



# CITY COUNCIL STAFF REPORT

DATE: December 9, 2021

PUBLIC HEARING

SUBJECT: REDISTRICTING 2021: PUBLIC HEARING REGARDING REDISTRICTING OF CITY COUNCIL BOUNDARIES AS REQUIRED BY ELECTIONS CODE SECTION 21601 ET SEQ AND REVIEW OF THE SCHEDULE OF PUBLIC HEARINGS AND COMMUNITY WORKSHOPS

FROM: Justin Clifton, City Manager

BY: Anthony J. Mejia, City Clerk

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## SUMMARY:

Every 10 years, cities with by-district election systems must use new census data to review and, if needed, redraw district lines to reflect how local populations have changed. This process, called redistricting, ensures all districts have a nearly equal population. The redistricting process for the City of Palm Springs must be completed by April 17, 2022.

## RECOMMENDATION:

1. Receive a report from Staff and the City's redistricting consultant on the continued redistricting process and review draft maps.
2. Conduct a public hearing to receive public input on district boundaries.
3. Provide direction regarding the schedule of public hearings and community workshops.

## BACKGROUND:

Every 10 years, cities with by-district election systems must use new census data to review and, if needed, redraw district lines to reflect how local populations have changed. This process, called redistricting, ensures all districts have a nearly equal population. The redistricting process for the City of Palm Springs must be completed by April 17, 2022. The first of five scheduled public hearings was held on November 4, 2021 and provided an overview of the redistricting process.

## ANALYSIS:

The City adopted its current district boundaries in 2018, based on 2010 census data as required by law. The districts must now be redrawn using the 2020 census data and in compliance with the FAIR MAPS Act, which was adopted by the California legislature as AB 849 and took effect January 1, 2020. One of the key requirements under the Fair Maps Act, and the federal Voting Rights Act, is that districts be population balanced. In

addition, maps may not intentionally seek to dilute or minimize the minority vote and if there is an ability to create majority/minority voting districts, the agency must strive to do so. Currently, the City's districts vary widely in population, a result of the post-recession building boom occurring since the 2010 census, the numbers from which were used to draw the City's original district boundaries. At present, the population deviation between the least populated district to the most populated district, as compared to the ideal population (1/5 of the total City population) is 12.135%. One of the goals of redistricting is to reduce the total deviation to as close to zero as possible, however, the courts have ruled that a deviation of 10% or less is generally acceptable.

The purpose of this public hearing is to share draft map options and receive feedback on the maps presented. The City's redistricting consultant has presented two initial map options for consideration. Each of those maps is analyzed below.

### ***Map Option A***

Map A begins with a simple population rebalance, to reduce the total deviation to an acceptable level. Closely resembling the current City Council district boundary map, Map A primarily reduces population in District 3 and adds it to District 4. The map reflects an acceptable total deviation of 5.39%. The map also creates more compact Districts 3 and 4. Due to the dispersed nature of the minority population throughout the community the map does not create a majority/minority voting district. Complete demographic analysis of the census data for Map Option A is attached to this report.

### **Map Option B**

Map B also focused on population rebalance, however, it more dramatically changes the district configurations. Whereas Districts 1 and 5 remain fairly consistent with their current boundaries, Districts 2, 3, and 4 change significantly in the core of the City. This map creates more compactness for the central districts as compared to the City's existing boundary map. The map achieves a total deviation of 2.32%. As with Map Option A, this map does not create a majority/minority voting district. As stated previously, the dispersed nature of minority residents may make it impossible to draw a district with majority/minority representation. Complete demographic analysis of the census data for Map Option A is attached to this report. At the direction of the City Council, the City's consultant is attempting this exercise and will have a report prepared at the next public hearing, scheduled for January 27, 2022.

Both map options are population balanced, relatively compact, contiguous, and respect various communities of interest. At this hearing, the City Council and community are invited to comment on the proposed maps and/or suggest revisions.

**These draft maps and a map of the existing districts, are also available in an interactive online format on [Google Maps](#).**

Further, an online mapping tool for the public has been launched, and is available at the City's dedicated redistricting website, <https://www.psdistricts.com/>. The public is invited

to draft and submit their own maps, which will subsequently be evaluated for compliance with the Fair Maps Act and the federal Voting Rights Act prior to the January 27, 2022 hearing. The deadline for the public to submit draft maps for evaluation at the January 27 hearing is January 10, 2022.

### Next Steps

Beginning December 13<sup>th</sup>, 2021, the City will be conducting workshops in various areas of the City, COVID restrictions permitting, to further engage residents in the redistricting process. A demonstration of the online mapping tool will be available, as well as paper mapping kits for the public to draw their own maps.

Public Hearings 3 and 4 will be held, January 27, 2022, and February 10, 2022, respectively. At these hearings, the Council may also discuss adjusting the sequencing of district elections so as to balance the number of open seats on the ballot at any given election. Any changes to the current sequencing of district elections would be made part of the final ordinance adopting the revised district boundaries. It is anticipated that a 5th Public Hearing will be held on March 14, 2022, to adopt the final map. A complete list of the hearing and workshops may be found at <https://www.psdistricts.com/>.

### Accelerated Schedule

The City Council expressed interest in accelerating the redistricting schedule, noting impacts to potential candidates' ability to declare their candidacy due to the uncertainty related to the district boundaries. Given the limited scope of adjustments to the existing boundaries, Staff concurs that the City Council could accelerate the schedule by eliminating the fifth public hearing (not legally required) and the second round of community workshops. Additionally, Staff and the consultant could conduct a virtual workshop to provide the public with an opportunity to learn more about the finalist map(s).

<b>Public Hearing #3</b>	January 27 at 7 p.m.
<b>Purpose:</b> Review of the consultant and community-drawn maps and select the finalist map(s) for consideration.	
<b>Virtual Community Workshop</b>	February 1, 2021, at 5:30 p.m.
<b>Public Hearing #4</b>	February 10 at 7 p.m.
<b>Purpose:</b> Discuss and select the top three (3) maps. Select and adopt the final map.	

