Midpeninsula Regional
Open Space District

R-21-146
Meeting 21-30
October 27, 2021

AGENDA ITEM

Draft Redistricting Scenario Maps

GENERAL MANAGER'S RECOMMENDATION *dev*

1. Hold a public hearing to obtain public feedback on the draft redistricting scenario maps.

2. Provide Board feedback on the draft redistricting scenario maps and direct the General Manager to post the scenarios, with any adjustments or new scenarios as directed, to the MyDistricting online public comment tool to receive additional public input and feedback for consideration.

SUMMARY

Midpeninsula Regional Open Space District (District) is required by law to redistrict its seven-member Board of Director (Board) ward boundaries following each federal decennial census to ensure voting power and representation is distributed equally, based on population size. The 2020 Census illustrates that population growth was uneven throughout the District's communities over the last ten years and the current ward boundaries should be reconsidered to account for changes in population distribution. Using criteria set forth in state and federal law and Board-adopted criteria to guide the redistricting process, staff have prepared three draft redistricting scenario maps for input from the Board and public. If needed, staff is prepared to develop additional draft scenario maps in response to feedback. Based on Board feedback, staff is prepared to post the scenarios, with any adjustments and additions as directed, to the MyDistricting online public comment tool to solicit additional public feedback. This feedback will be presented to the Board in January with a final recommendation provided in March 2022.

DISCUSSION

District population changes
Using the 2020 Census block data, staff calculated the District's total population at 763,072. District populations for each county are as follows: San Mateo County - 257,913, Santa Clara County - 505,139, and Santa Cruz County - 20. While the District has grown in total population by 59,746 (8.5%) since the 2010 Census, community populations changed unevenly throughout the region. Some communities saw little growth, such as El Granada (0.3%), Woodside (0.4%) and Portola Valley (2.4%), while other communities saw high population growth like Stanford (53.2%), Loma Mar (18.6%%), Los Gatos (14.0%), Mountain View (11.2%), and Sunnyvale (11.2%). Three communities decreased in population since 2010: Pescadero (-7.5%), North Fair Oaks (-4.5%), and Montara (-2.6%). Santa Clara County increased in population more so than

San Mateo County within the District's jurisdiction. See Attachment 1 for a visual representation of the current District population.

Table 1 below provides a detailed comparison of the 2010 and 2020 Census population values by community and District ward (1 through 7) to show the relative growth or reductions by total count and percent change.

Table 1: District community population summary.

Community	1	2	3	4	5	6	7	2010 Census population	2020 Census population	Change (#)	Change (%)
Atherton						●		6,914	7,188	274	4.0%
Cupertino	●	●						58,302	60,381	2,079	3.6%
East Palo Alto					●			28,155	30,034	1,879	6.7%
El Granada*						●		5,467	5,481	14	0.3%
Emerald Lake Hills*						●		4,278	4,376	98	2.3%
Half Moon Bay						●		11,324	11,795	471	4.2%
Ladera*						●		1,426	1,557	131	9.2%
La Honda*						●		928	979	51	5.5%
Lexington Hills*	●							2,421	2,492	71	2.9%
Loma Mar*						●		113	134	21	18.6%
Los Altos		●		●				28,976	31,625	2,649	9.1%
Los Altos Hills		●						7,922	8,489	567	7.2%
Los Gatos	●							29,413	33,529	4,116	14.0%
Loyola*		●						3,261	3,491	230	7.1%
Menlo Park					●	●		32,026	33,780	1,754	5.5%
Montara*							●	2,909	2,833	-76	-2.6%
Monte Sereno	●							3,341	3,479	138	4.1%
Moss Beach*							●	3,103	3,214	111	3.6%
Mountain View				●				74,066	82,376	8,310	11.2%
North Fair Oaks*						●		14,687	14,027	-660	-4.5%
Palo Alto		●			●			64,403	68,572	4,169	6.5%
Pescadero*						●		643	595	-48	-7.5%
Portola Valley						●		4,353	4,456	103	2.4%
Redwood City						●	●	76,815	84,292	7,477	9.7%
Saratoga	●	●						29,926	31,051	1,125	3.8%
San Carlos							●	28,406	30,722	2,316	8.2%
Stanford*		●						13,809	21,150	7,341	53.2%
Sunnyvale		●	●					140,081	155,805	15,724	11.2%
West Menlo Park*						●		3,659	3,944	285	7.8%
Woodside						●	●	5,287	5,309	22	0.4%

*Census Designated Place (CDP) blocks reside within unincorporated county

Ward population distribution
Principles of redistricting encourage equalizing populations between wards as much as practicable. Under California law, the difference between the largest population ward and the

smallest population ward is required to be within 10% of the size of the ideal ward (defined as the District's total population divided by the number of ward seats). While there is no absolute rule regarding the permissible amount of deviation from the ideal population of a single ward, many local governments target population deviation thresholds within ±5%.

