

## CITY COUNCIL AGENDA ITEM NO. 1

**Meeting Date:** May 1, 2019

**Subject/Title:** Community input regarding boundaries and composition of districts for City Council Member district-based elections and the proposed sequence of elections; and direction regarding final district boundaries and the proposed sequence of elections.

**Prepared by:** Margaret Wimberly, City Clerk

**Submitted by:** Gustavo "Gus" Vina, City Manager  
Damien Brower, City Attorney

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### RECOMMENDATION

Receive community input regarding boundaries and composition for City Council Member district-based elections and the proposed sequence of elections, and Council Member direction to staff and the demographer regarding final boundaries and the proposed sequence of elections.

### CITY COUNCIL STRATEGIC INITIATIVE

Not Applicable.

### PREVIOUS ACTION

On January 22, 2019, the City Council adopted Resolution 2019-12 declaring its intent to transition from at-large to district-based City Council member elections, outlining specific steps to be taken to facilitate the transition, estimating a time frame for action, and establishing the number of City Council districts.

On February 11, 2019, the City Council held the first of four public hearings to receive input from the community regarding boundaries and composition of districts for City Council Member district-based elections.

On March 11, 2019, the City Council held the second of four public hearings to receive input from the community regarding boundaries and composition of districts for City Council Member district-base; and provided direction to the demographer on desired criteria to be used for drawing district maps.

On April 3, 2019, the City Council held the third of four public hearings to receive draft maps from the demographer and receive input from the community regarding boundaries and composition of districts for City Council Member district-based elections; and directed staff and the demographer regarding changes to the draft maps.

### BACKGROUND

Pursuant to Elections Code Section 10010, following the City Council's adoption of resolution of intention to transition from at large to district-based elections, the City is required to hold at least two public hearings before boundary maps for the proposed voting districts are drawn, and two public hearings after the maps are drawn. Among other things, the public hearings provide residents and interested community groups an opportunity to inform the City Council of the community's views regarding district boundaries and composition.

On February 11, 2019, the City Council held the first of these public hearings and received a presentation from the demographer which provided an overview of the districting process. This overview included possible district formation criteria.

On March 11, 2019, after hearing public testimony the City Council directed that the demographer in preparing the draft maps:

- Follow traditional districting criteria;
- Consider any community of interest testimony unless it was in direct conflict with other Council direction. These considerations included placing Shadow Lakes/Deer Ridge communities in one district, placing Trilogy and Summerset communities in one district; and taking into account the north Brentwood Boulevard corridor;
- To the extent possible, not to overpopulate areas where data suggests there has been higher growth in the last 10 years; and
- To look at school district boundary enrollment zones.

On April 3, 2019, after the demographer presented four draft maps and the public provided comments on the maps and districts in general, the Council directed the demographer to draft variants of maps Red and Purple that address issues relating to the Brentwood Hills area, and that confirm that the downtown will be kept whole in the new maps to the extent census geography permitted.

Also at the April 3, 2019 City Council meeting, Councilmember Rodriguez recommended that there be additional outreach to Spanish speaking families in Brentwood regarding the district election process. There was consensus on Council to have this additional outreach occur prior to the May 1<sup>st</sup> Council meeting.

On April 25, 2019, City Councilmember Johnny Rodriguez and City Manager Gus Vina met with members of Brentwood's Spanish speaking community at a public meeting to share information on the CVRA process. Both Councilmember Rodriguez and City Manager Vina are fluent Spanish speakers.

The second round of draft map alternatives were posted on the City's District Election webpage on April 19, 2019, and published in the Brentwood Press on April 19, 2019.

### **Original Map Alternatives**

Based on council direction and public feedback at prior meetings, the demographer presented four plans at the meeting on April 3, 2019. Those plans are described as follows:

**Plan Red:** District 1 primarily covers the northwestern quadrant of the city, including areas north of Shadow Lakes and Summerset to the west of Fairview Avenue, areas north of San Creek Road between Fairview Avenue and O'Hare Avenue, and areas north of Lone Tree Way east of O'Hare Avenue. District 2 primarily consists primarily of the eastern portion of the city, including most of the areas to the northeast of the rail line to the east of O'Hara Avenue. District 3 primarily covers the southwestern quadrant of the city including Shadow Lakes, Deer Ridge, Summerset, The Vineyards at Marsh Creek, Apple Hill Estates, and areas south of Balfour Road west of Marsh Creek. District 4 covers the remainder of the city, consisting of areas roughly bordered by Fairview Avenue in the west, the rail line in the west and Balfour Road in

the south, along with the portions of the city south of Balfour Road between Marsh Creek and the rail line.

**Plan Purple:** District 3 is identical to Plan Red. District 1 primarily covers the northwestern quadrant of the city, consisting primarily of areas north of Shadow Lakes and Summerset, and proceeding east to the rail line, then proceeding northwesterly along the rail lines to the city boundary. District 2 primarily covers the northeastern quadrant of the city, consisting of areas north of the downtown east of the rail line, along with areas west of the rail line north of Dainty Avenue and east of Marsh Creek, along with the Deer Creek subdivision. District 4 primarily covers the southeastern quadrant of the city including areas east of the rail line and south of downtown, along with areas west of the rail line and east of Marsh Creek south of Dainty Avenue, along with areas west of Marsh Creek between Balfour Road and Central Boulevard to the west of Fairview Avenue.