FISCAL IMPACT:

There is no fiscal impact associated with this action.

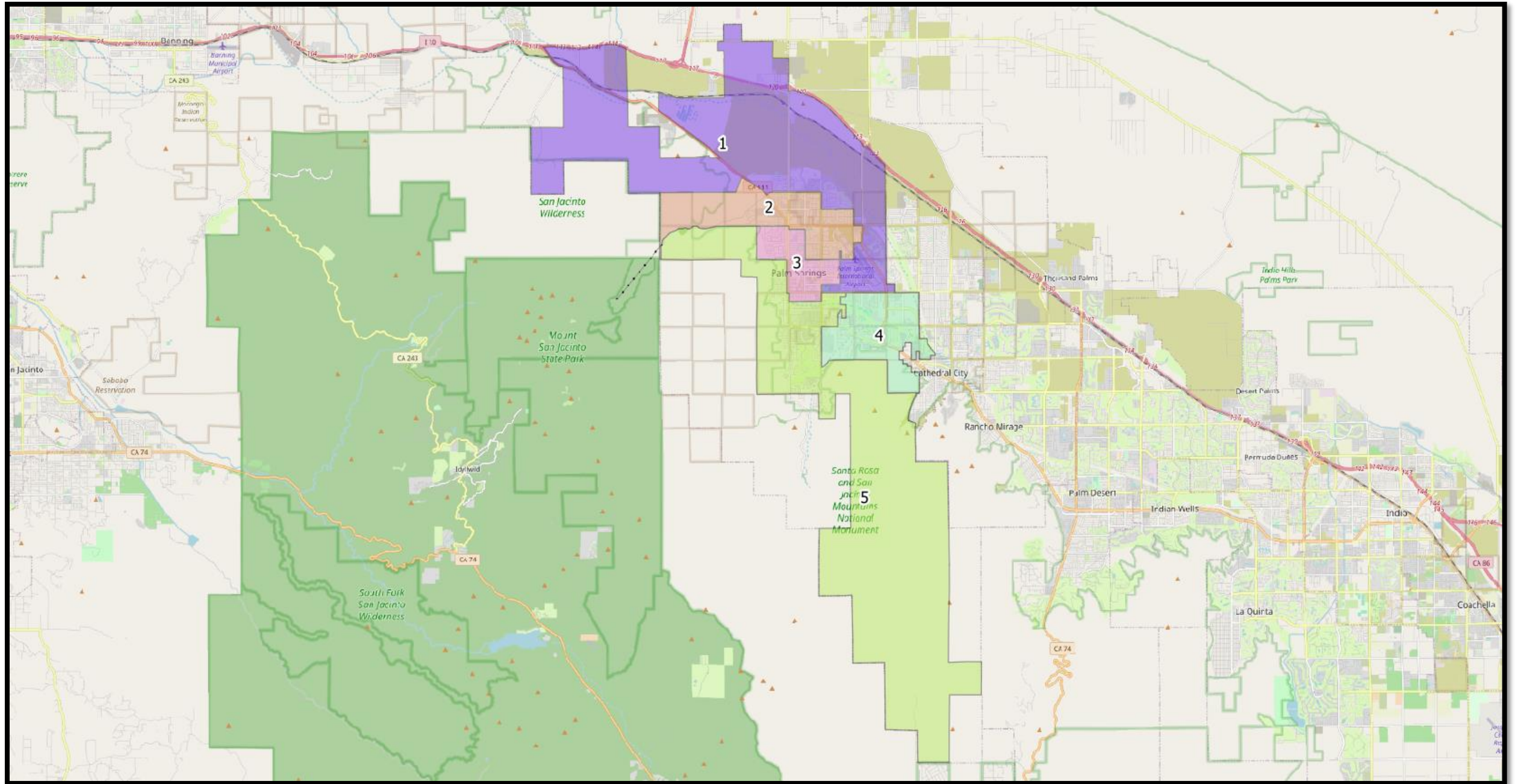
REVIEWED BY:

City Clerk:	Anthony J. Mejia
City Attorney:	Jeffrey S. Ballinger
City Manager:	Justin Clifton

ATTACHMENTS:

- A. Draft Maps and Demographic Analysis
- B. Submitted News Articles

## MAP OPTION A

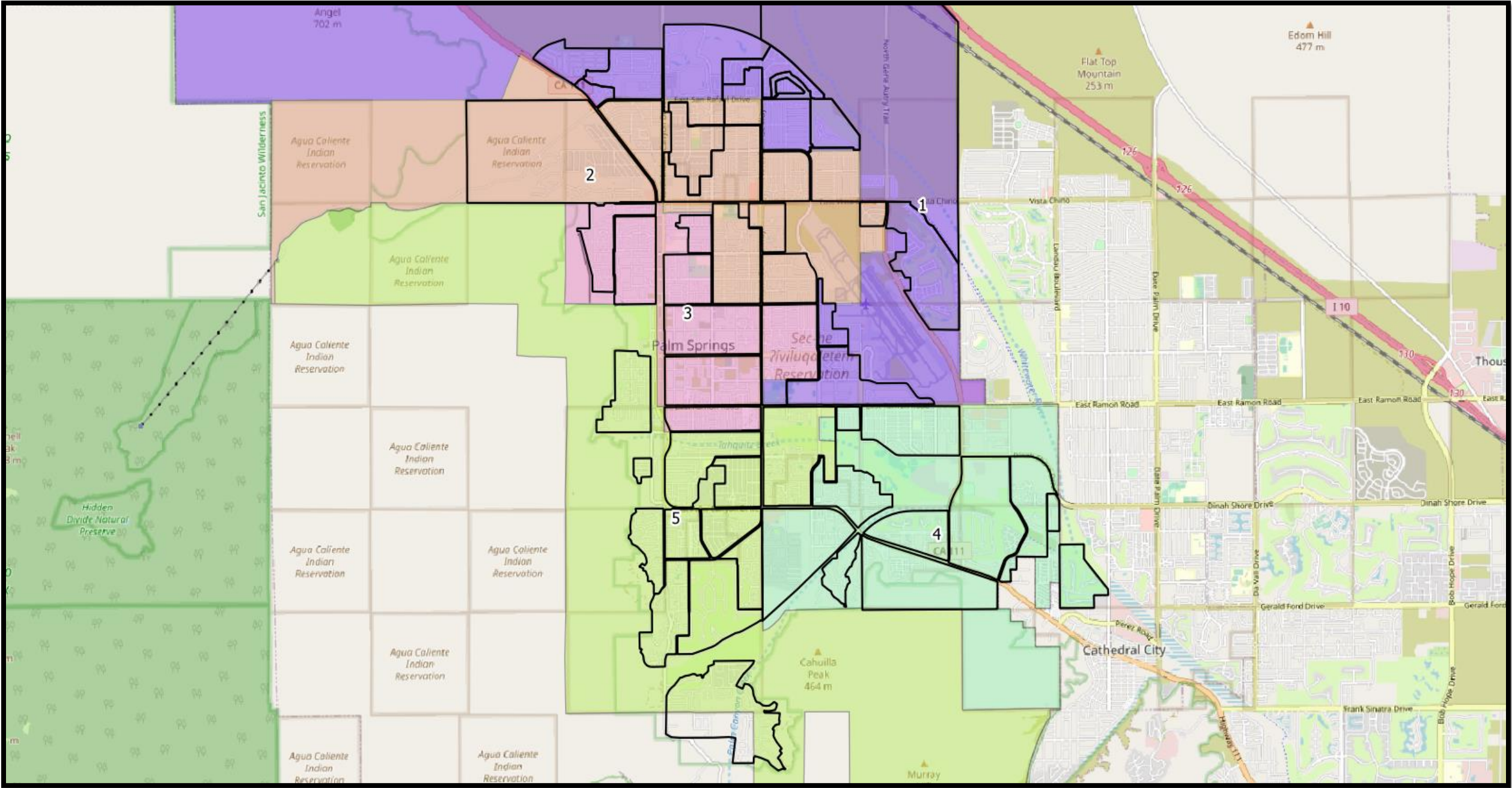




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MAP OPTION A

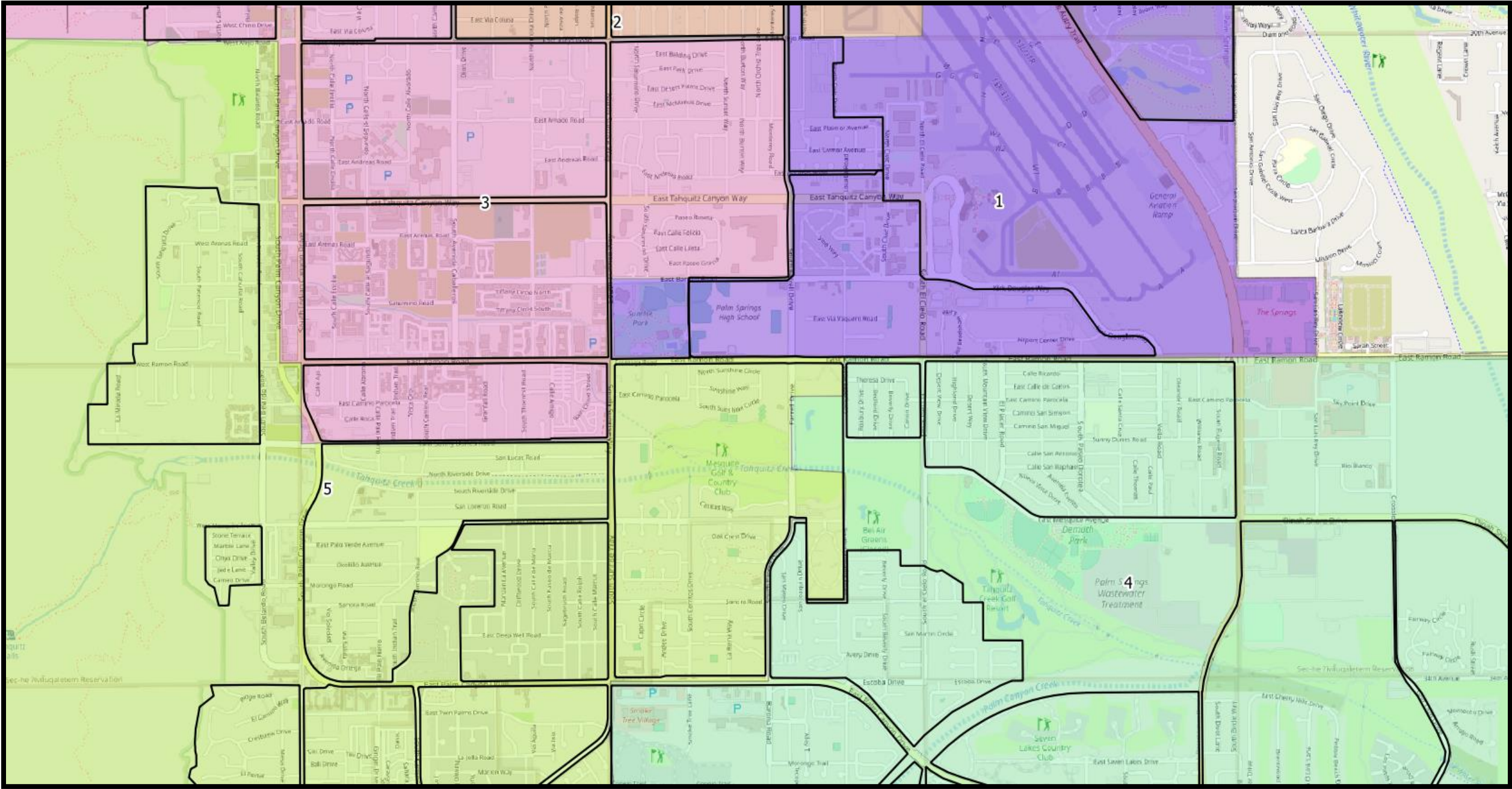








MAP OPTION A

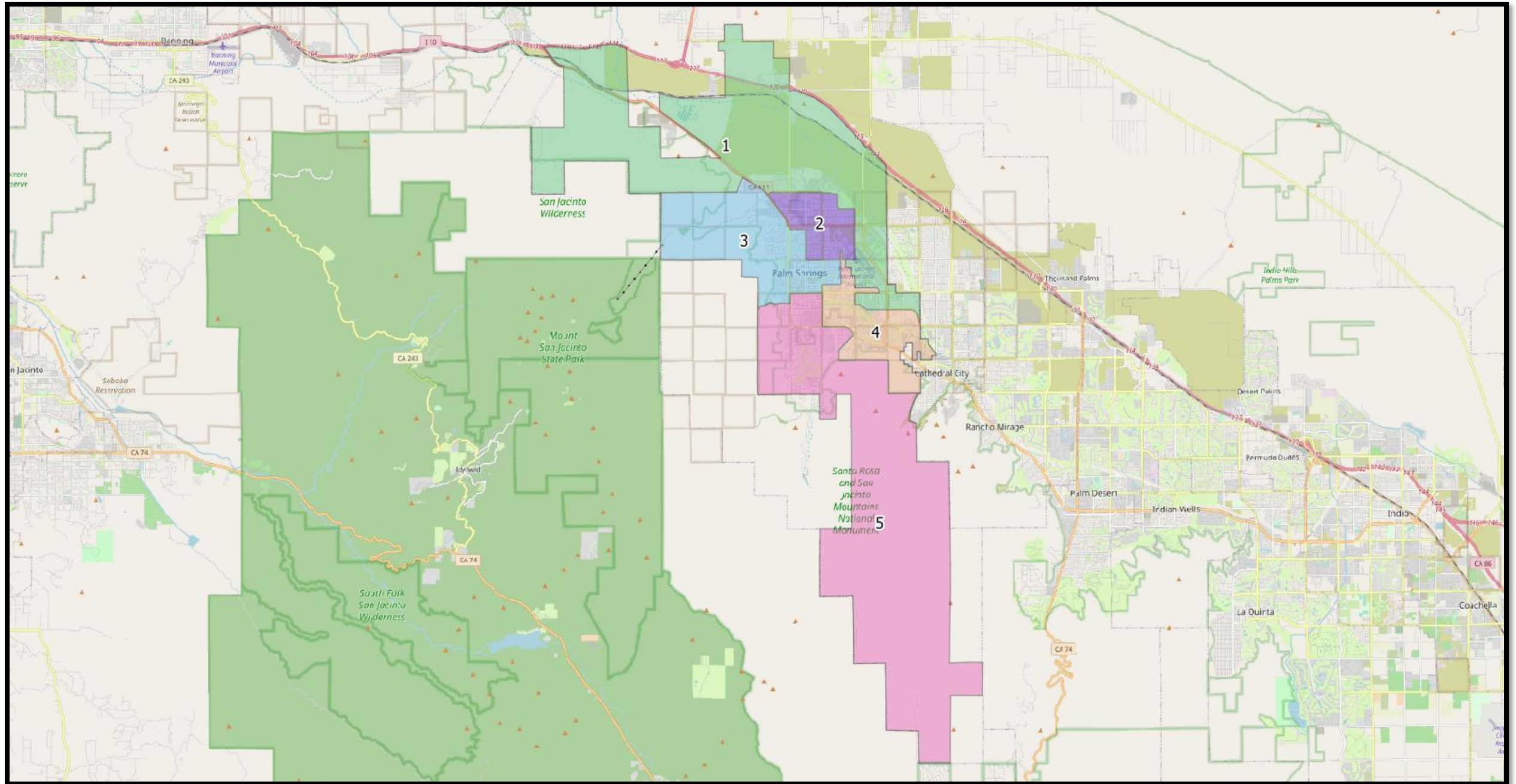


# Map Option A

District	Total_Population	Raw Deviation	% Deviation	CVAP19 Total	CVAP19 NL White	CVAP19 NL Black	CVAP Hispanic	CVAP19 Not Hispanic	CVAP19 NL AIAN	CVAP19 NL ASIAN	CVAP19 NL Hawaiian	CVAP19 NL Other
1	9,109	153	1.70%	6,858	3,756	660	1,919	4,828	19	270	-	34
2	9,059	103	1.15%	7,702	5,711	370	1,216	6,532	18	350	28	6
3	9,056	100	1.11%	7,077	5,292	282	1,131	5,937	48	209	-	20
4	8,626	-330	-3.69%	7,226	4,998	233	1,225	6,008	115	519	4	14
5	8,932	-24	-0.27%	7,923	6,794	92	719	7,211	45	158	5	11
Total	44,782											
Ideal	8,956											
Total Deviation			5.39%									