Using the formula introduced above, the District's "ideal" ward population is 109,010. The current alignment of Ward 3 has the largest population of 116,804 (7.1% above ideal) and Ward 7 has the smallest population of 104,548 (4.1% below ideal), representing a total deviation of 11.2% (see Table 2 below). The District must consider balancing populations as ward boundary lines are redrawn.

Table 2: Counts and deviations from ideal ward population based on Census 2020 block data.

Ward #	2020 ward population	Ideal 2020 ward population	Deviation from ideal population	Ward population change from 2010
1	106,021	109,010	-2.7%	4,775 (4.7%)
2	113,640	109,010	4.3%	11,664 (11.4%)
3	116,804	109,010	7.1%	13,890 (13.5%)
4	111,492	109,010	2.3%	10,816 (10.7%)
5	105,561	109,010	-3.2%	6,459 (6.5%)
6	105,006	109,010	-3.7%	6,244 (6.3%)
7	104,548	109,010	-4.1%	5,898 (6.0%)
Total	**763,072**		**11.2%**	**59,746 (8.5%)**

Criteria for guiding the redistricting process

During a special study session on August 11, 2021, District staff and its consultant, Citygate GIS, Inc., (Citygate) presented an overview of the redistricting process, including the applicable laws and a proposed draft set of criteria for Board consideration (R-21-107). At a regular meeting on August 25, 2021, the Board reviewed and adopted a slightly modified set of criteria (R-21-115). These criteria were used to guide the redistricting process and inform the development of draft scenario maps. The criteria are:

i.   Comply with all applicable laws, including the avoidance of gerrymandering.

ii.   Ward boundaries should be substantially equal in population as defined by law.

iii.   Ensure that minority voting strength is not diluted and avoid the fragmentation or over-compaction of minority groups as provided in Section 2 of the Voting Rights Act.

iv.   Maintain cohesive neighborhoods and communities of interest and, where possible, keep city representation intact within a single ward.

v.   To the extent possible, ward boundaries shall be created to contain compact, cohesive, and contiguous territory.

vi.   To the extent possible, minimize resident reassignment to avoid voter confusion.

vii.   Strive to ensure coastside community interests are represented appropriately.

viii.   Unless otherwise required by law, ward boundaries shall be created using 2020 Census geography and population data.

Summary of public feedback
Members of the public have an opportunity to provide feedback on the redistricting process by providing oral or written comment preceding Board meetings and through the MyDistricting public comment mapping application. A demonstration of this tool was provided at the August 11, 2021 study session and can be found on the Ward Redistricting webpage of the District's website. Staff promoted the MyDistricting app in social media and monthly e-Newsletters to solicit feedback on the current ward alignments. A total of seven comments were received in the MyDistricting app between August 5 and October 10, 2021. A report of these public comments is provided in Attachment 2.

Draft redistricting scenarios
District staff and Citygate utilized the Board-approved criteria to develop three draft redistricting scenarios with Census 2020 data using GIS software. All scenarios meet legal requirements and equalize population size. Additional redistricting challenges include making ward territories compact (not sprawled), contiguous (not fragmented), and easy to interpret, while avoiding the division of cohesive communities of interest, counties, cities, and census designated places (CDPs). Population and demographic summaries of each scenario are provided in Attachment 3 and detailed large-format maps are provided in Attachments 4, 5 and 6.

Scenario A: Road-centric
- *Plan deviation*: 6.64%
- *Largest ward*: Ward 3 at 112,776 (3.45%)
- *Smallest ward*: Ward 5 at 105,543 (-3.18%)
- *Description:* Scenario A is road-centric, prioritizing major transportation corridors (freeways, highways, arterial roads) to divide wards rather than using complex and sometimes confusing city limit boundaries. Major transportation corridors are often stronger indicators of community/neighborhood cohesion than city boundaries since corridors often restrict ingress and egress between neighborhoods and serve as easily identifiable geographic features that help define community identity. While a home address certainly contributes to community identity, there are some exceptions to consider. Some city boundaries cross freeways, resulting in small pockets of residents being isolated from the city in which their home is situated (i.e., Cupertino blocks north of I-280, Sunnyvale blocks west of CA-85), possibly more closely tethering their community identity to the adjacent city. Other city boundaries traverse a complex route of local residential streets that are difficult to follow (i.e., Los Altos-Mountain View boundary) and even split residential cul-de-sacs in two (i.e., Monroe Drive straddling Mountain View and Palo Alto). With an understanding of the influence major thoroughfares play in affecting community cohesion, Scenario A uses roadways to guide the configuration of ward boundaries, balance ward populations and improve overall cohesion at the neighborhood scale (see Table 3 below). By using common physical landmarks (thoroughfares), this plan is simple and easy-to-interpret. It also comports with the Voting Rights Act (see Attachment 3).

