

2020 FORESIGHT

How Oakland's Redistricting Requires Active Community Engagement



OAKLAND VOTES REDISTRICTING COALITION

MARCH 2014



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CONTENTS

Redistricting Memo	2
INTRODUCTION: Message to 2020 Oakland Residents	3
Oakland City Council Tentatively Chooses One Redistricting Plan, Vote Upcoming	4
Quickly Reshaping Oakland Politics.....	5
THE PROBLEM: What’s Wrong with Oakland Districts?.....	6
History of Oakland Gerrymandering, 2013 Political Context	7
ACLU Letter.....	8
BACKGROUND: Origins of the Coalition	9
Timeline and Coalition Activities	10
COMMUNITY ENGAGEMENT: Why Do You Love Oakland? How Will Redistricting Impact Your Neighborhood?.....	11
OUTCOMES	12
CHALLENGES AND LESSONS LEARNED: Organizers’ Notes from Base-Building Groups in the Coalition.....	13
What’s the Difference Between Public Information and Community Engagement?.....	15
Comparing Public Information and Community Engagement Strategies	16
Kalb Criteria	17
APPENDIX: Outline for September 18 Meeting	18

“With regard to the 14th Amendment (one person, one vote), “a ten percent (10%) maximum deviation does not (in and of itself) provide a safe harbor. However, it is a rebuttable presumption.” Ultimately, deviations are only constitutional where the divergences are based on legitimate considerations put into effect by a rational policy. Staff believes that the abovementioned redistricting criteria, coupled with the results of staff’s initial redistricting study, would justify not changing the current Council district lines.”



DISTRIBUTION DATE: 7/11/12

MEMORANDUM

TO: HONORABLE MAYOR &
CITY COUNCIL

FROM: Scott Miller

SUBJECT: Redistricting

DATE: July 11, 2012

City Administrator

Date

Approval /s/Deanna J. Santana

7/11/12

INFORMATION

According to the City Charter, Article II, Section 203 (Nomination and Election of Councilmembers), the Council District boundaries should be revisited every ten years after its first redistricting effort in 1993. The last redistricting occurred in 2003 and the Ordinance 12495 was adopted with the revised City Council District boundaries, which resulted less than a half percent (0.50%) difference in percentage of total population among all seven Districts. The 2003 Redistricting effort, using an outside consultant, cost the City approximately one hundred and ten thousand dollars (\$110,000). If the City were to follow a similar process today, the anticipated to cost would be an upward of \$125,000. At this time, a redistricting exercise and expenditure appears unwarranted, given the very close population statistics gathered from the 2010 Census efforts in comparison to the 2000 population statistics utilized in the 2003 Redistricting effort and other criteria outlined in this memorandum. However, because the aforementioned Charter Section 203 states that “In the year 1993, and every ten years thereafter... the Council shall form new districts not exceeding seven”, the Council will need to adopt an ordinance establishing districts. Should the Council accept the considerations and principles outlined in this memorandum, the Council would be presented with an ordinance that essentially re-adopts the existing Council district boundaries, as opposed to redrawing district boundaries.

Population Change

The Department of Planning, Building and Neighborhood Preservation conducted an initial assessment of the total population in both 2000 and 2010 in preparation for the Redistricting 2013. As noted in Table 1 below, comparing the total population within each District in 2010, it was found that the largest percentage difference in all seven Districts was less than three percent at two point seventy percent (actual was 2.70%), occurring between the comparison of District 2 with 13.30% and District 3 with 16.00%. The City Charter requires that the “Districts shall be composed of contiguous territory, as equal as possible in population, and as geographically compact as practicable.” The term “equal population” has generally come to mean that the legislative districts should differ by no more than ten percent (10%). It should be noted that the

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INTRODUCTION

Message to 2020 Oakland Residents

The Oakland Votes Redistricting Coalition (OVRC) is a coalition of organizations and activists who fought to defend voting rights in our city in 2013. This report describes our activities, what we learned, and why you should organize for a meaningful, community-driven redistricting process after the next U.S. Census.

Our context for demanding a redistricting process is steeped in recent history. Since Oakland's last redistricting, our school district and police department have been placed under state and federal control. Further disenfranchisement by disregard for the Voting Rights Act was unacceptable.

The history of drawing district lines in Oakland over the last several decades is a history of gerrymandering, denial of voting rights, and a very slow bend of that arc of history toward justice. Community leaders in the post-1980 and 1990 processes fought to create new districts that would expand the power of Asian and Latino communities. We salute their success in crafting districts that have offered opportunities to African-American, Latino and Asian representatives. Unfortunately, after the 2000 Census, Oakland took a step backward as the City Council conducted a questionable process that put individual politicians' interests ahead of community needs.

In 2012, Oakland's city administrator proposed skipping redistricting altogether, disregarding the clear mandate in the City Charter and the requirements of the Voting Rights Act. Our Coalition came together to demand that redistricting happen under an open process.

We met with mixed success.

We failed to win new lines that correct the legacy of disenfranchisement, reflect the full intent of the Voting Rights Act and promote self-determination for low-income communities of color. The final map approved by the Council fails to correct the legacy of gerrymandering; however, in the process the Council was forced to acknowledge this history explicitly. Whether the next round will pick up this important work depends on your leadership and the actions you take.

Our Coalition brought together new leaders from across the city, and applied organizing experience to community engagement. This kind of engagement builds a deeper connection between residents and the process—as well as between residents and our city.

That's the most important lesson learned in this process. Moving past passive public information to secure active community engagement is critical. If Oakland decides to draw new lines after the 2020 Census under the leadership of a Citizens/Residents Commission, there's no guarantee that community members will be pro-actively contacted or engaged, or that the "outreach" process will truly *reach out* to communities and draw from the experience, wisdom, and deep love for Oakland that its residents hold. A stacked Citizens Commission, or a Commission that relies only on superficial public information, will disenfranchise Oaklanders again.

We pass this torch to future residents to produce a fair, open, and credible redistricting process.

This report describes our activities, what we learned, and why you should organize for a meaningful, community-driven redistricting process after the next U.S. Census.

OCTOBER 31, 2013



OAKLAND CITY COUNCIL TENTATIVELY CHOOSES ONE REDISTRICTING PLAN, VOTE UPCOMING

BY BARBARA GRADY

After months of public discussion on how Oakland's voting districts might be changed and with 50 proposed maps to consider, the Oakland City Council voted nearly unanimously Tuesday night to tentatively approve a single map that encapsulates many opinions.

Map #26, pictured at right, was submitted only four days earlier, October 25, by Council Member Lynette Gibson McElhaney, but it includes ideas represented in many of the 50 maps put forth by residents, other Council members and experts — particularly to keep distinct neighborhoods together rather than splitting them into two or more districts — as the city went through its once-in-a-decade redistricting process.

