



Office of the City Manager

ACTION CALENDAR
November 27, 2012

To: Honorable Mayor and Members of the City Council
From:  Christine Daniel, City Manager
Submitted by: Mark Numainville, Acting City Clerk
Subject: 2010 Census: Redistricting Process and Timeline

RECOMMENDATION

Review the schedule and process for the adjustment of City Council district boundaries following the decennial census as provided for in Berkeley City Charter Article V, Section 9.

FISCAL IMPACTS OF RECOMMENDATION

None.

CURRENT SITUATION AND ITS EFFECTS

The 2010 Census data released by the Census Bureau in the spring of 2011 showed that Berkeley's population increased by 9,836 people between 2000 and 2010, from 102,744 to 112,580, a nine percent increase. The City Charter requires that the City adjust the City Council district boundaries in response to that increased population count.

Regardless of the outcome of the vote on Measure R, the deadline in the City Charter to complete the redistricting process remains December 31, 2013. Staff has drafted a timeline that will meet the Charter deadline, which is included in Attachment 1.

Process and Timeline

The process for the 2010 Census redistricting, as in prior years, is proposed to include an opportunity for the public to create and submit redistricting plans. The public proposals would be analyzed by City staff for conformance with legal requirements and then be submitted to the City Council for consideration. The proposed timeline includes at least two public hearings for review and consideration of the proposals. Upon completion of the public hearing process, the Council would direct staff to draft a new ordinance with the City Council district boundaries to be used until the next round of redistricting is completed after the 2020 Census.

The following describes the proposed process and timeline for the decennial redistricting. Beginning on January 7, 2013, members of the public will be able to obtain

a Redistricting Packet from the City Clerk with all the information and data needed to create a proposal. The City will provide maps and excel spreadsheets, both electronically and in hard copy, to the public. Those files will include the data necessary for a community member to assess the population counts in each district and prepare revised district boundaries. The only changes planned for the content of the packet from the 2011 version are updates that may be necessary depending on the outcome of Measure R. Submittals will be required to include a list of the proposed modifications by Census tract and block number, as well as a revised district boundary map. The deadline for public submissions in the approved format is March 15, 2013.

Proposals will be analyzed to ensure that they comply with the Charter, the state Elections Code and federal law. All proposals will be presented at two public hearings (May 7 and July 2) for review and consideration by the Council. All completed proposals will be available through the City's website and will be included in the May 7 agenda packet, which will be available on April 25. The schedule anticipates that the Council would adopt the new boundaries by way of the first reading of an ordinance on September 10, and a second reading on September 17. The new ordinance would be in effect and the process would then be completed by the December 31, 2013 deadline. The adjusted boundaries will be transmitted to the Registrar of Voters for the new districts to be in effect for the November 4, 2014 municipal election.

Staff notes that there are commercial options available to the City to provide an online redistricting tool for the public and community groups to redraw district boundaries. However, they are very costly (approximately \$46,000) and there are no additional funds budgeted for the redistricting process. Staff believes that the data that the City can provide the public directly will enable the community to fully participate in the redistricting process.

Census Data Analysis

As was discussed in the June 14, 2011 Council report, staff undertook an adjustment process due to some irregularities in the data from the Census Bureau. City staff analyzed the data files provided by the Census and organized the data into map form to verify the accuracy. Staff found that the Census Bureau data erroneously assigned population to some of the median strips of several divided roads in Berkeley. There was a total of 1,392 people assigned to median strips, ranging from a single person in one median area to as many as 158 in another. Out of 94 census blocks where these "median populations" occurred, 86 of them reported populations of less than 50. However, some of the divided roads with this type of data are on the border between council districts and thus staff thought it important to clearly assign them to a Census block.

Information Technology staff contacted the Census Bureau about the median-strip populations. The Census Bureau provided an explanation of how the populations were assigned and a methodology for assigning those populations to the correct census block and tract. The Census Bureau confirmed that the total population count was

accurate and that the methodology they provided would properly assign the populations to correct blocks and tracts.