<div align="center">**Table 3: Scenario A Changes to Representation.**</div>

City/town	1	2	3	4	5	6	7	Comments
Atherton						●		
Cupertino	●	●	+	+				**Ward 3** now represents Cupertino populations north of Hwy 280 and east of Hwy 85. **Ward 4** represents a very small adjacent Cupertino population located north of 280 and west of Hwy 85.
East Palo Alto					●			
Half Moon Bay							●	
Los Altos		●		●				
Los Altos Hills		●						
Los Gatos	●							
Menlo Park					●	●		
Monte Sereno	●							
Mountain View		+		●	+			**Ward 2** now represents a small population of Mountain view located west of San Antonio Rd and north of El Camino Real. **Ward 5** now represents north Mountain View, its southern edge aligning with Central Expy, Shoreline Blvd, and Hwy 101.
Palo Alto		●			●			
Portola Valley						●		
Redwood City						●	●	
Saratoga	●	X						**Ward 2** no longer represents Saratoga populations.
San Carlos							●	
Sunnyvale		X	●	+	+			**Ward 2** no longer represents Sunnyvale populations. **Ward 4** now represents Sunnyvale populations located west of Mary Ave. **Ward 5** now represents Sunnyvale populations located north of Hwy 101.
Woodside						●	●	

Scenario B: City-centric

- *Plan deviation*: 6.25%
- *Largest ward*: Ward 4 at 112,740 (3.42%)
- *Smallest ward*: Ward 7 at 105,925 (-2.83%)
- *Description:* Scenario B is city-centric, prioritizing city limit boundaries to configure wards and keep city representation dissections minimal (only Mountain View is further distributed among wards; see Table 4 below). Keeping cities together as much as possible is a traditional redistricting criterion that clarifies relationships between Board members and the cities they represent (city council, staff, residents). However, some large cities must be dissected when their population exceeds the ideal ward population (i.e., Sunnyvale, Redwood City). Other cities are difficult to avoid dissecting due to non-compact territory (i.e., Palo Alto, Menlo Park, Woodside). Given the configuration of cities within the District's jurisdiction, this plan results in slightly more complex ward boundaries than Scenario A. However, by using city boundaries to guide ward configurations, Scenario A, is also easy-to-interpret, provides overall compact wards and maintains reasonable community cohesion. Like Scenario A, it comports with the Voting Rights Act (see Attachment 3).

Table 4: Scenario B Changes to Representation.

City/town	1	2	3	4	5	6	7	Comment
Atherton						●		
Cupertino	●	●						
East Palo Alto					●			
Half Moon Bay							●	
Los Altos		●		●				
Los Altos Hills		●						
Los Gatos	●							
Menlo Park					●	●		
Monte Sereno	●							
Mountain View				●	+			**Ward 5** now represents north Mountain View populations, with its southern boundary aligning with El Camino Real, Shoreline Blvd, Central Expy, and Moffett Blvd.
Palo Alto		●			●			
Portola Valley						●		
Redwood City						●	●	
Saratoga	●	X						**Ward 2** no longer represents Saratoga populations.
San Carlos							●	
Sunnyvale		X	●	+				**Ward 2** no longer represents Sunnyvale populations. **Ward 4** now represents north Sunnyvale populations located north of Central Expy.
Woodside						●	●	

Scenario C: Minimal change

- *Plan deviation*: 7.86%
- *Largest ward*: Ward 2 at 113,119 (3.77%)
- *Smallest ward*: Ward 7 at 104,548 (-4.09%)
- *Description*: Scenario C seeks to re-balance populations among the seven wards while keeping ward boundary changes to a minimum and avoiding additional city dissections. This scenario overall maintains the status quo and minimizes resident reassignment to the furthest extent possible. On the other hand, this scenario does not attempt to simplify or compact ward boundaries, resolve discontinuity, or improve community cohesion. Like the other scenarios, it does comport with the Voting Rights Act (see Attachment 3).

Table 5: Scenario C Changes to Representation (none).

City/town	1	2	3	4	5	6	7	Comments
Atherton						●		
Cupertino	●	●						
East Palo Alto					●			
Half Moon Bay							●	
Los Altos		●		●				
Los Altos Hills		●						
Los Gatos	●							
Menlo Park					●	●		

Monte Sereno	●					
Mountain View			●			
Palo Alto		●		●		
Portola Valley					●	
Redwood City					●	●
Saratoga	●	●				
San Carlos						●
Sunnyvale		●	●			
Woodside					●	●

FISCAL IMPACT

There is no fiscal impact associated with the report.

BOARD AND COMMITTEE REVIEW

This project previously came to the Board of Directors at the following public meetings:

- **October 10, 2020:** District staff provided a memo updating the Board on the consultant selection process, delays to 2020 Census data, and background on the 2010 redistricting process.