The chief changes in Map #26 from current districts are to combine the Maxwell Park neighborhood into one district, District 6, and to switch the Cleveland Heights neighborhood east of Lake Merritt into the same district as its adjacent neighborhoods, District 2, according to McElhaney. (Before, Cleveland Heights was an outlier

combined with neighborhoods to the west of Lake Merritt in District 3.) These wishes were represented in three earlier maps the Council considered, which in turn represented common opinions, as described by the city here.

But it also keeps the Adams Point neighborhood intact, in District 3, defeating proposals to split it up, after the Adams Point Neighborhood Association sent a letter to the Council asking that the neighborhood be kept together in its current district, McElhaney said. Map #26 also keeps the Glen Echo / Richmond Boulevard neighborhood in one district.

The Council voted 6 to 1, with Council member Desley Brooks (District 6) objecting, to make the new district boundaries reflect this map, pending the outcome public hearings. Council member Larry Reid (District 7) was absent and did not vote.

What happens now is that City staff will develop an ordinance citing this new map as the City's official definition of its districts, and then two public hearings will be held on that ordinance,

November 19 and December 10, concluding with a final vote by the Council, likely on December 10, according to Devan Reiff, the planner from the City's Department of Planning and Building, who has overseen the redistricting process. More can be learned under the Redistricting menu on the City's website.

Redistricting is required by City Charter, as well as by federal and state law, if voting districts change so substantially in population size over a decade, as shown by the U.S. census, as to render them unequal. Over the last ten years since Oakland's last redistricting process in 2003, West Oakland, or District 3's population, has soared by 12 percent, while the populations in District 2, generally east of Lake Merritt and part of downtown, and District 5, including the Fruitvale and surrounding areas, have shrunk considerably.

No districts are supposed to deviate more than 5 percent from the median population count, which is 55,800 per district in Oakland. The City Council voted on June 4 that redistricting was warranted because of the population shifts and interest in creating more equity. Since then it has held a dozen meetings

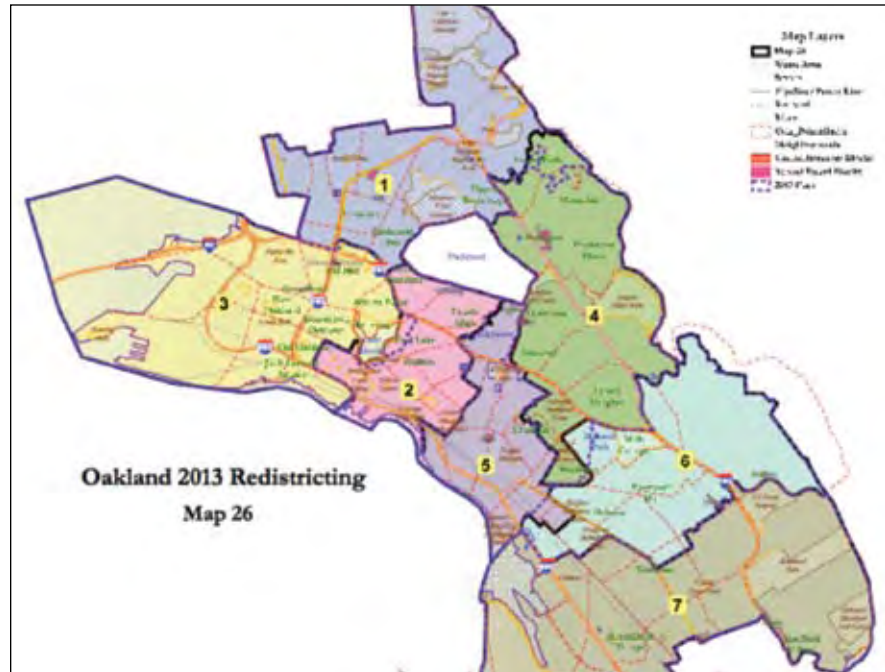
in district neighborhoods and at City Hall while a coalition of community groups, the Oakland Votes Coalition, also held several meetings to encourage public participation.

Oakland Votes members today drew an illustration of how the new redistricting map compares with the existing map created in 2003.

While some residents and community groups raised the idea of creating districts that were socioeconomically homogenous to give more voting clout to often under-represented flatland neighborhoods and school districts, the maps the Council voted on do not include wholesale changes to the City's past districts, just some adjustments. As before, Districts 4, 5, 6 and 7 — and particularly 6 and 7 — include both wealthy neighborhoods in the hills and low-income neighborhoods in the flatlands.

The June 4 vote stipulated that the 2013 redistricting should accomplish the following:

1. Each Council District shall contain a nearly equal number of inhabitants.
2. Council District borders shall be drawn in a manner that complies with the U.S. Constitution and the Federal Voting Rights Act.
3. Council Districts shall



respect communities of interest as much as possible.

4. Council Districts shall consist of contiguous territory in a reasonably compact form.
5. Council District borders shall follow visible natural and man-made geographical and topographical features as much as possible.
6. The population and territory of each existing Council District shall be considered when drawing each corresponding new Council District.
7. Council Districts should avoid displacing any incumbent City Councilmember or Oakland Unified School District Board member from the district he or she was

elected to represent. Council members went into Tuesday night's meeting prepared to vote for either Map #23, #24 or #25, maps that under their earlier direction combined, but slightly tweaked, maps submitted by constituents.

The biggest debate was about whether to make Maxwell Park a part of District 4 or District 6, with residents calling for each. The vote approving Map #26 puts it in District 6.

Instead, they voted on a completely new map that included some of the changes but also resolved some as yet not settled issues, particularly what to do with the Adams Point neighborhood, which McElhany represents.

QUICKLY RESHAPING OAKLAND POLITICS

The city plans to redraw council district and school board boundary lines in the next few months in ways that could remake Oakland's political landscape.

By J. Douglas Allen-Taylor

The City of Oakland is pushing forward with a plan to redraw city council district and school board boundary lines in a move that has the potential to dramatically reshape politics in the city. And because of a December 31 deadline to complete the redistricting, along with little public notice so far about the proposed plans, citizens may have a limited ability over the next several months to provide adequate input in the process.

The tight time frame is due in part to a decision last summer by City Administrator Deanna Santana that redistricting was not needed. In July 2012, noting that the population difference between the council district with the most constituents and the one with the fewest was far below the 10 percent threshold for mandating redistricting, Santana and Zoning Manager Scott Miller advised Mayor Jean Quan and the council in a memo that federal law and "the results of [city] staff's initial redistricting study would justify not changing the current Council district lines."

But by January of this year, Santana had changed her mind. That month, without the council's knowledge, her office solicited bids for a \$40,000 consultant contract to manage redistricting in Oakland. There was no change, however, in the district population numbers between the time the administrator's office declared no redistricting was necessary and when it reversed itself.