**Plan Blue:** District 1 primarily covers the northwestern quadrant of the city, including areas north of Sand Creek Road and west of Adams Lane, along with areas north of San Jose Avenue and east of Fairview Avenue, along with the Brentwood Hills subdivision. District 2 primarily covers the northeastern quadrant of the city, including areas east of the rail line east of Adams Lane and north of Balfour Road, along with areas west of the rail line, north of Balfour Road, east of Minnesota Avenue and south of Central Boulevard. District 3 primarily covers the southwestern quadrant of the city, including most areas south of San Jose Avenue and west of Fairview Avenue, along with areas east of Fairview Avenue and south of Arlington Way. District 4 covers the remainder of the city, consisting of areas roughly of areas south of Balfour Road and east of Fairview Avenue, the area bounded by Balfour Road, Fairview Avenue, Minnesota Avenue and Sand Creek Road, along with the area bounded by Central Boulevard, Minnesota Avenue, Sand Creek Road and the rail line.

**Plan Green:** District 1 consists primarily of the western portion of the city, including areas west of Highway 4, along with areas east of Highway 4, north of Summerset, west of Fairview and south of Apricot Way, along with all of Planning Area 1. District 2 includes areas north of Grant Street between Empire Avenue and O'Hara Avenue, along with areas west of Fairview Avenue between Apricot Avenue and Grant Street east of PA-1, along with area west of the rail line, north of Balfour Avenue between Fairview Avenue and Marsh Creek. District 3 primarily covers the northeastern quadrant of the city consisting of areas east of the rail line, including the downtown and areas to the north east of O'Hara Avenue, along with areas west of the rail line north of Balfour Road and east of Marsh Creek. District 4 primarily covers the southeastern quadrant of the city, including areas east of the rail line and south of the downtown, along with areas south of Balfour Road and east of Highway 4, along with Summerset and The Vineyards at Marsh Creek.

Based on Council direction and public feedback at the April 3, 2019, meeting, the demographer has drafted three additional alternative maps. Those are described as follows:

#### **Additional Map Alternatives**

**Plan Crimson:** Variant of Red. Moves Brentwood Hills from District 1 to District 3. Moves boundary between Districts 1 and 4 east of Fairview south to Sand Creek Road. Moves boundary between Districts 3 and 4 south to Crescent Drive.

**Plan Maroon:** Variant of Red. Moves Brentwood Hills from District 1 to District 3

**Plan Violet:** Variant of Purple. Moves Brentwood Hills from District 1 to District 3. Moves boundary between Districts 1 and 4 east of Fairview south to Central Blvd. Moves boundary between Districts 3 and 4 south to Crescent Drive.

Further, the demographer confirmed that all three alternate maps keep the downtown whole to the extent permitted by census geography, and therefore no changes were made to the downtown area in these plans.

Tonight’s Public Hearing and Subsequent Meetings

As discussed above, at tonight’s public hearing the Council will receive public input about the district boundaries and sequencing of the district elections, and the Council will provide any further direction to finalize the map and sequence of elections. The maps and sequencing will then be incorporated into an ordinance that will be presented to the City Council on June 25, 2019, for its consideration and introduction.

Next Steps

A detailed schedule setting forth the prior and proposed meeting and public hearing dates is as follows:

