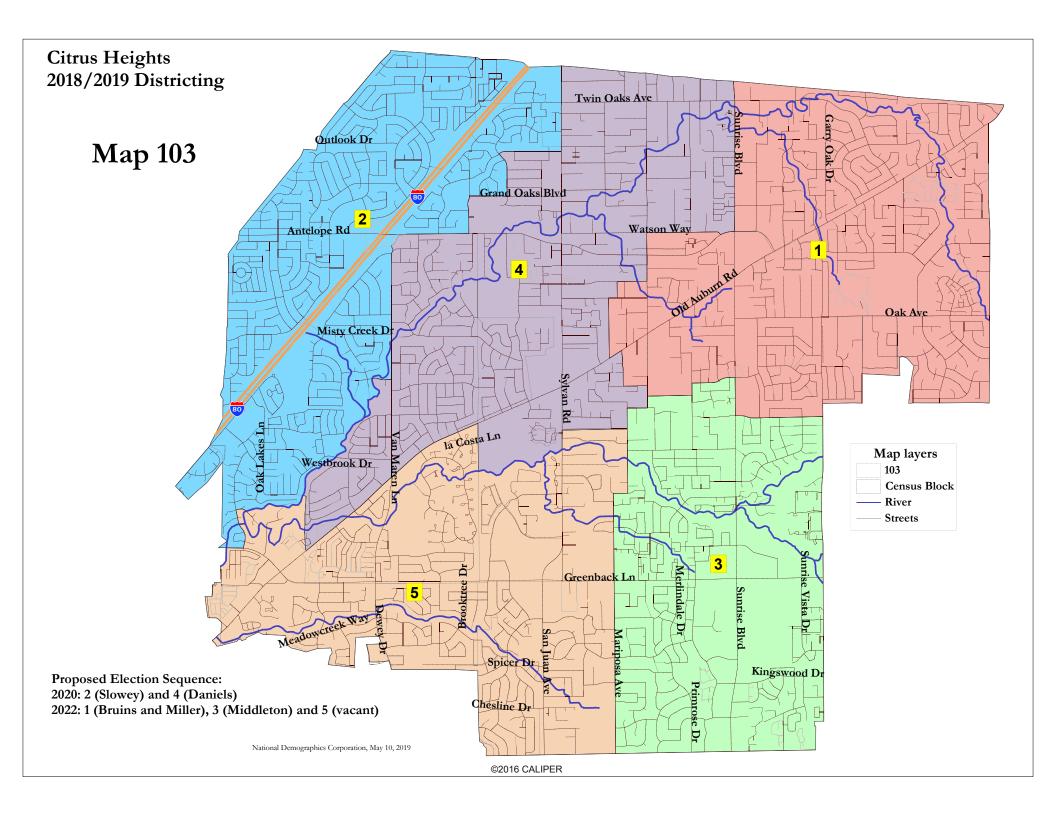
Map drawn to closely follow neighborhood boundaries. Where neighborhood boundaries must be divided for population balancing reasons or to respect the will of the voters, streams/rivers are followed where possible, to avoid dividing neighbors on opposite sides of the street. Only where that is not possible are streets used as boundaries.