Santana's decision to issue a request for proposals (RFP) for the redistricting contract without informing the council drew some ire from councilmembers at a meeting last month. District Six Councilwoman Desley Brooks said that she was "a little surprised that the process has gone this far and this is the first time council has the opportunity to have some input." District Three Councilwoman Lynette Gibson McElhaney added that "this is a really significant matter that has impact on the most fundamental of our rights as voters, and to not have that weighed in on in a public forum and have the public engage in that process and not have the council weigh in, it seems to me that's just not something we want to relegate to the administrative process."

Council President Pat Kernighan said she asked for the redistricting decision to come before the council for discussion "after I learned that the RFP had been issued and somebody had been selected" to run the redistricting process "and we had not had any input."

Santana's office hired National Demographics Corporation of Glendale to oversee Oakland's redistricting. Among other clients, the company has run redistricting for

the states of Arizona and Washington, for Los Angeles County, and for the cities of Phoenix, Pasadena, Santa Rosa, and Modesto.

Santana's office also sparked controversy for proposing to redraw boundary lines for only three council districts rather than the entire city, stating in the RFP that "the City would prefer to adopt new Council boundaries for Districts 2, 3, and 5 (only) by July, 2013." In a March 25 memo, Santana's office added that it had "determined that [the] three Council districts ... were beyond five percent of the ... average of all seven districts" and therefore had "enough population change to warrant redistricting." (The Oakland Unified School District ties its board member districts to the council districts, so the school board seats will automatically be redrawn to conform to the new council lines.)

Then last month, Santana's staffers backed away from that three-district realignment proposal, with City Director of Planning and Building Rachel Flynn telling councilmembers that the three districts "were the ones that need the most attention, but that doesn't mean we can't look at other districts as well."

After Mary Bergen of the League of Women Voters told councilmembers that Oakland was "obligated to look at the entire city," the council quickly shot down the idea of limiting the review to three districts.

Councilmembers also threw out the consultant's proposal to limit the number of community information meetings to five. Gatherings will now take place in all seven council districts. The first round of public workshops are currently scheduled for July 11 at City Hall, July 12 in District Seven, and July 13 in District Four. Workshops for the four remaining districts will be held in September. The consultant's own proposed first draft of the new districts is not scheduled to be released until mid-August, with the council slated to complete the process in October and early November.

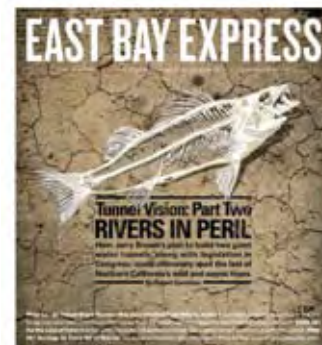
The most profound change could come as a result of the council's decision to reject a proposal in a city staff memo that the seven council districts "should include a combination of Hill and Flatlands residents (generally defined as the two sides of the I-580 freeway)." Malcolm Amado Uno, political director of the Oakland-based Asian Pacific Environmental Network who was also speaking also for the organization Oakland Rising, told councilmembers that requiring a hills-flatlands combination in every district "has the potential to contradict" one of the principles staff had outlined in its redistricting proposal — "that districts consist of contiguous territory in a compact form."

In drafting an amended proposal that removed the hills-flatlands requirement, District One Councilman Dan Kalb said that "while taking out the provision does not prevent districts from crossing 580 or from having hills and flatlands combined, but to explicitly call that out as a requirement is unnecessary."

Each of Oakland's seven council and school districts currently contain both low-to-moderate-income and upper-income areas. As a result, dropping that criterion for redistricting could radically alter both the representation and the political direction of the council and the school board in the years to come, with the possibility of all-hills or all-flatlands districts electing public officials with vastly different mandates.

Editor@EastBayExpress.com

JUNE 19, 2013



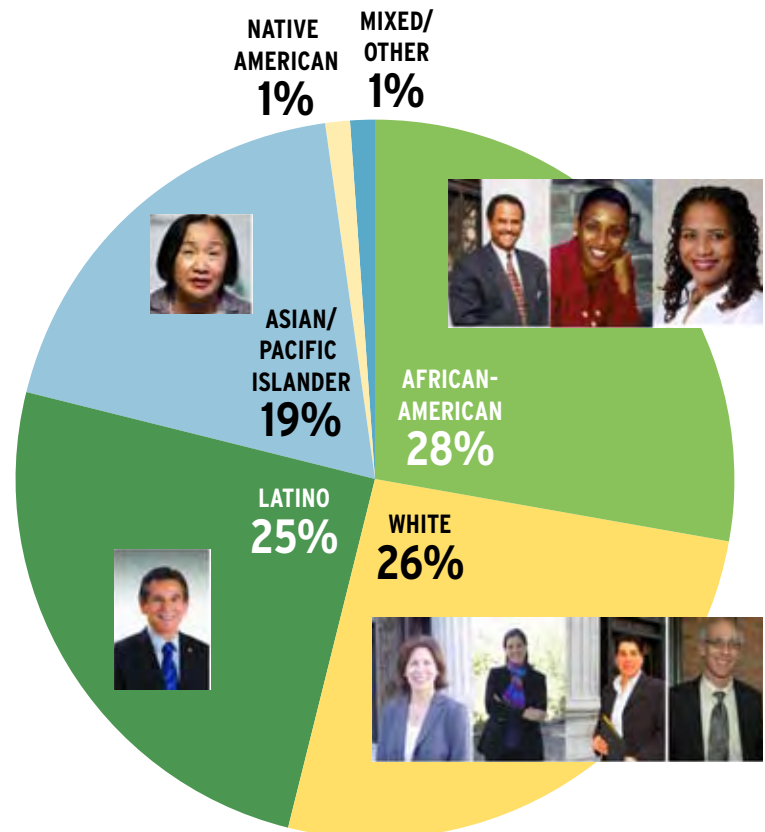
THE PROBLEM

What's Wrong with Oakland Districts?

Over the past decade, Oakland's districts have elected 26 local officials, including eight City Councilmembers and nine School Board Trustees from communities of color. Oakland residents are 74% people of color. The concentration of white voters in the northern and central areas of the city means that Districts 1 and 4 are disproportionately white, relative to the city's population overall. Drawing the lines by starting District 1 at the northernmost section of the city and moving south concentrates power in more affluent and whiter neighborhoods.

Oakland's district lines also disadvantage low-income voters of all races. 19.6% of Oakland residents lived below the poverty line in 2012.¹ However, Oakland districts have historically been drawn to subsume lower-income neighborhoods under higher-income neighborhoods, allowing more affluent residents of all races to dominate the attention of their elected representatives.

How Does Oakland's Balanced Population Yield Majority White Council ?



1. <http://quickfacts.census.gov/qfd/states/06/0653000.html>

History of Oakland Gerrymandering, 2013 Political Context

Oakland, California, is a city of over 400,000 residents, composed of remarkably balanced populations of African-American, Asian American, Latino and white residents. Similarly, our city is diverse in its economic composition, including neighborhoods at the opposite ends of the poverty, violence, and school dropout scales. Our city is divided by highways, and our neighborhoods are divided by experiences with racism, income inequality, and police brutality.

