



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** A Public Hearing providing a demographic overview based on 2020 Census data and updates on the Redistricting Project

**MEETING DATE:** February 9, 2022

**PREPARED BY:**

**DEPARTMENT HEAD:** Jason Lindgren, City Clerk

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This public hearing has a scheduled start time of 7:00 p.m. on February 9, 2022, in accordance with the provisions of State of California Elections Code Section 21607.1(d).

**RECOMMENDED ACTION:**

Staff recommends that the City Council receive a report from staff and National Demographics Corporation on City of Elk Grove demographics based on 2020 Census data and the continuing public outreach Work Plan on identifying communities of interest, and provide direction as deemed appropriate.

**BACKGROUND INFORMATION:**

State of California Elections Code Section 21607.1(d) requires that public hearings related to redistricting be held at a set time if included on an agenda with substantive agenda items.

The City of Elk Grove initiated the Redistricting Project on January 26, 2022 (the staff report from that meeting is included as Attachment 1). The City has contracted with National Demographics Corporation (NDC) to provide demographic services related to the Redistricting Project and NDC will provide a presentation on City of Elk Grove demographics based on 2020 Census data.

In addition to the presentation on demographics, staff will provide an update on community outreach activity to date.

## **ANALYSIS:**

Because of the COVID pandemic and current health orders issued by Sacramento County, indoor, in-person meetings may continue to be prohibited during the time of planned community outreach in February 2022. Staff will look to provide virtual meetings rather than in-person meetings, or have “hybrid” meetings, in which some people attend in-person while others participate virtually. Staff have also explored the feasibility of hosting outdoor workshop events (weather permitting). The manner in which community meetings take place will be subject to change based on County health orders.

Staff conducted preliminary outreach at outdoor events on February 1 and February 2, and meetings are scheduled with City committees and commissions to present the redistricting overview and updates as follows:

- February 8 – Youth Commission
- **February 9 – City Council Public Hearing Update**
- February 14 – Historic Preservation Committee
- February 15 – Diversity & Inclusion Commission
- February 16 – Disability Advisory Committee
- February 17 – Planning Commission
- February 17 – Arts Commission
- February 21 – Trails Committee
- **February 23 – City Council Public Hearing Update**

Staff has also reached out to community organizations (non-profit organizations, census outreach contacts, faith-based groups, homeowner associations, and other community groups) to invite their participation, offer scheduling of redistricting introductions at their gatherings and events, and seek to coordinate optimal dates for general teleconference or potential in-person events.

Outreach events focused on providing an overview of redistricting and opportunities to create and submit community of interest or district maps is being targeted for evenings starting on February 22 and February 24, as well as various opportunities during the week of February 28 through March 3. Outreach events will seek a venue in each of the four districts and invite participation at City facilities such as District56 and City Hall based on public access to those facilities. In addition, webinar options will also be offered on a set schedule, and will be available by request from organizations, groups, or individuals.

As resources become available, staff will utilize the City webpage as the central clearinghouse for information on the City's redistricting process: [http://www.elkgrovecity.org/city\\_hall/city\\_government/city\\_council/redistricting](http://www.elkgrovecity.org/city_hall/city_government/city_council/redistricting)

A Frequently Asked Questions (FAQ) document has been initiated for the Redistricting Project and is currently available on the City website (Attachment 2).

Staff anticipates use of the online districting program Districtr ([districtr.org](http://districtr.org)). Staff is currently coordinating with Districtr to include Elk Grove as a jurisdiction in the program, with the goal to provide the means for participants to draft district maps or submit drawings of communities of interest using the program targeting an availability/release date of February 14, 2022. Staff is also discussing with NDC the option to include an additional district drawing program.

In relation to future public hearings on redistricting, staff will target placement of an agenda item at a consistent, set time of 7:00 p.m. to address matters related to redistricting, providing a consistent start time of redistricting discussions before the City Council throughout the process. This may require some movement of the public hearing item on any given agenda based on participation and timing of other matters on the agenda.

