



Final Report on the 2022 City Council Redistricting Process

Berkeley Independent Redistricting Commission
March 16, 2022

*Mapping Berkeley Communities:
Redistricting by the People*

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March 16, 2022

To the Residents of the City of Berkeley,

With this letter, the Independent Redistricting Commission (IRC) transmits the new map of the Berkeley City Council Districts and the IRC Final Report to the Berkeley City Council and you, the residents of Berkeley. The final map was unanimously approved by the thirteen IRC commissioners after a months-long process, that included substantial input from you.

Every 10 years, the federal government conducts the census count and publishes updated population information. Berkeley must then redraw its city council districts to reflect the changes in Berkeley population and its distribution throughout the city. As neighborhoods evolve, city council districts change boundaries to reflect the changes in population.

In 2016, Berkeley voters approved the formation of an Independent Redistricting Commission made up of qualified resident volunteers. Per the City Charter, eight of us were selected at random to represent each council district. The eight district commissioners then selected the remaining five at-large commissioners to ensure that our Commission represents the diverse population of Berkeley. Our work was informed by rich and varied experiences and points of view, all shared in an environment of mutual respect and regard.

The COVID-19 pandemic presented challenges for the redistricting process. Census data was delayed, which compressed our schedule to meet the filing deadline for the November 2022 election. Every IRC meeting was held virtually, and communication to and from the IRC was limited to oral testimony at virtual meetings and written material, including proposed maps, sent by email, US Mail, or the IRC website. For some, virtual public hearings made access easier. But for those with limited access to technology, participation was difficult. When permitted, Commission staff had a booth at in-person events. Also, the draft maps were posted at our libraries, a senior center, UC Berkeley, and at City Hall. City Clerk staff also made materials available to the public in person at City Hall when COVID restrictions permitted.

Our work reflects the legal requirements for determining city council districts. The districts must have a population difference no greater than 10% across all districts; they must respect the integrity and cohesiveness of neighborhoods where possible; be contiguous and compact; and use major traffic arteries as borders where other requirements permit. Political factors are not relevant to the process and were not considered.

Our work also reflects the input we received from you. We actively solicited community input through an outreach program designed to raise awareness, educate, and encourage participation in the redistricting process. Twenty-nine maps, 80 Community of Interest Forms, and 270 emails were submitted for our consideration. The Commission held 31 public meetings, and over 200 individuals attended the five public hearings and provided input. Based on legal considerations and public input, we drafted and heard public comment on six maps, all designed to address inequities and to create maps that represent the voices we heard through extensive and varied public input.

While no map is perfect, the final map is compliant with all applicable laws and reflects the extensive input we received. We are grateful to every Berkeley resident who took the time to understand and to contribute to the process.

Our work would have been impossible without the expertise, professionalism, and extensive efforts of our city staff and the tools and consultants they selected to support us. We are deeply grateful for their efforts and the ensuing results.

The attached report details and documents our work. We hope that it demonstrates the transparency that was paramount at every stage of the process and that it will prove useful to future Independent Redistricting Commissions. It has been an honor to serve as the City of Berkeley's inaugural Independent Redistricting Commission.

Sincerely,

Terry Nicol, District 1, Chair, Public Input Subcommittee

Jesse Sussell, District 2

Lisa Tran, District 3, Commission Vice Chair

Curtis Hanson, District 4

Winston Rhodes, District 5, Chair, Mapping Subcommittee

Elisabeth Watson, District 6, Commission Chair

Rana Cho, District 7

Andrew Fox, District 8, Chair, Outreach Subcommittee

Carly Alejos, At-Large

Ronald Choy, At-Large

Delores Cooper, At-Large, Chair, Slogan Subcommittee

M. Guadalupe Gallegos-Diaz, At-Large

Sherry Smith, At-Large

INDEPENDENT
REDISTRICTING
COMMISSION **BERKELEY**

March 16, 2022

To the Mayor and City Councilmembers,

The Independent Redistricting Commission (IRC) officially transmits to the Berkeley City Council the new map of council districts for the City of Berkeley, unanimously approved by the Independent Redistricting Commission. We look forward to its adoption and implementation by you.

It has been an honor to serve as our City's Independent Redistricting Commission. This is the first time that Berkeley redistricting has been done by a panel of independent Berkeley residents, and we worked hard to achieve both of our goals: creating equitable and representative city council districts and adhering to the legal requirements of our mission. We also strove to represent the values that define Berkeley in our work - fairness, inclusion, transparency, and representation. We actively sought out voices that might otherwise go unheard. And while no map is perfect, we reviewed multiple options, all designed to address inequities and to create maps that represent the voices we heard through extensive public input via multiple channels.

We represent a diverse group of Berkeley residents. Eight of us were selected to ensure that each district is represented. The remaining five commissioners were selected to ensure that our commission reflects the diverse population of Berkeley. Our work was informed by rich and varied experiences and points of view, all shared in an environment of mutual respect and regard.

We made every effort to reach every resident of Berkeley and to invite their input. Our outreach efforts were designed to raise awareness, educate the community on the redistricting process, and engage the public in active participation and debate in drawing our new council districts.

The COVID-19 pandemic presented challenges for the redistricting process. Census data was delayed, which compressed our schedule to meet the filing deadline for the November 2022 election. Every IRC meeting was held virtually, and communication to and from the IRC was limited to oral testimony at virtual meetings and written material, including proposed maps, sent by email, US Mail, or the IRC website. For some, virtual public hearings made access easier. But for those with limited access to technology, participation was difficult. When permitted, Commission staff had a booth at in person events. Also, the draft maps were posted at our libraries, a senior center, UC Berkeley, and at City Hall. City Clerk staff also made materials available to the public in person at City Hall when COVID restrictions permitted.

Our work would have been impossible without the expertise, professionalism, and extensive efforts of our city staff and the tools and consultants they selected to support us. We are deeply grateful for their efforts and the ensuing results.

The map you have before you is the result of many hours spent listening in public hearings, reviewing map and community of interest submissions, and reading correspondence sent to us from Berkeley residents.

We are also grateful for the people of Berkeley for their enthusiastic participation and the thought and care that they brought to the process and the work of redistricting.

The attached report details and documents our work. We hope that it demonstrates the transparency that was paramount at every stage of the process and that it will prove useful to future Independent Redistricting Commissions. Again, it has been an honor to serve as the City of Berkeley's Independent Redistricting Commission. We look forward to the implementation of the council district maps.

Sincerely,

Terry Nicol, District 1, Chair, Public Input Subcommittee

Jesse Sussell, District 2

Lisa Tran, District 3, Commission Vice Chair

Curtis Hanson, District 4

Winston Rhodes, District 5, Chair, Mapping Subcommittee

Elisabeth Watson, District 6, Commission Chair

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Delores Cooper, At-Large, Chair, Slogan Subcommittee

M. Guadalupe Gallegos-Diaz, At-Large

Sherry Smith, At-Large

EXECUTIVE SUMMARY

Independent Redistricting Commission

In 2016, Berkeley voters approved the creation of the Independent Redistricting Commission (the “Commission”) to draw City Council district lines. This is the first time that Berkeley has used a community commission to redraw the district boundaries; previously, the City Council was responsible for drawing and approving the new boundaries. The IRC acts as an independent body to engage the public, receive input, and approve an updated map of City Council district boundaries.

The Commission – comprising thirteen Berkeley residents representing a variety of personal and professional backgrounds and different parts of the City – serves all of Berkeley in this effort that takes place only every ten years. The Commission sought, encouraged, and received public participation in the process of drawing a map of City Council districts.

City Council’s Role in Redistricting

The Berkeley City Charter spells out line drawing responsibility and criteria, prohibits the Commission from considering “the residence of sitting councilmembers,” and prohibits the Commission from drawing districts “for the purpose of favoring or discriminating against an incumbent, political candidate, or political party.” The Independent Redistricting Commission is “solely responsible for drawing City Council district boundaries.” The City Council’s only role in the process is to adopt the map approved by the Commission.

Uneven Population Changes Required Changing District Boundaries

Every 10 years, after the federal government publishes updated census information, Berkeley must redraw the boundaries of its City Council districts so that the City’s population is more evenly allocated among the eight districts. Uneven changes in the distribution of the City’s population since the 2010 census required boundary changes.

Table 1. Population Changes 2010 - 2020

District	2020	2010	Change #	Change %
1	16,098	14,060	2,038	14.5%
2	16,202	14,026	2,176	15.5%
3	15,340	14,070	1,270	9.0%
4	15,736	14,082	1,654	11.7%
5	14,810	14,182	628	4.4%
6	14,629	13,966	663	4.7%
7	16,637	14,079	2,558	18.2%
8	14,981	14,115	866	6.1%
Total	124,433	112,580	11,853	10.5%

With a new total population of 124,433, all districts would have 15,554 residents if they were exactly equal (124,433 / 8 = 15,554). State law allows for a maximum deviation of 10% between the largest district and the smallest district. With the current population numbers and the existing boundaries, the City would be out of compliance with that requirement. District 7 is 7.0% above the exactly equal number and District 6 is 5.9% below the exactly equal number for a total deviation of 12.9%.

Table 2. District Population Deviation Percentages

District	2020	Equal Pop #	Deviation #	Deviation %
1	16,098	15,554	544	3.5%
2	16,202	15,554	648	4.2%
3	15,340	15,554	(214)	-1.4%
4	15,736	15,554	182	1.2%
5	14,810	15,554	(744)	-4.8%
6	14,629	15,554	(925)	-5.9%
7	16,637	15,554	1,083	7.0%
8	14,981	15,554	(573)	-3.7%

Commission Starts

Following an outreach campaign in summer 2020, the City began accepting applications for the Commission in September 2020 and received 138 by the close of the application period in October 2020. Eighty applicants met all eligibility criteria.

In January 2021, city staff randomly selected one commissioner from each district and those eight district commissioners then selected five at-large commissioners to achieve better community representation by taking into consideration geographic diversity, race, age, and gender. After training by City staff and redistricting specialists, Commissioners began creating and implementing an open and transparent process for soliciting, receiving, and analyzing public input — Community of Interest Forms, proposed maps, oral statements, and other communications — and drafting maps with integrity, fairness, and without personal or political considerations.

Image 1. Redistricting Process Timeline



Impact of COVID on Redistricting

The COVID-19 pandemic impacted redistricting in Berkeley in several ways.

First, the US Census Bureau's collection and processing of data were slowed, and the release of official "legacy" data for redistricting was delayed about six months until August 2021. This forced the Commission to compress its redistricting schedule in order to meet the deadline to use the new districts in the November 2022 election.

Second, because UC Berkeley (UCB) closed the campus and sent students off-site in March of 2021, the number of UCB students living in non-campus housing is thought to be undercounted. However, the Commission was bound to use only the official data, and could not compensate or adjust its process to factor in the likely undercount.

Third, prohibitions on in-person meetings forced the Commission to rewrite its plan to engage the public. While some limited in-person outreach was conducted, the primary channels for the public to interact with the IRC were oral testimony at meetings or written statements sent by email or US Mail. Every IRC meeting was virtual, and outgoing information used social media and electronic contact channels. For some, virtual public hearings made access easier, but for those with limited access to technology, participation was difficult. When permitted, Commission staff had a booth at in-person events. Also, the draft maps were posted at our libraries, a senior center, UC Berkeley and City Hall. City Clerk staff also made materials available to the public in-person at City Hall when COVID restrictions permitted.

Fourth, the Commission relied heavily on a newly designed, graphically based web site, the "Hub," to provide the public with information, redistricting resources, map drafting tools, and the draft maps under consideration.

