



# City of Sacramento City Council

915 I Street, Sacramento, CA, 95814  
[www.CityofSacramento.org](http://www.CityofSacramento.org)

**Meeting Date:** 2/1/2011

**Report Type:** Staff/Discussion

**Title:** Council Redistricting Process - Report-Back - Potential Citizens Advisory Committee

**Report ID:** 2011-00123

**Location:** Citywide

**Recommendation:** Council discussion, direction, and possible action on the formation of a Citizens Advisory Committee to supplement the Redistricting process.

**Contact:** Scot Mende, New Growth Manager (916) 808-4756, Community Development Department;

**Presenter:** Scot Mende, New Growth Manager, (916) 808-4756, Community Development; Maria MacGunigal, IT/GIS Manager, (916) 808-7998, Department of Information

**Department:** Community Development Dept / Information Technology

**Division:** New Growth

**Dept ID:** 21001223

## **Attachments:**

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- 1-Description/Analysis
- 2-Background
- 3-Redistricting Matrix
- 4-Key Variables
- 5-Timeline

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### **City Attorney Review**

Approved as to Form  
Matthew Ruyak  
1/27/2011 12:12:21 PM

### **City Treasurer Review**

Treasurer Comments are forthcoming  
City Treasurer

### **Approvals/Acknowledgements**

Department Director or Designee: Max Fernandez - 1/27/2011 9:35:21 AM

Assistant City Manager: Cassandra Jennings - 1/27/2011 12:04:50 PM

## Description/Analysis

**Issue:** Council discussion, direction, and possible action is needed on the formation of a Citizens' Advisory Committee to supplement the 2011 Redistricting process. At the City Council meeting of January 18, 2011, the City Council approved a community participation process and directed staff to report-back with additional information regarding the process and timeline for a potential citizens' advisory committee for the redistricting process. Key considerations in evaluating the concept of a Citizens Advisory Committee include:

- Does the Citizens' Advisory Committee process result in a better final product – e.g., district boundaries which best serve the needs of our citizens?
- Does the Citizens' Advisory Committee process provide greater opportunity for meaningful participation by all interested citizens?
- Does the Committee process provide for efficient use of people's time & energy?
  - City Council
  - Community
  - Committee members
  - Staff

**Policy Considerations:** The Citizens' Advisory Committee approach would not require charter amendment and can be accommodated within the six month period pursuant to the Charter. The establishment of a Citizens' Advisory Committee for the City of Sacramento redistricting process will require additional staff time and resources to complete the process.

### Environmental Considerations:

**California Environmental Quality Act (CEQA):** The subject of this report is not, in itself, a project. The subject of this report does not involve a project which requires compliance with the CEQA, inasmuch as it does not involve an activity which may cause a direct or indirect change in the environment (Public Resources Code Section 21065).

**Sustainability Considerations:** None.

**Commission/Committee Action:** Not applicable.

**Rationale for Recommendation:** The proposed redistricting Citizens' Advisory Committee process could broaden civic engagement consistent with the City's culture of open and transparent government.

**Financial Considerations:** Many of the resources needed for redistricting will be provided by existing staff. On January 18, 2011, the City Council approved Resolution 2011-033 which established a multi-year CIP (I07000700) for redistricting activities and allocated \$160,000 to the effort. Use of a citizens' advisory committee process would likely require additional staff resources by adding the additional layer of the committee. No additional funding is requested, however the additional staff

resources may require the corresponding reduction of staff resources devoted to other City initiatives and activities.

**Emerging Small Business Development (ESBD):** Not applicable.

## Council Redistricting Process 2011

### Background:

This report supplements the staff report prepared for the City Council meeting of January 18, 2011. The City of Sacramento must reapportion (redistrict) City Council district boundaries every ten years following the regular U.S. Census. The City Charter requires that the Council must adopt new Council district boundaries no later than 6 months after the census data becomes available. The Sacramento County Registrar of Voters, however, has requested that the City's process of redistricting be completed by September, in order for the Registrar's Office to prepare maps, district lines, and precinct lines reflecting district changes for the June 2012 primary election schedule.

At issue is whether to utilize a staff-led public participation process and City Council workshops that were used for the 1991 and 2001 redistricting efforts, or whether to supplement the process with a citizens advisory committee. Following the 1990 and 2000 Census, the City Council held a series of meetings in the community and solicited redistricting proposals from interested parties. Community outreach meetings were held throughout the City to encourage participation and understanding of the redistricting process. Software tools and data were also developed to help interested parties understand, develop, and submit district proposals.