Oakland's charter calls for the city to conduct redistricting in the years ending in 3 following the census. Through the Oakland Votes Redistricting Coalition, leaders from the 1980s and 1990s cycles stepped forward to share their stories of creating Oakland's first majority Asian and majority Latino districts. Working together, using paper maps and burning the midnight oil, Asian and Latino activists had demanded their rights under the Voting Rates Act and won seats at the table.

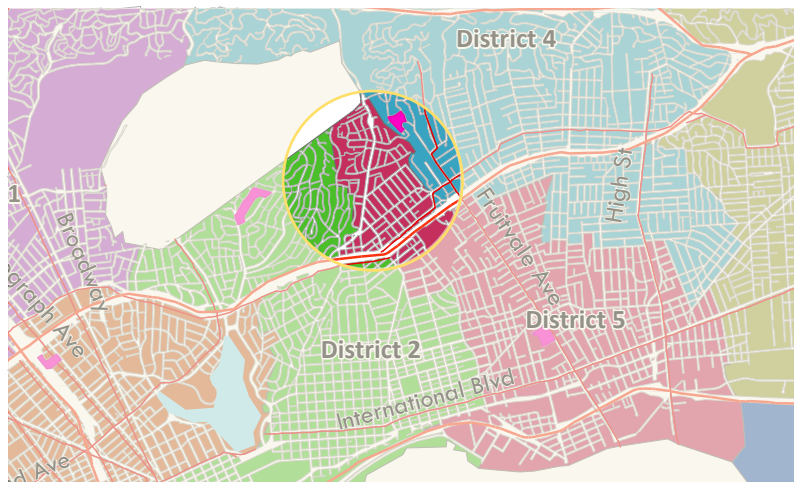
Stories of the 2000 census cycle were less glowing. The city spent \$140,000 on a political consultant connected to councilmembers and state legislative officials, only to see two councilmembers offer a last-minute substitute map that drew odd-shaped districts for blatantly political purposes.

In 2012, Oakland's new city administrator received a staff report suggesting that the city simply skip redistricting in 2013. A report by the Building and Planning Department said that "the industry standard" allowed leeway, and that Oakland's population had not shifted dramatically, so \$40,000 could be saved by retaining the current districts.

In fact, one Council district was 12% above baseline. After complaints by Oakland Rising and the League of Women Voters of Oakland, the city administrator put out a proposal for consultants to conduct a redistricting process in three of Oakland's seven districts—still ignoring Voting Rights Act protections and generally accepted processes.

Our city is divided by **highways**, and our neighborhoods are divided by experiences with **racism, income inequality, and police brutality.**

Oakland's 2013 budget negotiations were particularly painful. A one-day strike by municipal workers and relentless advocacy by youth and housing advocates reflected deep political divisions. In July, the Council was consumed by a bitter censure vote. Polling showed 65% of residents thought that Oakland government was on the wrong track.² Against these forces, Oakland Votes Redistricting Coalition spoke out from a place of deep love for Oakland, our neighborhoods, and our fellow residents.



2003 Redistricting expanded District 5 toward Piedmont in a questionable process.

2. <http://www.sfgate.com/politics/joegarofoli/article/Oakland-Mayor-Quan-scores-low-in-poll-4330933.php>



"The city, however, cannot make this decision without community input and a complete demographic analysis of all of its districts."

TRANSMITTED VIA FACSIMILE

TO: Barbara Parker, Oakland City Attorney
Deanna J. Santana, Oakland City Administrator
Rachel Flynn, Director, Dept. of Planning and Building
Members, Oakland City Council

FROM: Lori Shellenberger
Civic Engagement Attorney
ACLU of California

DATE: April 17, 2013

RE: 2013 City of Oakland Council Redistricting Process

The ACLU is a nonprofit, nonpartisan organization. We handle thousands of cases annually, including voting rights and election reform cases, and we appear before the U.S. Supreme Court more than any organization except the U.S. Department of Justice. Although we often represent clients, I write to you solely as a representative of the ACLU.

At the request of a coalition of concerned community organizations who contacted our Northern California affiliate, I reviewed the 2013 City Council Redistricting agenda report and recommendations, authored by Rachel Flynn, Director of the Department of Planning and Building, and filed on April 4, 2013. I write with two purposes:

- 1) To raise a note of concern regarding the decision to proceed with redistricting of only three of the city's seven council districts; and
- 2) To highlight and recommend best practices that will ensure an inclusive process and a credible and legally viable redistricting plan.

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View full document at www.oaklandvotes.org

BACKGROUND

Origins of the Coalition

The Oakland Votes Redistricting Coalition formed in

March 2013, to ensure that the city honored the Voting Rights Act and protected one person, one vote. Founding coalition members were Urban Strategies Council (USC), Alliance of Californians for Community Empowerment (ACCE), and Oakland Rising, joined by the League of Women Voters of Oakland and staffed by a former city employee.

In April, with critical tactical support from the American Civil Liberties Union (see page 9), the coalition urged the Rules Committee to reject a three-district process and fully embrace the spirit of the Voting Rights Act.

Several Councilmembers took up the banner, demanding a robust community engagement process, but others were uninclined. From the dais in Council chambers, a Councilmember remarked, **“The ACLU can write me a letter every freaking week...we don’t have to do this.”** The city administrator’s selected consultant described community engagement as, **“We engage the community as much or as little as the City wants us to.”** (April 18, 2013) The engagement process called for three meetings, to be wrapped up with a proposal to Council and a final decision in July 2013—the same chronology as challenging City budget decisions.



Lori Shellenberger of the ACLU briefs Mary Bergan, League of Women Voters; Lanese Martin, Oakland Rising; and Anthony Panarese, ACCE.

City planning staff referred to “industry standards” as though voting rights were plumbing or electrical code.

The Oakland Votes Redistricting Coalition formulated a plan for community engagement based on this quick-turnaround timetable and successfully sought funding from the James Irvine Foundation. After community pressure, the Council rejected both proposals from the City Administrator and established criteria that respected Voting Rights Act protections. See Criteria, pages 18–19.

Timeline and Coalition Activities

2012

JULY 11

City planning staff says: “Should the Council accept the considerations and principles outlined in this memorandum, the Council would be presented with an ordinance that essentially re-adopts the existing Council district boundaries, as opposed to redrawing district boundaries.”

<http://www.oaklandvotes.org/2012-city-staff-says-redistricting-is-unnecessary/>

2013

MARCH 7

City planning staff proposes drawing new lines for just three districts, not all seven.

APRIL

OVRC speakers attend Rules Committee with ACLU letter (see page 7).

MAY

Council passes citywide program with legal criteria (see page 16).