Public Input Phase

On September 23, 2021, the Statewide Database released the official 2020 Census redistricting data used by all California redistricting bodies. The Commission held a public hearing on October 2, 2021, that launched the public input phase of Berkeley's redistricting process, beginning with the submission of Community of Interest Forms, for which the Commission set no deadline. The Commission set a 44-day window of October 2, 2021, through November 15, 2021, for the public to submit proposed maps.

The public submitted twenty-nine proposed maps during the public submission window, and eighty Community of Interest Forms have been submitted throughout the process. In addition, almost 400 oral and written statements have been provided by the public. The Commission analyzed all the input, adopted universal principles and themes to guide the creation of draft maps, and included changes as needed to meet the universal criteria.

Universal Criteria for Draft Maps

All draft maps created by the Commission contained the following universal criteria:

1. Less than 10% population deviation.
2. Contiguous districts.
3. Maintain Communities of Interest and Neighborhoods.
4. Use major arterial streets as boundaries where possible.
5. Correct the features of the 2010 map that account for prior Councilmember residences.
6. Include at least one compact student district in every map.

Draft Maps: Amber, Maroon, Blue, Orange, Violet

On January 20, 2022, the Commission published the first four draft maps, each with specific themes:

- *Amber* was most like the adjusted current map.
- *Maroon* had two student districts around the UCB campus instead of the current one.
- *Blue* had two student districts and one West Berkeley district instead of the current two.
- *Orange* was like Amber for Districts 3-8 and reconfigured the area in Districts 1 and 2 into one West Berkeley district and one other district.

Based on public communications and comments, as well as commission discussion at the January and February public hearings, the Commission:

- Revised Amber to adjust the border between District 3 and District 8 near the Ashby BART Station (resulting in Amber Map Version 2).
- Removed Maroon, Blue, and Orange from consideration.
- Drafted Violet, which had two student/renter-focused districts and two West Berkeley districts.

Final Map: Amber Map Version 2

Based on public communications and commission deliberations at two public hearings, the Commission removed the Violet Map from consideration, and selected *Amber Map Version 2* as the final map at the February 28 public hearing.

Image 2. Amber Map Version 2

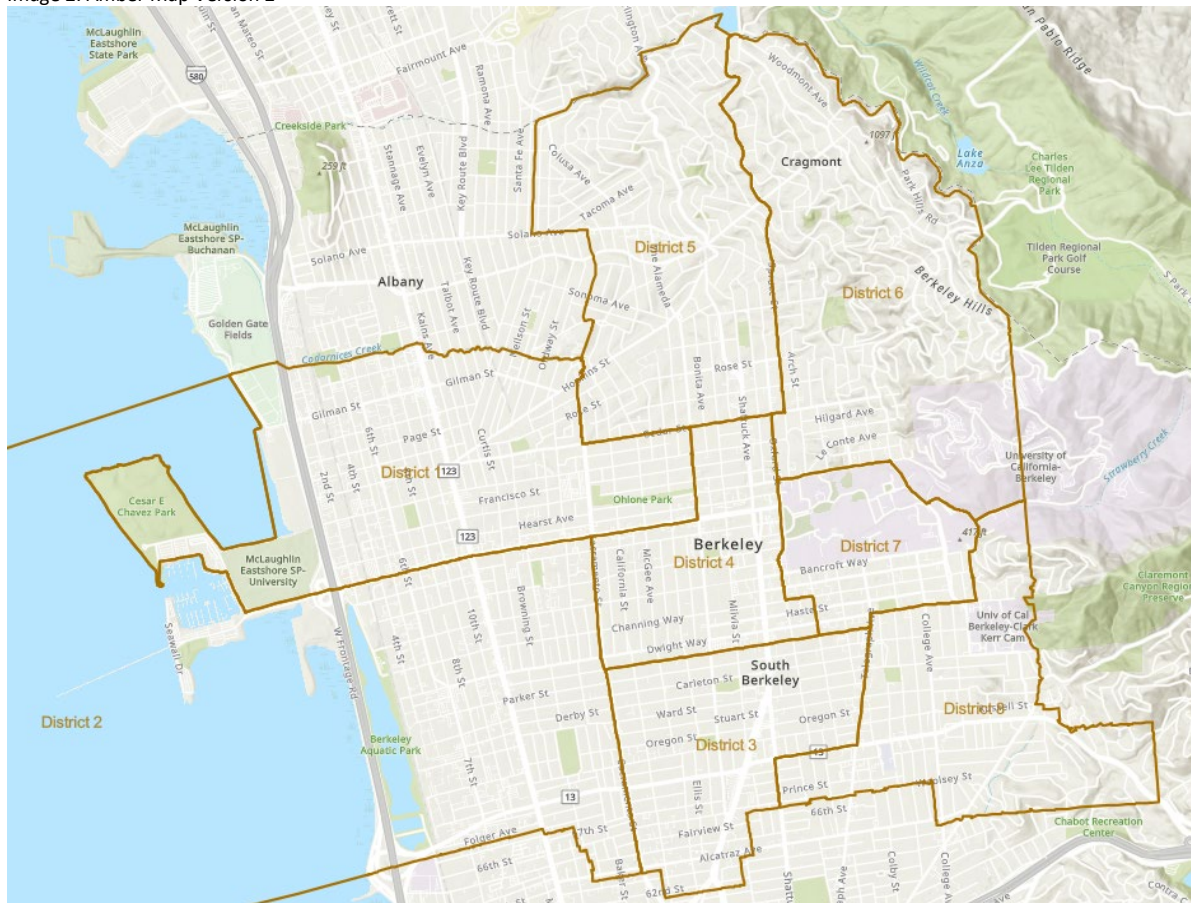


Table 3. 2020 Population in Final Districts

District	2020	Note
1	15,757	
2	15,785	
3	15,977	Largest
4	15,677	
5	14,770	Smallest
6	15,635	
7	15,405	
8	15,427	
	<i>124,433</i>	

Deviation from largest to smallest = 1,207

Allowable deviation = 1,556

The final map meets all the redistricting criteria set out in the City Charter:

- Public input guided the IRC in creating the final map that respects Berkeley communities.
- The map is based on the 2020 Census for Berkeley, as modified by the Statewide Database, other resources, and input submitted by the public.
- The largest district has a population of 15,977.
- The smallest district has a population of 14,770.
- The spread of 1,207 between the largest and smallest districts is within the acceptable spread of less than 10 percent of the average district population of 15,554.
- The districts respect the integrity of neighborhoods.
- The districts respect the cohesiveness of neighborhoods.
- The districts are contiguous.
- The districts are compact.
- Most borders are major traffic arteries or topographical features.
- The Commission did not consider political factors.
- The Commission did not consider the residences of sitting Councilmembers.

Approval and Transmission to City Council

On March 16, 2022, the Independent Redistricting Commission unanimously approved a map of City Council districts that will be first used in the November 2022 election and then for the next decade. On March 17, 2022, the Commission transmitted the map to the Berkeley City Council. The Commission and the Berkeley community look forward to its adoption and implementation by the Council.

ACKNOWLEDGEMENTS

The Berkeley Independent Redistricting Commission acknowledges the important contributions of the many individuals and organizations that participated in the redistricting process. The final map is a product of countless hours of hard work and dedication. The Commission wishes to extend its sincere appreciation to the following:

- The residents and communities of the City of Berkeley that participated in the process by submitting maps, Community of Interest Forms, written comments, and verbal comments
- Community organizations and entities that assisted in reaching out to their constituencies and encouraging participation
- UC Berkeley Administration
- Associated Students of the University of California
- Former Commissioners Jose Lopez, Samuel Taplin, and Simelia Rogers
- Alternate Commissioners Cindy Simon Rosenthal, Sarah Lorraine Price, Brandon James Yung, Bethany Andres-Beck, Steve Toub, Michael Streeter Lewis, Narendra Dev, Ian Schweickart, Stephen W. Wood, Susan A. Murphy, and Karl Batten-Bowman
- The Berkeley City Attorney's Office and Deputy City Attorney Samuel Harvey
- The Berkeley City Clerk Department and City Clerk Mark Numainville, Assistant City Clerk Sarah Bunting, and Assistant City Clerk April Richardson
- The Berkeley Department of Information Technology and Geographic Information Systems Analyst Makinde Falade, and Senior Systems Analyst Jason Ferguson
- Redistricting Partners
- The Berkeley Public Library
- Berkeley Unified School District
- The City of Berkeley Communications Office

CREATING THE COMMISSION AND REDISTRICTING PROCESS

I. History and Mission of the Independent Redistricting Commission

Redistricting is the process of adjusting electoral district boundaries to ensure districts are balanced with the same number of residents. Every 10 years, Council district boundaries are reviewed to account for population changes following the Census.

Berkeley utilizes a district-based system of electing councilmembers and has done so since 1986. The city is divided into eight geographic areas called “districts.” One councilmember, who must live in the district, is elected from each district by the voters living in that district. Other elected officers (such as Mayor and Auditor) are elected at-large, meaning they can live anywhere in Berkeley and are elected by all of Berkeley’s voters.

Berkeley voters approved Measure W1 in 2016 to amend the City Charter to transfer responsibility for drawing electoral boundaries from the City Council to an Independent Redistricting Commission. The measure established an open and transparent redistricting process that is conducted with integrity, fairness, and without personal or political considerations. Comprised of thirteen members with broad community representation, the Commission acts as an independent body to engage the public and adopt an updated map of City Council district boundaries.

II. Regulatory Governance

The work of the Commission is primarily governed by three statutes:

- City Charter Section 9.5
- Berkeley Municipal Code Chapter 2.10,
- California’s Fair Maps Act contained in Assembly Bill 849 and Assembly Bill 1276.

The full text of these statutes is attached as Appendix A. Elements of the process are also governed by the Federal Voting Rights Act and the State’s Brown Act.

City Charter, Article V, Section 9.5 (Measure W1 – 2016)

On November 8, 2016, Berkeley voters approved Measure W1, amending the City’s Charter (the “Charter”) to transfer responsibility for drawing electoral boundaries from the City Council to an Independent Redistricting Commission. The measure was intended to establish a redistricting process that is open and transparent to the public, meets the requirements of law, and is conducted with integrity, fairness, and without personal or political considerations.

Maps created by the Commission are subject to the criteria outlined in Section 9.5 of the Charter. The Commission is required to take into consideration topography, geography, cohesiveness, contiguity, and integrity and compactness of the districts, as well as existing communities of interest. The Commission must also utilize easily understood district boundaries such as major traffic arteries and geographic boundaries (to the extent they are consistent with communities of interest). The geographic integrity of a neighborhood or community of interest must be respected to the extent possible.

As used here, “communities of interest” means contiguous populations that share common social and economic interests. These populations should be included within a single district for purposes of effective and fair representation. Examples of “common social and economic interests” are areas where people:

- Share similar living standards
- Use the same transportation facilities
- Have similar work opportunities
- Have access to the same media of communication relevant to the election process
- Live in neighborhoods
- Are students/have organized student housing
- Have shared ages
- Have shared racial demographics

In the context of redistricting, communities of interest do not include relationships with political parties, incumbents, or political candidates. Furthermore, the Charter prohibits the Commission from drawing council districts for the purpose of favoring or discriminating against an incumbent, political candidate, or political party. The Charter also prohibits the Commission from considering the residence of current Councilmembers; a current Councilmember could be “drawn out” of their current district. However, the Commission is permitted to consider existing district boundaries as a basis for developing new district boundaries. Section VII explains redistricting criteria in greater detail.

Berkeley Municipal Code (Chapter 2.10)

As provided for in Charter Section 9.5, the City Council adopted Chapter 2.10 of the Municipal Code as the implementation ordinance for the redistricting process. Chapter 2.10 clarifies various processes for commissioner application and selection, as well as provisions related to compensation, commissioner removal, quorum, public interactions, and selection of a special master for impasse.