**FISCAL IMPACT:**

Support for redistricting is budgeted in the FY 2021-22 Budget of the Office of the City Clerk.

**ATTACHMENTS:**

1. January 26, 2022 Staff Report
2. Frequently Asked Questions (provided on the redistricting website)



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** A Public Hearing providing an overview of the Redistricting Process

**MEETING DATE:** January 26, 2022

**PREPARED BY:**  
**DEPARTMENT HEAD:** Jason Lindgren, City Clerk

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**RECOMMENDED ACTION:**

Staff recommends that the City Council conduct a public hearing to receive a report from staff and National Demographics Corporation on City of Elk Grove demographics based on 2020 Census data, and the public outreach Work Plan to identify communities of interest; receive comments from the public; and provide direction as deemed appropriate.

**BACKGROUND INFORMATION:**

California Elections Code section 21600 requires all cities to redistrict after each federal decennial census using “that census” as a basis so that the districts shall be as nearly equal in population as may be possible, and to “comply with the applicable provisions of Section 1973 of Title 42 of the United States Code, as amended (the Voting Rights Act). Data from the 2020 Census became available in September 2021.

The City of Elk Grove proposes to contract with National Demographics Corporation to provide professional demographic services during the process of drafting maps to comply with state and federal laws for redistricting. City staff will augment outreach to encourage an open, community-involved process to identify communities of interest, provide input about district boundaries, encourage public submittal of district map proposals, and provide feedback as maps are compiled, revised, and final map options are submitted for City Council approval by March/April 2022.

The redistricting process will provide various opportunities for residents to provide input on the proposed Council district maps. The City Council must ultimately adopt a resolution adopting a revised Council district map by April 13, 2022, the deadline established by law. After adoption of a new map, it will be sent to the Sacramento County Registrar of Voters. The County Registrar of Voters will then adjust precinct boundaries before the filing deadline for the November 2022 election. The new map will be used for the first time for the November 2022 election, when the seat of Mayor (at-large) and Council Member seats in Districts 2 and 4 will stand for election.

The proposed timeline, shown in Table 1, includes multiple public meetings and dedicated time for community input to meet statutory deadlines for map adjustments following the delayed release of the 2020 Census Data. These deadlines and the procedures outlined below are subject to change.

**Table 1 - REDISTRICTING PROJECT TIMELINE**

<b>Date</b> (denotes a public hearing date)	<b>Action</b>
January 2022 01-26-2022	Initial presentation of timeline and analysis of demographic changes from 2010 to 2020 based on Census data for the four council districts (NDC)
February 2022 02-09-2022 02-23-2022	Community outreach and identification of Communities of Interest  (City Staff): Various dates in February will be identified for teleconference meetings, pop-up events, and in-person workshop opportunities.
March 2022 03-09-2022 03-23-2022	Analysis of Submitted Maps for consideration (NDC)
March – April 2022	Final selection of a four-district map based on 2020 Census data
April – May 2022 04-13-2022	Assistance with transmittal of final map to the Sacramento County Office of Voter Registration and Elections (NDC and City Staff)

## **ANALYSIS:**

In any redistricting process, the government entity seeks to create districts of roughly even sizes based on total population. The district boundaries must ultimately be drawn so that identified “communities of interest” remain together as a voting bloc.

Maps for election district boundaries will be based on the total population counts from 2020 Census data, and data that comply with federal and state laws, as adjusted by the California Statewide Database (SWDB), which assigned prison inmates to their pre-incarceration home addresses. The state legislature, county boards of supervisors, and city councils must use these adjusted numbers for redistricting.

When drafting maps for consideration, the demographers also use estimates of the Citizen Voting Age Population (CVAP), which identifies citizens 18+ listed by race/ethnicity as derived from the Census Bureau’s American Community Survey (ACS) in order to check for Federal Voting Rights Act compliance. Estimates from the ACS survey are also used to help identify communities of interest.

