



DATE: November 16, 2021

TO: Mayor and City Council

FROM: City Manager

SUBJECT: Adopt a Resolution Providing Feedback to the Alameda County Board of Supervisors on the Proposed Draft 2021 Redistricting Maps

RECOMMENDATION

That the Council reviews the draft proposed redistricting maps for the Alameda County Board of Supervisors (Board) and adopts a resolution (Attachment II) providing feedback to the Board on a preferred option.

SUMMARY

Every ten years, the federal government conducts a census to determine the number of individuals living in the United States. Following each census, State law, Section 21500, requires that the Board of Supervisors adjust the boundaries of any or all of the supervisorial districts of the county so that “the districts shall be as nearly equal in population as may be.” For the 2021 Alameda County redistricting effort, staff from the Community Development Agency worked with a consultant to use data from the 2020 Census and Communities of Interest identified by residents during a public outreach process to develop three draft proposed redistricting maps. Proposed Map A (Attachment IV) is very similar to the existing district map, while Maps B and C (Attachments V & VI) present more significant changes and different options for grouping Hayward’s neighborhoods in two separate districts. A fourth map – Map D (Attachment VII) was released the week of November 8 in response to public feedback during recent meetings.

BACKGROUND

Every ten years, the federal government conducts a census to determine the number of individuals living in the United States. Following each census, State law, Section 21500, requires that the Board of Supervisors adjust the boundaries of any or all of the supervisorial districts of the county so that “the districts shall be as nearly equal in population as may be.”

In addition, proposed redistricting plans must comply with requirements of the 14th Amendment to the United States Constitution and with the mandate of the federal Voting Rights Act of 1965, as amended, 42 USC § 1973, et seq., to assure fair and effective representation for racial and language-minority groups. The current district boundaries, last modified in 2011 based on 2010 Census data, are included in Attachment III.

During their June 29, 2021 meeting, the Alameda County Board of Supervisors adopted a public hearing schedule, draft outreach plan, and procurement contract with Q2 Data & Research LLC for professional redistricting services. However, data necessary for the redistricting process was not available until September 20, 2021, when the State released data from the 2020 Census adjusted for inmate populations. The Board of Supervisors must adopt new district maps by December 15, 2021.

DISCUSSION

Using data from the 2020 Census and Communities of Interest (COIs)¹ identified by residents during the public outreach process, Q2 Data & Research developed three district map visualizations to comport with federal, state, and local districting laws and requirements. Each map compares the draft proposed district boundaries with the existing district boundaries and notes how much each proposed district's population deviates from the ideal, proportional population for that district. The three proposed district maps are described in detail below. A fourth draft map was circulated the week of November 8 in response to public feedback and is also described below.

Map A

Map A (Attachment IV) preserves many of the existing district boundaries and is the most similar to the current district boundary map. This map consolidates two COIs that are split in the existing map: all of Sunol would be represented in District 1A,² and all of Ashland would be located within the District 4A boundary with Cherryland, Castro Valley, San Lorenzo, and Fairview. Additionally, the Lake Merritt and Glenview neighborhoods in Oakland, which are split between Districts 3 and 5 in the current district map, are consolidated in District 5A. In this scenario, the boundaries of Districts 3, 4, and 5 are adjusted in the Oakland area to rebalance the distribution of population between the districts.

As in the current map, the entirety of the City of Hayward is located within the boundaries of District 2A and would continue to be represented by a single supervisor.

¹ Defined by Section 21500(c)(2) of the California Elections Code as “a population that shares common social or economic interests that should be included within a single supervisorial district for purposes of its effective and fair representation. Communities of interest do not include relationships with political parties, incumbents, or political candidates.”

² For clarity in this report and discussion, the existing supervisorial districts are referred to by number alone. Proposed districts are referred to by their number and the letter assigned to their proposed district maps.

Map B

The scenario depicted by Map B (Attachment V) consolidates 20 COIs that are split between districts in the current map, while splitting 6 existing consolidated COIs. Under the draft proposed map, the districts would be comprised as follows:

District 1B includes the Tri-Valley area – including Dublin, Livermore, and Pleasanton – as well as the entirety of Sunol and a significant portion of Hayward.

District 2B groups Fremont, Union City, and Newark.

District 3B represents Alameda, portions of Oakland that are west of Highway I-580 up to a northern boundary at Martin Luther King Jr. Way, Oakland’s Downtown and Adams Point neighborhoods.

District 4B includes the western and northern portions of Hayward, along with Castro Valley, Fairview, Ashland, Cherryland, San Lorenzo, San Leandro, and portions of Oakland to the east of Highway I-580, stretching north to Joaquin Miller Park.

District 5B encompasses Albany, Berkeley, Emeryville, Piedmont, North Oakland, and West Oakland.

Map B splits the City of Hayward between two supervisorial districts, 1B and 4B. The Hayward Highlands, Stonebrae, Mission Foothills, and Jackson Triangle neighborhoods as well as the majority of South Hayward, including the Harder/Tennyson, Whitman Mocine, Mission/Garin, Tennyson/Alquire, and Fairway Park neighborhoods would be represented by District 1B alongside the Tri-Valley and Sunol. Neighborhoods in Hayward west of Highway I-880 (Glen Eden, Southgate, Mt. Eden, and Longwood/Winton Grove) and north of Highway 92 (Santa Clara, Burbank, North Hayward, Downtown and Upper B) would be within the boundaries of District 4B with adjacent unincorporated areas, San Leandro, and parts of Oakland. Should this draft map be selected, the City of Hayward would be represented by two County supervisors.