Fair Maps Act (AB 849 and AB 1276)

State Assembly Bills 849 and 1276 created standardized, fair redistricting criteria that keep communities together, prohibit partisan gerrymandering for local districts, and adjust timing of map adoption to align with the California election cycle. Only certain portions of these bills apply to charter cities such as Berkeley.

Voting Rights Act

The Federal Voting Rights Act (FVRA) helps to ensure that there is no denial or abridgement of the right to vote on account of race, color, or membership in a language minority group. Council districts can be adjusted to help remedy such abridgement if the historical and demographic data provide adequate justification.

Section 2 of the FVRA provides protections for populations where it is shown that conditions exist wherein the political processes are not equally open to participation by members of a protected class of citizens. Analysis of Berkeley’s demographics by the redistricting consultant and further investigation by staff counsel show that the conditions and demographics in Berkeley do not provide adequate justification under the FVRA for the creation of majority-minority district(s) in the 2020 map. Thus, the FVRA is not a primary guiding regulation in the Berkeley process.

Brown Act

Since 1953, the Brown Act is California’s open meetings and public participation law for legislative bodies. The Independent Redistricting Commission is covered under the Brown Act. All meetings and proceedings of the Commission have been conducted in accordance with the Brown Act for noticing, participation, and public access to the decision-making process.

III. Representative Commission

A. Application and Selection of Commissioners

As mandated by the City Charter and Berkeley Municipal Code, potential commissioners must submit an application to the City. After extensive community outreach, the application period opened September 8, 2020, and ran through October 9, 2020. Applicants were required to submit basic information, demographic information, an eligibility questionnaire, disclosable campaign contributions, a 300-word written statement, and certification of a background check. The City received 138 applications for the Commission, and 80 of those 138 completed the process to become eligible for the random draw for district commissioners.

The random draw process selected one Commissioner and one Alternate Commissioner from each of the eight council districts. The first person selected in each district was seated on the commission and the second person selected was designated as the alternate for that district.

The applicant pool was predominantly male and white and the results of the random draw reflected the demographics of the applicant pool.

Table 4. Demographics of Random Draw Results

Race/Ethnicity	Gender	Commissioners	Outcomes
Asian/ Pacific Islander	F	1	By-district commissioners selected randomly are primarily male and white: <ul style="list-style-type: none">• 75% Male• 75% White• 0% Black/Other/Bi-Racial• 1 Student (White, Male)
	M	0	
Black	F	0	
	M	0	
Hispanic	F	0	
	M	1	
Other/Bi-Racial	F	0	
	M	0	
White	F	1	
	M	5	

B. Diversity Considerations for At-Large Appointees

Pursuant to City Charter Section 9.5(B)(6), in appointing the remaining five at-large members and alternates, the eight district commissioners are directed to achieve broad community representation by taking into consideration geographic diversity, race, age, and gender. The Independent Redistricting

Commission application collected demographic information and the applicants also submitted a written statement outlining their qualifications to serve on the Commission.

The selection of the five at-large commissioners resulted in a significantly more diverse demographic makeup of the Commission as seen in the table below.

Table 5. Demographics of Initial 13 Commission Members

Name	Type	Race	Gender	Age	District
Carly Alejos	At-Large	HISPANIC	Female	18-25	4
Delores Cooper	At-Large	BLACK	Female	66+	1
Simelia Rogers	At-Large	BI-RACIAL (BLACK/WHITE)	Female	18-25	1
Sherry Smith	At-Large	WHITE	Female	66+	6
Ronald Choy	At-Large	ASIAN / PACIFIC ISLANDER	Male	66+	8
Jose Lopez	District 1	HISPANIC	Male	26-35	1
Jesse Sussell	District 2	WHITE	Male	46-55	2
Lisa M. Tran	District 3	ASIAN / PACIFIC ISLANDER	Female	26-35	3
Curtis Hanson	District 4	WHITE	Male	36-45	4
Winston Rhodes	District 5	WHITE	Male	46-55	5
Elisabeth Watson	District 6	WHITE	Female	56-65	6
Samuel Taplin	District 7	WHITE	Male	18-25	7
Andrew Fox	District 8	WHITE	Male	26-35	8

While there have been changes to the Commission demographics due to commissioner resignations, the Commission maintains a diverse and representative membership. The final membership of the Commission is below.

Table 6. Demographics of Final 13 Commission Members

Name	Type	Race	Gender	Age	District
Carly Alejos	At-Large	HISPANIC	Female	18-25	4
Delores Cooper	At-Large	BLACK	Female	66+	1
M. Guadalupe Gallegos-Diaz	At-Large	HISPANIC	Female	56-65	2
Sherry Smith	At-Large	WHITE	Female	66+	6
Ronald Choy	At-Large	ASIAN / PACIFIC ISLANDER	Male	66+	8
Terry Nicol	District 1	WHITE	Male	36-45	1
Jesse Sussell	District 2	WHITE	Male	46-55	2
Lisa M. Tran	District 3	ASIAN / PACIFIC ISLANDER	Female	26-35	3
Curtis Hanson	District 4	WHITE	Male	36-45	4
Winston Rhodes	District 5	WHITE	Male	46-55	5
Elisabeth Watson	District 6	WHITE	Female	56-65	6
Rana Cho	District 7	ASIAN / PACIFIC ISLANDER	Female	46-55	7
Andrew Fox	District 8	WHITE	Male	26-35	8

C. Commissioner Training / Workflow

After the full membership of the Commission was seated, the Commission began a training program in the spring of 2021. Specialists in their fields – Redistricting Partners Consultants, Voting Rights Act Attorneys, Community of Interest Experts, a Former State Redistricting Commissioner, and staff from the City Attorney’s Office and the City Clerk Department – presented the training topics:

- Meeting procedures and parliamentary procedures
- The Brown Act
- Conflict of Interest Laws
- State and Local Redistricting Laws
- Best Practices for Redistricting Commissions
- Communities of Interest
- Federal Voting Rights Act

The trainings were conducted between March and June of 2021 to prepare the commission for the start of the redistricting process in August when the federal Census data was released.

D. Bylaws Development and Adoption (Appendix B)

On March 17, 2021, the Independent Redistricting Commission requested that staff prepare draft bylaws to augment the existing rules for conducting Commission business contained in the City Charter, Municipal Code, and Commissioners' Manual. In preparing the draft bylaws, staff incorporated feedback from the Commission's discussion, and reviewed materials from similar local redistricting commissions in California. The bylaws include such topics as public comment procedures, rules of debate and decorum, and length of meetings. The final bylaws were adopted on June 9, 2021.

One important area of focus for the commission in the development of the bylaws was consensus. The specific language below from the bylaws demonstrates the Commission's commitment to fair, honest, and productive decision making.

Consensus

The Commission recognizes the importance of bringing diverse perspectives to form collective decisions throughout the redistricting process. To the greatest extent possible, the Commission agrees to strive for consensus when making decisions.

The Commission's principles for building consensus include:

- *All participants are equal.*
- *We will not exclude any relevant topic from discussion.*
- *We welcome differing opinions as helpful to our work.*
- *We will listen actively when others are speaking.*
- *Those who are not in agreement will voice their reservations, concerns, and opinions.*

We acknowledge that consensus does not mean unanimous agreement. Below are degrees of agreement that Commissioners may consider as the Commission seeks to build consensus:

- *I fully agree with the action.*
- *I substantially agree with the action.*
- *I have reservations, but I support the action.*
- *I do not agree with the action; however, I have shared my opinions during the discussion and I support the Commission's action.*

IV. Transparent Process / Meeting Data

Since its inception in January of 2021, the Commission has met 31 times. All commission meetings were held through the Zoom video conference platform due to the COVID-19 pandemic and the state and city health orders governing meetings of legislative bodies. Full meeting detail is available in Appendix C.

The COVID-19 pandemic impacted redistricting in Berkeley in several ways.

First, the US Census Bureau's collection and processing of data were slowed, and the release of official "legacy" data for redistricting was delayed about six months until August 2021. This forced the Commission to compress its redistricting schedule in order to meet the deadline to use the new districts in the November 2022 election.

Second, because UC Berkeley closed the campus and sent students off-site in March of 2021, the number of UCB students living in non-campus housing is thought to be undercounted. However, the Commission was bound to use only the official data, and could not compensate or adjust its process to factor in the likely undercount.

Third, prohibitions on in-person meetings forced the Commission to rewrite its plan to engage the public. While some limited in-person outreach was conducted, the primary channels for the public to interact with the IRC were oral testimony at meetings or written statements sent by email or US mail. Every IRC meeting was virtual, and outgoing information used social media and electronic contact channels. For some, virtual public hearings made access easier, but for those with limited access to technology, participation was difficult. When permitted, Commission staff had a booth at in-person events. Also, the draft maps were posted at our libraries, a senior center, and City Hall. City Clerk staff also made materials available to the public in-person when COVID restrictions permitted.

Fourth, the Commission relied heavily on a newly designed, graphically based web site "The Hub" to provide the public with information, redistricting resources, map drafting tools, and the draft maps under consideration.

The Commission has held five public hearings, one before the release of Census data and four after the release of Census data in compliance with the City Charter and the California Fair Maps Act. All five public hearings offered simultaneous Spanish interpretation for the public. The five dedicated public hearings were held on:

- Saturday, July 10, 2021: Introduce Commission, redistricting process, Community of Interest Forms
- Saturday, October 2, 2021: Release of Census data, launch of public submission phase
- Thursday, January 27, 2022: Public comment on four draft maps
- Thursday, February 17, 2022: Public comment on two draft maps
- Monday, February 28, 2022: Select final map

An additional special meeting was added on Saturday, February 19, 2022, to hear public comment on two draft maps up for consideration.

The Commission is a Brown Act legislative body and has been open and accepting of public input at every regular meeting, special meeting, and public hearing. All agendas, meeting packets, revised materials, and communications have been provided to the public in accordance with state open meeting laws. There

was also a significant amount of written public testimony in Community of Interest Forms and general written communications to the Commission.

The ability to meet in a virtual environment was one opportunity created by the pandemic and the State Declaration of Emergency that suspended certain aspects of the Brown Act. The Commission never met in person, but each meeting was available on Zoom and provided an opportunity for public comment. In this medium, the meetings were able to be recorded and shared for viewing, which would not have occurred had the meetings been in-person.

Virtual meetings provided the public with the opportunity to participate from their home and eliminated the need for vehicle trips and attendance at in-person meeting locations during the evening and on weekends. While the virtual meeting is not ideal for map viewing, it does provide participation benefits and allows greater access for persons with mobility limitations and limited access to transit.

V. Community Outreach

A. Involvement / Awareness / Education / Engagement

Public outreach to the community is an essential element of the redistricting process, and it is mandated in both the local regulations and in state legislation. The City has supported the work of the Independent Redistricting Commission to ensure it meets and exceeds its obligations to engage the community as the Commission redraws the council district boundaries.

The community outreach was conducted in three phases. In the summer and fall of 2020, the City began the “Awareness” phase of the community outreach plan to encourage applicants for the Commission. Next, starting in the spring of 2021, the “Education” outreach phase began to inform the public about the mission of the Commission and the plan for completing redistricting. The last phase was the “Engagement” phase of outreach starting in the fall of 2021. This phase focused on encouraging public participation through Community of Interest Forms, public map plans, and participation in the deliberations leading to a final map.

Of course, the ambitious plan for the awareness phase was curtailed somewhat by the limitations of the COVID-19 Shelter-in-Place orders, but staff was able to pivot away from in-person activities and use more of the outreach budget for print and social media advertising, and harness established networks of the City’s community partners for electronic communication.

