



Takoma Park City Council Meeting – April 27, 2022

Agenda Item 8

Work Session

Redistricting Debrief

Recommended Council Action

Review the recently completed redistricting process.

Context with Key Issues

In 2021, the City initiated a redistricting process after contracting with FLO Analytics. The public portion of the process ran from September 2021 through March 2022, when a final redistricting map was adopted.

This work session has been scheduled to review the process and develop ideas for future redistricting improvements.

Guidance for redistricting of Takoma Park's wards is provided in the *City Charter*:

City Charter, The Council, Section 301(c): The City of Takoma Park shall be divided into six (6) wards for municipal voting purposes. Each ward shall be compact in form, composed of adjoining territory, and have substantially equal population. The ward boundaries shall be established by ordinance and shall be reviewed after each decennial census. The boundary descriptions of the six (6) wards shall be kept on file for public view at all times in the office of the City Clerk.

City Charter, General Powers of the Council, Section 401(b): Ward Redistricting. To provide for the redistricting of the wards of the City; provided, however, that the number of wards shall be as set forth in this charter, wards shall be as nearly equal in population as is practical and apportioned consistently with the principle of one person/one vote, wards shall be geographically contiguous, ward boundaries shall to the extent practical recognize natural boundaries, and no ward shall be gerrymandered to ensure the election or defeat of any incumbent candidate or potential candidate.

Council Priority

Engaged, Responsive, and Service-Oriented Government

Environmental Considerations

N/A

Fiscal Considerations

The City Council budgeted up to \$50,000 for the redistricting process.

Racial Equity Considerations

The ward demographic data is generally used in formulating race equity considerations. The 2020 Census reported population by race at the census block level. The new ward boundaries were created by splitting some census blocks, which results in some loss of accuracy.

Attachments and Links

- FLO Analytics Final Report
- Final Redistricting Map
- Summary Statistics
- List of City Council meetings when redistricting was on the meeting agenda and list of other city-wide public meetings on redistricting.

2021-2022 Redistricting on the City Council Agenda

March 24, 2021 (work session) - Preparation for Redistricting

July 7, 2021 (work session) - Contract for Redistricting Consultant

July 14, 2021 (voting session) - First Reading Ordinance Awarding a Contract for Consulting Services for Redistricting (Ordinance 2021-33)

July 21, 2021 (voting session) - Second Reading Ordinance Awarding a Contract for Consulting Services for Redistricting (Ordinance 2021-33)

September 22, 2021 (presentation and work session) - Redistricting Presentation and Discussion of Redistricting Criteria (FLO)

September 29, 2021 (voting session) - Resolution Regarding Redistricting Criteria (Resolution 2021-32)

January 19, 2022 (presentation and work session) - Draft Redistricting Maps (FLO)

February 9, 2022 (work session) - Redistricting Options (FLO)

February 16, 2022 (public hearing) - Redistricting Plan

February 16, 2022 (work session) - Discussion of Redistricting Options and Draft Ordinance (FLO)

February 23, 2022 (work session) - Redistricting Plan and Draft Ordinance

March 2, 2022 (work session) - Redistricting Plan (FLO)

March 9, 2022 (voting session) - First Reading Ordinance Adopting a Redistricting Plan (Ordinance 2022-7)

March 16, 2022 (voting session) - Second Reading Ordinance Adopting a Redistricting Plan (Ordinance 2022-7)