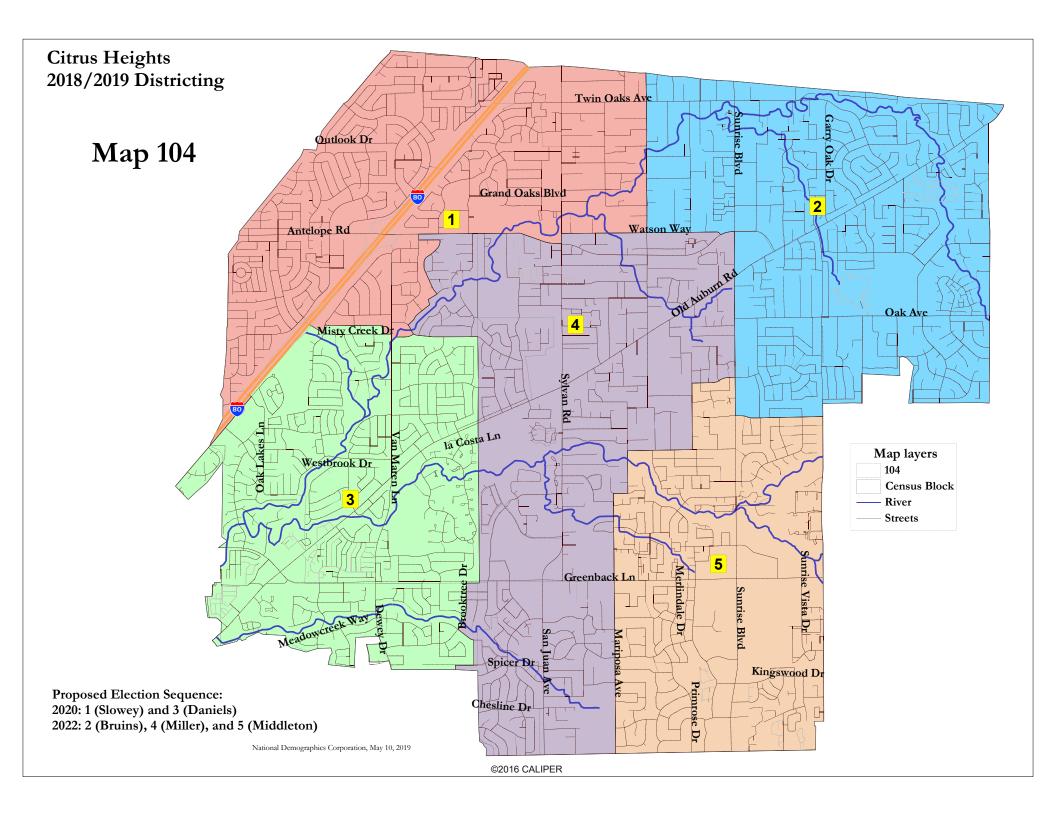
	Citrus H	eights -	Map 10)1			
District		1	2	3	4	5	Total
Ideal	Total Pop	16,649	16,573	16,599	16,114	17,366	83,301
16,660	Deviation from ideal	-11	-87	-61	-546	706	1,252
	% Deviation	-0.07%	-0.52%	-0.37%	-3.28%	4.24%	7.52%
	% Hisp	16%	16%	13%	18%	20%	16%
Total Pop	% NH White	76%	73%	76%	70%	68%	73%
Total Fop	% NH Black	3%	4%	4%	4%	4%	4%
	% Asian-American	3%	4%	4%	5%	4%	4%
	Total	12,935	12,561	13,309	12,014	12,704	63,523
Citizen Voting Age	% Hisp	14%	12%	10%	12%	12%	12%
Pop	% NH White	78%	76%	77%	79%	74%	77%
	% NH Black	2%	5%	3%	4%	6%	4%
W. D. C.	Total	9,291	9,482	9,970	8,804	8,601	46,148
Voter Registration	% Latino est.	10%	12%	10%	10%	10%	10%
(Nov 2016)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	7,199	7,095	7,436	6,439	6,294	34,463
(Nov 2016)	% Latino est.	9%	11%	9%	9%	9%	9%
(1NOV 2010)	% Asian-Surnamed	1%	2%	2%	1%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%



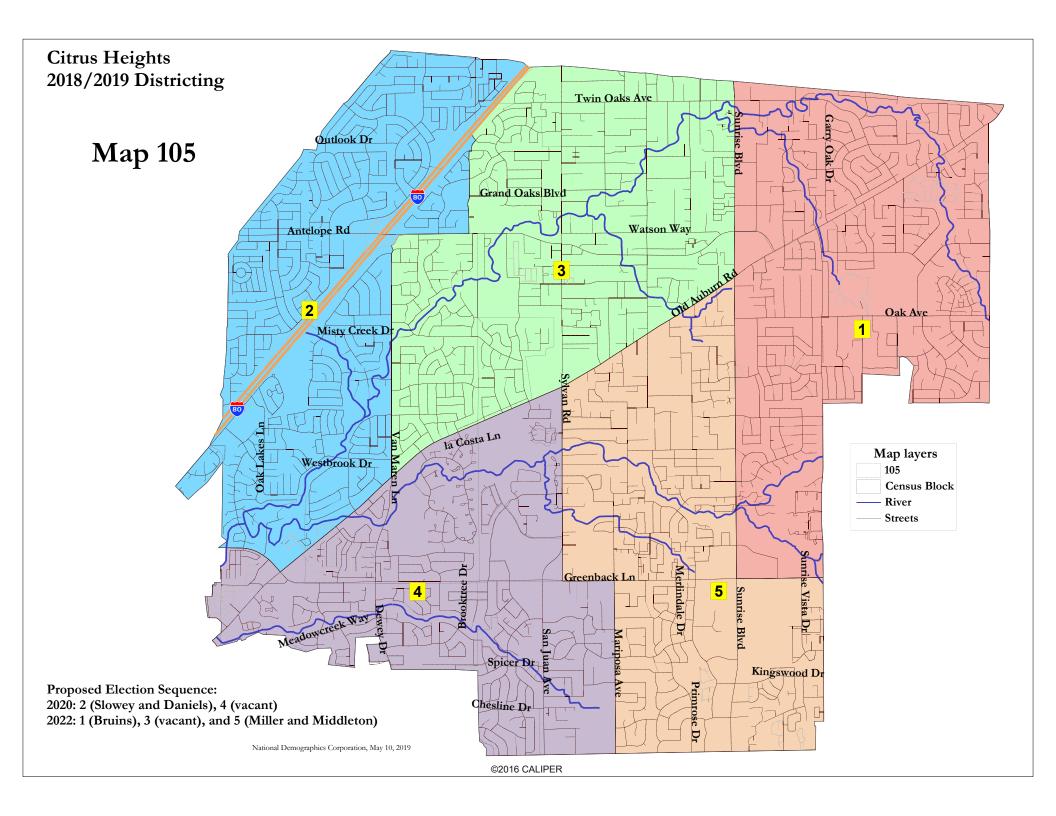
	Citrus H	eights -	Map 10	2			
District		1	2	3	4	5	Total
Ideal	Total Pop	16,573	16,868	16,235	17,076	16,549	83,301
16,660	Deviation from ideal	-87	208	-425	416	-111	841
	% Deviation	-0.52%	1.25%	-2.55%	2.50%	-0.67%	5.05%