JUNE

- > Media placements in Oakland Local, Oakland Tribune, Oakland Post.
- > Steve Spiker, USC, designs and launches website.
- > Redistricting 101 training #1 with ReFund CA coalition: East Bay Asian Youth Center (EBAYC), Oakland Community Organizations (OCO), East Bay Alliance for a Sustainable Economy (EBASE), United Long Term Care Workers (ULTCW), SEIU, UNITE HERE and others
- > Independent journalist draws “Socio-Economic” maps; USC amends to reflect community input.

JULY

- > Trainings #3 and 4 at USC
- > Oakland ACLU chair raises Maxwell Park division at city meeting

AUGUST

ACCE targets Maxwell Park for outreach, collects 201 count-on-me cards

SEPTEMBER

- > OVRC & ReFund CA training #4
- > Oakland Local article by Barbara Grady
- > OVRC meeting at Hub: 70 people, 36 maps
- > ACCE Maxwell Park neighbor meeting & follow-up with consultant (Councilmember disparages engagement, says “Let the professionals do it.”)

OCTOBER

- > LWV coordinates informational meetings with Councilmembers
- > Consultant draws maps in response to OVRC comment
- > Oakland Rising 7,592 contacts—84% support citizens/residents commission

OCTOBER 29

Councilmember McElhane proposes Map 26, incorporating OVRC comments on Maxwell Park, but failing to address gerrymandering of Glenview

NOVEMBER 19

- > Adoption
- > Speakers at six Council meetings, representatives at seven public information meetings
- > Majority of Council on record in support of Citizens/Residents Commission

COMMUNITY ENGAGEMENT

Why Do You Love Oakland? How Will Redistricting Impact Your Neighborhood?

Demonstrating the difference between public information and community engagement, the Oakland Votes Redistricting Coalition hosted a vibrant, friendly workshop on redistricting that drew out residents' stories and deep love for Oakland.

On Wednesday evening, September 18, 70 Oakland residents, volunteers, and activists joined together at The Hub, a co-working and meeting space to learn about Voting Rights Act protections, draw maps of their own neighborhoods, and forge a citywide community of interest.

We asked people a number of questions but the most important were: First, why do you love Oakland? Second, how will redistricting impact your neighborhood? After brief presentations about the city's process for redrawing the district lines for City Council and School Board, we asked participants to draw a picture of their neighborhoods and to talk with each other about where they go and what they do in their neighborhoods. "I was surprised at how much I do in the neighborhood where I live," said a participant. The connection between residential and commercial districts, between neighborhood organization

and political power, and between representation and city services became clearer and clearer as we talked with each other and drew maps.

That one evening, those 70 participants represented more than half of the participants in Oakland's decennial redistricting, and more than three quarters of the maps submitted by Oakland residents. Our participatory process engaged new voices and new residents, and caused them to look at their city and communities in a new way.

In a city divided between flatlands and hills, talking directly about divisions allowed people to come together and embrace the city that we love and a redistricting process that we can improve.



OUTCOMES

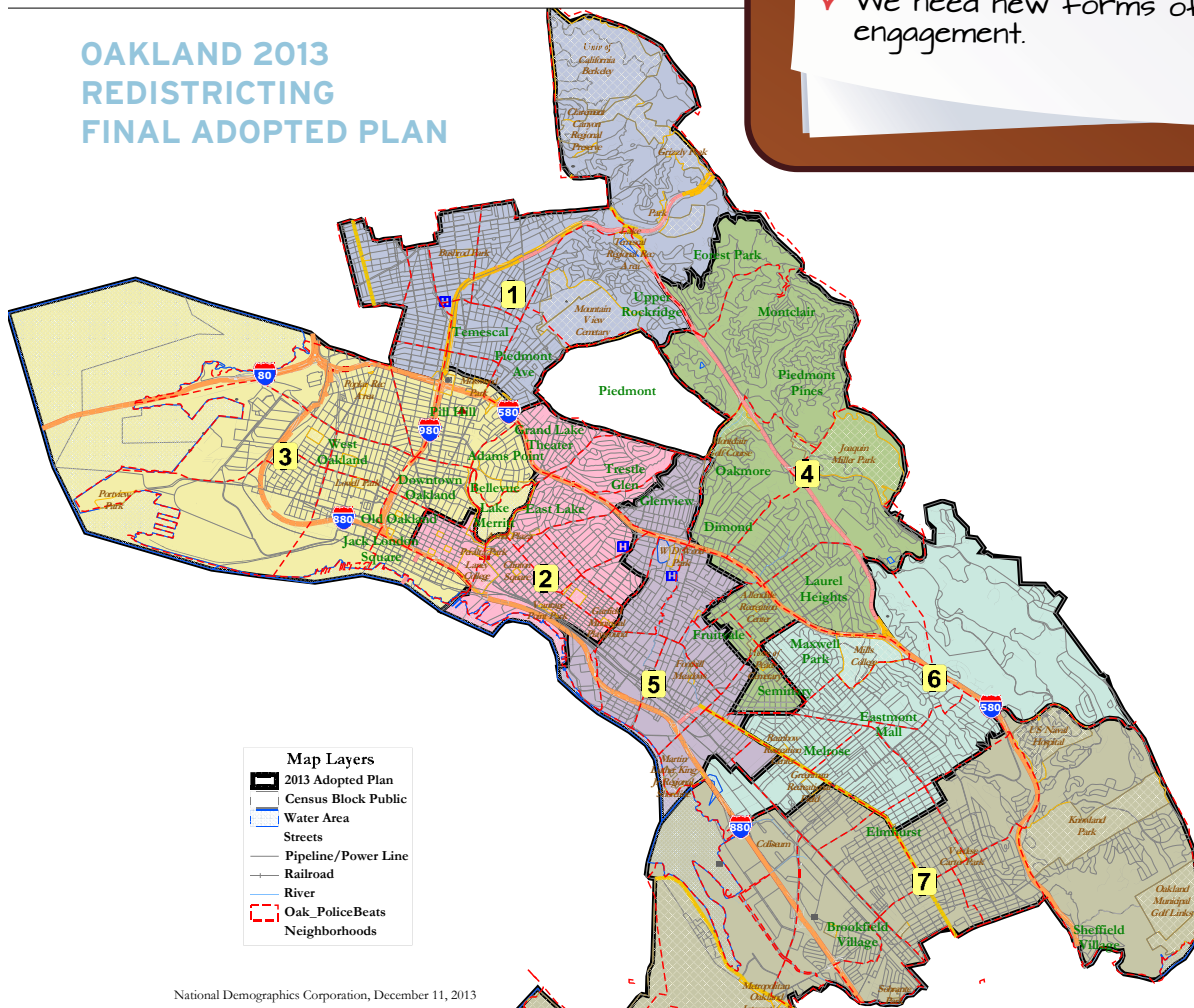
On December 10, 2013, the City Council passed an ordinance confirming Map #26 for the 2014 cycle. This map fails to address stored gerrymandering, including the addition of Glenview to District 5 and the extension of District 4 below I-580. It reunites Maxwell Park into District 6, addresses errors in Trestle Glen, and adjusts downtown boundaries for the increased population in Uptown condominium complexes.