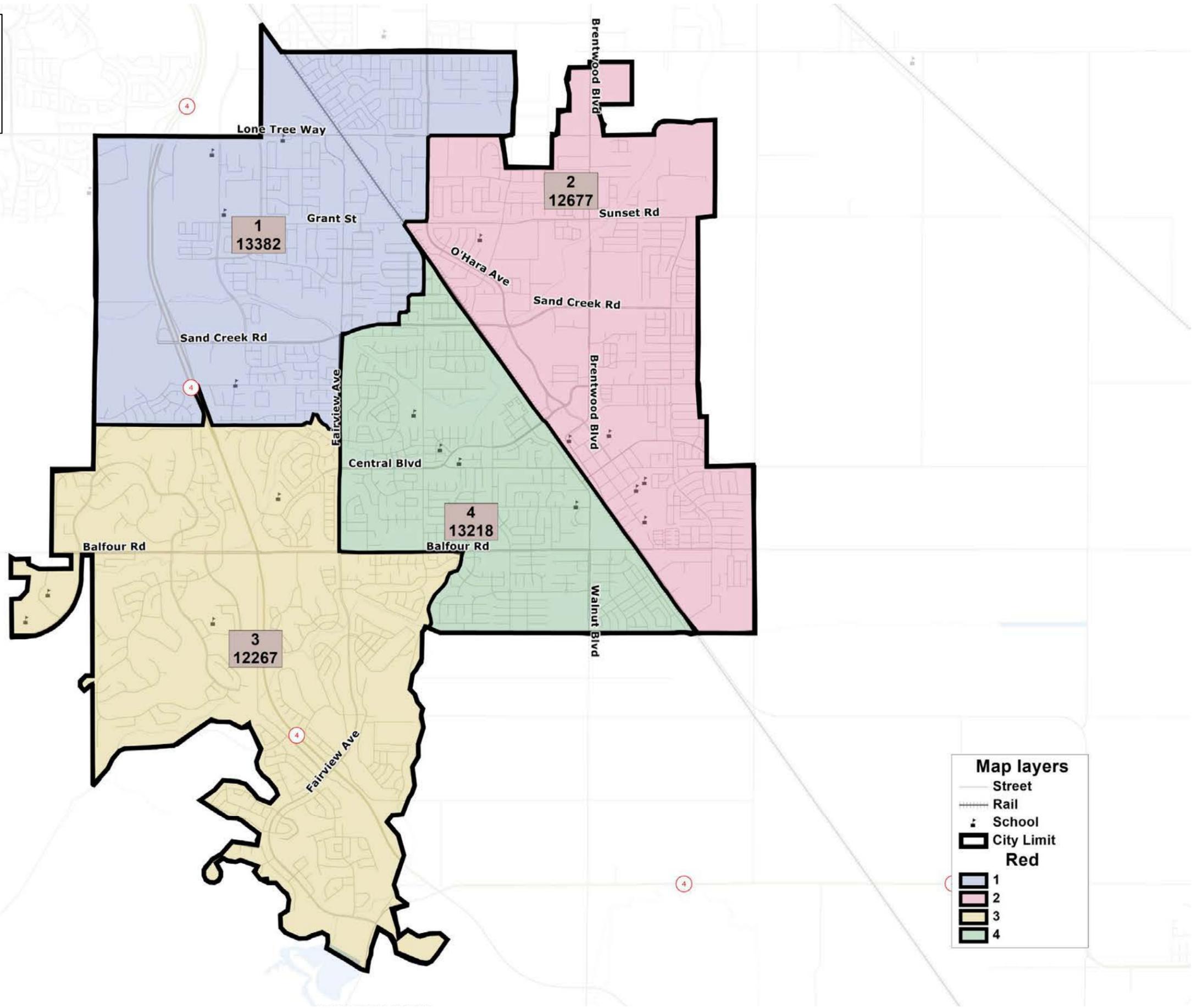
<b>City Council Meeting Number</b>	<b>Topic</b>	<b>Date</b>
1.	Public Hearing without maps to provide input on criteria to be used for drawing districts	Complete
2	Public hearing without maps to provide input on criteria to be used for drawing districts  Council to provide direction to demographer on desired criteria to be used for drawing maps	Complete
3	Public hearing with draft maps produced by the demographer for consideration and feedback by the public and Council	Complete
4	Public hearing with revised map(s) produced by the demographer for consideration; selection of one of the draft maps to be introduced as the final map to be included in the ordinance to establish districts; and public input and City Council direction concerning the sequencing of district elections to be included in the ordinance	May 1, 2019
5	Public meeting to introduce an ordinance establishing the district election process	June 25, 2019
6	Public meeting to adopt the introduced ordinance	July 9, 2019

The City Council is the final decision-making body on adopting district boundaries. To ensure that the City falls within the “safe harbor provision” of the California Voting Rights Act, which would limit the City’s potential liability to prospective plaintiffs to no more than \$30,000, adoption of the ordinance must occur no later than July 21, 2019.

**FISCAL IMPACT**

There has been and will continue to be significant staff time needed to transition to district-based elections and to administer the process, including the need for at least four (4) public hearings. The City will also incur the costs for a demographer, and special legal counsel. Staff anticipates these costs being approximately \$150,000, which will be funded through the General Fund. Additionally, the City is required by the California Voting Rights Act to reimburse the prospective plaintiffs for their documented attorney’s fees and costs up to a combined total of \$30,000. Costs expected to be incurred in the current fiscal year are included in the amended FY 2018/19 Operating Budget. Any anticipated FY 2019/20 costs will be included in the mid-term budget report presented to City Council in June 2019.