	% Hisp	16%	14%	18%	13%	22%	16%
Total Don	% NH White	73%	74%	72%	78%	66%	73%
Total Pop	% NH Black	4%	4%	3%	3%	5%	4%
	% Asian-American	4%	4%	3%	4%	4%	4%
	Total	12,561	13,395	12,571	13,331	11,666	63,523
Citizen Voting Age	% Hisp	12%	11%	12%	13%	12%	12%
Pop	% NH White	76%	79%	76%	76%	77%	77%
	% NH Black	5%	4%	4%	2%	6%	4%
V. D.	Total	9,482	10,264	8,500	10,019	7,883	46,148
Voter Registration	% Latino est.	12%	10%	11%	8%	11%	10%
(Nov 2016)	% Asian-Surnamed	2%	2%	1%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	7,095	7,678	6,265	7,769	5,657	34,463
	% Latino est.	11%	9%	10%	8%	10%	9%
(Nov 2016)	% Asian-Surnamed	2%	2%	1%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
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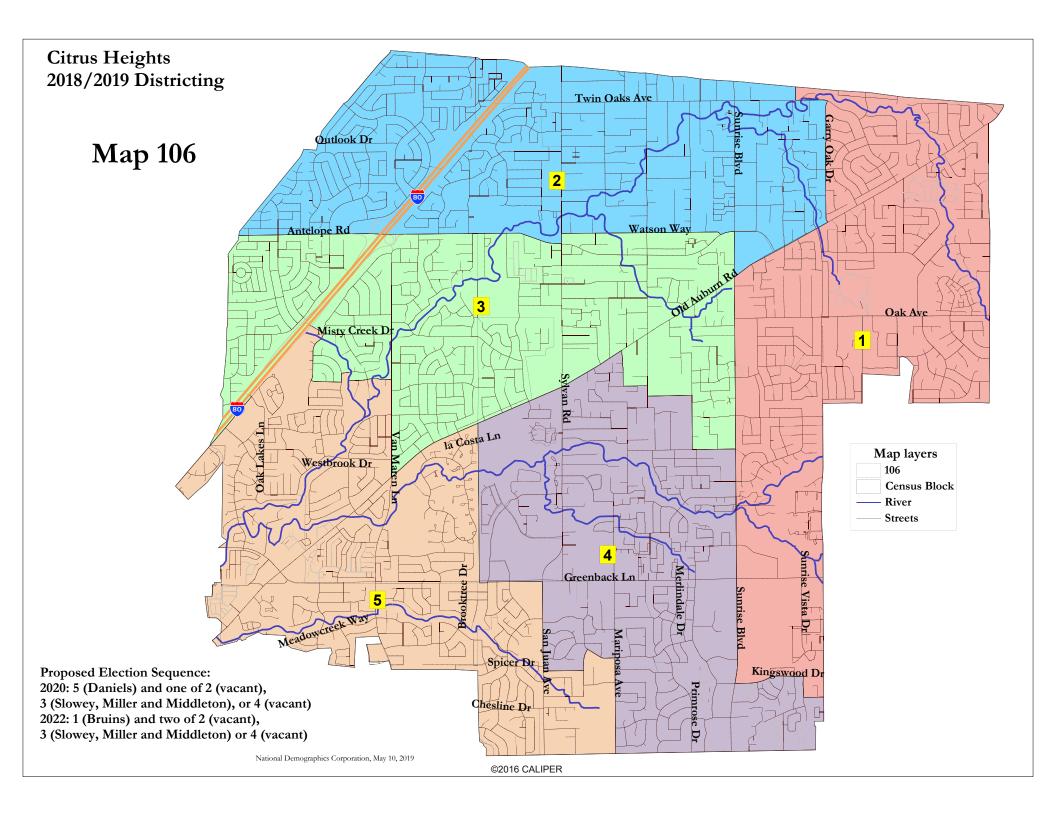
	Citrus H	eights -	Map 10)3			
District		1	2	3	4	5	Total
Ideal	Total Pop	16,660	16,904	16,750	16,220	16,767	83,301
16,660	Deviation from ideal	0	244	90	-440	107	684
	% Deviation	0.00%	1.46%	0.54%	-2.64%	0.64%	4.11%
	% Hisp	13%	18%	23%	15%	13%	16%
Total Dog	% NH White	78%	71%	64%	75%	75%	73%
Total Pop	% NH Black	3%	4%	5%	3%	5%	4%
	% Asian-American	4%	4%	5%	4%	4%	4%
	Total	13,419	12,859	11,850	12,381	13,015	63,523