Separate Public Meetings on Redistricting

October 21, 2021

December 2, 2021

January 10, 2022 and January 11, 2022



MEMORANDUM

To: Jessie Carpenter
City Clerk, City of Takoma Park, MD

From: Kate Doiron
Senior GIS Analyst, FLO Analytics

Date: April 5, 2022

Project No.: F2109.01.001

Re: Final Project Memo

Overview

FLO Analytics (FLO) worked with City of Takoma Park staff (Project Team) to provide redistricting services for the City of Takoma Park (the City) council wards. Following the project kickoff in August 2021, FLO and the Project Team established a timeline for the redistricting project, met with Bloom Planning (Bloom) to plan the two community sessions, and evaluated the City's existing ward boundaries using the federal decennial census data. FLO gave presentations at three City Council meetings between October 2021 and February 2022 and attended two council works sessions in February and March 2022. FLO and Bloom also attended two community sessions in October and December 2021. Technical assistance included launching the Redistricting Engagement Portal, District Scenario Modeler (DSM) interactive mapping tool, and the Community Builder tool for councilmembers and the public to identify communities of interest boundaries. In March 2022, FLO presented maps and statistics to councilmembers for the final map option, including ranges of statistics for requested split census blocks.

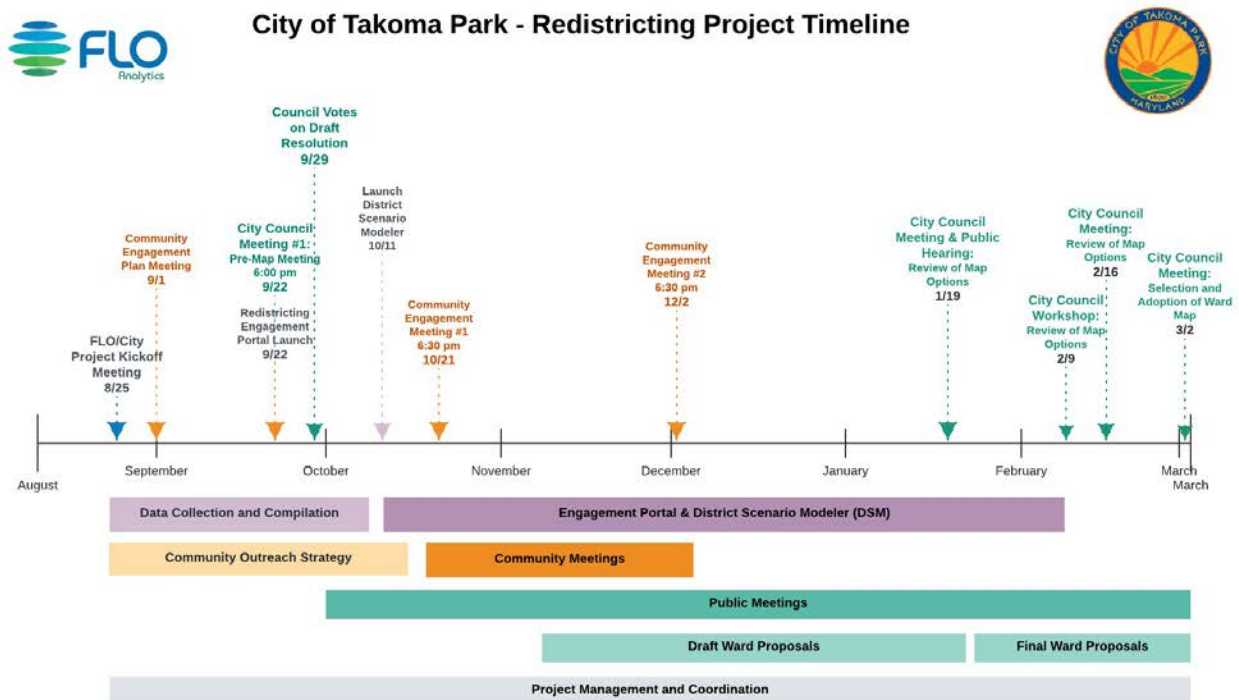
In total, FLO produced detailed maps with corresponding statistical reports for five draft map options (Draft Maps 1-5), two revised map options (Revised Maps A and B), two additional revised map options (Revised Maps Y and Z), an alternate to revised map Y (Revised Map Y-1), and one final map. The following items have been completed and an explanation of each is provided in the sections below:

- Task 1: Project Planning and Coordination
- Task 2: Data Collection and Compilation
- Task 3: Outreach and Engagement
- Task 4: Develop Ward Options
- Task 5: Develop Final Boundaries
- Task 6: Public District Scenario Modeler
- Task 7: Redistricting Engagement Portal

Task 1: Project Coordination and Planning

FLO coordinated all aspects of the project with the Project Team and Bloom. FLO held the project kickoff meeting on August 25, 2021, with the Project Team and Bloom, and maintained and updated the project timeline as the project progressed (Figure 1). FLO had regular communications with the Project Team for the entirety of the project and coordinated with Bloom to plan the community sessions. FLO coordinated with the Project Team to launch the Redistricting Engagement Portal, made ongoing updates to the portal, and provided materials for the City's redistricting website throughout the project.

Figure 1: Redistricting Project Timeline: August 2021 through March 2022



Task 2: Data Collection and Compilation

Using the 2020 Census data, FLO performed demographic and spatial analyses of the existing wards with the assumption and recommendation that the current redistricting process would not split census blocks. FLO later adjusted the census data using Maryland census files that reassign Maryland residents in correctional institutions to their last known addresses. This added 14 more residents to the total population. One census block was omitted from the analyses because the block fell outside the City's boundary, resulting in ten fewer residents in the population count. For much of the process, the total population used for the analysis was 17,633 and the ideal population for each ward was 2,939 residents. Later, 90 residents were added to Ward 5 in the Washington Adventist University area, at the request of the City, to resolve an apparent undercount in the population by the census.

To provide census 2020 demographic statistics based on current ward boundaries, census blocks that were split in the previous redistricting were assigned to wards based on whether the center of the block fell inside the ward boundary. As shown in Figure 2, census block #2007 (green) has its center in Ward 4, so the census 2020 population of that block was assigned to Ward 4. Census block #1006 (blue) has its center in Ward 3, so the census 2020 population of that block was assigned to Ward 3. This provided a starting point for creating the new ward map scenarios and for the DSM map.