Attachments:  
Draft Map Alternatives

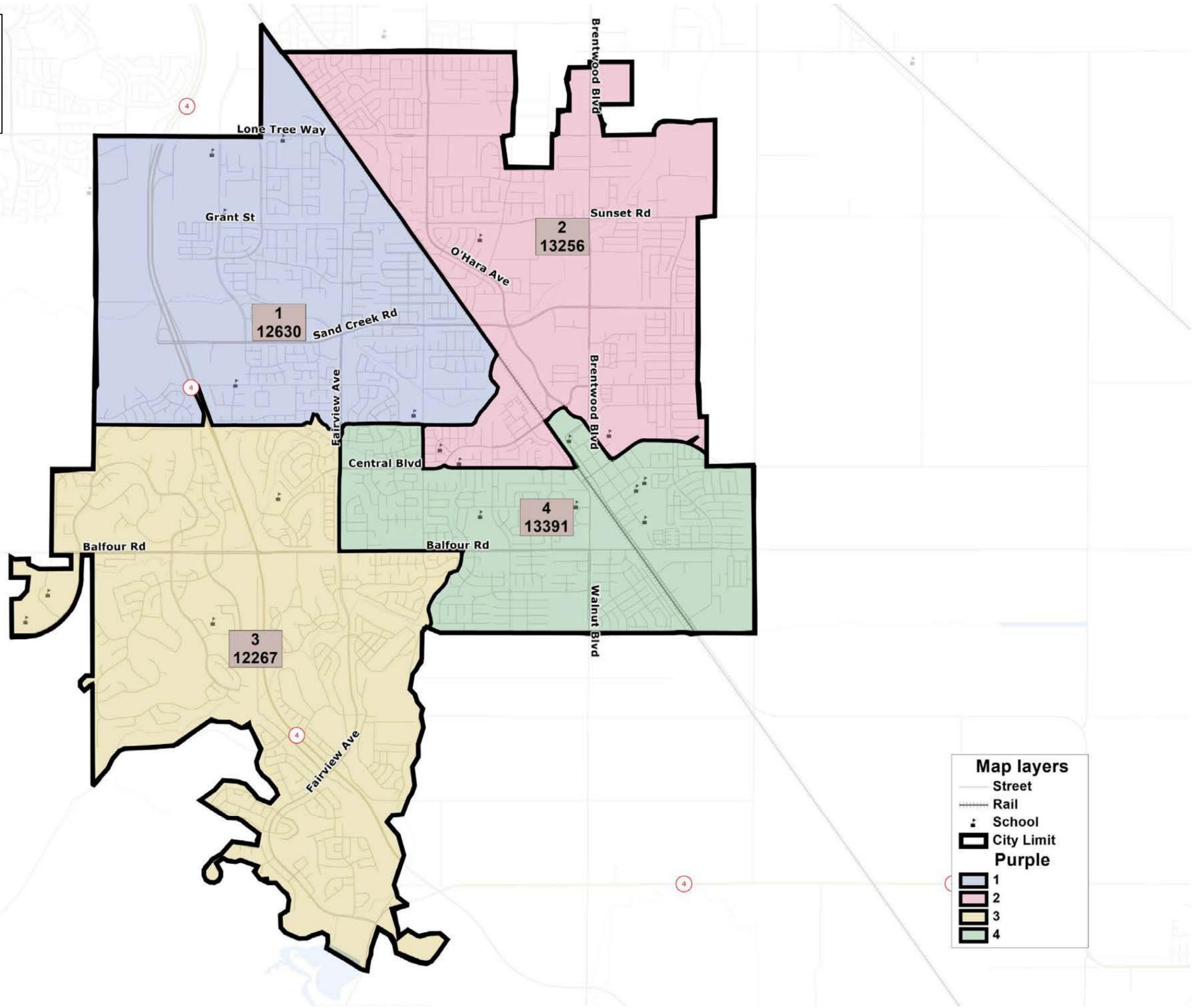


**Map layers**

- Street
- Rail
- School
- City Limit

**Red**

- 1
- 2
- 3
- 4



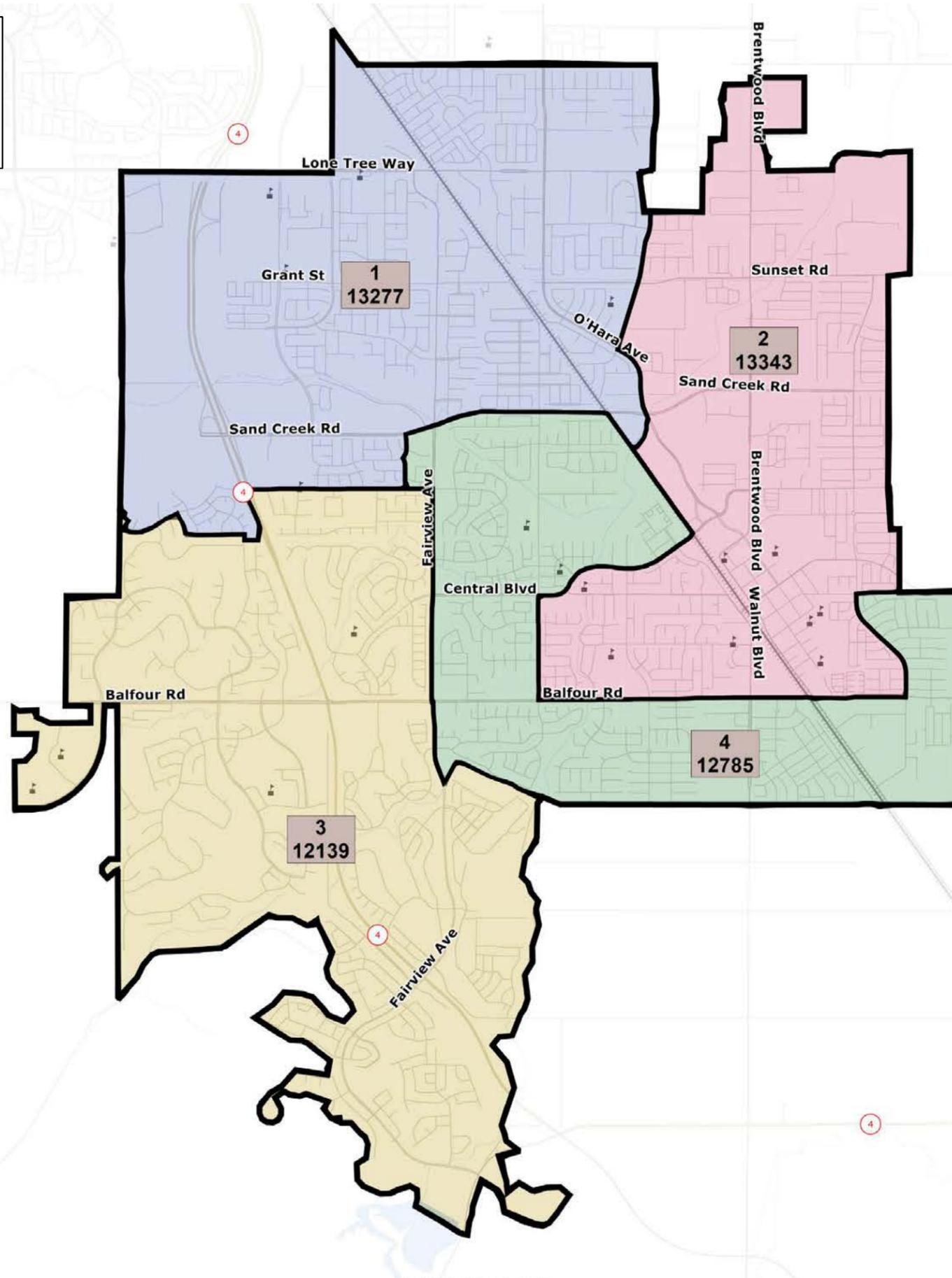