Citizen Voting Age	% Hisp	12%	14%	12%	12%	10%	12%
Pop	% NH White	77%	76%	75%	77%	79%	77%
	% NH Black	3%	4%	6%	3%	4%	4%
W. D.	Total	10,030	9,319	7,915	8,766	10,118	46,148
Voter Registration	% Latino est.	8%	12%	12%	10%	9%	10%
(Nov 2016)	% Asian-Surnamed	2%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	7,790	6,898	5,621	6,577	7,577	34,463
(Nov 2016)	% Latino est.	8%	12%	11%	9%	9%	9%
(1 N OV 2010)	% Asian-Surnamed	2%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%



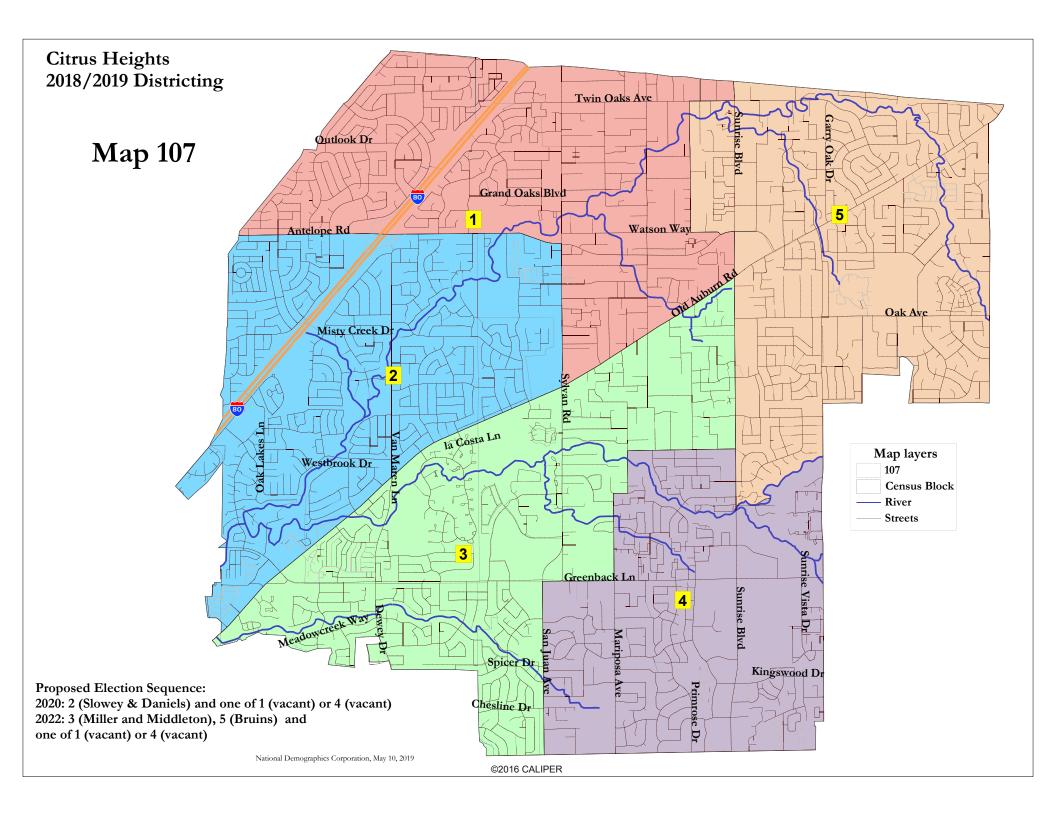
	Citrus H	eights -	Map 10)4			
District		1	2	3	4	5	Total
Ideal	Total Pop	16,654	16,640	16,477	17,076	16,454	83,301
16,660	Deviation from ideal	-6	-20	-183	416	-206	622
	% Deviation	-0.04%	-0.12%	-1.10%	2.50%	-1.24%	3.73%
	% Hisp	19%	13%	12%	15%	23%	16%
Total Dog	% NH White	71%	78%	75%	75%	64%	73%
Total Pop	% NH Black	3%	3%	5%	4%	5%	4%
	% Asian-American	3%	4%	5%	4%	5%	4%
	Total	12,107	13,326	13,539	12,932	11,620	63,523
Citizen Voting Age	% Hisp	16%	14%	9%	10%	12%	12%
Pop	% NH White	74%	77%	79%	78%	75%	77%
	% NH Black	3%	2%	5%	4%	6%	4%
W. D.	Total	8,730	9,732	10,385	9,574	7,727	46,148
Voter Registration	% Latino est.	13%	8%	10%	9%	12%	10%
(Nov 2016)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	6,435	7,585	7,938	7,021	5,484	34,463
