



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY
www.tinyurl.com/slcredistricting

TO: City Council Members

FROM: Ben Luedtke, Budget & Policy Analyst, and
Hassan Abdi, Public Engagement Coordinator

DATE: April 12, 2022

RE: City Council Redistricting Update

Project Timeline:

1st Briefing: January 4, 2022
2nd Briefing: January 11, 2022
3rd Briefing: February 1, 2022
4th Briefing: February 8, 2022
5th Briefing: February 15, 2022
6th Briefing: April 12, 2022
7th Briefing: April 19 and/or May 3, 2022
Public Hearing: April 19, 2022
Potential Action: May 3 or 10, 2022

NEW INFORMATION

Six Maps Recommended by Redistricting Advisory Commission (*Attachments 8 through 13*)

The Commission met six times between February 24 and April 7 at public meetings which were recorded and posted on the City's YouTube channel. At the last meeting, the Commission voted to recommend six maps to the Council for consideration. The maps represent a spectrum of potential adjustments from minimal, to moderate to a major set of changes. Attachments 8 through 13 are generally ordered from least changes (#8) to most changes (#13). The maps are best evaluated by viewing them in the District Builder mapping tool because one can zoom into specific areas to see streets and place names, toggle on and off the current Council District boundaries and community council boundaries reference layers in the lower left corner, see district specific populations and deviations from the ideal 28,532 and copy the map to one's account to make edits. All the maps meet the substantially equal population and contiguity requirements and preserves two minority-majority districts. The six recommended maps are summarized in the table below from least to most changes:

| Map Name | Population Deviation | Compactness | District Builder Link | Attachment |
|---------------------------------------|----------------------|-------------|---|------------|
| Politely Compact with Minimal Changes | 1,400 4.9% | 41% | https://app.districtbuilder.org/projects/2c974423-a9d9-45be-bda9-f2eb09e1ab6e/ | 8 |
| RD2022-03 | 1,044 3.7% | 41% | https://app.districtbuilder.org/projects/6ab50d94-3be1-4330-906d-eaa9db817c9c/ | 9 |
| Community Council Boundaries | 2,331 8.2% | 36% | https://app.districtbuilder.org/projects/62cf0dc7-09e4-43f0-8ac6-d7c0c67df385/ | 10 |
| RD2022-04 | 549 1.9% | 40% | https://app.districtbuilder.org/projects/2e32d9b1-abc9-4708-abd8-06327fe3daao/ | 11 |
| RD2022-02 | 1,266 4.4% | 39% | https://app.districtbuilder.org/projects/a53a01e0-5129-4d34-be80-de57dc8fde9c/ | 12 |
| Something Totally Different | 2,120 7.4% | 42% | https://app.districtbuilder.org/projects/b86cbddd-d73f-4298-8obe-cc8686b288cc | 13 |



Note: “compactness” is a math term to reflect how tight a shape is based on the ratio of the district’s area to perimeter. For example, a circle is 100% compact.

Effective Date of New Boundaries and Adoption Resolution (Attachment 7)

The Attorney’s Office provided the adoption resolution for the Council to officially approve the new district boundaries. The new boundaries will go into effect “upon execution” of the adoption resolution. This means the boundaries go into effect once all parties have signed the resolution and it’s recorded in the public record. Resolutions do not need to be published like ordinances to go into effect per state law.

Community Councils Letter to Redistricting Advisory Commission (Attachment 14)

Eight recognized community organizations, which are registered with the City, signed and sent a letter to the Redistricting Advisory Commission. The letter asked the Commission to respect and maintain existing, self-identified boundaries for community organizations. The Commission’s recommended map, “*Community Council Boundaries*,” was drawn with a focus on keep community organizations within a single Council District to the extent possible. While this approach prioritizes community organizations the tradeoff is a higher population deviation, less compactness and more complicated boundaries for some Council Districts.

Public Outreach Update

- Two Press Releases: One for the selection of the commission members and it was also sent to all district subscribers as an email blast, and another will be going out for the six recommended maps and public hearing date. These are in addition to the earlier press release (Attachment 6) about the commission application window.
- Web Hub at www.tinyurl.com/slcredistricting: This is a central library for briefing videos, timeline, summaries of steps in the process, documents, mapping files and more information. At the time of publishing this staff report the hub had over 1,600+ views overall of which 682 views since the end of February and another 272 since the citywide redistricting mailer was sent. The hub was regularly updated over the past two months with information on how to attend commission meetings, submit comments and subscribe to receive updates.
- 33 Social Media Posts: 5 Instagram timeline posts, 5 Instagram stories posts promoting the timeline posts with the info, 6 Nextdoor posts, 6 tweets, 6 Facebook timeline posts, and 5 Facebook stories posts promoting the timeline info
- Video: SLCTV Capital City News produced a redistricting segment. A tutorial video was created to help constituents draw their own maps and a public service announcement was released
- Citywide Mailer: A citywide postcard was sent to all households (92,000+ addresses) notifying them about redistricting, important dates, the web hub and District Builder mapping tool.
- Letter to All Recognized Community Organizations, and Salt Lake City’s Equity Office: Two emails were sent to all recognized community organizations (often called community councils) within the city, and other community organizations such as the Pride Center and League of Women Voters. The email included a letter from Council Chair Dan Dugan (Attachment 5) and the application. Two emails were also sent to the City’s Office of Equity and Inclusion. They shared the application with their email distribution list of over 200 diverse communities and asked them to share it with their networks. The Human Rights Commission and Racial Equity in Policing Commission were also notified.
- Email Campaigns: Four citywide email campaigns in both English and Spanish were sent. First, an initial call for applications, then changes to the in-person requirement, and a last call for applications with next steps. A section on redistricting was added to the monthly district email newsletters for January, February, March, April and will continue to be added until the end of the redistricting process. A section on Redistricting was included in the public utilities statements for Council District Four.