**Map layers**

- Street
- Rail
- School
- City Limit

**Purple**

- 1
- 2
- 3
- 4

# City of Brentwood Plan Blue



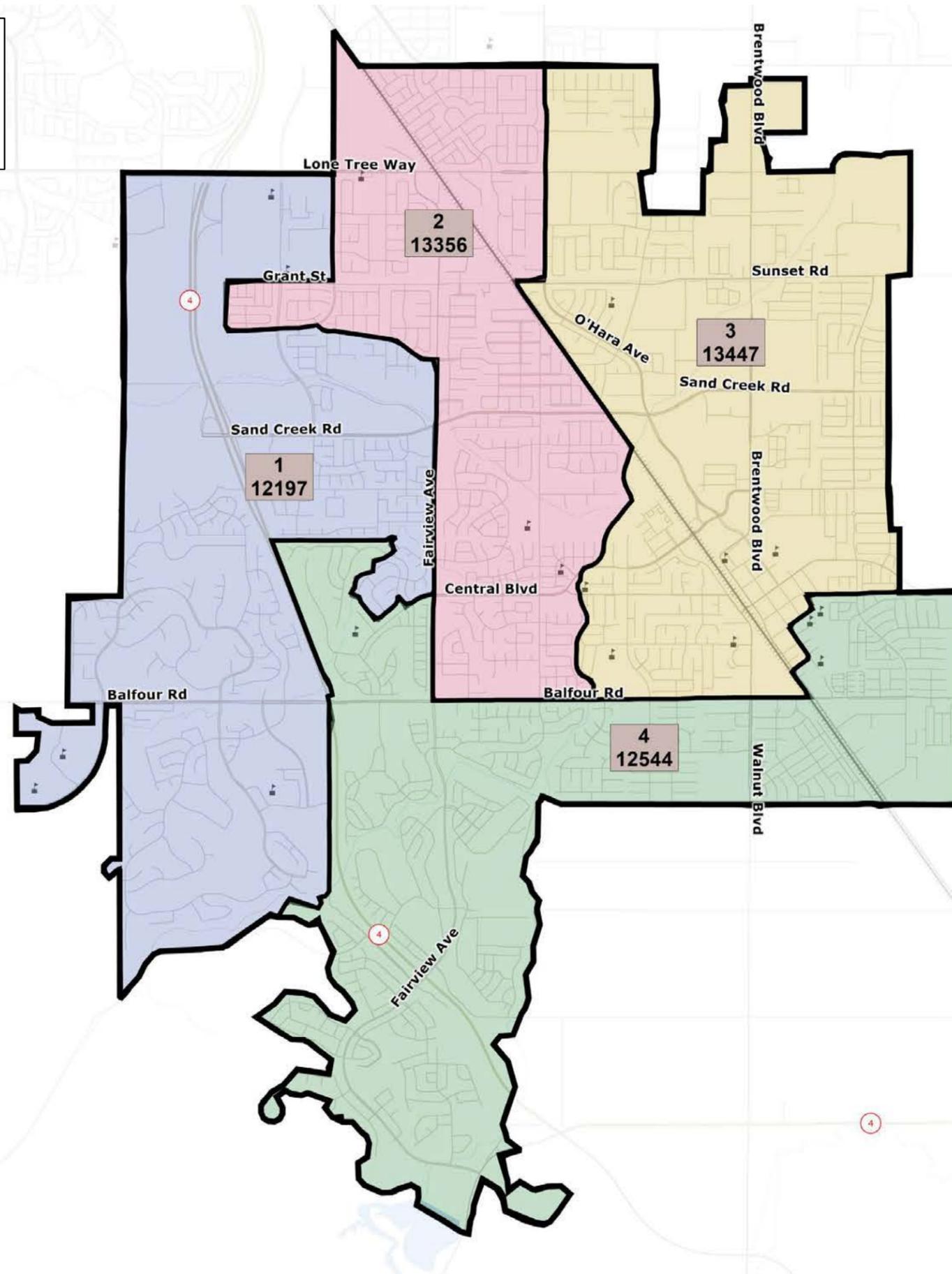
**Map layers**

- Street
- Rail
- School
- City Limit

**Blue**

- 1