To get to this point, the people of Oakland had to force the city administration to conduct a redistricting process and to reject an artificial, impracticable partial review. We then conducted our own outreach program with aggressive door-to-door, house meeting and phone contacts.

THINGS WE LEARNED:

- ✓ People love Oakland, distrust government.
- ✓ People want to engage at the neighborhood level.
- ✓ Making the connection to the delivery of city services is easy; however, the possibility of change appears remote.
- ✓ Public information meetings provided little interaction. We learned more from each other.
- ✓ Getting people interested in redistricting is a big hurdle.
- ✓ We need new forms of civic engagement.

OAKLAND 2013 REDISTRICTING FINAL ADOPTED PLAN



CHALLENGES & LESSONS

Organizers' Notes from Base-Building Groups in the Coalition

"We have to overcome the cynicism of residents about the Council and how it works. Once we persuaded someone that it was not true that Oakland was skipping redistricting, we can help toward the usual hurdles. What worked well was having neighbors look at maps together and be able to actually draw in their community and discuss what makes it up. Both meetings got people with lots of different opinions having good discussions together. We should do this sooner in the process... but it was still good."

–Claire Haas, ACCE organizer

It was a long road to get our set of new district lines passed, and we're mostly happy with the outcome. Map 26 incorporates a high degree of community feedback, especially around uniting the Maxwell Park neighborhood entirely into District 6.

Oakland Rising would like to recognize our fellow partners in the Oakland Votes Coalition for their hard work bringing public participation, transparency and accessibility to the redistricting process, and thank the City for listening and acting upon our recommendations. This was a strong example of partnership between community forces and City Council to improve and strengthen trust between the city's residents and the administration. While the process was not perfect and there's certainly room for improvement, we know the principles of democracy and good government won!

Looking ahead to the 2020 redistricting process, we at Oakland Rising know that we can do even better! We want to ensure that local redistricting is about building and representing the political power of neighborhoods and communities, not about forwarding the political interests of elected officials.

"The best way to make sure that "one person, one vote" of the VRA is protected is to ensure that residents are the central and most integral part of the redistricting planning process. We can do this by forming an Independent Citizens/Residents Redistricting Commission, similar to the commission that was put together for the last round of redistricting of California state district lines."

*–Jessamyn Sabbag,
Deputy Director, Oakland Rising*



An ACCE member opened her home in Maxwell Park so that interested neighbors could learn about their rights and the process. Fabulous weather, conversation, and food, and residents said, “We learn so much from each other.”

The Oakland Votes Redistricting Coalition came together quickly for a three-month defensive fight and earned a win when the City Council agreed to conduct a baseline process of public information. The Coalition revised its strategy and program activities to adjust to the change in calendar. Had the City of Oakland undertaken a proactive community engagement process, the Coalition could have earnestly partnered to improve not only resident participation, but resident relationship to government.

Instead, because the city administration chose to ignore the Voting Rights Act, and to select a consultant unfamiliar with community engagement processes, the Coalition continued

to play a defensive game. For example, the city’s public information meetings were held in the weeks following the July 4 and Labor Day holidays, making attendance difficult. The city published extensive materials in multiple languages, and made the audio recordings of public meetings available on its website; however, residents were forced to attend public meetings or use the city website for information. The city failed to take advantage of Oakland’s robust network of community organizations to get the message out. As the redistricting process came to a close in the fall, many residents were just beginning to ask, “What’s this all about?” but decisions had been made over the summer months.

WHAT IF THEY HELD A PUBLIC MEETING AND NO ONE CAME?



What's the Difference Between Public Information and Community Engagement?

Has this happened to you? Your community is preparing to make an important decision. You sit through public information meetings on uncomfortable folding chairs, drinking cold coffee, listening to speakers drone on, and squinting to read illegible PowerPoint. You come away feeling that you can't make a difference.

Traditional **public information** seeks to meet minimal legal requirements, maintain power inside institutions, discourage dissent, and deliver a pre-determined result. **Community engagement** seeks a higher reward by respecting the power, wisdom and experience of residents, and engaging them in decision-making – the consent of the governed.

Oakland-based PolicyLink has contributed clear direction to the field of community engagement with the publication of **Community Engagement Guide for Sustainable Communities** (available at www.policylink.org.)

Authentic engagement builds stronger communities by developing knowledge, leadership, and capacity among residents. The City of Oakland has an opportunity following the 2020 Census to run a redistricting process that rights the wrongs of both prior gerrymandering and the exclusion of community voices. It's not enough to separate the redistricting process from City Councilmembers. Redistricting has to be placed in the hands of the people of Oakland.

Comparing Public Information and Community Engagement Strategies

	CITY PROCESS	OAKLAND VOTES REDISTRICTING COALITION
NUMBER OF MEETINGS	7 (during the week of July 4, week of Labor Day)	3 (1 Citywide, 2 for Maxwell Park)
PARTICIPANTS AND PROFILE	120 mostly older, mostly white, with much duplication	105, including many young people, immigrants, people of color
MAPS DRAWN	13	36
LEADERSHIP DEVELOPED	<p>“We involve the community as much or as little as the City wants us to.”</p> <p>–Douglas Johnson, National Demographics, Rules Committee 4/18/13</p>	<ul style="list-style-type: none"> > Stories about “Why I Love Oakland” > Resident opened home for meeting > 15 residents from low-income communities of color attended and spoke at City hearings
DOORS KNOCKED AND PHONES DIALED		<ul style="list-style-type: none"> > ACCE 708 doors & 201 Count-on-Me cards > Oakland Rising 7,592 contacts–84% support Citizens/Resident Commission
EMAIL BLASTS		ACCE 5,800 emails, plus 150 in Maxwell Park list-serv
COMMUNITY OUTREACH AND PRESENTATIONS TO ORGANIZATIONS	<p>School Board</p> <p>Chamber of Commerce</p> <p>Council Members</p> <p>Dial-in to ACCE Meeting</p>	<p>100 Black Men</p> <p>100 Black Women</p> <p>ACLU</p> <p>Acts Full Gospel Church</p> <p>Allen Temple Baptist Church</p> <p>Asian Pacific Environmental Network</p> <p>Black Elected Officials</p> <p>Black Organizing Project</p> <p>East Bay Asian Youth Center</p> <p>East Bay Young Democrats</p> <p>East Oakland Youth Development Center</p> <p>IFPTE Local 21</p> <p>Jack London Development Assn.</p> <p>Latino Network</p> <p>Latino Issues Forum</p> <p>League of Women Voters</p> <p>Oakland African-American Chamber of Commerce</p> <p>ReFund CA Community/Labor Coalition</p> <p>SEIU 1021</p> <p>Youth Uprising</p>