In the spring of 2021, the Commission formed a subcommittee to work with staff on the development and implementation of the outreach plan; and to advise staff and the full commission of resource needs, goals, objectives, and accomplishments for public engagement. The outreach subcommittee rounded out a plan that targeted a diverse population of Berkeley residents through a variety of outlets. Two additional subcommittees assisted with outreach activities. Summary information for the three subcommittees is below.

Community Outreach Subcommittee

Commissioners: Fox, Watson, Smith, Hanson, Tran, and Gallegos-Diaz

Mission: To determine and to oversee a public outreach strategy for informing Berkeley residents about the activities of the Independent Redistricting Commission, and in particular to highlight opportunities for

public input into the Commission’s deliberations, with the goal of reaching a maximally broad audience across Berkeley’s diverse communities.

Activities: Provided comprehensive direction to City Staff for the execution of a public awareness campaign around the Commission’s activities, including guidance on tactics for paid, earned, and owned media dissemination. Notable highlights included coordination with staff on multiple press placements, research and direction for a print and online media advertising campaign, and instruction on outreach to community organizations.

Outcome: The Subcommittee’s outreach campaign, executed by City Staff, raised public awareness of the Commission’s work and generated attendance, participation, and written input from a diverse range of Berkeley constituencies that accelerated significantly during the map drafting process. Members of the Subcommittee also created the PowerPoint presentation for the July 10, 2021, public hearing.

Commission Slogan Subcommittee

Commissioners: Cooper, Gallegos-Diaz, and Sussell

Mission: At the direction of the full Commission on September 8, 2021, the subcommittee was charged with creating a slogan that would be used on all Independent Redistricting Commission publicity documents.

Activities: The subcommittee met for the first time on September 14, 2021, and came up with six potential slogans. At the Commission meeting on September 22, 2021, the subcommittee presented seven slogans for the entire Commission to vote on, one of which had previously been submitted by commissioner Ronald Choy on September 8, 2021.

1. People Power to make a fair City Council district map by April 1, 2022.
2. Mapping our communities.
3. Mapping our communities with the people’s voice.
4. Mapping our Berkeley communities: redistricting by the people.
5. The people’s voice: mapping our communities.
6. The people of Berkeley decide.
7. Berkeley Redistricting: decided by the people.

Outcome: By a majority vote on September 22, 2021, the Commission adopted the following slogan: *Mapping Berkeley Communities: Redistricting by the People.*

The Daily Californian OpEd Subcommittee

Commissioners: Fox, Alejos, Smith, Taplin

Mission: To generate on behalf of the Independent Redistricting Commission an OpEd submission for the opinion section of The Daily Californian, encouraging UC Berkeley student participation in the redistricting process, and to assist City Staff in successful placement of the same.

Activities: The OpEd subcommittee met on multiple occasions to brainstorm, draft, and refine an 800-word opinion piece for The Daily Cal that summarized the redistricting process and invited students to make their opinions known to the Commission.

Outcome: The OpEd was submitted by staff on behalf of the subcommittee and was accepted by the newspaper's editors for publication. It appeared in print and online on October 19, 2021.

The outreach plan drew from past experience and existing communication infrastructure to guide the outreach efforts. Throughout the process, the City performed extensive outreach through a list of over 400 local community-based organizations, the BUSD A+ e-newsletter, the Berkeley Library e-newsletter, paid advertising, editorial interviews, earned media, in-person outreach events, City email subscriptions, community messages, social media, direct engagement with community organizations, the city website, the online community calendar, and pass-through information from City Council members to residents.

The Commission played an important role in the development and implementation of the outreach plan, while adhering to the limitation in the Berkeley Municipal Code about interacting with the public outside of noticed meetings. The work accomplished at noticed meetings of the Commission was an important part of the engagement with the public. The initial Outreach Plan is included in Appendix D.

While COVID-19 restrictions limited the Commission's ability to use some traditional in-person events, staff was still able to conduct several in-person events in 2021 to raise awareness, educate the public, and solicit feedback and participation from the community.

The principal method for obtaining input from the community was the Community of Interest Form (Appendix E). Staff developed a Community of Interest Form to solicit input from residents about important groups, neighborhoods, and communities that impact how district lines are drawn. The form was based on best practices from other cities in the region and was reviewed and improved by the expertise of the consultants at Redistricting Partners.

Over the course of the process, staff maintained an Outreach Log to keep a record of significant outreach activities. The Log has 131 entries and is attached as Appendix F.

B. Graphic Design Consultant

The staff secretary to the Independent Redistricting Commission hired a graphic designer to create the Commission logo, the "people" graphic for the Commission, and establish the branding color scheme for materials and the web. The particular logo was chosen to be inclusive and cover a wide range of demographic categories in an illustrative format. The coloring and logo were used throughout the campaign.

C. Web Content and Resources

The City used the Commission webpage to post relevant information, documents, agendas, minutes, meeting presentations, and meeting videos.

In October 2021 at the start of the Public Map Submission Period, a new website (the Hub - www.cityofberkeley.info/redistricting/) was created to provide a platform that was more graphically engaging and simpler to navigate for displaying essential information and the draft maps. The Hub webpage had more capability to display graphics and illustrative designs. The Hub also included an interactive Geographic Information System map with several layers of data. Users could turn layers on and off to view and analyze neighborhoods, transit lines, schools, parks, community centers, libraries, and

public facilities in relation to the city council districts in the public map proposals and commission draft maps. An image of the Hub site is included as Appendix G.

D. Translation of Materials & Interpretation at Public Hearings

The California Secretary of State established the required translation languages for each city in the state. For Berkeley, Spanish was the sole designated language for required translations. The outreach materials for the initial Commissioner application period, the application, the public submission packet, and the Community of Interest Forms were all translated into Spanish. In addition, the five public hearings all featured live, real-time interpretation into Spanish and are recorded. The recordings are posted on the Commission webpage.

VI. Census Count

In early 2021, the US Census Bureau announced that final Census data would be released by September 30, 2021, instead of the original March 31, 2021 release date. Ultimately, the raw Census data was released on August 17, 2021. The release of final data in California was further delayed until September 20, 2021, to allow time for the reallocation of incarcerated population data by the Statewide Database.

The delay of Census data placed the state and all local jurisdictions in a difficult position regarding the redistricting timeline for the 2022 election cycle. The City Charter provides for an extended deadline in the event of a delay in the Census data, however, this deadline – June 20, 2022 – would have been after the deadline to provide new maps to the Alameda County Registrar of Voters for the 2022 election. The Commission decided early in the process to stay on a schedule that would allow the new districts to be used in the 2022 general municipal election.

In August 2021, the US Census released in a “legacy format” the data from the decennial census, identifying the whole count of persons and where they resided as of April 1, 2020. This initial point-in-time count for Berkeley was 124,300. After the state-required reallocation of prison population conducted by the Statewide Database, the adjusted final population for Berkeley is **124,433**.

The final block-by-block census data was loaded into the Maptitude mapping software program and used to create the paper maps for public submissions as well as the electronic maps created by the public and Map Drafting Subcommittee. This single data set is the only official population and demographic data that can be used for redistricting purposes. The Commission did not consider potential future development, estimated student enrollments, or any other possible future factors.

While the 2020 Census Count was subject to significant challenges, including the potential inclusion of citizenship questions, the onset of the COVID-19 pandemic, and the uncertainty about the enumeration of the student population, the Berkeley maintained a high self-response rate for the Census questionnaire. This was due to significant outreach efforts and mitigating efforts by the Alameda County Complete Count Committee and UC Berkeley.

Table 7. Census Response Rates in 2010 and 2020

	2020 Self-Response Rate	2010 Self-Response Rate
Berkeley	72.5%	72.3%

The Alameda County Board of Supervisors deemed Census 2020 as a priority and authorized the creation of the Alameda County Complete Count Committee (CCC). The CCC first met on November 18, 2018, and was chaired by Supervisors Wilma Chan and Nate Miley. The CCC consisted of a broad coalition of community and faith-based organizations, volunteers, educational institutions, cities, and elected officials. The CCC focused on general community engagement and specific community engagement to reach residents who have been historically undercounted, including low-income individuals, immigrants, people with limited English proficiency, people of color, young children, people with disabilities, and people residing in overcrowded housing or who are unhoused. Staff from the City of Berkeley actively participated in CCC activities and were regular contributing members of the Local Government Subcommittee of the CCC.

Census 2020 officially concluded on October 15, 2020. Despite the significant challenges faced by the census in 2020, the final Census 2020 Self-Response Rate for Alameda County was 75.8%, ranking 7th amongst California counties. Alameda County achieved a higher “Self-Response Rate” than Census 2010 by 5.6%. A full accounting of CCC objectives and activities can be found in the CCC Final Report in Appendix H.

In addition to the County’s efforts, UC Berkeley engaged in significant efforts to gain the best Census count possible of UC students given the onset of the COVID-19 pandemic and the difficult political context of the Census count under the previous presidential administration.

In early March of 2020, UC Berkeley Chancellor Carol Christ announced the university’s move to virtual instruction in response to the growing COVID-19 pandemic. This announcement was followed shortly thereafter by local, county, and statewide declarations of emergency that resulted in thousands of students leaving Berkeley and returning to their hometowns. All non-essential in-person activities were severely limited.

UC Berkeley’s outreach efforts were substantially aided by the Alameda County Complete Count Committee. While both organizations rapidly shifted towards electronic outreach efforts, reaching students proved immensely difficult as they began to shelter in place. When students returned to their hometowns, they were likely counted at those locations, since the general instructions are to be counted where you are residing on Census Day (April 1). UC Berkeley sent instructive emails to students to mitigate this factor, most of which were unopened since they came alongside emails informing students about pass/fail semesters or cancellation of graduation. The Associated Students of the University of California (ASUC) was funded to do outreach, but their planned in-person events could not be carried out and the substitute online events were poorly attended. Several other outreach efforts were attempted in the census tracts close to campus between April and October of 2020.

UC Berkeley was able to provide the United States Census Bureau (USCB) with the count of students in the UC residence halls and some co-op housing. UC Berkeley counsel expressed concerns regarding data privacy and sharing any data for their undocumented students. Thus, UC provided USCB with only the following records: First name, last initial, year of birth, and dormitory street address (not unit number); and excluded race, ethnicity, and gender data. This was due to compelling concerns that under the former presidential administration, data would be shared with other government agencies and could lead to adverse consequences for the undocumented student population. Ultimately, this method of data reporting was adopted by the entire University of California system as a compromise to help achieve census participation while protecting the undocumented community.

While it is informative to understand the circumstances that led to the expected undercount of UC Berkeley students, there is no avenue for appealing the final count with the United States Census Bureau that would have resulted in adjustments to the official census data that could be used in the process to create a new map for the 2022 elections. The Commission was legally mandated to use the 2020 Census data for the purpose of determining equal district population, which is the primary consideration in the redistricting process.

VII. Required Redistricting Criteria Summary – Map Criteria

In considering the Census data and the input from the public (Community of Interest Forms, map proposals, written communication, and verbal comments), the Commission operated under the guidelines of the regulatory governance described in Section II.

Below is a description of the provisions of state law and the City Charter and how they are applied to the task of redistricting.

“The Independent Redistricting Commission shall be solely responsible for drawing City Council district boundaries in accordance with state and federal law and this Charter, and shall make adjustments as appropriate, taking into consideration public comment at public meetings and public hearings.” (Charter sec. 9.5(a)(1))

A. Eight Equal Districts

This criterion is the most universal, and there are controlling regulations in both state law and the City Charter. The language in the City Charter states that “[T]he eight City Council districts shall be as **nearly equal in population** as may be according to the most recent decennial federal census.” (Charter sec. 9.5(f)(1).) The State Elections Code uses the phrase “Substantially equal in population” (Cal. Elec. Code sec. 21621(a).)