Policy Question

1. Council Support for Map(s) – The Council may wish to review the six maps, discuss how each map balances different priorities, and identify which map(s) have majority support. The Council is not bound by the Redistricting Advisory Commission’s six recommended maps. If elements of different maps have majority support, then they could be combined into a new map if requested.

– Information below was provided to the Council at earlier briefings –

Recommended Applicants

The Subcommittee met a second time to finish reviewing the 46 applications. Nine applicants are recommended for selection to the Redistricting Advisory Commission which include one representative for each of the seven Council Districts and two at-large members as listed below. The Council could consider a straw poll to approve or reject this set of recommended applicants (a vote at a formal meeting is not required).

- Erik Lopez for District One
- Marti Woolford for District Two
- Mallory Bateman for District Three
- Neil Vander Most for District Four
- Eric Kenney for District Five
- Anne Cannon for District Six
- Elisabeth Morrey for District Seven
- Diya Oommen for at-large
- Daniel Cairo for at-large

The Subcommittee's goal is to have a Commission that represents diversity across multiple factors. This group of applicants represent a diverse mix of City residents. Some characteristics to note:

- Five women and four men
- Represent generations that span over six decades from youngest to oldest
- Homeowners and renters are included
- Represent multiple ethnicities
- Several are either currently or previously involved in local community councils
- Professional and academic backgrounds from various areas such as business and technology systems, Census workers, demographics, geography, healthcare, student, community activists
- Includes members of the LGBT community
- Some applicants live in neighborhoods that are likely to experience boundary changes such as Wasatch Hollow, Central 9th Business District, Euclid, Fairpark, and Guadalupe neighborhoods

The Subcommittee determined it was important to recommend one at-large member from the Westside to balance historic inequities and recognizing District Two is likely to have boundary changes as the only district that lost population over the last decade. The other at-large member is from District Four because it had the largest population change and as a result the boundaries will need to significantly adjust.

– Information below was provided to the Council at earlier briefings –

At the February 1 meeting, the Council took a straw poll to accept and consider applications submitted after the deadline last Thursday. The Commission is envisioned to have at least seven members – one from each Council District – and potentially more. A subcommittee of three Council Members (Petro-Eschler, Puy and Fowler) volunteered to review the applications and recommend applicants to the full Council for selection.

Five additional applications were identified after the February 1 meeting which brings the total number to 45. One application was mistakenly submitted to the wrong office and four others were caught in a spam filter. All five of the applications were submitted before the deadline. An updated district breakdown is below.

| | |
|------------------------------------|------------------------------------|
| District One – Five applications | District Two – Seven applications |
| District Three – Nine applications | District Four – Three applications |
| District Five – 11 applications | District Six – Four applications |
| District Seven – Five applications | |

The draft guiding principles in the Additional info section was updated since the last staff report.

ISSUE AT-A-GLANCE

An advisory commission was used for the last redistricting ten years ago and the Council decided to use that approach again. The Commission is envisioned to have at least one member from each Council District and may

have more. The two-week application period was open from Thursday, January 13 to Thursday, January 27 to serve on the Council's Redistricting Advisory Commission. Multiple communication channels were used to notify the public of this opportunity. (See the Additional Info section for a summary of that public outreach.)

In February and March, the Commission is expected to meet approximately four times. A citywide postcard is being developed to notify residents of redistricting and how to get involved. The Commission will recommend a map (or maps) to adjust Council District boundaries based on the 2020 Census results. This is necessary to ensure district populations are substantially similar for fair representation. In April, the Council hold a public hearing(s), review the recommend map(s) and is tentatively scheduled to vote on a final map at the May 3 formal meeting. The legal deadline to adopt a map is May 10.

A summary breakdown of applicants by Council District is listed below. A total of 40 applications were received. Note that one application was received for a District Two property owner that does not have a primary residence in Salt Lake City. Eight applications were received after the submission deadline, which was allowed in order to ensure that each District had adequate options.

| | | |
|------------------------------------|---------------------------------|-------------------------------------|
| District One – Four applications | District Two – Six applications | District Three – Eight applications |
| District Four – Three applications | District Five – 10 applications | District Six – Four applications |
| District Seven – Four applications | | |

POLICY QUESTIONS

- 1. Guidance for Commission** – The Council may wish to review what guiding principles to give the Redistricting Advisory Commission. A draft of guiding principles is in the Additional Info section below based on the 2011 redistricting. The Council may wish to hold a discuss on the guiding principles at a future meeting.
- 2. Selection of Commission Members** – The Council may wish to discuss how members of the Commission will be selected.