- 2
- 3
- 4

# City of Brentwood Plan Green



**Map layers**

- Street
- Rail
- School
- City Limit
- Green**
- 1
- 2
- 3
- 4

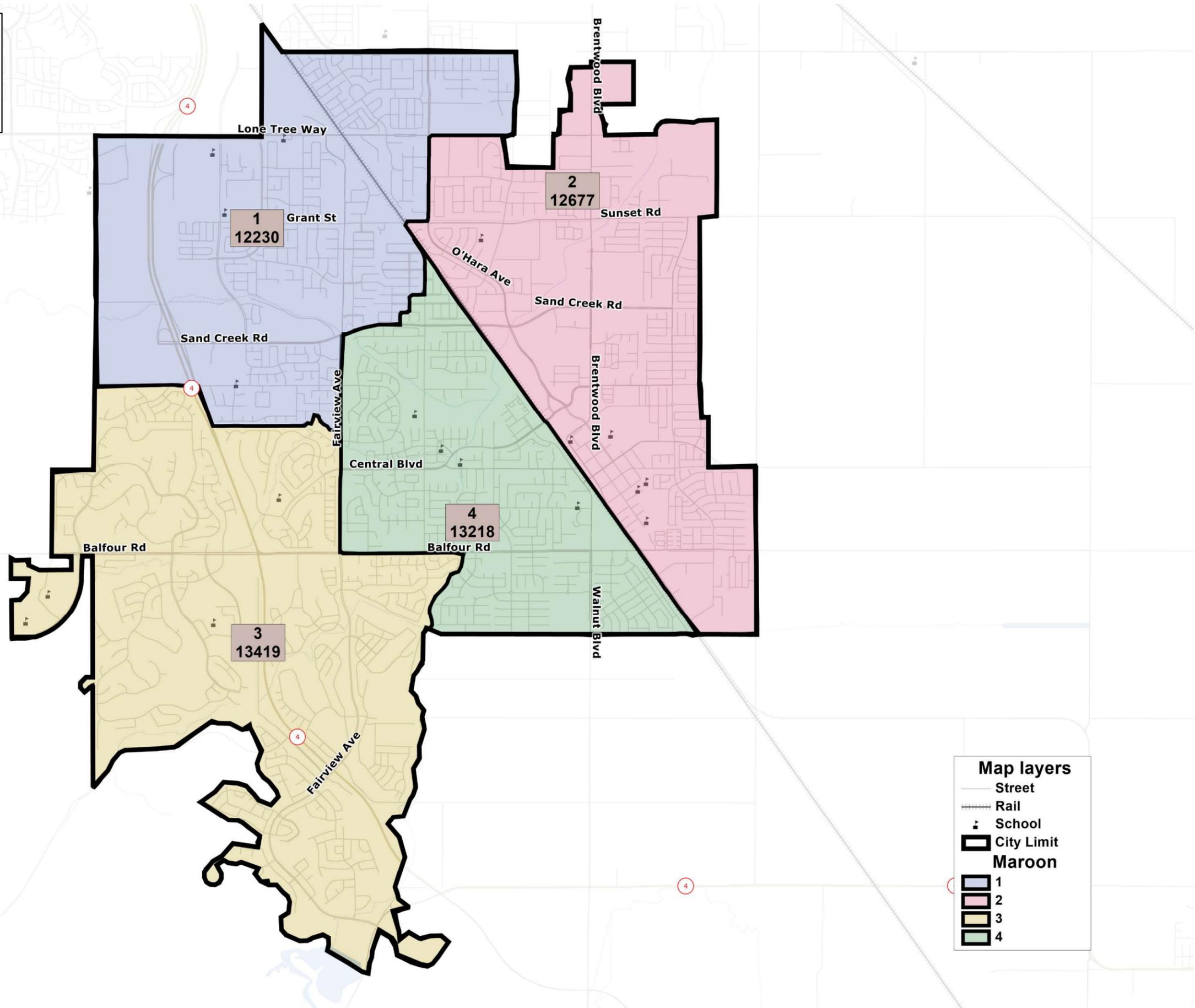
**BRENTWOOD  
ROUND 1 DRAFT MAP DEMOGRAPHICS**