June 4, 2013 Council agenda – Item 13
Revised resolution language as proposed by CM Kalb

**A RESOLUTION ESTABLISHING CRITERIA AND GUIDELINES FOR
THE 2013 CITY OF OAKLAND REDISTRICTING**

WHEREAS, the City of Oakland is divided into seven legally apportioned districts (City of Oakland Charter, Article II, Section 203); and

WHEREAS, the City is required by the Charter to perform a redistricting process every 10 years, starting in 1993, which will create districts composed of contiguous territory, as equal as possible in population, and as geographically compact as practicable; and

WHEREAS, in the 2013 Redistricting, the City will use 2010 Census data, information gathered from other data sources and the public workshops/forums to inform the drawing of new Council districts; and

WHEREAS, the City's 2013 Redistricting will follow principles of equal protection under the Fourteenth Amendment to the United States Constitution, that districts shall have a population as equal as practicable; and

WHEREAS, the new Council District borders will be drawn in a manner that complies with the Federal Voting Rights Act; and

WHEREAS, the City will follow "traditional redistricting principles," giving consideration to: a) communities of interest; b) visible (natural & man-made) boundaries; c) compactness and contiguity; d) continuity in office of the incumbent; e) preserving core of existing districts; and

WHEREAS, the City desires to adopt additional redistricting criteria, which reflect the unique history, community and topography of Oakland; and

WHEREAS, the City intends to gather data from the public as to any buildings, parks, or other specific locations with major historical or traditional connections to a given Council district; and

WHEREAS, the City will hold seven public workshops/forums, one in each of the Council districts, and will hold at least three City Council hearings on the 2013 Redistricting; therefore be it

RESOLVED, The City Council of the City of Oakland hereby adopts the following criteria for the 2013 Redistricting, in order of priority:

1. Each Council district shall contain a nearly equal number of inhabitants.
2. Council district borders shall be drawn in a manner that complies with the United States Constitution and the Federal Voting Rights Act.
3. Council districts shall respect communities of interest as much as possible.
- ~~4. Council districts shall consist of contiguous territory in as reasonably compact form as possible.~~
- ~~4. Council districts shall respect communities of interest as much as possible.~~
5. Council district borders shall follow visible natural and man-made geographical and topographical features as much as possible.
6. ~~Each new Council district shall preserve~~ The population and territory of each ~~corresponding existing Council district's population and territory as much as possible~~ shall be considered when drawing each corresponding new Council district.
- ~~7. To the degree possible within the other criteria, Council districts should include a combination of Hills and Flatlands residents (generally defined as the two sides of the 1-580 freeway).~~
- ~~7. Districts should avoid displacing any incumbent City Council member or Oakland Unified School District Board member from the district he/she was elected to represent; and be it~~

[deleted by Council] FURTHER RESOLVED, the City Administrator, or her designee, shall be authorized to modify these general line-drawing criteria so long as such changes are consistent with all requirements of law.

APPENDIX

Outline for September 18 Meeting

Oakland Votes hosted community meetings at gathering places and in neighbors' backyards. Here are the exercises we used to engage residents.

PART A: DISCUSSION TO DEFINE OUR COMMUNITIES

Break participants into groups, with one trained facilitator at each table. Each group should appoint a reporter for the closing.

The table facilitator will lead the group through a series of questions to define their neighborhoods. Questions should include community marker locations.

The goal of this exercise is that each participant begins to think about what comprises their community of common interest vs. other communities of common interest surrounding them. And to think about the impact of different districts on the delivery of services.

PART B: MAPPING EXERCISE – MAPS!

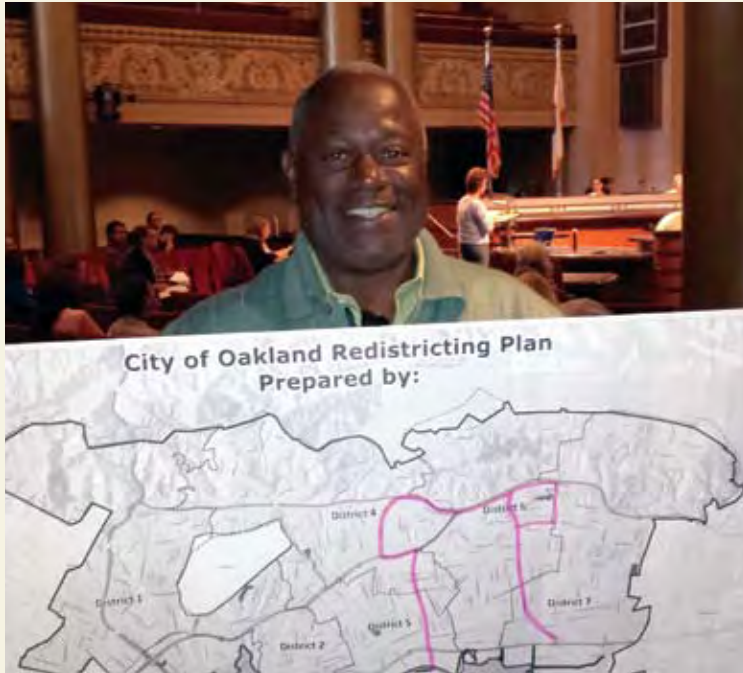
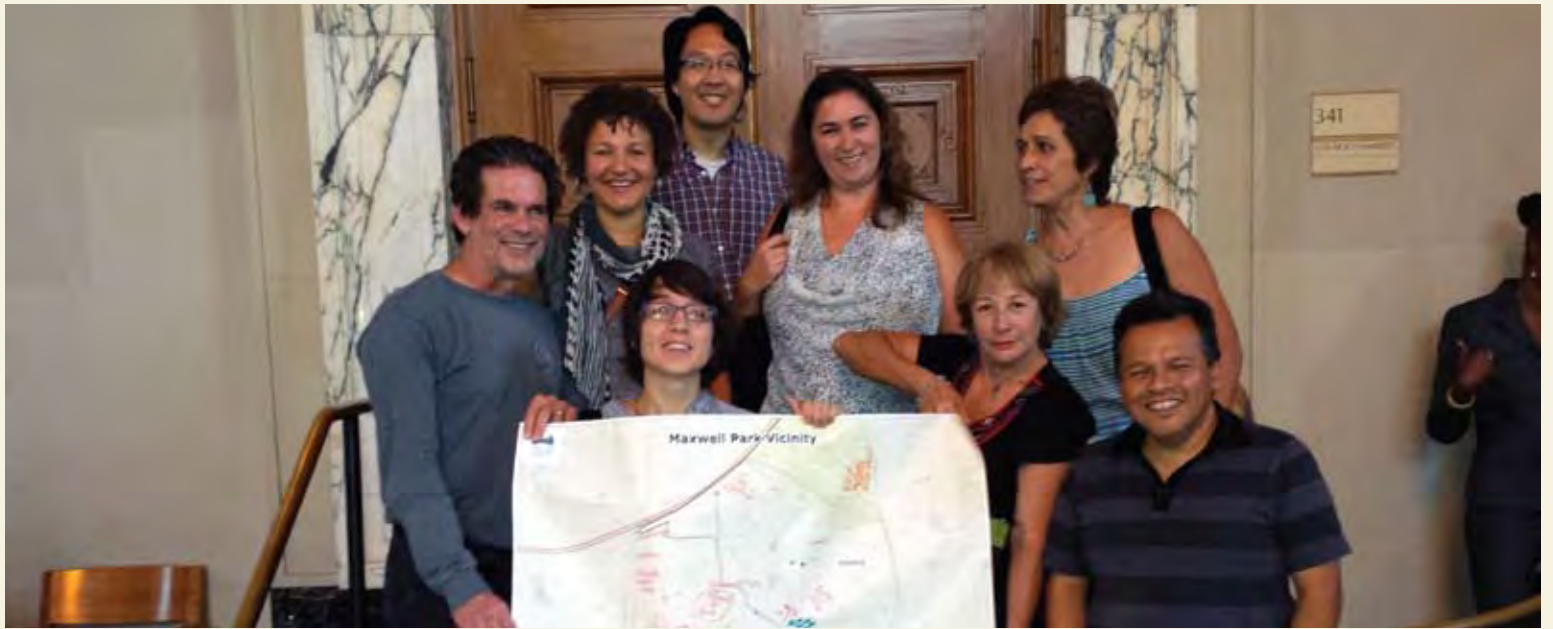
Each participant will get a 24" x 36" black & white paper map and crayons or markers.