The basic premise of why jurisdictions must redistrict after every Census is Equal Protection – “one person, one vote” with the justification that “the vote of any citizen is approximately equal in weight to that of any other citizen.” (*Reynolds v. Sims*, 377 U.S. 533, 579 (1964).)

For local redistricting in California, a deviation of less than 10% is required pursuant to a 1990 case, *Garza v. County of Los Angeles*. In this context, the “deviation” is the difference between least populated and most populated district.

Berkeley’s total population is 124,433. Dividing the total population by eight – the number of districts – the “equal district population” number is 15,554, and the maximum acceptable deviation is 1,555, which is less than 10% of the equal district population. Thus, the difference in population between the most populous district and the least populous district must be no more than 1,555.

B. City Charter Criteria

City Charter Section 9.5(f) states that the Independent Redistricting Commission shall take into consideration contiguity, compactness, topography, geography, cohesiveness, integrity, and communities of interest.

Priority: State law lists specific criteria in an order of priority (Elec. Code sec. 21621(c)), however, this priority is not binding on Berkeley since the City Charter has a complete set of criteria listed. The state priority is:

- 1) Contiguity;
- 2) Neighborhoods/Communities of interest;
- 3) Easily identifiable boundaries; and
- 4) Compactness.

Contiguity: All parts of a district are connected to one another. There cannot be any “islands” – all parts of a district must be connected by a single unbroken border. The Elections Code further describes that “Areas that meet only at the points of adjoining corners are not contiguous. Areas that are separated by water and not connected by a bridge, tunnel, or regular ferry service are not contiguous.” (Cal. Elec. Code sec. 21621(c)(1).)

Compactness: Defined in state law as “not bypassing nearby populated areas in favor of more distant populated areas,” compactness refers to the shape of the district. A circle is the ultimate “compact” shape, and shapes that have a higher ratio of perimeter to area and contorted boundaries would be comparatively less compact.

Topography/Geography: Does the map account for significant topographical or geographic features (both natural and artificial)? This usually refers to hills, valleys, ridges, open spaces, rivers, etc. It is not a disqualifying feature to cross a significant feature provided that it is justifiable under other criteria considerations.

Easily Understood Boundaries/Major Traffic Arteries/Geography: The City Charter directs the Commission to use easily understood boundaries such as major traffic arteries, but only to the extent that they are consistent with communities of interest.

Cohesiveness/Integrity: Do the district boundaries make sense given the defined neighborhoods and communities of interests that have been identified? In this instance there may be more than one right answer as there may be competing communities of interest identified in overlapping or nearby areas. The Charter directs that “The geographic integrity of a neighborhood or community of interest shall be respected to the extent possible.” (Charter sec. 9.5(f)(2).)

Communities of Interest: This criterion is one of the principle foundations of modern redistricting. A Community of Interest (COI) is a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation.

Such shared interests include but are not limited to those common to areas in which the people share similar living standards, use the same transportation facilities, have similar work opportunities, or have access to the same media of communication relevant to the election process, as well as neighborhoods, students, organized student housing, shared age, and racial demographics. Communities of Interest shall not include relationships with political parties, incumbents, or political candidates.

With regard to COIs, the Charter states that “The geographic integrity of a neighborhood or community of interest shall be respected to the extent possible without violating State or Federal law or the requirements of this Section” (Charter sec. 9.5(f)(2)). The Charter also states that the new map “[S]hall

utilize easily understood district boundaries such as major traffic arteries and geographic boundaries to the extent they are consistent with communities of interest.”

C. Prioritizing Criteria

Unlike State law, the Charter does not list redistricting criteria in order of priority. However, looking at the Charter in the context of state and national redistricting principles, a general prioritization emerges:

1. Equal Population
2. Contiguity
3. Neighborhoods/Communities of Interest (“shall be respected to the extent possible without violating federal or state law”)
4. Easily understood boundaries such as traffic arteries and geographic boundaries (“shall utilize to the extent consistent with communities of interest”)
5. Compactness
6. Topography, geography, cohesiveness and integrity

The first two criteria are “Yes/No” criteria. If a map is outside the 10% deviation or it has non-contiguous boundaries, then it is not compliant on its face. The remaining criteria are comparative and may be incorporated into a compliant map in varying degrees depending on the specific facts and considerations of the process and the community participation and testimony. As noted above, the Charter does not enumerate a strict priority, so this ranking is not a strict roadmap but a thoughtful and defensible way of organizing the Charter’s requirements.

All the criteria are interrelated, and depending on the issues presented in the maps and the potentially overlapping or differing communities of interest, certain criteria may be prioritized over others in pursuit of the most compliant map possible.

D. Consideration of Race in Redistricting

The Berkeley City Charter lists “racial demographics” as a shared interest that can create a community of interest. However, the US Supreme Court has determined that race cannot be a “predominant factor” in redistricting. Thus, the Commission was advised to avoid expressly discussing race as a factor in redistricting and not to use race as justification to move a district line.

In certain instances, Section 2 of the Federal Voting Rights Act can be applied to prohibit drawing districts in ways that improperly dilute voting power based on race, color or language minority group. For Section 2 to be applied, certain conditions must be present. The requirements of a Section 2 lawsuit (*Thornburg v. Gingles*, 478 U.S. 30 (1986)) are listed below.

- 1) Must be able to draw a geographically compact district where minority group is majority.
- 2) Minority group must be politically cohesive (pattern of voting for the same candidates).
- 3) White majority must regularly vote as a bloc to defeat minority-supported candidates.

Analysis of Berkeley’s demographics by the redistricting consultant and staff counsel determined that the demographics in Berkeley do not provide adequate populations to create a majority-minority district, thus failing to meet the first required condition.

E. Prohibited Considerations

The City Charter additionally lays out four specific points of guidance for the Commission.

First, communities of interest shall not include relationships with political parties, incumbents or political candidates (Charter sec. 9.5(f)(2)).

Second, districts may not be drawn to favor or discriminate against an incumbent, political candidate or political party (Charter sec. 9.5(f)(3)).

Third, the Commission is prohibited from considering the residence of sitting councilmembers (Charter sec. 9.5(f)(5)). If the new map removes a sitting councilmember from their district, the councilmember will continue to serve until the end of their term (Charter sec. 9.5(f)(6)).

Fourth, the Commission may consider existing district boundaries. The Charter directs that if the new map deviates substantially from the existing districts, the Commission must explain the reasons in its final report (Charter sec. 9.5(f)(4)).

VIII. Commission Timeline

Image 3. Redistricting Process Timeline



PUBLIC INPUT: PREPARATION FOR MAP ANALYSIS AND DRAFTING

IX. Map Development Process Subcommittees (purpose, duration, membership)

To assist in the public submission process, information analysis, and map development work of the Commission, the Commission created four ad hoc subcommittees. A brief description of the mission, tasks, and outputs of the subcommittees is provided below.

- Public Submission Process Subcommittee
- Map and Community of Interest Review Subcommittee
- Map Drafting Subcommittee
- Final Report Drafting Subcommittee

Public Submission Process Subcommittee

Commissioners: Choy and Nicol

Mission: Develop a packet of information that the public could use to prepare and to submit Community of Interest (COI) information and proposed maps to the Commission.

Activities:

- Create a self-contained information packet of instructions on how to prepare and to submit COI statements or proposed redistricting maps to the Commission. The instructions had URL links to the basic information a person would need.
- Post these instructions on the Commission website with live links to supplemental material.
- Hard-copy versions of the information packet, including paper COI and map forms, were available at the City Clerk Department throughout the submission period.
- Create a PowerPoint presentation for a public hearing, explaining the COI and map forms and how to use Maptitude for online maps, emphasizing the deadline of November 15, 2021, midnight, to submit proposed maps to the IRC.

Outcome: The information packet was posted on the Commission website and presented during a public hearing on October 2, 2021. Hard copies were available at the City Clerk Department.

Map and Community of Interest Review Subcommittee, June 10, 2021

Commissioners: Rhodes, Cooper, Watson, Tran, Sussell, and Nicol

Mission: Review, analyze, and summarize feedback from submitted Community of Interest Forms and maps submitted by members of the public as part of the City of Berkeley Independent Redistricting Process.

Activities:

- Create and populate A matrix to review Community of Interest Forms submitted by the public to the Independent Redistricting Commission, summarizing location, impact, and rationale of modifying and/or redrawing council districts.
- Create and populate A matrix to evaluate submitted maps, identifying City Charter requirements and applicable state and federal law so mapping suggestions and themes are utilized to finalize the drawing of 2022 council district maps.

Outcomes: Presented the populated COI and submitted map matrices to the Commission. The COI matrix was specifically leveraged to ensure that the draft maps developed by the Commission met the goal of COI contiguity and cohesion for as many COI submissions as practical. The submitted map matrix was leveraged to identify themes that would then guide the development of the draft maps that the Commission presented to the public for their input.

Map Drafting Subcommittee, January 10, 2022

Commissioners: Rhodes, Nicol, Alejos, Fox

Mission: To prepare draft redistricting maps, synthesizing City Charter requirements, State and federal law, submitted Community of Interest Forms, maps submitted by community members, and guidance from the Independent Redistricting Commission. These maps were based on themes identified from COI forms and maps submitted by community members.

Activities: Prepared four initial maps based on major redistricting map themes and Commission direction for review and refinement and two subsequent maps that reflected further public input and Commission discussion.

Outcome: Prepared two rounds of draft redistricting maps and explanatory memos (four maps for the first round, two maps for the second) that formed the basis for creation of the final Independent Redistricting Commission approved map.

Final Report Drafting Subcommittee, December 15, 2021

Commissioners: Watson, Alejos, Cho, Choy, Gallegos-Diaz, Smith

Mission: Document the redistricting process to ensure transparency and to highlight the rich and varied public contributions at each phase of the redistricting process. Detail the rationale for the final map selection. Provide insight and guidance to subsequent independent redistricting efforts. Retain source documents from communications to the public, training, staff reports, and legal/professional advice.

Actions:

- Create report outline for review and comment by commissioners and the public.
- In conjunction with city staff, edit and review the draft report.
- Structure discussion / invite input from commission as a whole on draft report.
- Incorporate original source material from Commission reports and communications.
- Draft executive summary and introductory letters to the public and City Council.
- Provide a detailed review of the map selection process, including a detailed timeline.

Outcomes:

Included with the final map:

- Letter to Berkeley residents.
- Letter to Mayor and City Council.
- Executive summary.
- Timeline of Commission actions.
- Final report on redistricting process.

X. Communities of Interest

A Community of Interest (COI) is a concentrated population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation.

For the current redistricting process, a COI is a technical term that has significant meaning in the exercise of redistricting. The public input from COIs is an essential component of the process and is an invaluable asset to the Commission when discussing map changes and learning about the community identities and preferences. The COI forms are one of the primary building blocks of the redistricting process.

A. Form Launch – July 10, 2021, Public Hearing #1

At the first public hearing on July 10, 2021, the IRC launched its online Community of Interest Form. The presentation to the public provided information on the definitions of COIs, their importance in the process, and how to find and submit the forms to the Commission. The presentation was recorded and posted on the Commission website. The IRC accepted COIs throughout the redistricting process.

B. Logging and Analyzing COIs

Throughout the process, the COI forms have been accepted, logged, and analyzed by commissioners, public map submitters, and the general public. The Map and COI Subcommittee created and updated the COI Matrix to facilitate the intake of information for the commission. The submitted forms and COI Matrix are included as Appendix I and Appendix J respectively.