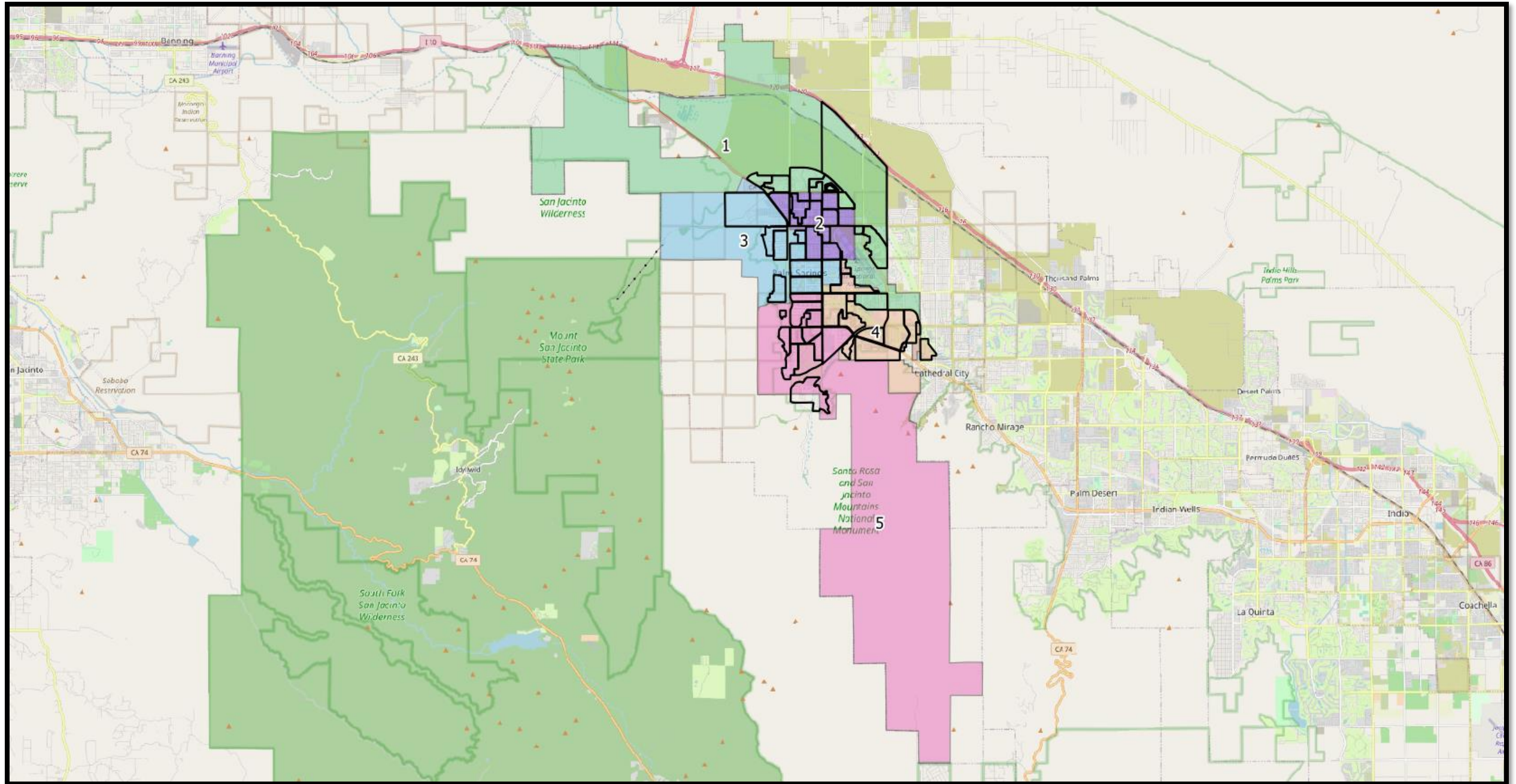


## MAP OPTION B





## MAP OPTION B

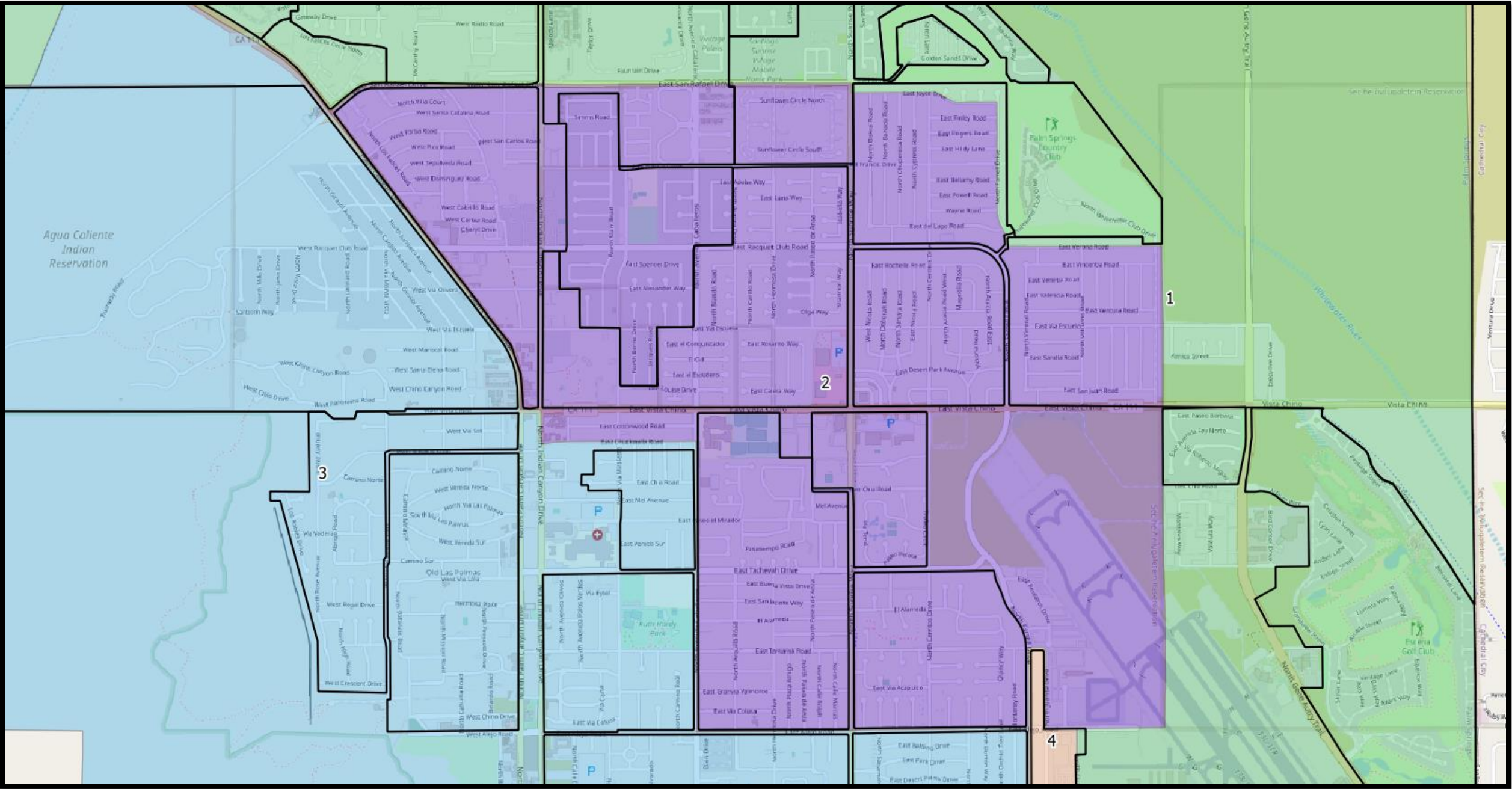




This map of Palm Springs, CA, displays five numbered regions (1-5) and various landmarks. Region 1 is a small area in the northeast. Region 2 is a cluster of purple-shaded areas in the north-central part. Region 3 is a large light blue area in the west-central part. Region 4 is a pink-shaded area in the southeast. Region 5 is a large pink-shaded area in the south. Landmarks include the Agua Caliente Indian Reservation (multiple areas), Hidden Divide Natural Preserve, San Jacinto Wilderness, Angel (702 m), Flat Top Mountain (253 m), Edom Hill (477 m), Cahuilla Peak (464 m), and Cathedral City. Major roads like I-10, I-26, and SR-111 are shown. The map also includes a scale bar and a north arrow.