ADDITIONAL & BACKGROUND INFORMATION

Guiding Principles for the Commission

Below is a list of guiding principles based on the Council's direction to the 2011 Commission.

- Limit the number of maps recommended to the Council (limit was two in 2011)
- Allow residents time to review maps, ask questions and provide comment before voting on final map recommendations
- Provide materials in multiple languages so more residents can participate
- Substantially equal population means a deviation between districts of no more than a certain percentage such as 10%, 5%, 3%, etc.
- Evaluate maps based on the guiding principles and how competing values are balanced (e.g., one may score higher on compactness while another better maintains communities of interest)
- Districts should strive to be compact and contiguous and avoid odd shapes (see Attachment 4 for legal considerations of these terms)
- Protect minority communities by preserving the unique cultural and ethnic diversity of the residential Westside
- Minimize the division of communities and consider social, cultural, geographic, and historical identities
- Exclude partisan data from being considered; shall not unduly favor or disfavor any political party (the City Council is a nonpartisan legislative body)
- Housing patterns should be considered when extending a district to avoid splitting a residential area; extending a boundary around a residential area to reach another residential area should be avoided
- Should current residences of Council Members be considered by the Commission?
- To the extent practicable, City neighborhoods and business districts should not be split between districts
- Cores of prior districts should be preserved within new district boundaries
- Follow geographic boundaries (natural or man made such as ravines, rivers, major streets, and large institutional campuses like universities) when drawing district boundaries
 - o An alternative approach uses the concept of border vacuums where major geographic boundaries should be entirely placed within one political district. The challenges and opportunities created by the geographic boundary could be more readily addressed when aligned with political representation rather than being split between political districts which could create additional barriers.

- A counter response to the border vacuums approach could be that having multiple political representatives is beneficial in some instances because greater awareness exists of the challenges and opportunities created by the geographic boundaries.

Commission Application Public Outreach *See Attachment 2 for the Application Form*

Public involvement and participation are crucial to the City's redistricting process which directly impacts the various communities across the City. The Redistricting Advisory Commission will serve in an advisory role to recommend Council District maps that reflect Salt Lake City's values and communities and ensure each area is fairly represented. To create awareness about the opportunity to serve on the Advisory Commission and inform the public of the Commission's role, the following engagement strategies were used:

- Press Release: A press release (Attachment 6) informing the media and the public about the Advisory Commission and their responsibilities, how to apply, and other opportunities for the public
- Web Hub at www.tinyurl.com/slcredistricting: This is a central library for briefing videos, timeline, summaries of steps in the process, documents, mapping files and more information. The hub includes a redistricting 101 to help residents familiarize themselves with the topic. It also includes recaps of the Council discussions and presentations from the Gardner Policy Institute (Attachment 3) and the City's Attorney Office (Attachment 4). The hub provides information on the Commission, the expectation of those selected, and information on how to apply.
- Social Media Posts: Over the application period, 12 posts were posted on four platforms (Facebook, Instagram, Twitter, and NextDoor). Every post had an English and Spanish caption and included a link to the application and the web hub for the public to learn more. Also, Council Member's District Next Door pages were used to send posts encouraging residents to apply.
- Letter to All Recognized Community Organizations, and Salt Lake City's Equity Office: Two emails were sent to all recognized community organizations (often called community councils) within the city, and other community organizations such as the Pride Center and League of Women Voters. The email included a letter from Council Chair Dan Dugan (Attachment 5) and the application. Two emails were also sent to the City's Office of Equity and Inclusion. They shared the application with their email distribution list of over 200 diverse communities and asked them to share it with their networks. The Human Rights Commission and Racial Equity in Policing Commission were also notified.
- Email Campaigns: Three citywide email campaigns in both English and Spanish were sent. First, an initial call for applications, then changes to the in-person requirement, and a last call for applications with next steps. A section on redistricting was added to the monthly district email newsletters for January and will continue to be added until the end of the redistricting process.

ATTACHMENTS

1. 2020 Census Population by Council Districts Summary Table
2. Redistricting Advisory Commission Application Form
3. Gardner Policy Institute 2020 Census Results Presentation to the Council on January 4, 2022
4. Redistricting Legal Requirements and Considerations Memo
5. Council Chair Letter to Recognized Community Organizations
6. Press Release for Redistricting Advisory Commission Applications
7. Redistricting Adoption Resolution
8. Politely Compact with Minimal Changes Map
9. RD2022-03 Map
10. Community Council Boundaries Map
11. RD2022-04 Map
12. RD2022-02 Map
13. Something Totally Different Map
14. Community Councils Letter to Redistricting Advisory Commission