The subcommittee provided a brief statement related to its approach to the information and analysis including the values and goals in reviewing public input.

- **Responsive:** We will ensure that public comment is acknowledged.
- **Inclusive:** We will consider any input that we receive in any form.
- **Fair/Equitable/Legal:** We will follow legal guidelines in determining what to do with the input that we receive.
- **Actionable:** We will focus on mappable, geographic discussion and decisions or suggestions that are specific and possible to infer.

C. Themes in COIs (Matrix)

The Berkeley community raised a wide range of concerns in their submissions. Many relate to city services, neighborhood character, equity, diversity, and resource allocation across districts. The Subcommittee captured themes raised in each submission in the matrix. The link between council district boundaries and city government services is not always direct, but it was important to capture the concerns of Berkeleyans. The COI matrix summarizes COI feedback received in order to help evaluate submitted redistricting maps, help formulate draft Commission maps, and highlight the community concerns expressed to the Commission.

XI. Map Submission Period, October 2, 2021 – November 15, 2021

As required in state and local regulations, the Commission must accept maps and redistricting plans from the public as part of the redistricting process. The Commission provided the public with a 44-day window in which to create and submit maps for consideration by the Commission. Extensive public outreach was conducted to make the public aware of the map submission period and Commission staff provided multiple demonstrations of the map creation software and use of the paper maps. In total, the Commission received 29 maps from the public during the map submission period. Of the 29 maps, 14 were submitted on paper and 15 were submitted electronically.

A. Public Hearing #2 October 2, 2021

On October 2, 2021, the Commission held a public hearing to educate the public about the map submission period, provide detail on the required criteria for council district maps, and demonstrated how to use the mapping software and paper maps to submit a district map. The presentation and the mapping software demonstration were recorded and posted to the Commission website for ongoing public use. The Commission published the map submission packet created by the Subcommittee to coincide with the October 2 hearing (Appendix K). The hearing also marked the launch of the Redistricting Hub, a new and enhanced dedicated website designed for the redistricting process: <https://www.cityofberkeley.info/redistricting/>.

B. Maptitude Tool

The City executed a contract with Caliper Corporation for the purchase and Implementation of the Maptitude Redistricting Software. Maptitude allowed for any member of the public to create, submit, and share a proposed map for the city council districts. Maptitude is a trusted vendor that has been used by hundreds of state and local jurisdictions throughout the country. Public users were able to log in and create one or several maps to submit. Commission staff provided training to the public on the mapping tool and also made computer terminals in the City Clerk Department available for public use.

C. Paper Map Options

Alternatively, the public was able to submit paper maps with hand-drawn boundaries. The City's consultant created paper maps (Appendix L) with neighborhoods and population blocks outlined. The City's paper map also outlined the basic rules for combining those populations.

XII. IRC Public Map Review

In contrast to other jurisdictions that relied heavily on paid consultants, the map development process in Berkeley was conducted primarily by City staff and the 13 members of the Commission. Commissioners selected from the community and experienced City staff had a good understanding of the legacy of Berkeley redistricting, Berkeley neighborhoods and Communities of Interest, and the physical features of the city that could impact district boundaries. In executing the redistricting process, staff regularly consulted with comparable jurisdictions to share information and discuss best practices. This information was distilled into a process that would work within existing resources and expertise of the Commission.

A. Public Map Analysis

The period for public submission of redistricting maps ended on Monday, November 15, 2021. A total of 29 maps were submitted for the Commission's consideration. Staff converted hand-drawn map submissions into electronic formats in order to provide accurate population and demographic data.

The review of public maps and development of a final map included analysis of the criteria in the City Charter and state law as discussed in Section VII. The plans from the public provided valuable input to the Commission in the form of common themes and specific interests expressed, but the ultimate discretion on final boundaries is delegated to the Commission exclusively.

The discussion of public maps and Community of Interest Forms started in December of 2021 and concluded with the final public hearing on February 28, 2022.

B. Map and COI Review Subcommittee

The Map and COI Review Subcommittee met four times from December 1, 2021, to January 3, 2022, with two to five members attending each meeting. All six subcommittee members were involved in the discussions.

The Subcommittee utilized the Map Review Matrix (MRM) to analyze the 29 submitted maps. Some maps were submitted in paper form, which were converted digitally by city staff using the City's online mapping tool to ease the comparative analysis with the current city council map. Some individuals submitted multiple maps, and there were several maps submitted that reflected the efforts of organized community groups. The maps submitted by the public and the MRM are included as Appendix M and Appendix N respectively.

The Subcommittee analyzed all 29 submitted maps. Maps were evaluated by applying the MRM criteria:

- Population deviation.
- Contiguity.
- Alignment with submitted COIs (via COI matrix).
- Use of easily understood boundaries.
- Compactness.
- Consideration of topography.
- Consideration of geography.
- Integrity and Cohesiveness.

In addition, the Subcommittee used Geographic Information System (GIS) map layers on the interactive map (accessible through the Redistricting Hub webpage) to evaluate proposed map boundaries (e.g., existing council district boundaries, mapped neighborhoods, various public facilities, and transportation facilities). The map analysis was conducted to help identify consistent map themes for preparation of draft Commission maps for further public review.

The MRM serves as an analytical and tracking tool to identify how proposed map feedback will be utilized in the Commission map preparation process. The final three columns in the MRM show how the final map incorporates the themes from the public maps.

In addition to the map themes and recommendations, the Subcommittee noted several items that the Commission reviewed during the process:

1. Not all submitted maps reflected the COIs received by the Commission. Specifically, many maps focused on minimizing the population deviation at the cost of respecting COI boundaries or using neighborhood streets as boundaries. However, the Subcommittee endeavored to identify the goals of the map submitters and include them in the proposed themes, if appropriate.
2. Several submitted maps (especially paper maps) did not include a narrative or written commentary. The Subcommittee made efforts to identify the goal of the submitted map and include them in the proposed maps, if appropriate.
3. Many submitted maps appeared to focus specifically on the submitter's own district/neighborhood. However, in order to reflect those desired or proposed changes, they made other changes throughout the city to abide by the rules imposed by Maptitude (such as minimizing population deviation) that cascaded into areas in which they might have been less familiar—and which the Subcommittee believes may not have been necessarily the desired outcome. For example, the Subcommittee saw this in a predominant shift of the boundaries between District 5 and 6, which often skewed westward toward District 5.

Major Map Themes and Recommendations identified by the Subcommittee are listed below.

- *Minor Changes:* Several maps made minor changes to the current boundaries in an effort to correct concerns associated with the current map. For example, the elimination of boundaries established based on the residency of Council members reflected in the current City Council District Map as well as respecting the submitted COI requests.
- *Two UC Student Districts:* Several maps sought to establish two supermajority “student” districts (over 66%) to increase representation of UC Berkeley student interests on the City Council. These maps usually included student population nodes on and off campus as well as north and south of campus. Often this theme resulted in substantial changes to the other six proposed districts in an effort to equalize the population in each district.
- *One More Compact UC Student District:* Several maps reflected the substantial increase in student housing between the 2010 and 2020 Census. For example, the large number of students living in existing student housing north of campus near Euclid Avenue, recently built multi-story housing on or near campus, and the students living at the Clark Kerr campus.
- *More Representative and Diverse Districts:* Some maps were drawn specifically to increase demographic diversity and include more varied housing types and interests. The intent was to create more socio-economic diversity within each district by splitting traditional neighborhood boundaries so each district would contain a wider range of interests.
- *West Berkeley District:* Some maps proposed unifying west Berkeley and creating a north-south oriented district that contains the Berkeley Marina, Oceanview/Fourth Street, new western University Avenue housing, and the City's industrial and light industrial areas.

C. Maps as Public Comment / Late Map Submissions

Additional proposed maps were submitted by e-mail and attached to COI Forms after the November 15, 2021, deadline. While these maps were not analyzed on the Map Matrix by the Subcommittee with the other 29 public maps, they were distributed to the Commission and the public in the communications packet to be a part of the public record and considered in the map development process.

DRAFTING, REVIEWING, AND REVISING DRAFT MAPS

XIII. Map Development Timeline

Table 8. Map Development Timeline

TIMELINE OF MAP DRAFTING AND SELECTION: JANUARY — MARCH 2022		
IRC Meeting	Jan 10	Themes in Public Maps and COI Forms; Direction to Map Drafting Subcommittee
	Jan 20	Publish Amber, Maroon, Blue, Orange Draft Maps
Public Hearing	Jan 27	Direction to revise Amber and draft new map; Discontinue Maroon, Blue, Orange
	Feb 10	Publish Amber Map Version 2 and new Violet Map
Public Hearing	Feb 17	Re-examine Blake-Dwight and Fulton-Channing-Ellsworth borders.
IRC Meeting	Feb 19	Advance Amber Map Version 2; Discontinue Violet
Public Hearing	Feb 28	Select Amber Map Version 2 to be Final Map adopted on March 16
	Mar 9	Publish Final Map
IRC Meeting	Mar 16	Adopt Final Map; Transmit to Mayor and City Council

XIV. Discussion and Development of Map Theme, January 10, 2022, Regular Meeting

Discussion of map themes at the January 10 meeting focused on the six themes listed below.

Unify and Prioritize COIs and Neighborhoods with Minor Changes: Several maps made minor changes to the current boundaries in an effort to correct concerns associated with the current map. For example, the elimination of boundaries established based on the residency of Council members reflected in the current City Council District Map as well as respecting the submitted COI requests.

Two UC Student Districts: Several maps sought to establish two supermajority “student” districts (over 66%) to increase representation of UC Berkeley student interests on the City Council. These maps usually included student population nodes on and off campus as well as north and south of campus. Often this theme resulted in substantial changes to the other six proposed districts in an effort to equalize the population in each district.

One More Compact UC Student District: Several maps reflected the substantial increase in student housing between the 2010 and 2020 Census. For example, the large number of students living in existing student housing north of campus near Euclid Avenue, recently built multi-story housing on or near campus, and the students living at the Clark Kerr campus.

More Representative and Diverse Districts: Some maps were drawn specifically to increase demographic diversity and include more varied housing types and interests. The intent was to create more socio-economic diversity within each district by splitting traditional neighborhood boundaries so each district would contain a wider range of interests.

West Berkeley District: Some maps proposed unifying west Berkeley to create a north-south oriented district that contains the Berkeley Marina, Fourth Street/Oceanview, new western University Avenue housing, and the City’s industrial and light industrial areas.

Topography: Some maps highlighted the issues of transit access and wildfire risk for neighborhoods identified by topography features of the city.

The Commission worked toward identifying consensus on significant themes and acted to provide guidance on map creation with the following criteria.

The first group of criteria were designated to be incorporated into all draft maps to the greatest extent possible.

Table 9. Mandatory Map Themes

Themes to be prioritized in all draft maps
<ul style="list-style-type: none">a. Less than 10% Maximum Population Variance between the largest and smallest districtsb. Contiguityc. Communities of Interest/Neighborhoodsd. Use major arterial streets as boundaries where possiblee. Correct the features of the 2010 map for Councilmember residencesf. Include at least one compact student district in every map

The second group of criteria were designated to be incorporated into one or more draft map variations.

Table 10. Additional Map Themes

Themes to be included in one or more draft map variation
<ul style="list-style-type: none">a. Single, north-south West Berkeley districtb. Topography/Transit Access/Wildfire Riskc. Different configurations for two student majority districtsd. High level of continuity with the existing boundaries that includes changes only as required by the six mandatory criteria above

On January 10, 2022, the Commission appointed the Map Drafting Subcommittee (Commissioners Rhodes, Nicol, and Alejos) to work with staff to create the first batch of draft maps based on the Commission’s direction.