Figure 2. Census 2020 Block Assignment Diagram

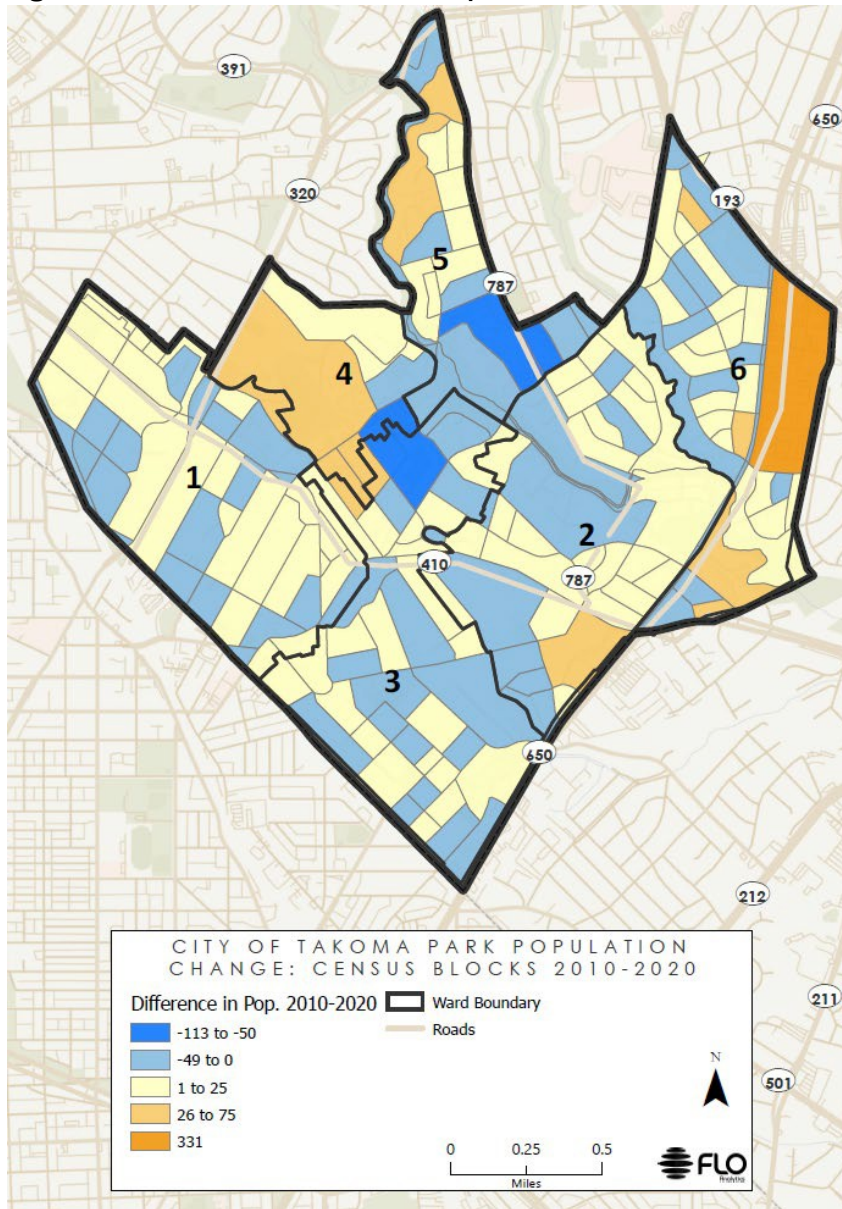


Using these assignments, the deviation between the lowest population ward and the highest population ward was 77.5 percent (Table 1). Since FLO did not attempt to split 2020 blocks and make a direct comparison, the jump to 77.5 percent deviation between wards does not indicate the actual population shifts between wards in 2010 and 2020. However, changes in population at the block level can be seen in Figure 3. Using the nearest blocks for each ward (staying as close to the current boundary as possible) was not a viable option for new proposed boundaries since the total deviation in ward populations needed to be below ten percent.

Table 1. 2020 Census Total Population by Current City of Takoma Park Ward (Assigned Blocks)

City Population	Ideal Ward Population	Overall Range	Ward	Ward Population	Deviation From Ideal	Population Over/Under Ideal
17,633	2,939	77.5%	1	2,582	-12.1%	-357
			2	3,104	5.6%	165
			3	4,395	49.5%	1,456
			4	2,117	-28.0%	-822
			5	2,313	-21.3%	-626
			6	3,122	6.2%	183

Figure 3. Census Block-level Total Population Differences from 2010 to 2020



Task 3: Outreach and Engagement

FLO presented the redistricting process as well as data and maps at five City Council meetings between September 2021 and March 2022. FLO and Bloom also presented at two community sessions on October 21, 2021, and December 2, 2021. The community sessions focused on informing the public about the process and directly answering questions about the process and the initial draft map options. As part of the Redistricting Engagement Portal (Task 7), FLO developed three survey forms for residents to submit feedback: a general comments and questions form, a community of interest survey with the option to draw and submit a neighborhood boundary (Community Builder tool), and the DSM submission survey. FLO monitored and compiled comments throughout the process, including comments from the community sessions and from councilmembers. In total, 216 comments were submitted during the process.

Task 4: Develop Ward Options

On September 29, 2021, the City Council passed a resolution for evaluation criteria and selection of a redistricting plan, including the following:

1. Each ward shall have substantially equal populations, but in no case shall the difference between the largest and smallest ward populations be more than 10 percent.
2. If practicable considering other criteria, the Council has a goal of reducing the difference between the largest and smallest wards to five percent or less.
3. Wards shall be compact.
4. Wards shall be composed of adjoining territory that is geographically contiguous.
5. Wards shall recognize natural boundaries where practical.
6. No ward shall be gerrymandered to ensure the election or defeat of any incumbent candidate or potential candidate.
7. Using information gathered from residents during the community meetings and other engagement opportunities, ward boundaries may be drawn so as to keep a particular neighborhood or community within one ward as opposed to dividing the neighborhood or community among multiple wards, but only if possible in light of the applicable legal criteria.