- **August 11, 2021:** District staff and Citygate provided a presentation on the redistricting process and proposed a set of criteria for Board consideration. The Board reviewed and provided feedback on the proposed criteria. To retain the opportunity for exploring changes to the Coastside Protection Area, criteria item *vii* was rephrased to allow for further Board discussion in this respect. (R-21-23, minutes)

- **August 25, 2021:** Board adopted final criteria to guide the redistricting process. (R-21-115, minutes)

PUBLIC NOTICE

Public notice was provided as required by the Ralph M. Brown Act. Additional notification was also provided to the District Agenda interested party subscribers, individuals who expressed interest in the redistricting process and community organizations. The public hearing was noticed in the San Jose Daily Record on October 21, 2021.

CEQA COMPLIANCE

This item is not a project subject to the California Environmental Quality Act.

NEXT STEPS

Scenarios A, B, and C will be available for public comment through MyDistricting for at least 30 days. If directed by the Board, staff would develop additional scenario plan map(s) to be included within the public comment period. Staff is scheduled to return to the Board on January 26, 2022 to review public feedback received on all scenarios and recommend a final redistricting

scenario. On March 23, 2022, the Board is scheduled to hold a public hearing to consider adoption of a final redistricting plan map.

Attachments
1. Map of District population distribution
2. Public comments received
3. Scenario population and demographic summary tables
4. Scenario A detailed map
5. Scenario B detailed map
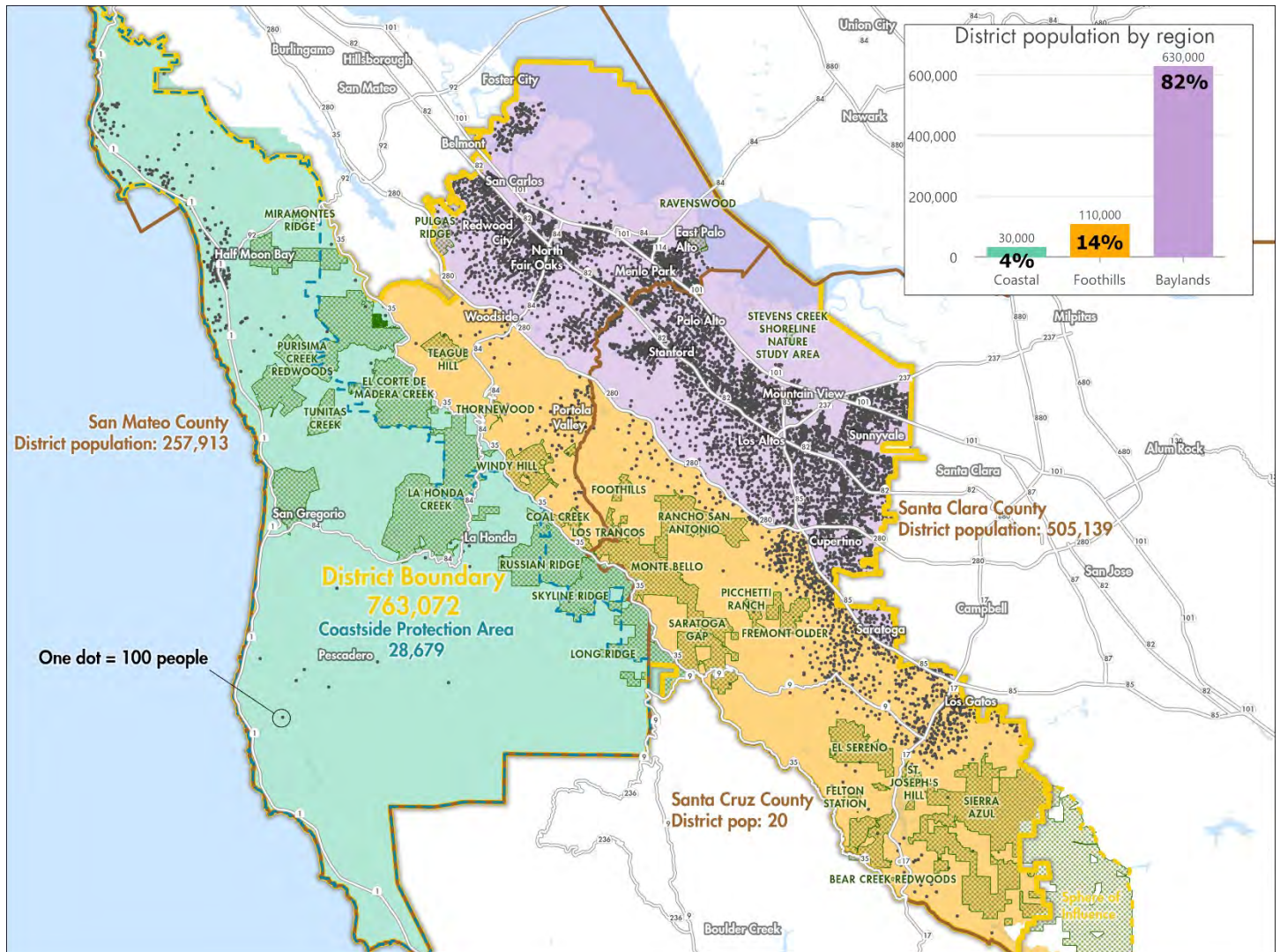6. Scenario C detailed map