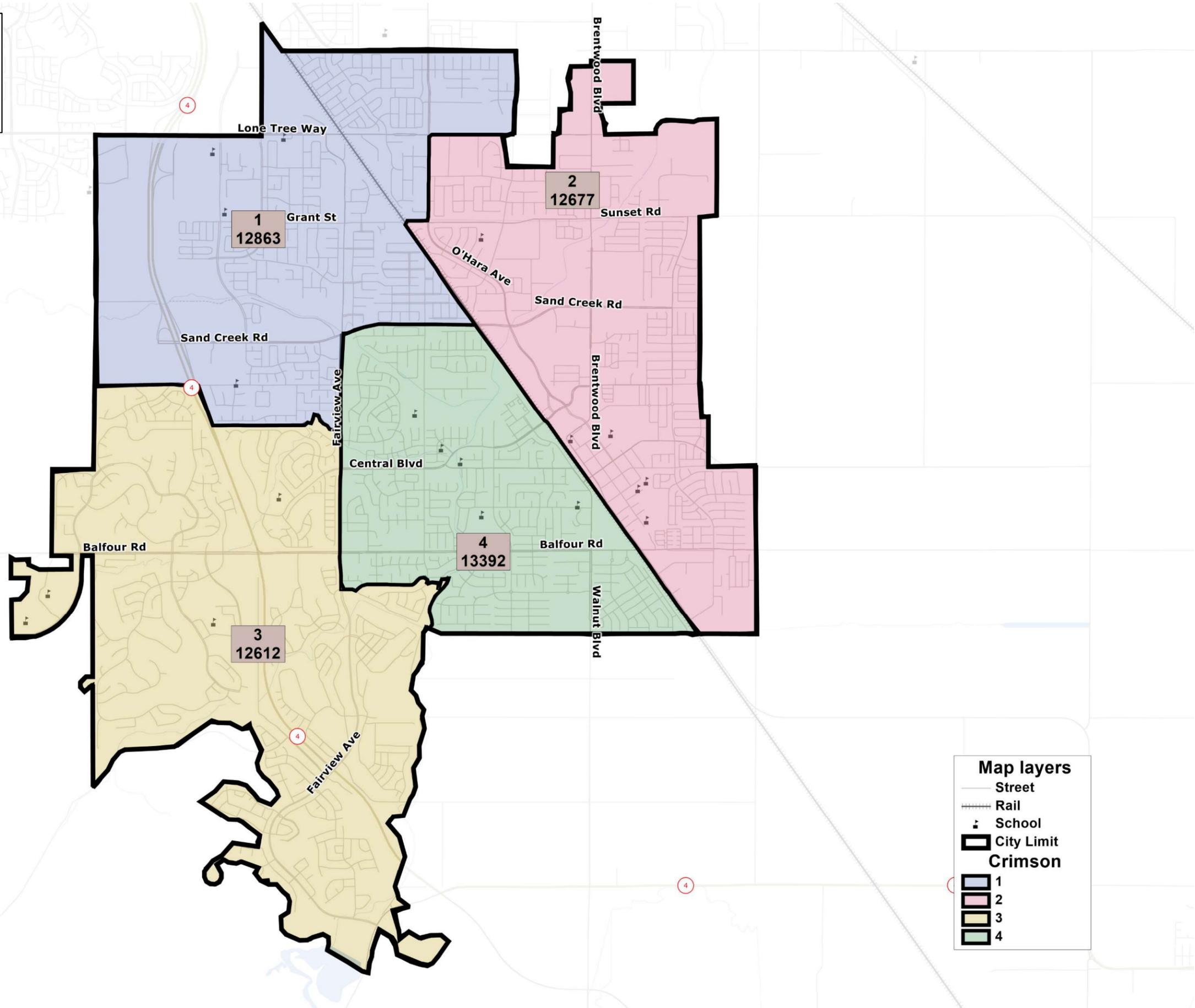
Plan	District	Population^							Citizen Voting Age Population+			
		Total	Deviation	% Dev	% White*	% Latino	% Asian*	% Black*	% White*	% Latino	% Asian*	% Black*
Red	1	13,382	496	3.8%	49.9%	23.4%	14.2%	9.8%	54.8%	20.0%	11.6%	12.8%
	2	12,677	-209	-1.6%	39.3%	43.7%	7.5%	7.3%	51.5%	28.9%	8.1%	9.9%
	3	12,267	-619	-4.8%	67.9%	14.8%	10.6%	4.9%	73.0%	13.8%	7.3%	4.1%
	4	13,218	332	2.6%	60.6%	25.0%	7.0%	5.2%	60.5%	24.2%	7.2%	6.9%
Purple	1	12,630	-256	-2.0%	54.1%	22.6%	12.0%	8.7%	61.9%	17.6%	9.9%	9.2%
	2	13,256	370	2.9%	38.0%	41.2%	9.9%	8.3%	42.7%	31.8%	11.1%	13.8%
	3	12,267	-619	-4.8%	67.9%	14.8%	10.6%	4.9%	73.0%	13.8%	7.3%	4.1%
	4	13,391	505	3.9%	58.2%	27.3%	7.1%	5.4%	62.5%	22.9%	6.2%	6.6%
Blue	1	13,277	391	3.0%	48.4%	23.7%	15.4%	10.0%	53.9%	19.8%	12.5%	13.2%
	2	13,343	457	3.5%	40.0%	45.3%	5.6%	6.8%	46.5%	34.1%	6.7%	9.5%
	3	12,139	-747	-5.8%	67.5%	14.7%	10.8%	5.1%	73.2%	12.5%	7.4%	4.5%
	4	12,785	-101	-0.8%	62.9%	22.0%	7.7%	5.2%	66.2%	20.3%	7.5%	6.3%
Green	1	12,197	-689	-5.3%	55.2%	20.6%	13.7%	8.0%	62.6%	16.9%	10.4%	7.5%
	2	13,356	470	3.6%	53.5%	21.9%	13.3%	8.6%	58.3%	17.3%	10.7%	13.3%
	3	13,447	561	4.4%	40.1%	45.2%	6.2%	6.2%	45.3%	35.4%	7.6%	8.8%
	4	12,544	-342	-2.7%	69.5%	18.1%	6.4%	4.5%	74.0%	17.0%	5.5%	3.6%

\* Does not include Latinos. Calculated pursuant to OMB BULLETIN NO. 00-02.

^ 2010 Census Redistricting Data [P.L. 94-171] Summary File, U.S. Census Bureau.

+ Citizen Voting Age Population Special Tabulation from the 2012-2016 5-Year American Community Survey, U.S. Census Bureau.