- › They will be invited to begin by marking key parts of their communities from the previous exercise.
- › They also are invited to use other colors to mark other communities of common interest that they see.
- › Then, using a black crayon or marker, they will be invited to draw the lines of the districts onto the map.

The table facilitators should be able to help with ballpark voter numbers. Everyone needs the demographic chart (the one that says which districts need to lose/gain voters, etc).

Upon completion of their map, the participant should write in the box or on their map a description of their map and why they did what they did.

Then, we take a photo of them with their map and post it onto social media websites (with their permission, of course! Will have model releases). This can be done with smartphones, be sure to tag #OaklandVotes



我們各個鄰里社區讓屋崙 (奧克蘭) 成為一座美麗、壯健、包容的城市。

當市政為市議會與校區做出新規劃時，他們必須捍衛各區的「社區利益」並堅守「一人一票」的原則。聯邦「投票權利法案」明述，擁有共同社會與經濟利益的社區，應該整體地被有效且公平地代表。

分區方式決定著我們的代表人，而其所制訂的政策將影響到我們的未來——這就是我們今天挺身呼籲的原因。請加入我們。是什麼能夠讓您所在的社區關注著共同的利益？請瀏覽網站：www.OaklandVotes.org 以瞭解更多情況。

為屋崙而驕傲

捍衛您的社區一人一票
請支持投票權法案

- 屋崙選區重劃聯盟 (Oakland Votes Redistricting Coalition)
- 都市策略委員會 (Urban Strategies Council)
- 屋崙升起 (Oakland Rising)
- ACCE 償還加州聯盟 (ACCE Refund California Coalition)
- 屋崙婦女選民聯盟 (Oakland League of Women Voters)

It's our neighborhoods that make Oakland beautiful, strong and inclusive.

When cities draw new lines for city council and school board districts, they must protect neighborhoods' **community of interest** and "one person, one vote." The federal Voting Rights Act says neighborhoods with common social and economic interests should be kept whole for effective, fair representation.

Districts determine our representatives and they set policies that shape our future — that's why we're speaking up today. Join us. What makes your neighborhood a community with common interests?

Visit www.OaklandVotes.org to learn more.

SHOW YOUR PRIDE IN Oakland

DEFEND YOUR NEIGHBORHOOD AND ONE PERSON, ONE VOTE

SUPPORT THE VOTING RIGHTS ACT

- Oakland Votes Redistricting Coalition
- Urban Strategies Council
- Oakland Rising
- ACCE Refund California Coalition
- League of Women Voters of Oakland

Son nuestros vecindarios que hacen que Oakland sea bella, fuerte e inclusive.

Cuando las ciudades cambian los límites de los municipios y de los distritos escolares, tienen que proteger la **comunidad de interés** de los vecindarios y "una persona, un voto". La Ley federal de derechos de votación estipula que los vecindarios con intereses sociales y económicos en común deben mantenerse en conjunto para garantizar una representación efectiva y justa.

Los distritos determinan nuestros representantes y establecen las políticas que forman nuestro futuro; por eso estamos declarando nuestra postura hoy. Únase a nosotros. ¿Para usted, que hace que su vecindario sea una comunidad de interés?

Visite www.OaklandVotes.org para obtener más información.

MUESTRE SU ORGULLO POR Oakland

DEFIENDA SU VECINDARIO Y UNA PERSONA, UN VOTO
APOYE LA LEY FEDERAL DE DERECHOS DE VOTACIÓN

- Oakland Votes Redistricting Coalition (Coalición para la redistribución de Oakland Votes)
- Urban Strategies Council (Consejo de estrategias urbanas)
- Oakland Rising (Oakland en alza)
- ACCE Refund California Coalition (Coalición para el reembolso a California)
- League of Women Voters of Oakland (Liga de mujeres votantes de Oakland)

您熱愛屋崙嗎？ 珍惜您寶貴的一票！



- 是的，你們可以信任我。我會支持維護「投票權法案」與屋崙「一人一票」的傳統。
- 我所在的社區是：_____ 年。我所在的社區屬於共同利益社區，因為：

姓名

地址

電子郵件

日間電話

組織

晚間電話

WWW.OAKLANDVOTES.ORG

LOVE OAKLAND? Make Your Vote Count!



YES, you can count on me. I will help protect the Voting Rights Act and One Person, One Vote in Oakland.

My neighborhood is: _____ and I have lived here for _____ years. My neighborhood is a community of interest because:

NAME

ADDRESS

EMAIL

DAY PHONE

EVENING PHONE

ORGANIZATION

WWW.OAKLANDVOTES.ORG

¿NOS ENCANTA OAKLAND? ¡Haga que su voto cuente!



Sí, pueden contar conmigo. Ayudaré a proteger la Ley federal de derechos de votación.

Mi vecindario es: _____ y he vivido aquí por _____ años. Mi vecindario es una comunidad de interés porque:

NOMBRE

DIRECCIÓN

CORREO ELECTRÓNICO

TELÉFONO DE DÍA

ORGANIZACIÓN

TELÉFONO DE NOCHE

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