Responsible Department Head:
Casey Hiatt, Information Systems & Technology

Prepared by:
Jamie Hawk, GIS Program Administrator, Information Systems & Technology

Map of District population distribution

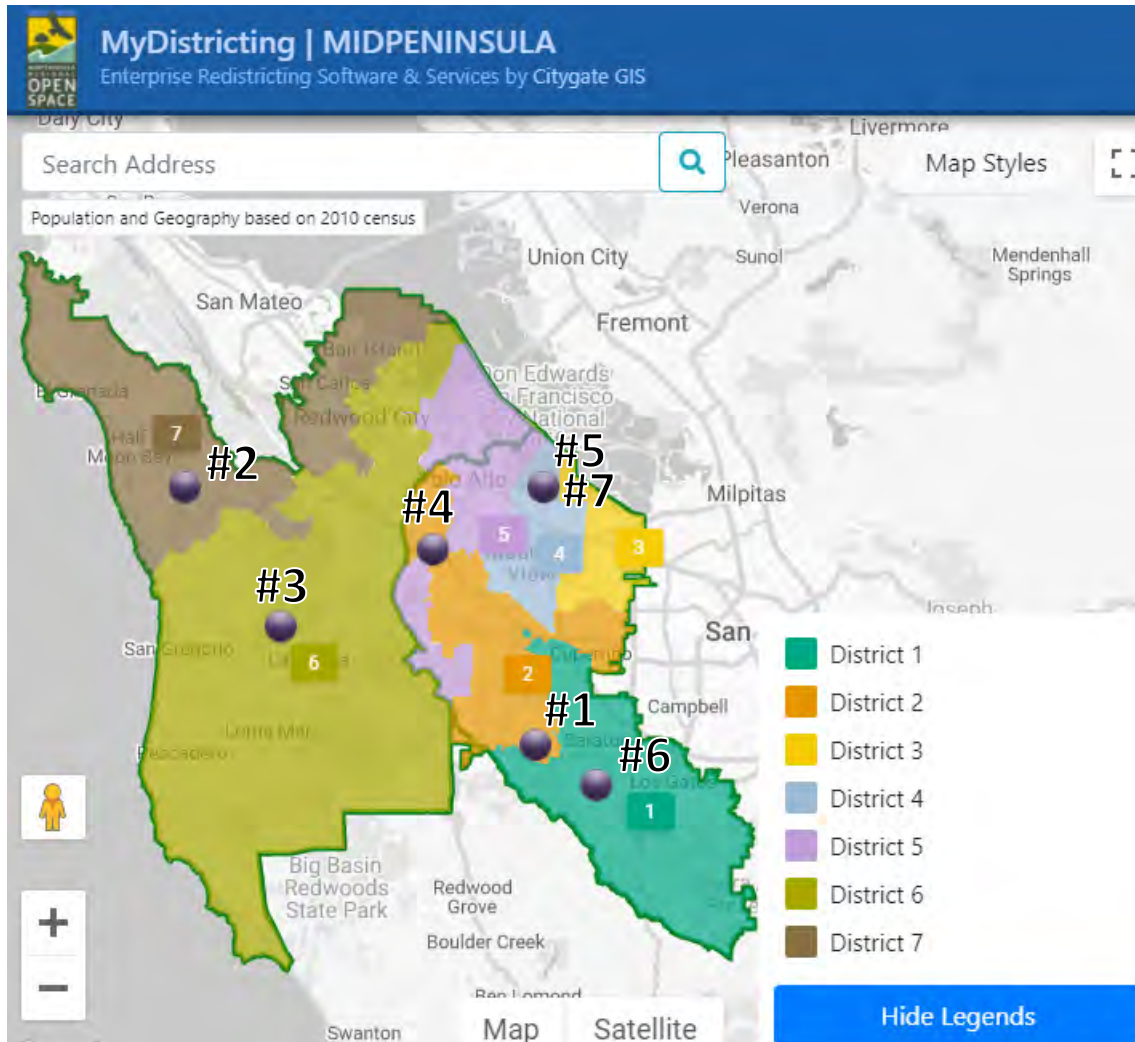**Census 2020 P.L. 94-171 Redistricting Dataset**

District population by region

- Coastal: 30,000 — 4%
- Foothills: 110,000 — 14%
- Baylands: 630,000 — 82%

San Mateo County
District population: 257,913

Santa Clara County
District population: 505,139

District Boundary
763,072
Coastside Protection Area 28,679

Santa Cruz County
District pop: 20

One dot = 100 people

Public Comments

All public comments received through MyDistricting app as of 10/10/2021

Baseline Plan (current wards, adopted 2011)