State law requires that districts be drawn using the following criteria in the given order of priority:

1. Districts should be geographically contiguous (each district should be one piece minimizing separations)
2. Districts should respect the integrity of local neighborhoods or communities of interest in a manner that minimizes their division
3. District boundaries should be easily identifiable and understandable by following natural or artificial barriers (rivers, streets, highways, rail lines, etc.)
4. Districts should be geographically compact in a manner that nearby areas of population are not bypassed in favor of more distant populations.

According to the US Census Bureau, the City of Elk Grove now has 176,124 residents, with 131,394 residents are aged 18 and over, or 74.6%. With four districts of equal population, the target number of residents per district (with zero population deviation) would be 44,031.

- District 1 currently has 39,137 residents and is represented by Vice Mayor Darren Suen.
- District 2 currently has 40,462 residents and is represented by Council Member Patrick Hume

- District 3 currently has 40,696 residents and is represented by Council Member Kevin Spease.
- District 4 currently has 55,829 residents and is represented by Council Member Stephanie Nguyen.

Population growth by district is displayed below. Table 2 provides a comparison from 2010 to 2020; Table 3 displays district growth by total population; and Table 4 shows the population 18 years of age or older.

**Table 2 – Population Comparison 2010 and 2020**

	<b>2010</b>	<b>2020</b>	<b>Growth</b>
Council District 1	37,908	39,137	+1,229 (3.2%)
Council District 2	37,564	40,462	+2,898 (7.7%)
Council District 3	37,947	40,696	+2,749 (7.2%)
Council District 4	39,596	55,829	+16,233 (41.0%)
<b>Total</b>	<b>153,015</b>	<b>176,124</b>	<b>+23,109 (15.1%)</b>

**Table 3 - Current total population by Council District:**

	<b>2020 Total Population</b>	<b>Target Needs (44,031)</b>
Council District 1	39,137	+4,894
Council District 2	40,462	+3,569
Council District 3	40,696	+3,335
Council District 4	55,829	-11,798
<b>Total</b>	<b>176,124</b>	

**Table 4 - Current total population 18+ by Council District:**

	<b>2020 Total Population</b>	<b>Aged 18 and over</b>
Council District 1	39,137	29,929 (76.5%)
Council District 2	40,462	30,416 (75.2%)
Council District 3	40,696	30,988 (76.1%)
Council District 4	55,829	40,061 (71.8%)
<b>Total</b>	<b>176,124</b>	<b>131,394 (74.6%)</b>

## Communities of Interest

Communities of interest can involve several elements, such as neighborhoods defined by ethnic background, race, schools, primary language, churches, parks, or a host of other factors.

Based on the most recent census, Table 5 displays the City of Elk Grove total population demographic composition based on reporting of race alone.

**Table 5 – Total Population Demographics - Race, alone\***

	<b>2010</b>	<b>2020</b>	<b>Growth</b>
American Indian and Alaska Native	965	1,404	+439 (45.5%)
Asian	40,261	58,982	+18,721 (46.5%)
Black or African American	17,172	17,854	+682 (4.0%)
Native Hawaiian and Pacific Islander	1,807	2,560	+753 (41.7%)
White	70,478	57,371	-13,107 (-18.6%)
Some Other Race	10,231	13,579	+3,348 (32.7%)
Two or More Races	12,101	24,374	+12,273 (101.4%)
<b>Total Population</b>	<b>153,015</b>	<b>176,124</b>	

\* Those who indicated that they were one race alone. In the Two or More Races column, those who indicated they were of two or more races (for example White and Asian).

Attachment 1 provides a graphic of population growth for each district. A presentation from the City demographer will provide additional detail on the demographic composition of the City..

## Proposed Public Outreach Work Plan Schedule of Activities

### *January 26, 2022 – 1<sup>st</sup> City Council Meeting*

The community and City Council are presented with initial districting information for current districts utilizing 2020 Census data.