Specifically, the Census Bureau provided guidance on how to use the address ranges contained within the 2010 Census TIGER/Line files to reassign populations to the correct census blocks. TIGER/Line files are spatial extracts from the Census Bureau's MAF/TIGER database, containing features such as roads, railroads, rivers, as well as legal and statistical geographic areas. They are designed for use with geographic information system (GIS) software. Since the census blocks City staff reported represent the area between two lanes of a double line street, it was possible to use the address ranges in the TIGER/Line files to determine which adjacent census block should receive the housing and population. The Census Bureau provided an example of this method (see Attachment 2) to guide staff's adjustment of these populations.

City staff is confident that applying the Census Bureau's methodology results in an accurate count for each district. For example, in the five blocks where more than 100 people had been assigned to the median strip, there was a multi-unit building in the adjacent reassigned block, therefore it was clear which block was appropriate for the adjustment.

Equal District Population

The City Charter and the state Elections Code require that districts be drawn to result in a nearly equal population in each district. As can be seen from the table below, the verified data shows significant deviation from the equal population number in the eight city council districts.

The Equal District Population (EDP) number is arrived at by dividing total population (112,580) by eight. For reference, the EDP number from 2000 was 12,843 (102,744 divided by eight). The 2010 EDP number is 14,703.

	2010 Equal Dist. Pop.	2010 Actual Dist. Pop.	Deviation
District 1	14,073	13,080	(993)
District 2	14,073	13,381	(692)
District 3	14,073	13,024	(1,049)
District 4	14,073	15,605	1,532
District 5	14,073	12,709	(1,364)
District 6	14,073	12,883	(1,190)
District 7	14,073	16,623	2,550
District 8	14,073	15,275	1,202

In 2001, the City sought a correction from the Census Bureau for undercounted blocks in the student housing area near campus. The Census Bureau made a small adjustment to the block assignments of some populations, but did not add to the total

population count. For the 2010 count, the City performed extensive outreach in the student areas as well as the census tracts designated as “hard to count” by the Census Bureau and staff believes this resulted in a more accurate count.

BACKGROUND

Berkeley City Charter Article V, Section 9 requires City Council district boundaries to be adjusted, if needed, following each decennial census. The census data for Berkeley was released on March 8, 2011. City staff has designed a process and timeline for the completion of redistricting for Berkeley City Council districts that includes public participation and multiple opportunities for analysis and input by the public and the City Council.

POSSIBLE FUTURE ACTION

Based on the timeline, staff will return to the Council on May 7, 2013 for the first public hearing on the submitted proposals.

CONTACT PERSON

Mark Numainville, Acting City Clerk, 981-6900

Attachments:

- 1: Redistricting Timeline
- 2: U.S. Census Bureau Example for Data Correction
- 3: UC Berkeley Academic Calendar