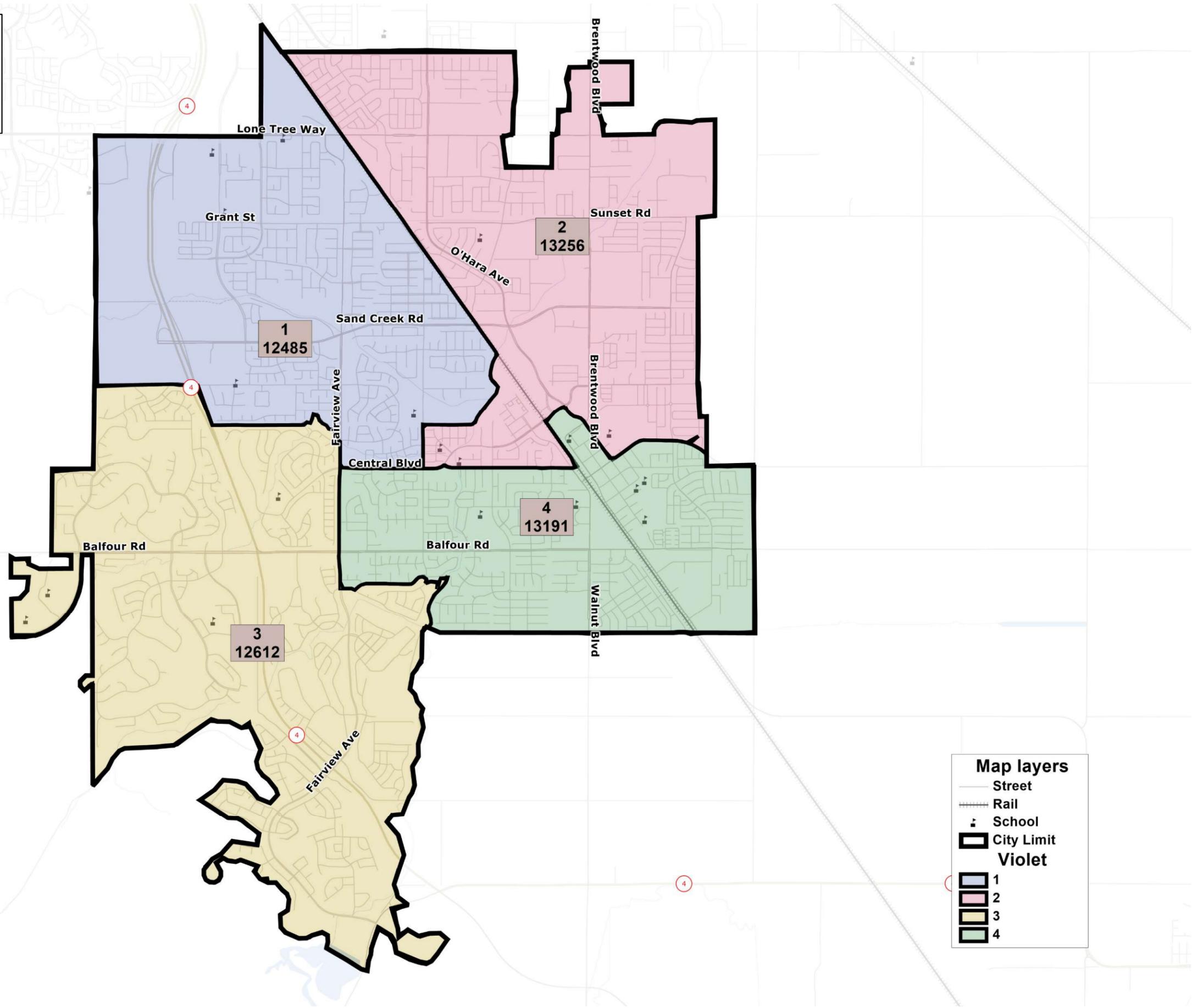


**Map layers**

- Street
- ▬ Rail
- ⚡ School
- ▭ City Limit

**Crimson**

- 1
- 2
- 3
- 4



**BRENTWOOD  
ROUND 2 DRAFT MAP DEMOGRAPHICS**

Plan	District	Population <sup>^</sup>						Citizen Voting Age Population <sup>+</sup>				
		Total	Deviation	% Dev	% White*	% Latino	% Asian*	% Black*	% White*	% Latino	% Asian*	% Black*
Maroon	1	12,230	-656	-5.1%	49.7%	23.5%	14.1%	9.9%	54.2%	20.0%	11.5%	13.8%
	2	12,677	-209	-1.6%	39.3%	43.7%	7.5%	7.3%	51.5%	28.9%	8.1%	9.9%
	3	13,419	533	4.1%	66.5%	15.4%	11.0%	5.2%	72.1%	14.2%	7.7%	4.0%
	4	13,218	332	2.6%	60.6%	25.0%	7.0%	5.2%	60.5%	24.2%	7.2%	6.9%
Crimson	1	12,863	-23	-0.2%	50.3%	23.5%	13.9%	9.7%	55.3%	19.6%	11.1%	13.3%
	2	12,677	-209	-1.6%	39.3%	43.7%	7.5%	7.3%	51.5%	28.9%	8.1%	9.9%
	3	12,612	-274	-2.1%	66.3%	15.2%	11.2%	5.4%	72.3%	13.4%	7.8%	4.2%
	4	13,392	506	3.9%	61.1%	24.7%	7.0%	5.0%	60.1%	24.9%	7.3%	6.6%
Violet	1	12,485	-401	-3.1%	54.5%	23.1%	11.4%	8.6%	62.8%	17.2%	9.2%	9.3%
	2	13,256	370	2.9%	38.0%	41.2%	9.9%	8.3%	42.7%	31.8%	11.1%	13.8%
	3	12,612	-274	-2.1%	66.3%	15.2%	11.2%	5.4%	72.3%	13.4%	7.8%	4.2%
	4	13,191	305	2.4%	59.0%	26.8%	7.0%	5.1%	62.1%	23.8%	6.4%	6.6%

\* Does not include Latinos. Calculated pursuant to OMB BULLETIN NO. 00-02.

<sup>^</sup> 2010 Census Redistricting Data [P.L. 94-171] Summary File, U.S. Census Bureau.

<sup>+</sup> Citizen Voting Age Population Special Tabulation from the 2012-2016 5-Year American Community Survey, U.S. Census Bureau.