### *February 2022 – Public Hearings at City Council Meetings to receive progress reports on community outreach updates, and extended community outreach*

Because of the COVID pandemic, and current health orders issued by Sacramento County, indoor, in-person meetings may continue to be prohibited during the time of planned community outreach in February 2022. Staff will look to provide virtual meetings rather than in-person meetings or have “hybrid” meetings, in which some people attend in-person while others participate virtually. The manner in which community meetings take place will be subject to change based on County health orders.



Staff will be contacting members of all City committees and commissions to present the redistricting overview as scheduling allows throughout February. Staff plans to contact community organizations (non-profit organizations, census outreach contacts, faith-based groups, homeowner associations, and other community groups) to invite their participation, offer to schedule redistricting introductions at their gatherings and events, and seek to coordinate optimal dates for general teleconference or potential in-person events.

Staff anticipates hosting four to five community workshops to provide the redistricting overview and the process set by the City Council, provide basic demographic information on the City of Elk Grove and individual communities, and provide a tutorial on generating and submitting maps for consideration. In order to accommodate the schedules of as many people in the community as possible, staff has identified timeframes throughout February (steering away from the long holiday weekends), with a target to use initial outreach feedback to select dates and venues (teleconference or in-person) for the workshops. The staff plan is to select venues in each current District that allow for either an outdoor space to host attendees, or has access to an indoor space if permitted under health orders.

The goal of all virtual meetings and workshops is to continue to expand the list of interested members of the community, provide the information and resources for the community to contribute and follow the discussion on redistricting, and see and comment on the process to finalize a district map.

Staff will utilize a page on the City's website as the central clearinghouse for information on the City's redistricting process:

[http://www.elkgrovecity.org/city\\_hall/city\\_government/city\\_council/redistricting](http://www.elkgrovecity.org/city_hall/city_government/city_council/redistricting)

Staff anticipates use of the online districting program Districtr ([districtr.org](http://districtr.org)). Staff is currently coordinating with Districtr to include Elk Grove as a jurisdiction in the program, with the goal to provide the means for participants to draft district maps or submit drawings of communities of interest using the program. The teleconference and workshop outreach would include a tutorial on how to utilize the Districtr program tools, and provide alternative mapping resources (from pen and paper to alternative drawing programs) that will be offered as resources as well. Examples of Census-designated divisions (blocks and tracts) is provided under Attachment 2, which displays a version with only census blocks, then associated maps with block groups and total population counts per block group.

Once submitted, maps are considered public records. City staff will post all legally compliant submitted maps on the Draft Maps webpage. Staff will provide progress reports summarizing community outreach to date at the public hearings held on February 9, February 23, and March 9, 2022.

*March 9 and March 23, 2022 – Public Hearing City Council Meetings reviewing maps submitted*

Public input and submitted maps will be summarized, National Demographics Corporation will review submitted designs and receive Council feedback and direction on preferred maps to be considered for adoption. The process to present a final map for approval requires additional public notice, which will commence as a final map (or maps) are selected for consideration.

*March 23 and April 13, 2022 – Presentation of Final Maps for Council Consideration to Adopt by Resolution*

The City Council will select the final map and adopt a resolution. That map will then be forwarded to the Sacramento County Office of Voter Registration and Elections for use in the November 2022 General Election.

**FISCAL IMPACT:**

Support for redistricting is budgeted in the FY 2021-22 Budget of the Office of the City Clerk.

**ATTACHMENTS:**

1. Population Trends by Council District
2. Census Map Divisions of the City of Elk Grove

### **What is redistricting and why is it needed now?**

Every 10 years, a new U.S. Census is conducted, and the population counts are then used for redistricting. City Council Member representative districts must be relatively equal in total population using the new Census counts. The redistricting process is governed by the U.S. Constitution, federal law, and California law. For a general law city such as the City of Elk Grove, the applicable state law is California Elections Code section 21600.