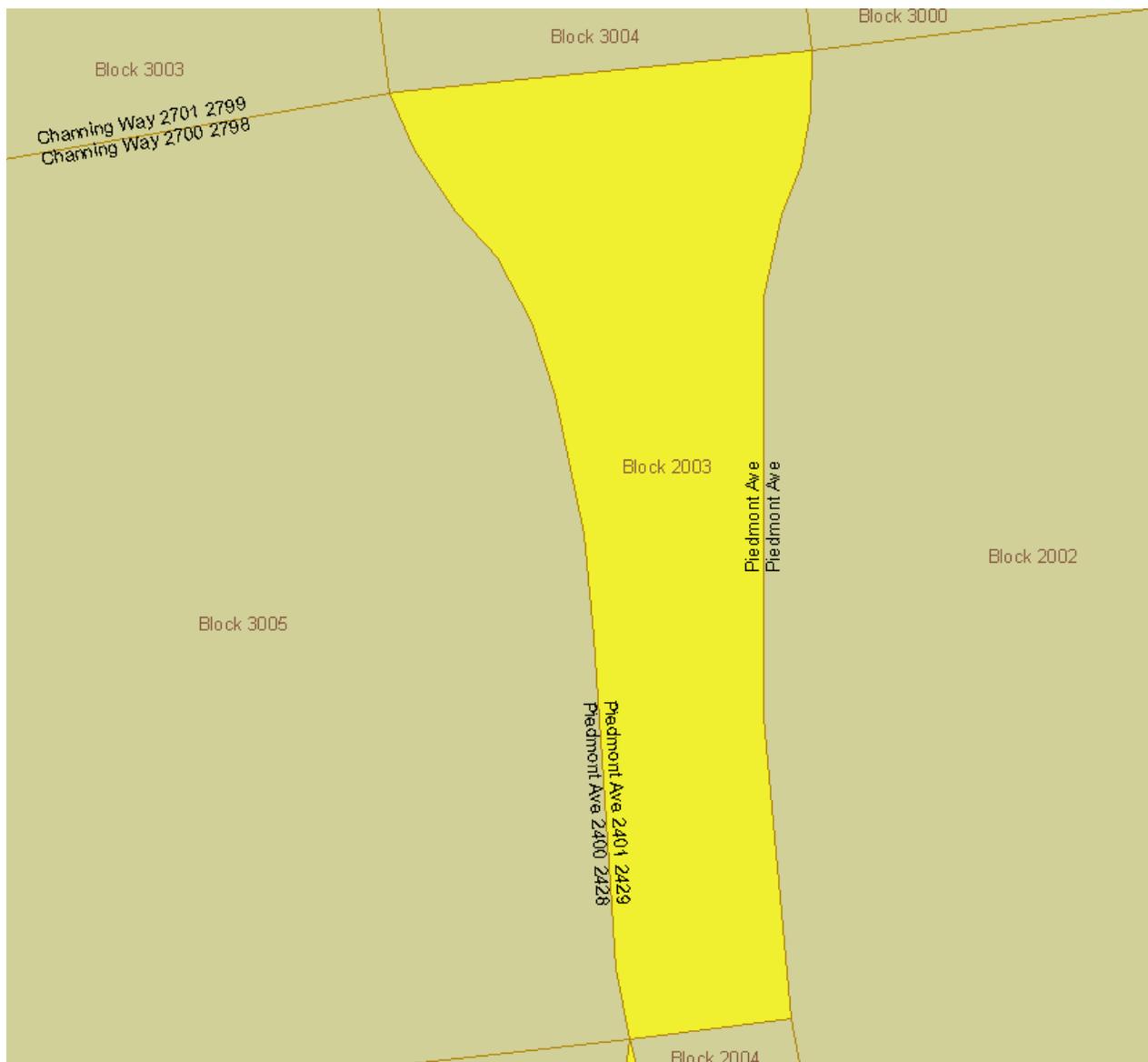
2013 Redistricting Timeline and Schedule of Public Hearings