### Citizens Advisory Committees elsewhere:

Most jurisdictions in California do not have redistricting committees or commissions (e.g., Sacramento County, Elk Grove, Rancho Cordova, Folsom, Berkeley). At the State level and several California cities, independent citizens' panels have been established by voter actions. A Citizen Advisory Committee could be formed to advise the City Council; this approach would not require charter amendment. Examples of citizens advisory committees (e.g., City of San Jose, County of Monterey) identified so far are shown in Attachment 2. Staff is still investigating whether other cities also use advisory committees for redistricting.

### Key Variables

The following key variables should be considered in formation of a citizens advisory committee:

- Who appoints the Commissioners
- Roles of committee
- # of Commission seats
- Committee service commitment
- Selection Criteria
- Timeframe to select committee

- Role of staff

For details see attachment 3.

### **Timelines:**

The citizens advisory committee process can be accommodated within the 6 month timeline established by City charter. Attachment 4 includes:

- A calendar and schedule list without an advisory committee (attachment 4A, 4B),
- A calendar and schedule list with an advisory committee (attachment 4C, 4D),
- The schedule list from the 2001 process (attachment 4E).

Overall, Attachment 4 shows that adding the Advisory Committee results in an increase in the total number of meetings needed to complete the redistricting process. With the Committee process, the City Council meetings devoted to redistricting would be slightly decreased both in number and duration, while the Committee, staff, and community would experience an increase in meetings devoted to redistricting.

### **Sample Sacramento City Committees:**

The following are examples from the City of Sacramento that illustrate committees that were single-purpose, citizens-based, and with defined time-horizons.

**Example 1: City of Sacramento Charter Review Committee:** On February 17, 2009, the Council adopted Resolution 2009-095 which established the Sacramento Charter Review Committee as an advisory committee to the City Council.

- The Committee was composed of 11 members; each councilmember and the Mayor appointed 1 member, and two at-large representatives were vetted through the Personnel and Public Employees Committee with Council approval.
- The committee's first meeting was 6 weeks after the adoption of the Resolution.
- The SCRC was staffed by the City Attorney, the City Manager, and the City Clerk.

**Example 2: General Plan Advisory Committee:** On February 3, 2004, the Council adopted Resolution 2004-079 which established the General Plan Advisory Committee. The General Plan complexity and stakeholder input warranted the GPAC process to fully develop and vet the General Plan.

- The Committee was composed of 25 – 1 from each Council District + 17 at large
- Appointed by Mayor – confirmed by Council

- In total, the application process took approximately 10 weeks: 2 weeks to develop the application materials, 4 weeks of open application period, and 4-5 weeks to select.
- Met once per month; ostensibly for 2 years, but actually was 4 years
- The Committee's specific duties include:
  - Work collaboratively to confirm the community outreach process, identify stakeholder interests and review General Plan work products and concerns raised by the community, staff and consultants.
  - Attend all regularly scheduled meetings having reviewed previous meeting summaries and background materials distributed in advance of each meeting.
  - Participate in and sponsor town hall workshops and consider public comments and concerns in development of the General Plan Update.
  - Provide effective representation by consulting their organizations or geographic area constituents on upcoming issues and informing them about the General Plan Update process.

## Attachment 2

### Redistricting Advisory Committees in other Jurisdictions

| Government Entity          | Commission / Committee Name               | # Members | How Appointed   | Meeting Frequency          | Final Approval  |
|----------------------------|---|-----------|---|----------------------------|---|
| <b>Advisory Committees</b> |   |           |   |                            |   |
| City of San Jose           | Redistricting Advisory Commission         | 11        | Each Councilmember appoints 1 member and the Mayor appoints the Chairperson | At least 3 public hearings | The Council shall duly consider the report and recommendations of the Advisory Commission and in adopting any redistricting ordinance. However, the Council is required to adopt an ordinance within the period of time required under this Section even if the Advisory Commission fails to provide recommendations or reports as specified in this Section. |
| County of Monterey         | Citizens Redistricting Advisory Committee | 15        | Each Supervisor appoints 3 members  | Beginning January 2011     | Board of Supervisors adopt the final plan   |

## Key Variables Staff Review of Potential Citizens Advisory Committee

### # of Committee seats

- a. 7 seats (minimum size feasible)
- b. 9 seats (1 from each Council District, 1 appointed by Mayor)
- c. 11 seats (1 from each Council District, 3 at large)
- d. 25 seats (following the GPAC model)

**Suggestion: 7-11 seats**

### Who appoints the Committee?

- a. Appointed by individual Council district members
- b. Appointed by Mayor – confirmation by full Council
- c. P&PE nomination – confirmation by full Council

**Suggestion: Mayor & CM each appoint 1, and 2 nominated by P&PE**

### Committee service commitment: April – mid-July

- a. Weekly meetings
- b. Bi-weekly meetings
- c. Other set frequency (e.g., three times per month)
- d. Total number of meetings (e.g., “at least 6 times”)

**Suggestion: Weekly meetings (e.g., every Monday 6-8 p.m.)**

### Selection Criteria

- a. 1 from each Council district
- b. 1 from each Neighborhood Service Area
- c. 1 from each Community Planning Area
- d. Experts
- e. No conflict of interest
- f. Qualifications?
  - a. Community groups
  - b. Academics
  - c. Other relevant experience

**Suggestion: The SRCAC's membership shall be broadly constituted - reflecting the demographic and geographic diversity of the residents of the City.**

### Timeframe to select committee:

- a. 1-2 weeks to develop the application materials,
- b. 2-4 weeks of open application period,
- c. 1-4 weeks to select.