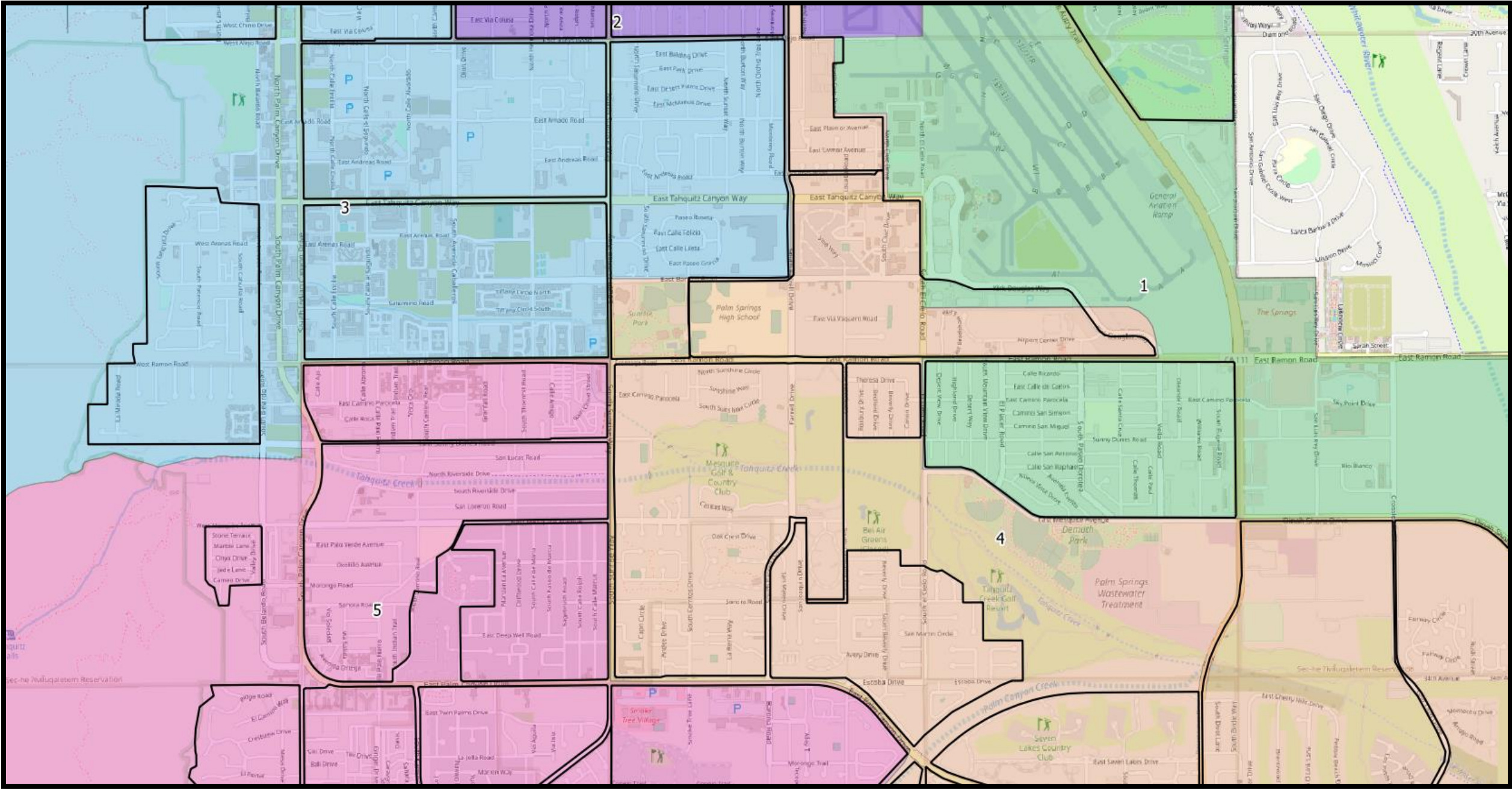


MAP OPTION B





MAP OPTION B



# Map Option B

District	Total_Population	Raw Deviation	% Deviation	CVAP19 Total	CVAP19 NL White	CVAP19 NL Black	CVAP Hispanic	CVAP19 Not Hispanic	CVAP19 NL AIAN	CVAP19 NL ASIAN	CVAP19 NL Hawaiian	CVAP19 NL Other
1	9,004	48	0.53%	6,370	3,133	647	1,709	4,492	15	606	-	35
2	8,914	-42	-0.47%	7,619	5,650	374	1,222	6,452	26	284	28	6
3	9,059	103	1.15%	7,006	5,254	295	1,037	5,964	48	278	-	20
4	8,770	-186	-2.08%	7,794	5,901	217	1,298	6,566	122	185	2	16
5	9,035	79	0.88%	7,997	6,613	104	944	7,042	34	153	7	8
Total	44,782											
Ideal	8,956											
Total Deviation			3.23%									