XV. Creation of Four Draft Maps

Based on direction at the Independent Redistricting Commission’s meeting on January 10, 2022, four draft redistricting maps were created. The Commission discussed the draft maps, received community input, and provided direction regarding further development.

A. January 27, 2022, Public Hearing #3, Presentation of Four Draft Maps

On January 27, 2022, the Map Drafting Subcommittee presented the first batch of draft maps based on the direction from the Commission on January 10, 2022.

Working with staff, the Subcommittee met four times over four days to create draft maps. Initially intending to create five draft maps, the process resulted in four draft maps that responded to the full range of the Commission’s direction. This was accomplished by combining multiple aspects of the variations in the same draft map as described below.

Each draft map was given a non-numeric designation for the purpose of identification. The four draft maps are listed below in alphabetical order:

Table 11. Initial Draft Map Summary

Designation	Description
Amber Map	Continuity Map with Changes Made Only to Address Universal Criteria West Berkeley (Two Districts)
Blue Map	Two Student Districts (East-West) West Berkeley (One District)
Maroon Map	Two Student Districts (North-South) West Berkeley (Two Districts)
Orange Map	Continuity Map with Changes Made Only to Address Universal Criteria West Berkeley (One District)

The draft maps also include narratives explaining in detail how they were developed. District maps and data tables for the initial four draft maps are included in Appendix O.

B. Significant Features of Draft Maps

The primary features of the four draft maps demonstrate the following significant features identified through Commission discussion and community input in maps, written communications, COI Forms, and public comment:

- Options for West Berkeley District 1 and District 2 alignment
- One or two student-focused districts
- Continuity with current districts

These features are incorporated in various configurations in the four draft maps. The incorporation of these variations resulted in cascading required changes in several districts' boundaries that created varying levels of adherence to the direction on neighborhood cohesion and use of major arterials.

UC Berkeley Student Population: The Census data does not include specific residency information about the UC Berkeley student population. While mapping the options for the student-focused districts, the Subcommittee discussed the location of both established student-only housing (dormitories, co-ops) and neighborhoods where students traditionally reside. This resulted in general consensus on districts that are student-focused while adhering to the mandatory criteria adopted by the Commission.

Topography / Transit Access / Wildfire Risk: During the attempt at creating a draft map that used this criteria as a predominant theme in one of the variations, it was discovered that this theme was better addressed as a complimentary theme in the other maps. A single district that encompassed the full hills area along the City's eastern border was not compact, was separated in the middle by Strawberry Canyon, and included communities that would not traditionally be associated with common social or geographic interests. For each draft map, it is noted in the map narratives how many districts represent the higher elevation areas of the City in two, three, or four districts.

C. Public Information

The draft maps were available to the public on January 20, 2022, in the Commission agenda packet via the website. Beginning January 21, 2022, the draft maps were available on the Hub, both in the interactive viewing tool and as a PDF map book that could be downloaded. In addition, large-scale draft maps were available at the Central Library and the South Berkeley Senior Center. Large format maps were also placed at the MLK Student Union at UC Berkeley prior to the January 27, 2022, public hearing. Ledger-sized map binders were available at all branch libraries and recreation centers. There were four in-person map-viewing events hosted by City staff: one at Northbrae Community Church, one at the South Berkeley Senior Center, and two at UC Berkeley.

In all public messaging, the public was encouraged to send written comments on the maps to redistricting@cityofberkeley.info, complete a Community of Interest Form, or provide verbal testimony at a public hearing.

In consultation with activists in the community and the City's Disability Compliance Office, staff created written descriptions of the district boundaries for all draft maps for persons with low vision. These accessible descriptions are included in Appendix P.

D. Review and Action on Draft Maps, January 27, 2022

At the Commission public hearing on January 27, 2022, the Commission received public comment from 31 speakers and reviewed dozens of new written communications from the public regarding the four draft maps. Based on community input and the IRC deliberations, the Commission voted to remove the Blue, Orange, and Maroon maps from consideration (Ayes – 11; Noes 2).

The Commission voted to remove the Blue and Orange maps due to the lack of significant public input supporting the significant change from two West Berkeley Districts to a single West Berkeley District. The public testimony, both written and verbal, favored the two-district configuration for West Berkeley. Since there was no compelling impetus for the change under the state and local redistricting criteria, the Commission favored the existing alignment absent a groundswell of support for a single West Berkeley district from residents of the affected area.

The Maroon map created a significantly different configuration for District 4 and District 7 in an attempt to increase student/renter population. The changes did not result in significantly higher renter population concentrations over the Amber Map and resulted in a higher level of neighborhood disruption. Ultimately, the Commission favored creating a new map to meet the goals for increasing student/renter representation, but with more continuity with existing boundaries and neighborhoods.

The Commission voted unanimously to continue consideration of the Amber Map with modifications to the boundary between District 3 and District 8 near Ashby BART to prevent division of the community around the BART station.

The Commission also acted to request that the Map Drafting Subcommittee create a new map, with the Amber Map as the base map, that moved the portion of the Northside neighborhood south of LeConte Avenue into the student-focused district, made modifications to the boundary between District 3 and District 8 near Ashby BART to prevent division of the community around the BART station, and adjusted

District 4 in consideration of students and renters. The Subcommittee was further directed to develop a second student-focused district in a side-by-side orientation, but allowed this direction to be combined with the previously requested new map if feasible. The Commission also added Commissioner Fox to the Map Drafting Subcommittee.

XVI. Two Draft Maps for Consideration – February 17, 2022, Public Hearing #4

On February 10, 2022, the IRC published Amber Map Version 2 and the Violet Map, a new draft map. At the Commission public hearing on February 17, 2022, the Commission reviewed the modified version of the Amber Map (Amber Map Version 2) and the newly created Violet Map. The Commission received public comment from 21 speakers and reviewed new written communications from the public regarding the two draft maps.

Both the Amber Map Version 2 and the Violet Map adhere to the universal criteria:

- a. Less than 10% population deviation.
- b. Contiguous districts.
- c. Maintain Communities of Interest and Neighborhoods.
- d. Use major arterial streets as boundaries where possible.
- e. Correct the features of the 2010 map that accounted for prior Councilmember residences.
- f. Include at least one compact student district in every map.

Table 12. Summary of Second Round of Draft Maps

Designation	Description
Amber Map Version 2	Continuity Map with Changes Made Only to Address Universal Criteria West Berkeley (Two Districts)
Violet Map	Two Student/Renter Focused Districts (East-West) West Berkeley (Two Districts)

A. Review of Draft Maps

Amber Map Version 2: The revised version of the Amber Map responded to community input and Commission direction by moving the border between District 3 and District 8 from Adeline Street eastward to Shattuck Avenue. Moving the boundary to Shattuck Avenue returned the Ashby BART east parking lot, Ed Roberts Campus, and St. Paul AME Church into District 3. The corresponding population change did not adversely affect the required deviation percentage for either district or the overall city map.

There were no changes to Districts 1, 2, 4, 5, 6, or 7 in Amber Map Version 2 from the original Amber Map.

The Amber Map Version 2 contained a renter population of 78.6% in District 4 and 94.5% in District 7.

Violet Map: The Violet Map responded to the direction of the Independent Redistricting Commission to create a draft map that uses the Amber Map as the base map with changes in the Northside Neighborhood and the Downtown area to focus on student and renter populations.

The Subcommittee attempted to include the portion of the Northside Neighborhood south of LeConte Avenue into the student-focused district; however, the cascading effects into other districts presented

other challenges. It was determined that drawing the border one block south of LeConte Avenue on Ridge Road would achieve much of the Commission’s objective and facilitate population balancing in other surrounding districts.

Moving a portion of Northside Neighborhood and the Foothill Dormitory into District 7 lead to changes in the District 5/District 6 border. The border moved from Spruce Street to Arlington Avenue north of the Marin Circle. This change then led to District 5 moving south into District 4 to Hearst Avenue. Finally, this change caused the south border of District 4 to move one block south – from Blake Street to Parker Street – into District 3 and east into the Southside Neighborhood.

As with the Amber Map Version 2, the Violet Map modified the boundary between District 3 and District 8 to prevent division of the community near Ashby BART. The border between District 3 and District 8 moved from Adeline Street eastward to Shattuck Avenue. Moving the boundary to Shattuck Avenue returned the Ashby BART east parking lot, Ed Roberts Campus, and St. Paul AME Church into District 3.

The Violet Map contained a renter population of 79.0% in District 4 and 90.7% in District 7.

B. Significant Features of Draft Maps

West Berkeley: At the January 27, 2022, public hearing and in the written communications, there was limited support for a single West Berkeley district. Most commenters favored two representatives for West Berkeley. Absent substantial community groundswell for a significant change to the West Berkeley alignment, the Commission decided to move forward with two draft maps that both have two West Berkeley districts.

“Student-Focused” District(s): Similar to the West Berkeley discussion, a significant majority of community input favored the draft maps that had a single “student-focused” district. In the map drawing process, it was not readily apparent how to arrive at two fully student-focused districts. Since there was not a Census category for “UC Berkeley Student” the Subcommittee relied on known UC-owned student housing, co-ops, and traditional student neighborhoods to approximate a student-district. The two maps under consideration both had two districts that encompass or border UC Berkeley and have the two highest renter-occupied percentages in the City.

Continuity and Neighborhoods: There is strong advocacy from the community through written and verbal comments for the new map to maintain neighborhood cohesion and keep communities of interest in their current council district.

C. Public Information

The Amber Version 2 and Violet draft maps were available to the public in the Commission agenda packet on February 10, 2022. The new/revised maps were distributed to all locations where the first group of maps were posted - the Central Library, the ASUC Student Union in the Martin Luther King, Jr. Building, and the South Berkeley Senior Center. Updated ledger-sized map binders were available at all branch libraries and the Civic Center Building at 2180 Milvia Street.

D. Commission Action

At the February 17, 2022, public hearing, the Commission requested that staff prepare an analysis of two potential changes to Amber Map Version 2 prior to the February 19, 2022, meeting, including: 1) Moving a portion of the District 4/District 7 boundary from Fulton Street to Ellsworth street; and 2) Using Dwight Way as the northern border of District 3. This analysis was sent to the Commission and posted to the Commission website in advance of the February 19, 2022, special meeting.

XVII. Special Meeting, February 19, 2022

In order to allow for greater public access and more availability to the public, the Commission scheduled a special meeting on Saturday, February 19, 2022. At the February 19 meeting, the Commission heard from 29 members of the public during public comment. The Commission reviewed the additional analysis provided by staff on the potential changes to the Amber Map Version 2 and discussed options for drafting the changes in advance of the next meeting.

Moving the District 3 border to Dwight Way involved moving over 1,700 residents, which would have resulted in cascading changes to other district boundaries. These changes would have included less use of major arterial streets and dividing established neighborhoods. The Commission supported retaining Blake Street for the full length of the northern District 3 border as a more easily understood feature.

Adjusting the border between District 4 and District 7 in the Southside Neighborhood was considered, but the demographic information discussed for the affected area was not adequate to justify the potential change. The commission favored retaining the existing boundary in Amber Map Version 2.

For both changes, the Commission was concerned that responding to the request of a few individuals for a border change in one area would result in dissatisfaction from residents in other areas that were previously satisfied with the map boundaries, but now would have concerns after being affected by the requested changes. Ultimately, the Commission decided that there was not compelling testimony on the public record to justify making the changes on Dwight Way and the District 4/District 7 boundary.