(Nov 2016)	% Latino est.	12%	8%	9%	8%	11%	9%
(1 N OV 2010)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
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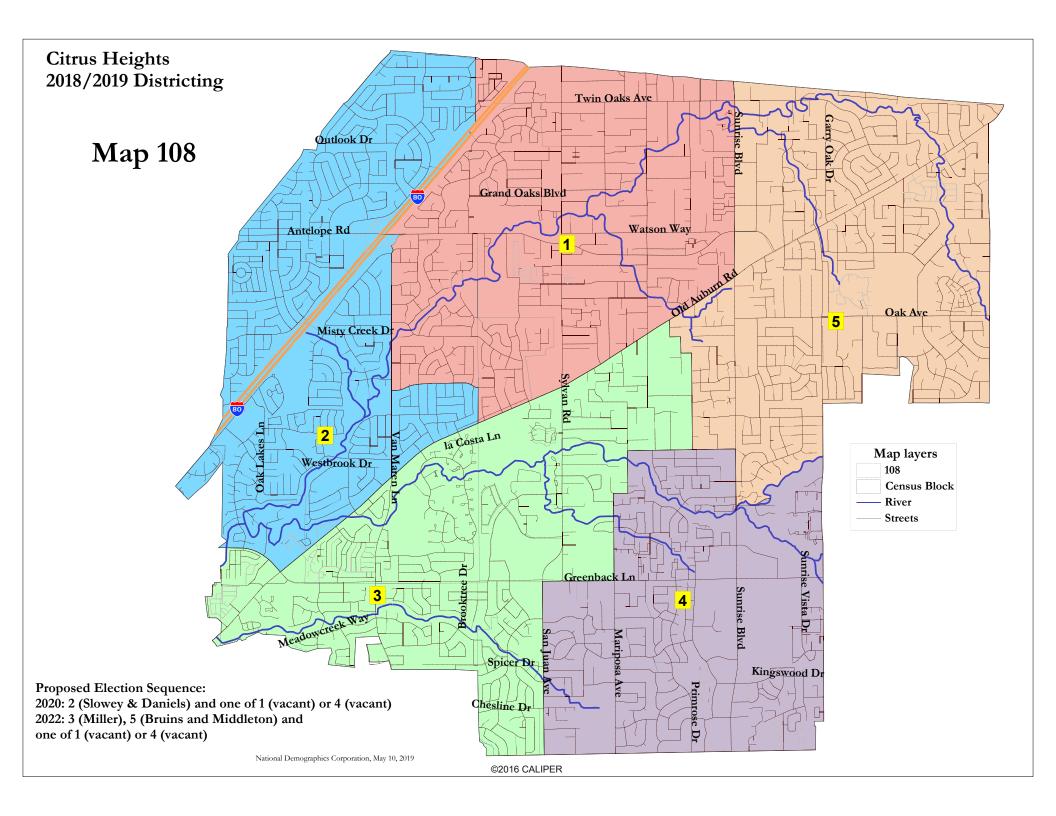
	Citrus H	eights -	Map 10	5			
District		1	2	3	4	5	Total
Ideal	Total Pop	17,076	16,551	16,778	16,312	16,584	83,301
16,660	Deviation from ideal	416	-109	118	-348	-76	764
	% Deviation	2.50%	-0.65%	0.71%	-2.09%	-0.46%	4.59%
	% Hisp	13%	16%	17%	13%	22%	16%
Total Pop	% NH White	78%	72%	73%	74%	65%	73%
Total Pop	% NH Black	3%	4%	3%	5%	5%	4%
	% Asian-American	4%	4%	3%	4%	4%	4%
	Total	13,331	12,567	12,991	12,583	12,052	63,523
Citizen Voting Age	% Hisp	13%	12%	13%	11%	11%	12%
Pop	% NH White	76%	75%	77%	79%	76%	77%
	% NH Black	2%	5%	3%	4%	7%	4%
77	Total	10,019	9,444	8,899	9,693	8,093	46,148
Voter Registration	% Latino est.	8%	12%	11%	9%	11%	10%
(Nov 2016)	% Asian-Surnamed	2%	2%	1%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	7,769	7,041	6,627	7,254	5,772	34,463
	% Latino est.	8%	11%	10%	9%	10%	9%
(Nov 2016)	% Asian-Surnamed	2%	2%	1%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%



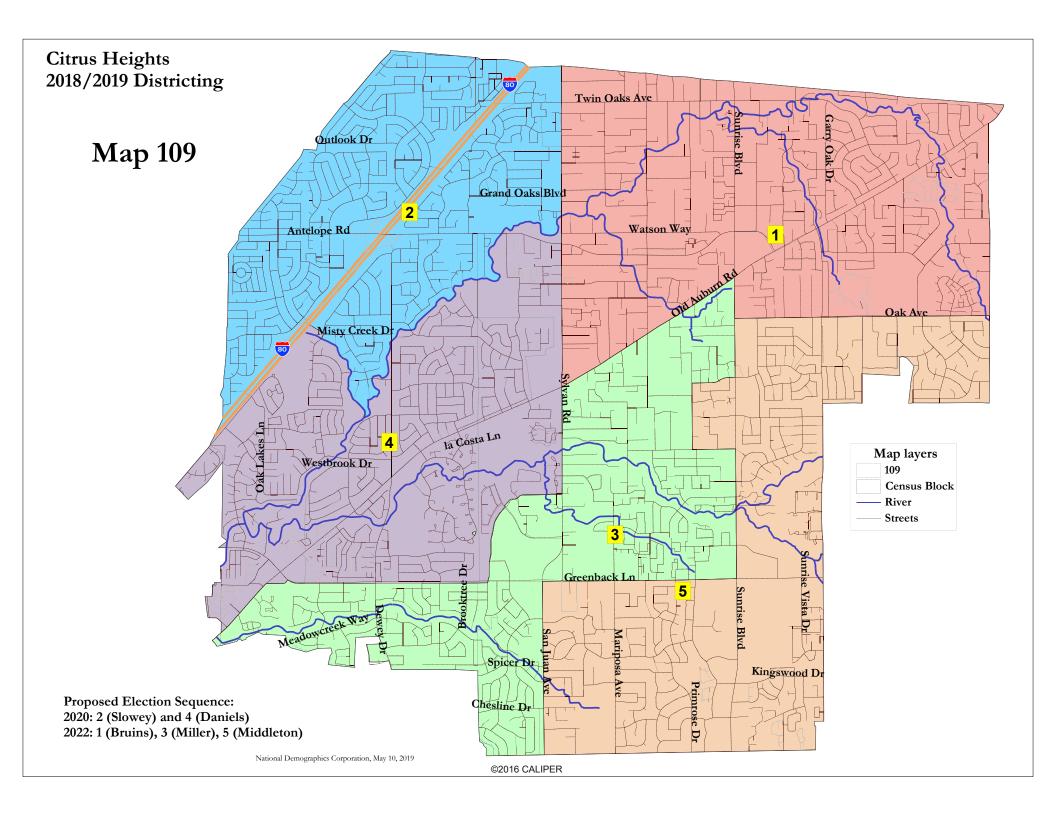