With by district elections, the City of Elk Grove will be divided into four districts, and the goal of redistricting is to create a final map with four districts that are relatively equal in total population using the new Census counts. All district lines must meet strict requirements for population equality and voting rights protections, as well as respect neighborhoods and local communities of interest to the extent practicable.

### **Why does districting matter to me?**

Districting determines which neighborhoods and communities are grouped together into a district for the purposes of electing a City Council Member. City staff will seek input on what the residents identify as communities of interest, and where the community sees boundaries for City Council Member representative districts. You have an opportunity to share with the City how you think district boundaries should be drawn to best represent your community.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **How can I get involved?**

City staff will be hosting workshops and holding hearings to receive public input on where district lines should be drawn. The dates of those hearings and workshops are posted on the [Schedule page](#). You can also utilize online resources to draw and [submit your own map](#).

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **When will the new representative district map be used?**

The new City Council Member representative district map will be in effect for the November 2022 election. The deadline for adoption of revised districting maps (April 17, 2022) allows time for the Sacramento County Registrar of Voters to adjust precinct boundaries before the candidate filing opportunity (mid-July 2022) for the November 2022 General Election. City Council Member seats for Districts 2 and 4 will be up for election during the November 2022 General Election.

### **Who creates the maps and how can the public participate in the process?**

The City of Elk Grove has contracted with a professional demographer, National Demographics Corporation, to draft and revise maps for consideration by the public and the City Council. Revisions of these draft maps will be based on feedback received by the City Council and from the community during the public hearings and workshops. Members of the public will be able to provide input about communities of interest, district boundaries, draft maps, as well as possible revisions of maps. The redistricting process will be transparent, and interested participants in the community will have the opportunity to suggest initial maps and map revisions.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **What are “Communities of Interest”?**

Recent California legislation (for the state legislature, cities, and counties) requires that communities of interest be considered when drawing maps, and when possible. A community of interest is a geographical area (such as a neighborhood) that would benefit from being in the same district because of shared interests, views, or characteristics. Downtown areas, historic districts, and housing subdivisions are a few examples of areas that could be communities of interest (there are many more).

Sometimes, populations with similar demographic characteristics are considered communities of interest. These characteristics can include the population’s race/ethnic composition, the language spoken at home, the

area's median income (and other socioeconomic characteristics), and the type of housing (for example, those in a particular housing development or retirement community).

### **Has the pandemic affected the redistricting process?**

Because of the COVID pandemic, the Census Bureau was about six (6) months behind schedule in releasing census data, and neighboring jurisdictions had requirements to meet earlier final map deadlines (these efforts prioritized availability of resources in the way of professional firm support and community attention). This means that the City of Elk Grove has a reduced timeline to redistrict compared to processes conducted in the past. As a result, timelines may be condensed.

The City of Elk Grove may provide virtual meetings for outreach rather than in-person meetings, or have "hybrid" meetings, in which some people attend in-person while others participate virtually. The manner in which City Council and community meetings take place is subject to change.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **What data are used when drawing maps?**

Maps for election district boundaries will be based on the total population counts from 2020 Census data, and data that comply with federal and state laws, as adjusted by the California Statewide Database (SWDB), which assigned prison inmates to their pre-incarceration home addresses. The state legislature, county boards of supervisors, and city councils must use these adjusted numbers for redistricting.

When drafting maps for consideration, the demographers also use estimates of the Citizen Voting Age Population (CVAP, citizens 18+, by race/ethnicity) from the Census Bureau's American Community Survey, (ACS) to check for Federal Voting Rights Act compliance. Estimates from the ACS survey are also used to help identify communities of interest.

## **What criteria must be followed when drawing district lines?**

Federal law requires that districts have about the same number of people in them, and adhere to the Voting Rights Act by not diluting the vote of protected classes.

State law requires that districts be drawn using the following criteria in the given order of priority:

1. Districts should be geographically contiguous (each district should be one piece minimizing separations);
2. Districts should respect the integrity of local neighborhoods or communities of interest in a manner that minimizes their division;
3. District boundaries should be easily identifiable and understandable by following natural or artificial barriers (rivers, streets, highways, rail lines, etc.);
4. Districts should be geographically compact in a manner that nearby areas of population are not bypassed in favor of more distant populations.