## WASHINGTON POST

### 2020 CENSUS MAY HAVE UNDERCOUNTED BLACK AMERICANS, NEW ANALYSES SAY

By Tara Bahrapour

October 13, 2021 at 9:00 a.m. EDT

Two new analyses suggest the 2020 Census may have undercounted Black people at a significantly higher rate than usual, raising concerns about whether minority communities could lose out on fair representation and funding over the next 10 years.

The Census Bureau has not yet released data that would allow comparisons of 2020 Census results with earlier estimates to assess the survey's accuracy. But a simulation comparing the bureau's estimates for 2020 with results from 2010 indicates that the country's Black population may have been undercounted at a rate up to three times as high as in 2010. And a second report suggests the undercount of Black children could be up to 10 times as high as a decade ago.

The findings align with concerns that some jurisdictions and civil rights advocates have had about lower-than-expected totals in the 2020 Census.

If the analysis holds up, that means the 2020 Census count of people who identified as Black alone could be approximately 2 million lower than it should be. The undercount could have profound implications for a wide array of services that are based on population counts, including Medicaid and Medicare, the Supplemental Nutrition Assistance Program (SNAP), highway planning and construction, Section 8 housing vouchers and Head Start.

"This might be our greatest undercount since 1960, or 1950," said Marc Morial, president and chief executive of the National Urban League, which sued the bureau last year to stop the count from ending early.

Even in the best of times, the census tends to overcount some populations and undercount others, with the highest undercounts among minorities, renters, low-income people and children. But the 2020 Census was fraught with challenges, including Trump administration efforts to add a citizenship question, the coronavirus pandemic, natural disasters, and legal battles over the count's end date. All of these raised concerns among experts about whether the undercounts would be more significant this time.

"It was a perfect storm for an undercount on multiple levels," said Rep. Brenda Lawrence (D-Mich.). Many people in poor and minority communities are already reluctant to respond to questions about their household members, a problem that was exacerbated by the additional challenges, she said. "I'm hopeful that the official numbers are not as low as the ones that the analysts are putting out, but the numbers that we've seen from these analysts are disturbing."

The simulation, an independent analysis conducted by Connie Citro, a statistician who is also a senior scholar at the Committee on National Statistics at the National Academies of Sciences,



Engineering, and Medicine, presents three possibilities for a net undercount of people who check Black and no other race, based on the bureau's low, middle and high independent population estimates released in December. Citro calculated a net undercount of between 3.24 and 7.25 percent, compared with a 2.3 percent net undercount for that group in 2010.

For people who check Black in combination with other races, Citro's analysis found a range between a 0.28 percent overcount and a 4.36 percent undercount, compared with a 1.1 percent undercount for that group in 2010.

The full extent of the survey's undercounts and overcounts will become clearer next year when the bureau releases what is known as its modified race file, a tally that reassigns people who marked "some other race" alone into Black and non-Black categories. A post-enumeration survey, conducted by the bureau after each decennial census, will further assess the accuracy of the 2020 count.

In the meantime, Citro looked at how the bureau reallocated people who filled out "some other race" alone in 2010, then applied those ratios to the 2020 Census's race and ethnicity data, which came out in August — adjusting for the fact that the number of people who marked that category increased in 2020.

While her analysis is only a simulation and is not peer-reviewed, Citro said, "it gives a clue that is backed up with other clues."

Given the challenges in 2020, she added, "it would be surprising if this census did not have more errors than 2010 and 2000. They did an outstanding job with the hand they were dealt, but it was not a good hand to be dealt."

The bureau said it is too early to draw conclusions about the survey's accuracy. "The data to do that are just not available," said Eric Jensen, the bureau's senior technical expert for demographic analysis. "Any attempt to do that at this time would just be an approximation."

Noting that more respondents marked "some other race" in the 2020 Census than in 2010, Jensen said, "That's why we want to be really careful and make sure that we are using 2020 data for doing that process."

An independent report released last month by the American Statistical Association said its experts did not have enough information to determine the quality of the 2020 Census

A new system of fuzzing out some data to protect the privacy of respondents could further complicate attempts to assess the survey's accuracy at smaller geographic levels.

The bureau's demographic analysis estimates contain only Black and non-Black categories because the estimates rely on some information, such as birth records, that did not identify other races until more recently.

But an analysis published last week that includes Citro's findings and focused on children suggested a high undercount for both Black and Hispanic children.

That report, by William O'Hare, author of the book "The Undercount of Young Children in the U.S. Decennial Census," calculated that the net undercount may have increased from 0.6 percent in 2010 to 5.8 percent for Black-alone children and from 2.1 to 4 percent for Hispanic children. The calculation showed an increase from 1.5 to 4.2 percent over the past decade for children who were Black-alone or in combination.

The report was posted on the website of the Count All Kids Committee, a coalition of organizations originally formed to see that all children were counted in the 2020 Census.

"I'm very concerned," O'Hare said. "The biggest implication has to do with funding — federal funding and state funding. Places that have large numbers and percentages of Blacks and Hispanics the census data [misses], they won't get their fair share of funding and resources."