	Citrus H	eights -	Map 10	6			
District		1	2	3	4	5	Total
Ideal	Total Pop	17,065	16,140	16,539	16,583	16,974	83,301
16,660	Deviation from ideal	405	-520	-121	-77	314	925
	% Deviation	2.43%	-3.12%	-0.73%	-0.46%	1.88%	5.55%
	% Hisp	15%	19%	16%	20%	13%	16%
Total Pop	% NH White	75%	72%	74%	68%	74%	73%
Total Pop	% NH Black	3%	3%	3%	4%	5%	4%
	% Asian-American	4%	3%	4%	4%	5%	4%
	Total	13,280	11,929	12,808	11,885	13,621	63,523
Citizen Voting Age	% Hisp	13%	18%	9%	11%	10%	12%
Pop	% NH White	76%	76%	76%	78%	78%	77%
	% NH Black	3%	2%	5%	5%	5%	4%
W. D.	Total	9,614	8,249	9,348	8,324	10,613	46,148
Voter Registration	% Latino est.	9%	12%	11%	11%	10%	10%
(Nov 2016)	% Asian-Surnamed	2%	1%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	7,410	6,092	6,947	5,950	8,064	34,463
	% Latino est.	8%	11%	10%	10%	9%	9%
(Nov 2016)	% Asian-Surnamed	2%	1%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
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	Citrus H	eights -	Map 10	7			
District		1	2	3	4	5	Total
Ideal	Total Pop	16,001	16,297	16,989	16,645	17,369	83,301
16,660	Deviation from ideal	-659	-363	329	-15	709	1,368
	% Deviation	-3.96%	-2.18%	1.97%	-0.09%	4.26%	8.21%
	% Hisp	20%	13%	14%	23%	13%	16%