MEETING DATE / DEADLINE	AGENDA PACKET DELIVERED	ACTION TAKEN
January 7, 2013		Complete packets of public hearing dates, timelines, process, maps and data available for the public at the City Clerk Department and available on the City's website.
January 24, 2013		Community Meeting - Education and information regarding the process, timeline, and requirements for submission of redistricting plans.
March 15, 2013		Last day for public or councilmembers to submit a redistricting proposal to the City Clerk. Proposals must be submitted in the format established by the City Council.
April 25, 2013		All redistricting proposals to be made available to the public through the City Clerk and published on the City's website.
April 29, 2013		Community Meeting - Submitters present their proposals to the public.
May 7, 2013	April 25, 2013	First Public Hearing by Council on proposals to adjust boundaries of a district. (EC 21620.1)
May 17, 2013		Technical corrections due from original submitters in response to staff analysis.
July 2, 2013	June 20, 2013	Second Public Hearing by Council on redistricting proposals. (EC 21620.1)
September 10, 2013	August 29, 2013	Final proposal in form of ordinance. Council adopts first reading of ordinance adopting new district boundaries. (Charter Art. V, Sec. 9)
September 17, 2013		Council adopts second reading of ordinance adopting new district boundaries (Charter Art. V, Sec. 9).
October 20, 2013		Effective date of Redistricting Ordinance.
December 31, 2013		Statutory deadline for Council to adjust boundaries by ordinance. Districts shall be as nearly equal in population and be preserved to the extent possible to the Council districts as originally established. (Charter Art. V, Sec. 9)
April 1, 2014		Deadline to submit new boundary lines to the Alameda County Registrar of Voters for November election.
May 30, 2014 July 24, 2014		Signatures In Lieu of Filing Fee Period for Nov. 2014 election
July 14, 2014 August 8, 2014		Candidate Filing Period for Nov. 4, 2014 election
November 4, 2014		Auditor, Council Districts 1, 4, 7, 8, Rent Board (5 seats), School Board (3 seats)

U.S. Census Bureau Example for Data Correction

“Following is a picture of how we used the address ranges from the 2010 TIGER/Line files to determine an alternate block for population currently geocoded to the "middle of street" block.

In the example below where block 2003 contains the population and housing in question, only the western lane of “Piedmont Ave” on the left hand side of the median contains address ranges in the 2010 TIGER/Line file. The eastern lane or right hand side of “Piedmont Ave.” is without ranges. If you think about this double line road as if it were a single street center line those addresses that got placed into the "middle" block based on the address ranges on the eastern side of the western lane should have continued on across the eastern lane. Any population/housing associated with this block, belongs in the block towards the right of the median, block 2002.”



Source: U.S. Census Bureau

Spring Semester 2013

TeleBEARS Begins	Monday, October 15 2012
Charter Gala	To be determined
Fee Payment Due	Tuesday, January 15 2013
SPRING SEMESTER BEGINS	Tuesday, January 15 2013
<i>Academic and Administrative Holiday</i>	Monday, January 21 2013
Instruction Begins	Tuesday, January 22 2013
<i>Academic and Administrative Holiday</i>	Monday, February 18 2013
Spring Recess	Monday, March 25 2013 -- Friday, March 29 2013
<i>Academic and Administrative Holiday</i>	Friday, March 29 2013
Cal Day	Saturday, April 20 2013
Classes End	Friday, May 03 2013
Reading/Review/Recitation Week	Monday, May 06 2013 -- Friday, May 10 2013
Last Day of Instruction	Friday, May 10 2013
Final Examinations	Monday, May 13 2013 -- Friday, May 17 2013
SPRING SEMESTER ENDS	Friday, May 17 2013
Commencement Convocation Ceremony	Saturday, May 18 2013
<i>Academic and Administrative Holiday</i>	Monday, May 27 2013

Fall Semester 2013

Welcome Activities	To be determined
Fee Payment Due	To be determined
Homecoming	To be determined
TeleBEARS Begins	To be determined
FALL SEMESTER BEGINS	Thursday, August 22 2013
Instruction Begins	Thursday, August 29 2013
<i>Academic and Administrative Holiday</i>	Monday, September 02 2013
<i>Academic and Administrative Holiday</i>	Monday, November 11 2013
<i>Academic and Administrative Holiday</i>	Thursday, November 28 2013 -- Friday, November 29 2013
Classes End	Friday, December 06 2013
Reading/Review/Recitation Week	Monday, December 09 2013 -- Friday, December 13 2013
Last Day of Instruction	Friday, December 13 2013
Final Examinations	Monday, December 16 2013 -- Friday, December 20 2013
FALL SEMESTER ENDS	Friday, December 20 2013
<i>Academic and Administrative Holiday</i>	Tuesday, December 24 2013 -- Wednesday, December 25 2013
<i>Academic and Administrative Holiday</i>	Tuesday, December 31 2013 -- Wednesday, January 01 2014