The City of Elk Grove is working with professional demographers, National Demographics Corporation, to draft and revise maps for consideration by the public and the City Council. Proposed “revised maps” will ensure appropriate population balance and will incorporate feedback received by the City Council and the community. Members of the public will be able to provide input about boundaries, as well as possible revisions of maps.

## **How will City staff notify the public about districting?**

City staff will reach out to local media to publicize the districting process. City staff will make a good faith effort to notify various community groups about this process. Public hearings and workshops will be provided in applicable languages upon request.

City staff will notify the public about districting hearings and workshops, post maps online before adoption, and create a dedicated web page for all relevant information about the districting process. Interested participants are encouraged to continue checking this website for more information and resources.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **How can I submit a map?**

The City of Elk Grove offers online tools where you can [DrawEG page](#). These tools can assist with generating a district map, and this resource also provides an area to access printable copies of the jurisdictional boundaries, so hand drawn maps can also be submitted (either delivered to the Office of the City Clerk at 8401 Laguna Palms Way, Elk Grove, CA, 95758, or you can photograph your drawing and email it direct to City Clerk Jason Lindgren.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **Do I have to submit a completed map?**

No. You can draw boundaries for just one district in your part of the City, or any other part.

### **Can I submit more than one map?**

Yes! It is encouraged that submitters use the provided online mapping programs to gauge that the districts being submitted meet legal requirements (equivalent population).

### **What happens to the drafted maps?**

Once submitted, maps are considered public records. City staff will post all legally-compliant submitted maps on the [Draft Maps page](#).

### **Where can I learn more about this process?**

There are a number of online publications and guides about districting/redistricting. Visit the [Resources page](#) to see the available resources.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **Who will choose the map?**

The City Council will choose a map and adopt it by resolution.

### **When will the process begin and end?**

An overview of the process was presented to the City Council and members of the public in open session on January 12 and January 26, 2022. Community outreach continues from January and into February to identify communities of interest and provide the community the tools to submit district map drafts. By the end of February, draft maps will be reviewed for legal compliance and presented to the City Council and members of the public in open session public hearings held in March 2022. The City Council will adopt a resolution of a final district map, and must adopt a map by April 17, 2022. Members of the public are encouraged to provide comments about the draft map(s) and/or indicate other ways they suggest district boundaries be drawn.

You can contact City Clerk Jason Lindgren, via phone (916) 478-2286 or email at [jlindgren@elkgrovecity.org](mailto:jlindgren@elkgrovecity.org) to find out more about how the process works.

### **How long will the new representative district boundaries be in place?**

Once a final map is adopted, it will be in place and effective until the next redistricting process. By law, election district boundaries must be evaluated after each decennial census. The 2030 U.S. Census redistricting population counts are expected to be released by approximately April 1, 2031. The district boundaries will need to be adjusted so that the 2030 population is distributed evenly in each of the districts. The next election for the City of Elk Grove after the 2030 U.S. Census will be the 2032 General Election.

### **May redistricting maps respect incumbency so that there is only one council member in each election district?**

Avoidance of head-to-head contests between incumbents is permitted, but only after criteria prescribed by federal and state law are met. Boundaries that take incumbency into account must be reasonable and meet legal requirements.



**What is the deadline for the City Council to adopt a final district map?**

The City Council will ultimately adopt a resolution establishing revised district boundaries before April 17, 2022, the deadline established by law. After adoption of a new map, it will be sent to the Sacramento County Registrar of Voters. The County Registrars of Voters will then adjust precinct boundaries before the filing deadline for the November 2022 General Election. The new map will be used for the first time for the November 2022 General Election, when the seats for Council Districts 2 and 4 will be up for election (in addition to the seat for mayor which is elected at-large).