ID	Comment	Type	Date
1	I think district lines should be contiguous. How about subdividing the map into hexagonal cells, either with equal square acreages or population, and then group contiguous cells into a district.	Dislike	24 Aug, 2021
2	It makes no sense whatsoever to separate the Coastside into two Districts, 6 and 7. Nor does it make sense to include areas such as Palo Alto, San Mateo, and Redwood City in the same Districts as the Coastside. The needs of Silicon Valley residents are completely different from the needs of the Coastsiders and the representatives of these	Dislike	26 Aug, 2021

	Districts will favor the needs of the large population centers over the needs of the Coastside. You're intentionally denying the Coastside citizens fair representation through this obvious gerrymandering		
3	It would be helpful if the Kings Mountain community had one representative since both the El Corte Madera and Purisima Canyon Preserves are a part of it. This map feels like an exercise in gerrymandering to divide an existing community of people into two districts.	Dislike	27 Aug, 2021
4	I understand that the current boundaries are aligned with city/county boundaries, but for those who live along Skyline, they probably share similar issues with other communities in the mountains rather than those by the Bay. Perhaps everything Stanford and south can be consolidated together, while Menlo Park + East Palo Alto can be in the same to compensate	Opinion	03 Sep, 2021
5	The concentration of seats in the central peninsula is very high. As I understand it there are now 2 Palo Alto city council members on the board. This is disproportionate. Now of course this is also a center of population. While this is not easy to correct, a serious effort needs to be made to do so	Dislike	26 Sep, 2021
6	Based on the Deviations, it looks like Wards 6 and 7 offset Ward 3 changes, and Ward 5 for Ward 2. I understand redistricting where the wards are adjacent. But what was the methodology used for the redistricting of 6,7 and 3? I'm fine with Ward 1.	Opinion	08 Oct, 2021
7	The current ward boundaries have too great a focus on the eastern portion of the peninsula. For example, as I understand two of the current board members are residents of Palo Alto. This is not an equitable representation of the greater district boundaries. While there are no easy solutions, this is an issue that has to be seriously examined. Boundaries could be redrawn in ways that for example provide additional membership to southern portions or coastal areas. However these could be just as unjust. Historical precidence should not be a factor. A thorough rexamination is needed for a more equitable representation across all socioeconomic factors.	Dislike	10 Oct, 2021

Population and Demographic Summary Tables
Draft redistricting scenario maps, 10/27/2021

Scenario A (road-centric plan)

| WARD | Total Population Tabulation | | | | Racial and Ethnic Demographics | | | | | |
	All Persons	Target	Deviation	Diff.	White*	Asian*	Black or African American*	Other race(s)	Hispanic/ Latino origin**	Total minority***
1	109,009	109,010	0.00%✓	-1	44.6%	45.4%	0.6%	9.4%	5.6%	55.4%
2	109,675	109,010	0.61%✓	665	49.7%	36.0%	2.0%	12.2%	7.6%	50.3%
3	112,776	109,010	3.45%✓	3,766	29.4%	51.1%	1.4%	18.1%	15.7%	70.6%
4	110,939	109,010	1.77%✓	1,929	41.8%	38.9%	1.2%	18.0%	14.1%	58.2%
5	105,543	109,010	-3.18%✓	-3,467	31.8%	27.7%	5.0%	35.6%	31.3%	68.2%
6	109,205	109,010	0.18%✓	195	49.2%	11.9%	1.5%	37.4%	35.6%	50.8%
7	105,925	109,010	-2.83%✓	-3,085	62.1%	16.3%	1.0%	20.6%	16.5%	37.9%

Scenario B (city-centric plan)

| WARD | Total Population Tabulation | | | | Racial and Ethnic Demographics | | | | | |
	All Persons	Target	Deviation	Diff.	White*	Asian*	Black or African American*	Other race(s)	Hispanic/ Latino origin**	Total minority***
1	110,850	109,010	1.69%✓	1,840	44.5%	45.4%	0.7%	9.5%	5.7%	55.5%
2	109,046	109,010	0.03%✓	36	48.7%	37.5%	2.0%	11.8%	7.2%	51.3%
3	108,462	109,010	-0.50%✓	-548	31.8%	51.3%	1.3%	15.6%	12.9%	68.2%
4	112,776	109,010	3.45%✓	3,766	38.4%	40.5%	1.4%	19.7%	16.1%	61.6%
5	106,808	109,010	-2.02%✓	-2,202	33.5%	25.0%	4.8%	36.7%	32.3%	66.5%
6	109,205	109,010	0.18%✓	195	49.2%	11.9%	1.5%	37.4%	35.6%	50.8%
7	105,925	109,010	-2.83%✓	-3,085	62.1%	16.3%	1.0%	20.6%	16.5%	37.9%