Total Dog	% NH White	71%	76%	74%	64%	77%	73%
Total Pop	% NH Black	3%	3%	5%	5%	3%	4%
	% Asian-American	3%	4%	5%	4%	4%	4%
	Total	11,972	12,804	13,466	11,612	13,669	63,523
Citizen Voting Age	% Hisp	17%	7%	10%	13%	13%	12%
Pop	% NH White	75%	78%	77%	77%	77%	77%
	% NH Black	4%	4%	5%	6%	2%	4%
77	Total	8,140	9,945	10,218	7,656	10,189	46,148
Voter Registration	% Latino est.	13%	10%	10%	11%	8%	10%
(Nov 2016)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	5,933	7,559	7,585	5,481	7,905	34,463
	% Latino est.	12%	10%	9%	10%	8%	9%
(Nov 2016)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%



	Citrus H	eights -	Map 10	8			
District		1	2	3	4	5	Total
Ideal	Total Pop	16,455	16,874	16,144	16,645	17,183	83,301
16,660	Deviation from ideal	-205	214	-516	-15	523	1,039
	% Deviation	-1.23%	1.28%	-3.10%	-0.09%	3.14%	6.24%
	% Hisp	18%	16%	13%	23%	13%	16%
Total Don	% NH White	73%	73%	74%	64%	78%	73%
Total Pop	% NH Black	3%	4%	5%	5%	3%	4%
	% Asian-American	3%	4%	5%	4%	4%	4%
	Total	12,727	12,831	12,703	11,612	13,651	63,523
Citizen Voting Age	% Hisp	12%	13%	10%	13%	13%	12%
Pop	% NH White	77%	76%	78%	77%	77%	77%
	% NH Black	3%	4%	5%	6%	3%	4%
II D	Total	8,764	9,579	9,816	7,656	10,333	46,148
Voter Registration	% Latino est.	11%	12%	10%	11%	8%	10%