The 2020 Census was the first in which respondents were encouraged to fill out the form online, which made responding easier for some groups and possibly helped boost the self-response rate. "The self-response rate in 2020 was almost the same as 2010, but I have to wonder whether that might have worked well for middle-class and upper-class White families but not so well for Blacks and Hispanics," O'Hare said.

Citro concurred, saying, "The self-response rate dropped dramatically in census tracts that were overwhelmingly minority, and when the self-response rates drop, the data gets flakier and flakier. So that's why this seems to me somewhat plausible, what I am simulating." She said that she had shared the analysis with the Census Bureau and that "they said the method that I'm using makes sense, given the data that are available."

Some jurisdictions began voicing concerns about the 2020 Census after its results showed smaller populations than expected.

When race and ethnicity data was released in August, Detroit Mayor Mike Duggan said the census had undercounted his city by at least 10 percent, based on the number of residential households with current electricity accounts, and threatened legal action. A Duggan spokesperson said this week that the mayor is awaiting the results of a University of Michigan study before deciding whether to sue.

D.C. also expected a higher population count than the census found, and immigrant-heavy states such as Texas and Florida did not grow as much as anticipated, leading some census experts to suspect undercounts in these places.

One of those experts is Arturo Vargas, chief executive of NALEO Educational Fund, who professed skepticism in April after state population totals reflected lower-than-expected counts in states with large Latino populations. "As I said before, I smell smoke, and there is definitely fire when it comes to an undercount in 2020," he said last week.

“This is not a blame game about the bureau’s competency,” Vargas said. “There were just such extraordinary circumstances, both internal, with the Trump administration mischief, and external, meaning pandemic, that despite the bureau’s yeoman’s effort, we’re just not going to have a better census in 2020 than in 2010.”

An undercount of poor and minority groups exacerbates inequality, Rep. Lawrence said, adding that when more-affluent communities are accurately counted, “then there’s resentment in the [poorer] community that ‘Why are they getting more money to repair their roads when ours are the ones in horrible condition? Why are they getting more senior and HUD programming?’ That’s why the census is so important.”

The Congressional Black Caucus, of which she is a leader, has formed a committee to look into preventing problems such as a fight over the survey’s end date, which was the subject of heated legal battles in October 2020 as the Trump administration pushed to end the count earlier than the bureau had planned. “We’re going to have to legislate so that cannot be an option, to stop the count early,” Lawrence said.

Although congressional apportionment cannot be adjusted to compensate for an undercount, and it would be hard to change redistricting after the fact, it might be possible to revise the way funds are allocated. Lawmakers could adjust formulas to take into account disparities that come to light when the numbers are released, said Terri Ann Lowenthal, a former staff director of the House census oversight subcommittee and a consultant on census issues. “Congress hasn’t really considered that in the past, but should it? Maybe.”

Vargas agreed, saying that if the post-enumeration survey shows a higher undercount than expected, “there’s no reason why the Census Bureau shouldn’t proceed with trying to come up with corrected numbers.”

Tara Bahrapour, a staff writer based in Washington, D.C., writes about aging, generations and demography. She has also covered immigration and education and has reported from the Middle East and North Africa, and from the republic of Georgia.



**NPR**

## **THE 2020 CENSUS LIKELY LEFT OUT PEOPLE OF COLOR AT RATES HIGHER THAN A DECADE AGO**

By Hansi Lo Wang

Updated November 2, 2021 10:19 AM ET

Last year's approximately \$14.2 billion census likely undercounted people of color at higher rates than those of the previous once-a-decade tally, an Urban Institute study involving simulated census results released Tuesday suggests.

Researchers at the Washington, D.C.-based think tank say that while the Census Bureau may have continued to overcount people who identified as white and not Latino, it also likely failed to count some 2.5 million people in other racial and ethnic groups.

The Urban Institute estimates that nationwide, the net undercount rates by race or ethnicity were highest for Black people (2.45%), Latinx people (2.17%) and Pacific Islanders (1.52%). The estimated net undercount rates for Asian Americans and Native Americans were each less than a percent.

The study, which cites NPR's reporting, also finds last year's net undercount rate for children under 5 (4.86%) is likely higher than what is considered the bureau's most reliable 2010 estimate. The net undercount rate for renters may have almost doubled over the past decade to 2.13%, and for households with noncitizens, that rate may have been as high as 3.36%.

The Urban Institute's method for calculating the national head count's accuracy is different from what the Census Bureau uses. The think tank's new figures come months before the bureau is set to start releasing its over- and undercount estimates from a follow-up survey for a census that was disrupted by the coronavirus pandemic and interference from former President Donald Trump's administration, including a failed push to add a citizenship question.

In the meantime, however, there's been a growing chorus of concern among many census advocates about the long-term implications of undercounts, which affect the census data used to redraw voting districts and reallocate both seats in Congress and Electoral College votes for presidential elections.

The National Urban League, which sued to try to stop the Trump administration from ending counting early last year, recently called for congressional hearings into how the administration's interference with the 2020 census "could rob" fair political representation from communities where Black people live.

"The U.S. Census Bureau recognizes the importance of accuracy for the 2020 Census," the bureau said in statement that referenced its upcoming release of results from the Post-Enumeration Survey (PES), as well as Demographic Analysis (DA) estimates based on government records. "Once we

<https://www.npr.org/2021/11/02/1044761456/2020-census-results-by-race-undercount-populations-black-latino-hispanic-urban>

have these results for DA and the PES, we will be able to better understand the full coverage measurement patterns of the 2020 Census."

"In a decennial census where there was a lot of uncertainty, I think it's increasingly important to have external benchmarks on census data so we know, for example, if states need to rethink how they allocate resources within their state," Diana Elliott, one of the Urban Institute report's co-authors, says of how each state's share of federal funding is determined in part by census results.

To produce their estimates, researchers with the Urban Institute used census participation rates, national survey results and other data to simulate results of last year's national head count.

One of the report's advisers — Robert Santos, who is the Urban Institute's chief methodologist — is also President Biden's nominee for Census Bureau director.