Scenario C (minimal change plan)

| WARD | Total Population Tabulation | | | | Racial and Ethnic Demographics | | | | | |
	All Persons	Target	Deviation	Diff.	White*	Asian*	Black or African American*	Other race(s)	Hispanic/ Latino origin**	Total minority***
1	110,342	109,010	1.22%✓	1,332	45.9%	44.1%	0.6%	9.4%	5.5%	54.1%
2	113,119	109,010	3.77%✓	4,109	41.4%	45.4%	1.9%	11.3%	7.8%	58.6%
3	113,005	109,010	3.66%✓	3,995	28.2%	48.9%	1.5%	21.4%	19.2%	71.8%
4	111,492	109,010	2.28%✓	2,482	45.3%	34.9%	1.3%	18.5%	14.1%	54.7%
5	105,561	109,010	-3.16%✓	-3,449	37.5%	24.6%	4.9%	33.0%	27.8%	62.5%
6	105,005	109,010	-3.67%✓	-4,005	48.9%	11.8%	1.5%	37.8%	36.1%	51.1%
7	104,548	109,010	-4.09%✓	-4,462	62.0%	16.1%	0.9%	20.9%	16.8%	38.0%

*Race alone category, not of Hispanic or Latino origin
**Hispanic/Latino origin is a separate question on the 2020 Census to assess ethnicity and includes people of any race
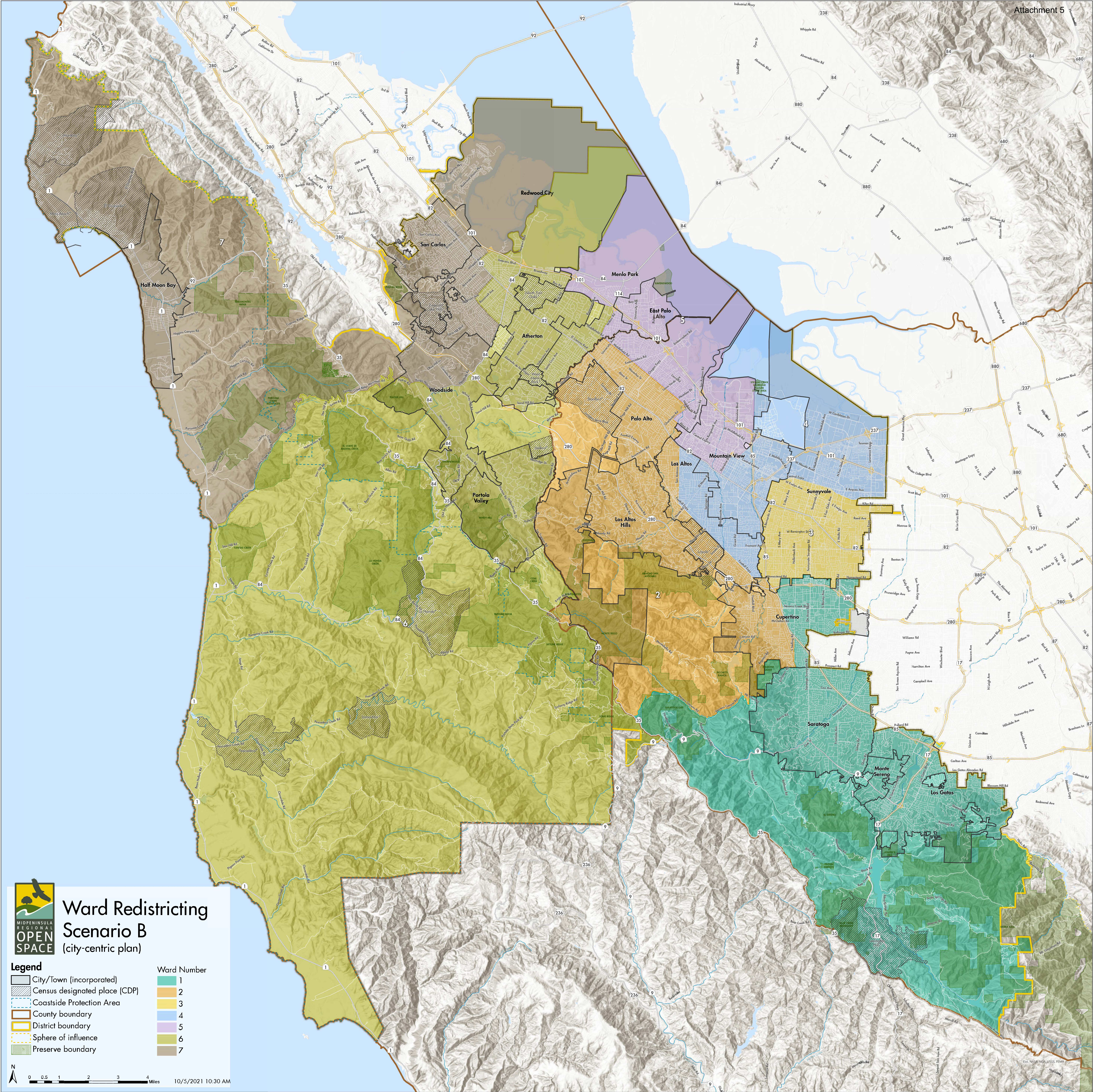***Calculated as the total population minus the White alone, non-Hispanic/Latino population