Discussion of the Violet map centered around the goal of a student/renter-focused district and how well the map achieved that goal. Despite the best efforts of the Map Drafting Subcommittee, the Violet variation did not result in a significant difference in the renter percentage over Amber Map Version 2. The Amber Map Version 2 contains a renter population of 78.6% in District 4 and 94.5% in District 7. The Violet Map contains a renter population of 79.0% in District 4 and 90.7% in District 7. The Commission decided that the marginal difference did not justify the greater neighborhood disruption in the Violet Map.

The discussion of renter representation was raised by some community members at the public hearings and in written testimony. Analysis of the Amber Map Version 2 shows that six of the eight districts have a renter majority (all except District 5 and District 6), and three districts (District 2, District 4, and District 7) have a supermajority of renters (over 66%).

The commission voted unanimously, with three absences, to remove the Violet Map from consideration and send the Amber Map Version 2 forward in the process as published on February 10, 2022, to the February 28, 2022, public hearing for selection as the preferred final map.

FINAL MAP SELECTION

XVIII. Public Hearing #5, February 28, 2022

At the final public hearing, City staff provided a summary of the noteworthy features of the Amber Map Version 2, and compared the proposed map to the existing districts and neighborhood boundaries. The Commission received public testimony from eight speakers and discussed a few final aspects of the map regarding the configuration of the census blocks in the Marina, and the proposed changes from the February 19, 2022, meeting.

The changes to the District 1/District 2 border in the Marina was due to a change in the Census Block boundaries. Previously, the boundary ran along University Avenue and straight into the Bay on the line of the Berkeley Pier. The new block boundary included all of the harbor and the area of the Marina south of University Avenue into the same census block.

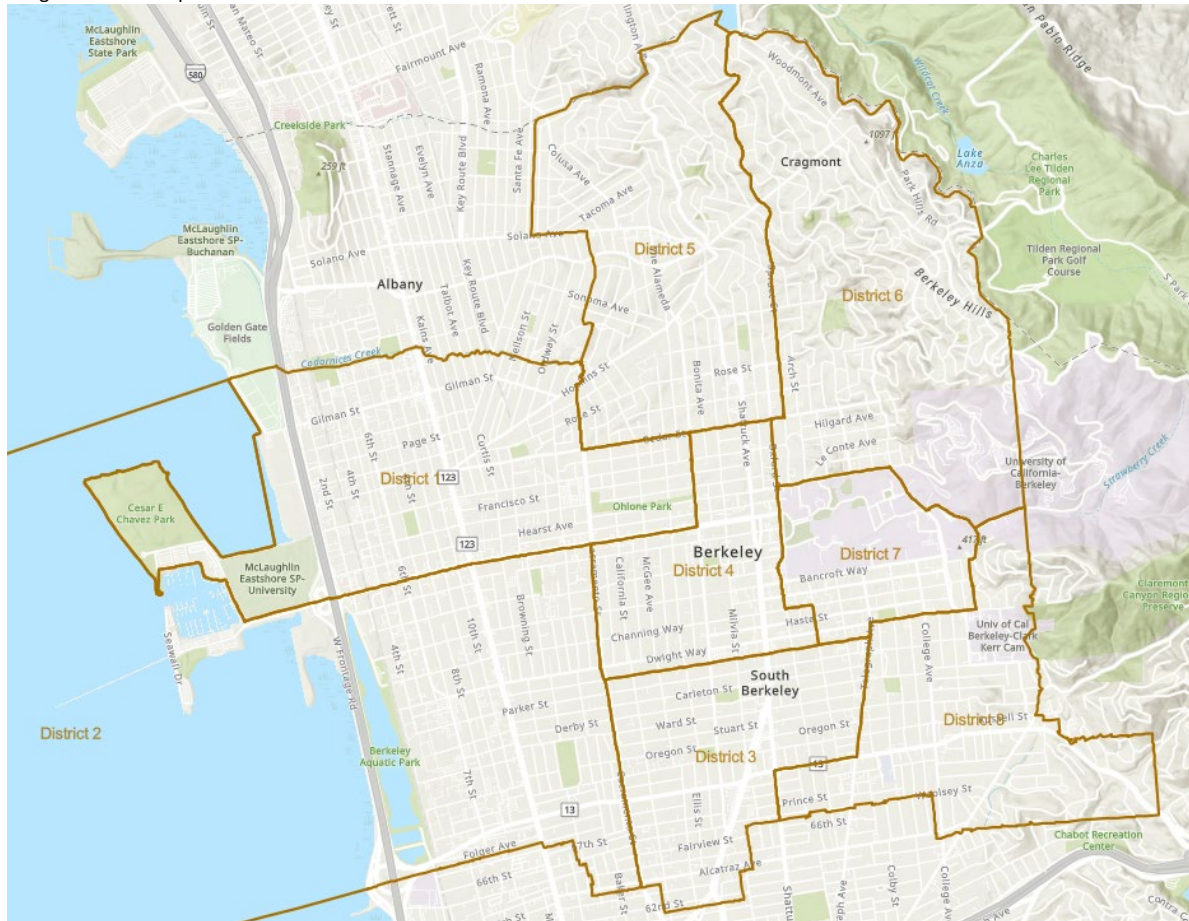
The Commission voted unanimously, with one absence, to advance Amber Map Version 2 as published on February 10, 2022, to the March 16, 2022, meeting for formal adoption.

XIX. Adoption of Final Map, March 16, 2022

At the final meeting of the Independent Redistricting Commission on March 16, 2022, the Commission unanimously approved Amber Map Version 2 as the official map for Berkeley City Council Districts. The Commission transmitted the map to the City Council for adoption of the redistricting ordinance to implement the map boundaries. At the March 16, 2022, meeting, the Commission also unanimously approved the Final Report for submission to the public and the City Council.

XX. Final Map - Amber Map Version 2

Image 4. Amber Map Version 2



A. Final Map Narrative

The original Amber Map was created by the Map Drafting Subcommittee to respond to the direction of the Independent Redistricting Commission to create a draft map that has a high level of continuity with the existing council district boundaries and includes changes only as needed to meet the six universal map criteria. The general satisfaction with current boundaries was a common theme in several COI Forms and written communications.

The universal criteria designated by the Commission are:

- Maximum of 10% population deviation.
- Contiguous districts.
- Maintain Communities of Interest and Neighborhoods.
- Use major arterial streets as boundaries where possible.
- Correct the features of the 2010 map that accounted for prior Councilmember residences.
- Include at least one compact student district in every map.

Based on valuable public input at the January 27, 2022, public hearing, the Subcommittee was directed to create a new version of the Amber Map to adjust the border between District 3 and District 8 near Ashby

BART. Amber Map Version 2 followed the Commission direction by moving the border between District 3 and District 8 east from Adeline Street to Shattuck Avenue to include the Ed Roberts Campus, the Ashby BART east lot, and St. Paul AME Church in District 3.

B. Compliance with Redistricting Criteria

Amber Map Version 2 is compliant with all applicable mandated regulations as noted in the report and summarized below. District-by-district maps and data tables for Amber Map Version 2 are provided in Appendix Q.

- 1) Equal Population: The map contains a maximum deviation of 7.76% between the largest district (District 3 at +2.72%) and the smallest district (District 5 at -5.04%). This deviation is within the allowable 10% threshold.
- 2) Contiguity: All of the council districts are geographically contiguous.
- 3) Neighborhoods/Communities of Interest: The map improves on the neighborhood integrity compared to the existing boundaries and the other draft maps. The map unifies the following neighborhoods: Westbrae, Poets Corner, LeConte, Lorin, Willard, and Northside; and responds to specific communities of interest in South Berkeley, Central Berkeley, West Berkeley, San Pablo Park Neighbors, Bart Station Neighbors, renters, and others.
- 4) Easily Understood Boundaries/Traffic Arteries/Geographic Boundaries: The use of major arterials is a significant component of the final map. The map uses Sacramento Street, University Avenue, Martin Luther King, Jr. Way, Cedar Street, Spruce Street, Oxford Street, Hearst Avenue, Dwight Way, Telegraph Avenue, Ashby Avenue, and Shattuck Avenue to the maximum extent possible.
- 5) Compactness: The districts in all draft maps are relatively compact and do not bypass nearby populations in favor of more distant populations or result in odd-shaped polygons with contorted boundaries.
- 6) Topography, Geography, Cohesiveness and Integrity: These criteria are reflected in the map thusly:
 - a. Topography: The Commission direction on topography/wildfire risk/transit access is reflected in higher elevation neighborhoods contained in two council districts (6, 8).
 - b. Geography: City Council district boundaries do not cross any significant geographic features in a manner that negatively affects neighborhoods or communities of interest.
 - c. The Cohesiveness and Integrity of the plan is evidenced by the re-unification of several traditional neighborhoods as described in paragraph 3) above, and the responsiveness to communities of interest.
- 7) Additional Criteria: The Amber Map Version 2 adheres to the Charter criteria as stated above and incorporates the additional criteria as approved by the Commission on January 10, 2022, to: 1) correct the features of the 2010 map that accounted for prior Councilmember residences; and 2) include at least one compact student district in every map.

The final map achieves the first directive by returning the “cap” on District 4 (the block bounded by Milvia Street, Vine Street, Henry Street, and Cedar Street) to District 5, and by removing the “tail” from District 7 to unify the LeConte and Willard neighborhoods in District 8.

The second directive is accounted for with the consolidation of District 7, the traditional “student district,” in the campus and Southside areas closer to campus, and by adding the International House student housing complex to District 7.

CONCLUDING REMARKS

Berkeley's redistricting process began in the summer of 2020 with the announcement that applications to serve on the first-ever Berkeley Independent Redistricting Commission would be available on September 8, 2020, almost 19 months ago.

Over the past two years, both the 2020 Census Count and the ensuing Redistricting process faced unprecedented challenges with the COVID-19 pandemic looming over every aspect. It forced the Commission to adopt new and novel approaches to public outreach, holding public meetings virtually, and working collaboratively to create the draft maps. The pandemic also delayed the release of the Census data, which dramatically altered and compressed the timeline to draw the new districts.

Despite these challenges, the process engaged the public, and was conducted in an open and transparent manner with integrity, fairness, and without personal or political considerations. Under difficult conditions, the Commission, the public, and City staff have been able to complete the process on time for the November 2022 election, and within budget.

The final map is compliant with all applicable laws and reflects the extensive input received from the community. The participation by the Berkeley community has been an invaluable asset throughout the process and helped guide the Commission's work.

This report satisfies the requirements of Berkeley City Charter Section 9.5(d)(3). It is the sincerest hope of the Commission that the City Council, the Berkeley community, and future incarnations of the Commission find this report an informative and useful record of the City Council redistricting process conducted after the 2020 United States Census Count.

APPENDICES

- A. Governing Regulations for Local Redistricting
- B. Independent Redistricting Commission Bylaws
- C. Independent Redistricting Commission Meeting Data Summary
- D. Outreach Plan for Berkeley Redistricting
- E. Commissioner Recruitment and Public Outreach Materials
- F. Outreach Log for Berkeley Redistricting Activities
- G. Redistricting Hub Website
- H. Alameda County Complete Count Committee Final Report
- I. Community of Interest Forms Submitted by the Public
- J. Community of Interest Form Matrix
- K. Public Submission Process Packet
- L. Paper Map Template for Public Map Submissions
- M. Redistricting Maps Submitted by the Public
- N. Public Map Review Matrix
- O. Draft Maps – Orange, Blue, Maroon, Violet, Amber
- P. Accessible Descriptions of Draft Map Boundaries
- Q. Final Adopted Map – Amber Map Version 2
- R. Berkeley Redistricting Plan
- S. Links to Redistricting Resources (Written Communications, Census Data, Commission Minutes)