Map C

Map C (Attachment VI) also represents a departure from the existing district map and consolidates a number of COIs and preserves a “West Hayward” COI that was identified by a community member in the public outreach process.

District 1C encompasses the Tri-Valley area, Sunol, and neighborhoods on the eastern side of Fremont.

District 2C includes the western side of Fremont, Newark, Union City, and Hayward to the West of the Union Pacific railroad right-of-way.

District 3C represents San Leandro, Alameda, and parts of the western side of Oakland bounded by International Boulevard, High Street, MacArthur Boulevard, and Highway I-580, and including the Lakeshore/Crocker Highlands/Trestle Glen and Downtown/Chinatown neighborhoods.

District 4C includes San Lorenzo, Fairview, Castro Valley, Cherryland, Ashland; portions of the eastern side of Oakland bounded by International Boulevard, High Street, MacArthur Boulevard, Highway I-580, 35th Avenue/Redwood Road, Highway 13, and Joaquin Miller Park; and Hayward to the East of the Union Pacific Railroad right-of-way.

District 5C groups Albany, Berkeley, Piedmont, Emeryville, and West, North, and Uptown Oakland as well as the Montclair and Upper Diamond neighborhoods.

Like Map B, Map C would split the City of Hayward between two supervisorial districts. The Fairway Park, Mission/Garin, Mission/Foothill, Hayward Highlands, Whitman/Mocine, Burbank, Downtown, Upper B Street, and North Hayward neighborhoods would be grouped with the adjacent unincorporated communities listed in the description above and parts of East Oakland and the Oakland foothills in District 4C. Six of Hayward's neighborhoods – Southgate, Mt. Eden, Glen Eden, Longwood/Winton Grove, Santa Clara, and Harder/Tennyson – would be located in District 2C with Newark, Union City, and parts of Fremont. The Jackson Triangle and Tennyson/Alquire neighborhoods would be split along the railroad right-of-way between these two districts. In this scenario, the City of Hayward would be represented by two County supervisors.

Map D

Released after the first three maps, Map D (Attachment VII) presents a fourth alternative that deviates significantly from the existing district map.

District 1D includes the Tri-Valley area, Sunol, and neighborhoods on the eastern side of Fremont with boundaries that vary from District IC.

District 2D groups Newark, Union City, and the western side of Fremont with Hayward residents to the West of Huntwood Ave. up to Jackson Street, where the district boundary follows Highway I-880 to Hayward's northern border before running South along Clawiter Road and ending at the shoreline adjacent to the Water Pollution Control Facility.

District 3D includes Alameda and Oakland from its southern border to a boundary encompassing Jack London Square, the East side of Lake Merritt, Highway I-580, Sausal Creek, Park Boulevard, Highway 13, and Joaquin Miller Road.

District 4D encompasses Castro Valley, Fairview, Ashland, Cherryland, San Lorenzo, San Leandro, and the remainder of Hayward.

District 5D represents Albany, Berkeley, Piedmont, Emeryville, and the remainder of Oakland.

The redistricting scenario in Map D would also share Hayward's population between two districts. District 4d would include the Longwood/Winton Grove, Mt. Eden, Southgate, Glen Eden, and Harder/Tennyson neighborhoods. The North Hayward, Upper B Street. Downtown, Burbank, Mission/Foothill, Hayward Highlands, Whitman/Mocine, Mission/Garin, and Fairway Park neighborhoods would be included in District 2D with the rest of southern Alameda County. As in Map C, the Jackson Triangle and Tennyson/Alquire neighborhoods would be split along the railroad right-of-way between these two districts. Also in this scenario, the City of Hayward would be represented by two County supervisors.

While not required, it is meaningful for the City Council to provide their feedback on the proposed redistricting maps, which can then be shared with the Board of Supervisors before adoption of the maps in early December. This is particularly important this cycle since two of the maps significantly change Hayward's representation on the Board of Supervisors. The maps and change in representation would go into effect in January 2022.

Staff can facilitate Council's discussion during the meeting. If there is not consensus amongst Council on a preferred option, staff can facilitate a ranked voting process during the meeting, which would result in a recommended ranking of the options that could be shared with the Board of Supervisors.

ECONOMIC IMPACT

Ensuring fair representation on the Alameda County Board of Supervisors could ensure that Hayward receives an equitable distribution of County funds moving forward and that Hayward residents are fairly represented during important votes impacting the community.

FISCAL IMPACT

There is no direct fiscal impact associated with this action.

STRATEGIC ROADMAP

This report is not directly associated with a project on the Strategic Roadmap but does support the Improve Organizational Health Project 19c. Inform the public about the 2020 Census.

PUBLIC CONTACT

County staff have developed and executed a public outreach plan that includes working with community organizations and stakeholders, a public information campaign, and a website that includes a public comment form and a mapping tool that allows users to identify Communities of Interest and submit their own suggested district maps. The redistricting website can be accessed here: <https://redistricting2021.acgov.org/>.

Additionally, the Board of Supervisors is holding public hearings in multiple districts to present the draft maps and receive public comment. As of the November 4, 2021, public hearing, the County had received 132 submissions through the Community of Interest online mapping tool, 69 written comments, and 1 redistricting map proposed by a member of the public.

NEXT STEPS

If the Council adopts the attached resolution, staff will draft a letter for the Mayor to send to the Board of Supervisors along with the signed resolution.

Prepared by: Laurel James, Management Analyst

Recommended by: Kelly McAdoo, City Manager

Approved by:

A handwritten signature in black ink, appearing to read 'K. McAdoo', written in a cursive style.

Kelly McAdoo, City Manager