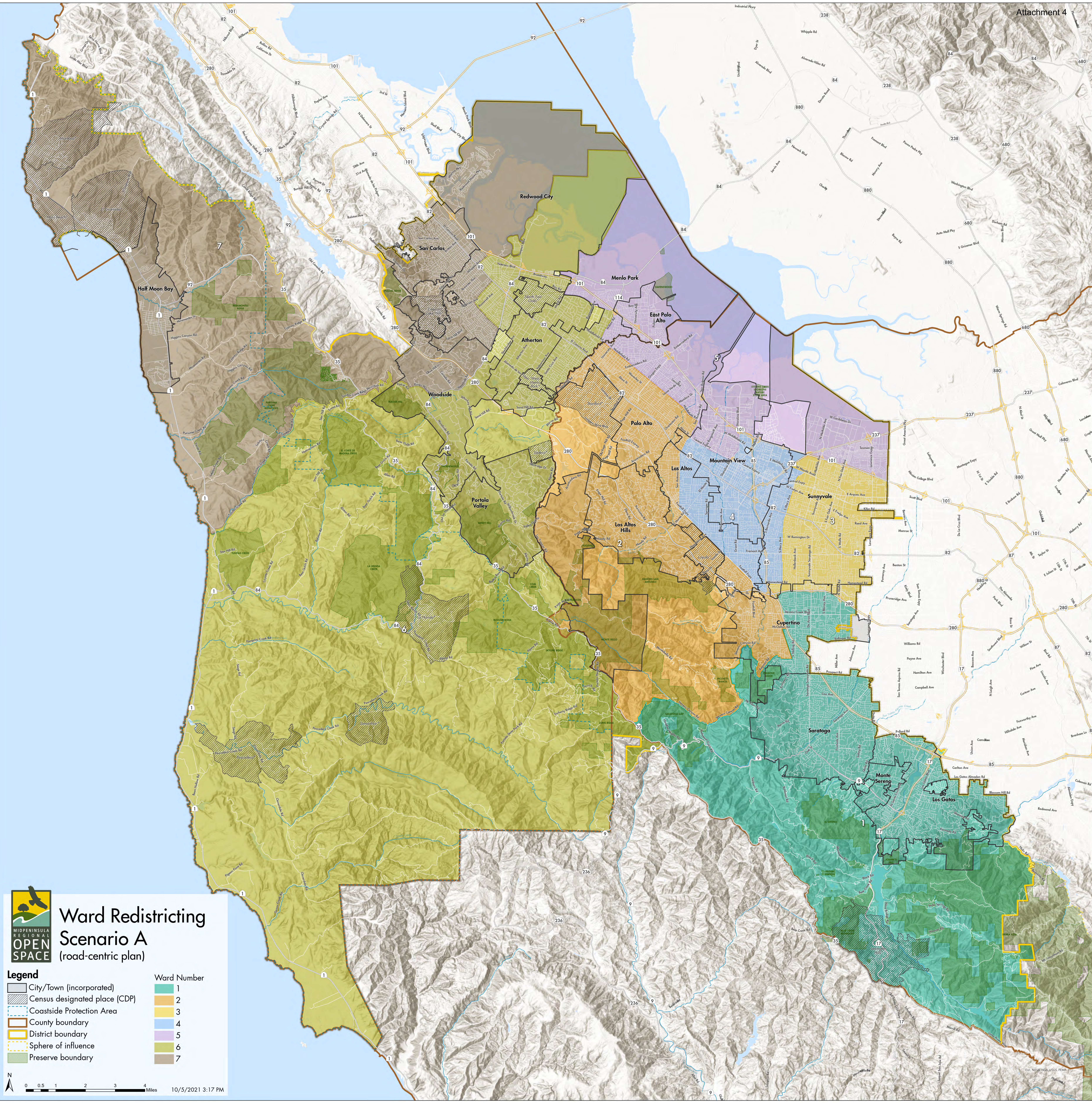
Ward Redistricting
Scenario A
(road-centric plan)

Legend

City/Town (incorporated)
Census designated place (CDP)
Coastside Protection Area
County boundary
District boundary
Sphere of influence
Preserve boundary

Ward Number
1
2
3
4
5
6
7

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Ward Redistricting
Scenario B
(city-centric plan)

Legend

City/Town (incorporated)
Census designated place (CDP)
Coastside Protection Area
County boundary
District boundary
Sphere of influence
Preserve boundary

Ward Number
1
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Ward Redistricting
Scenario C
(minimal change plan)

Legend

- City/Town (incorporated)
- Census designated place (CDP)
- Coastside Protection Area
- County boundary
- District boundary
- Sphere of influence
- Preserve boundary

Ward Number

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