**Suggestion: 4-6 weeks; City Council appointments to the SRCAC no later than March 29, 2011.**



### Timeframe for the Committee:

- a. First meeting?
- b. Progress Reports?
- c. Report to Council
- d. Sunset

**Suggestion: Committee starts soon after Census information is available, in order to give the committee time for organization, education, and consideration of information as it becomes available. Committee should report to Council by the time Council returns from its Summer Break, so that Council has adequate time for its own consideration and deliberation.**

### Roles of committee

- a. Vet, analyze and recommend
- b. Organize, refine, and develop themes and group proposals
- c. Prior to issuing its final recommendations, should the Committee touch base with the full Council?
- d. To what extent may the Committee “weed-out” proposals?
- e. Should the Committee play a “gate-keeper” role?

**Suggestion: Committee roles are to organize, refine, and develop themes and group proposals and to present progress reports to Council that present logical themes and groupings. The Committee should not exclude from Council consideration any proposal that meets Council-specified criteria.**

### Roles of City Staff

- a. Staff committee meetings
- b. Report to Council as requested during the process

# Proposed

## Redistricting 2011 w/o Citizen Advisory Committee

| January |     |     |     |     |     |     |
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| February |     |     |     |     |     |     |
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| May |     |     |     |     |     |     |
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| June |     |     |     |     |     |     |
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| July |     |     |     |     |     |     |
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| August |     |     |     |     |     |     |
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| September |     |     |     |     |     |     |
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Council

Community Meeting

Key Date

Proposed  
Redistricting 2011 w/o Citizen Advisory Committee

| Date      | Event                             | Topic   |
|-----------|-----------------------------------|---|
| 2/1/2011  | Council Item                      | Approve principles, process, and timeline   |
| 2/9/2011  | South Area Community Meeting      | Outreach/Q&A Session  |
| 2/17/2011 | South East Area Community Meeting | Outreach/Q&A Session  |
| 2/24/2011 | North Area Community Meeting      | Outreach/Q&A Session  |
| 2/28/2011 | Central City Community Meeting    | Outreach/Q&A Session  |
| 4/1/2011  | Census Delivery                   | Census Data delivered to local jurisdictions  |
| 4/12/2011 | Council Item                      | Council review summarized Census Data and community meeting info                    |
| 4/13/2011 | Data Delivery                     | Release software/data to public   |
| 4/18/2011 | (Alternate Date) Data Delivery    | Release software/data to public   |
| 5/10/2011 | Community meeting                 | Community Meeting to answer technical/logistical questions                          |
| 5/31/2011 | Submit Plans                      | Community Proposals Due   |
| 6/14/2011 | Council Item                      | Council Review themes from submitted proposals                                      |
| 6/28/2011 | (Alternate Date) Council Item     | Council Review themes from submitted proposals                                      |
| 7/19/2011 | Council Item                      | Council/Community Discussion on proposals   |
| 8/9/2011  | Council Item                      | Council/Community Discussion on proposals   |
| 8/23/2011 | Council Item                      | Council/Community Discussion on proposals   |
| 9/13/2011 | Council Item                      | Council Intent to Adopt Final Boundaries  |
| 9/27/2011 | Council Item                      | Council Must Adopt Final Boundaries and Resolution no later than September 27, 2011 |

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| Council           |
| Community Meeting |
| Key Date          |

# Proposed

## Redistricting 2011 w/ Citizen Advisory Committee

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| February |     |     |     |     |     |     |
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| March |     |     |     |     |     |     |
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| April |     |     |     |     |     |     |
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| May |     |     |     |     |     |     |
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| June |     |     |     |     |     |     |
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| July |     |     |     |     |     |     |
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| August |     |     |     |     |     |     |
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| September |     |     |     |     |     |     |
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- Council
- SRCAC
- Community Meeting
- Key Date