(Nov 2016)	% Asian-Surnamed	2%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	6,491	7,177	7,307	5,481	8,006	34,463
	% Latino est.	10%	11%	9%	10%	8%	9%
(Nov 2016)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%



	Citrus H	eights -	Map 10	9			
District		1	2	3	4	5	Total
Ideal	Total Pop	17,344	16,534	16,208	15,894	17,321	83,301
16,660	Deviation from ideal	684	-126	-452	-766	661	1,450
	% Deviation	4.11%	-0.76%	-2.71%	-4.60%	3.97%	8.70%
	% Hisp	15%	19%	20%	12%	17%	16%
Total Pop	% NH White	76%	71%	68%	76%	71%	73%
Total Pop	% NH Black	3%	3%	5%	4%	4%	4%
	% Asian-American	4%	3%	4%	5%	5%	4%
	Total	13,469	12,409	12,080	12,842	12,723	63,523
Citizen Voting Age	% Hisp	13%	14%	11%	9%	12%	12%
Pop	% NH White	77%	73%	75%	81%	78%	77%
	% NH Black	3%	4%	7%	3%	4%	4%
77	Total	9,738	8,781	8,391	10,017	9,221	46,148
Voter Registration	% Latino est.	9%	13%	10%	10%	10%	10%
(Nov 2016)	% Asian-Surnamed	2%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
Voter Turnout	Total	7,519	6,470	6,090	7,634	6,750	34,463
	% Latino est.	9%	12%	9%	9%	9%	9%
(Nov 2016)	% Asian-Surnamed	1%	2%	2%	2%	2%	2%
	% Filipino-Surnamed	1%	1%	1%	1%	1%	1%
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