## Proposed Redistricting 2011 w/Citizen Advisory Committee

| Date      | Event                             | Topic   |
|-----------|-----------------------------------|---|
| 2/1/2011  | Council Item                      | Approve principles, process, and timeline   |
| 2/9/2011  | South Area Community Meeting      | Outreach/Q&A Session  |
| 2/17/2011 | South East Area Community Meeting | Outreach/Q&A Session  |
| 2/24/2011 | North Area Community Meeting      | Outreach/Q&A Session  |
| 2/28/2011 | Central City Community Meeting    | Outreach/Q&A Session  |
| 3/22/2011 | Council Item                      | Council Appointments to SRCAC   |
| 4/1/2011  | Census Delivery                   | Census Data delivered to local jurisdictions  |
| 4/12/2011 | Council Item                      | Council/SRCAC review summarized Census Data and community meeting info              |
| 4/13/2011 | Data Delivery                     | Release software/data to public   |
| 4/25/2011 | SRAC                              | Committee Meeting   |
| 5/2/2011  | SRCAC                             | Committee Meeting   |
| 5/9/2011  | SRCAC                             | Joint Committee/Community Meeting to answer technical/logistical questions          |
| 5/16/2011 | SRCAC                             | Committee Meeting   |
| 5/23/2011 | SRCAC                             | Committee Meeting   |
| 5/31/2011 | Submit Plans                      | Community Proposals Due   |
| 6/6/2011  | SRCAC                             | Committee Meeting   |
| 6/13/2011 | SRCAC                             | Committee Meeting (*Council Report Due for 6/21/11 Council Meeting)                 |
| 6/20/2011 | SRCAC                             | Optional Committee Meeting  |
| 6/21/2011 | Council Item                      | Council Review SRCAC themes from submitted proposals                                |
| 6/27/2011 | SRCAC                             | Committee Meeting   |
| 7/11/2011 | SRCAC                             | Committee Meeting (*Council Report Due for 7/19/11 Council Meeting)                 |
| 7/18/2011 | SRCAC                             | Optional Committee Meeting  |
| 7/19/2011 | Council Item                      | SRCAC Submit Proposed Boundaries  |
| 8/9/2011  | Council Item                      | Council/Community Discussion on proposals   |
| 8/23/2011 | Council Item                      | Council/Community Discussion on proposals   |
| 9/13/2011 | Council Item                      | Council Intent to Adopt Final Boundaries  |
| 9/27/2011 | Council Item                      | Council Must Adopt Final Boundaries and Resolution no later than September 27, 2011 |

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|-------------------|
| Council           |
| SRCAC             |
| Community Meeting |
| Key Date          |

## Council Redistricting Process 2001

### 2001 – CHRONOLOGY OF MEETINGS RELATED TO REDISTRICTING PROCESS

| DATE     | Location / Time                     | Topic   |
|----------|-------------------------------------|---|
| 02/27/01 | City Council - Item 13.2            | Approval of principles, process, and timeline   |
| 03/08/01 | Hart Senior-Center                  | Community Meeting (NSA 1)   |
| 03/12/01 | Robertson Center                    | Community Meeting (NSA 2)   |
| 03/13/01 | Natomas Service Center              | Community Meeting (NSA 2)   |
| 03/14/01 | Coloma Community Center             | Community Meeting (NSA 3)   |
| 03/21/01 | Pannell Community. Center           | Community Meeting (NSA 4)   |
| 04/01/01 | N/A                                 | CENSUS DATA RELEASED  |
|          |                                     |   |
| 04/10/01 | City Council - Item 13.2            | Summarize information gathered in community meetings, -receive additional community-wide testimony, receive released census information<br>Community meeting to distribute information/answer questions; Council directed that 1) the workshop date be changed from May 2 to Saturday, April 28 to allow people from all neighborhoods to work together 2) requested adjusted census data that reflects a more accurate picture of minority populations |
| 04/11/01 | Community Meeting & City's web page | <i>CDs / Info available to public</i>   |
| 05/14/01 | N/A                                 | <i>Community Council District boundary proposals due to Community Development Department</i>  |
| 06/19/01 | City Council - Item 13.2            | Council meeting to review 4 themes and 13 map proposals for analysis; Council directed staff to further investigate Theme A, to consider specific neighborhood directives of Council, and return July 24, 2001 with staff recommendations.  |
| 07/24/01 | City Council - Item 13.3            | Council meeting to review proposed redistricting boundaries; after testimony, Council directed that the item be continued to August 9   |
| 08/09/01 | City Council - Item 13.1            | Council & community discussion of alternative proposals – closed public testimony, various motions of intent by Council and continued to August 14  |
| 08/14/01 | City Council - Item 4.1             | Council discussion and votes on various motions of intent   |
| 08/28/01 | City Council - Item 4.3             | <i>Council re-opened the hearing then approved District Boundaries (Ordinance 2001-034)</i>   |
| 10/16/01 | City Council - Item 2.29            | Council approves minor amendments to previous ordinance (Ordinance 2001-045)  |