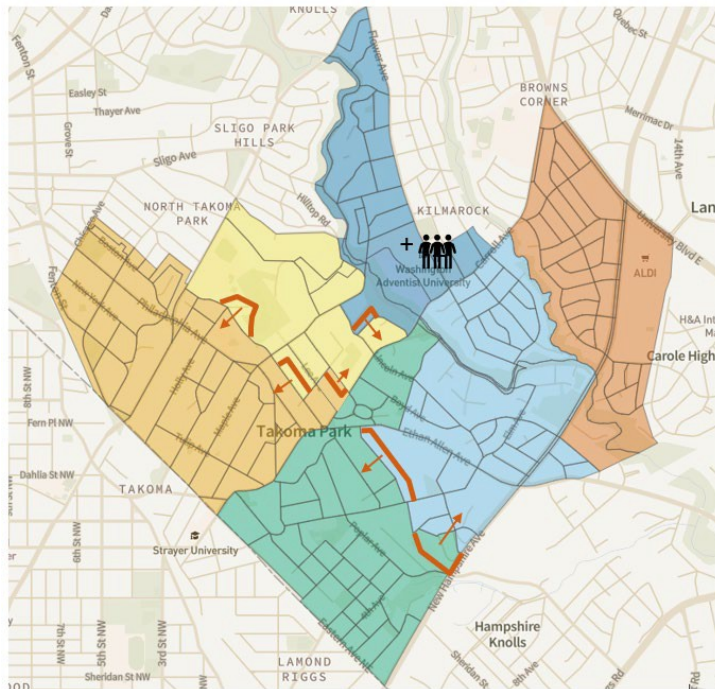
FLO used these criteria and comments collected from the October community session and the Redistricting Engagement Portal surveys to create five draft map options, which was presented at a City Council meeting in November (Map Options 1-5). While the meeting was moved to January, the draft map options were posted on the portal and were reviewed in the December community session. Based on feedback from this session, more survey responses, and information from councilmembers, FLO developed two revised map options for the January 19, 2022, public hearing (Map Options A and B). Map Option A represented boundaries that were similar to the current ward boundaries, and Map Option B represented boundaries that considered feedback from residents.

Task 5: Develop Final Boundaries

FLO used feedback from the councilmembers and community to discuss Map Options A and B during a work session with councilmembers on February 9, 2022. FLO also prepared an analysis of the effects of splitting certain census blocks to maintain neighborhood cohesion on Darwin Avenue, Conway/Prince Georges Avenues, Woodland Avenue, Jefferson/Lincoln/Carroll Avenues, and Sherman Avenue. While FLO did not recommend splitting blocks for the purposes of redistricting due to the uncertainty of the population data within split areas, we provided information on the effects on population deviation and demographics for a range of possible populations within a split area.

The result of this discussion was the creation of two additional revised map options (Map Options Y and Z). FLO revised and discussed the analysis of split blocks and the effects of adding 90 residents to the Washington Adventist University blocks on February 16, 2022, wherein councilmembers decided to move forward with Map Option Y (approximately 8.6 percent deviation). At the final meeting on March 2, 2022, FLO discussed an alternate to Map Option Y (Map Option Y-1) which would move the census block bounded by Jefferson/Lincoln/Carroll Avenues to Ward 5 for a deviation of approximately 6.0 percent. After discussion, councilmembers approved Map Option Y (Figure 4), and FLO generated custom demographic statistics and a final map for the new ward boundaries.

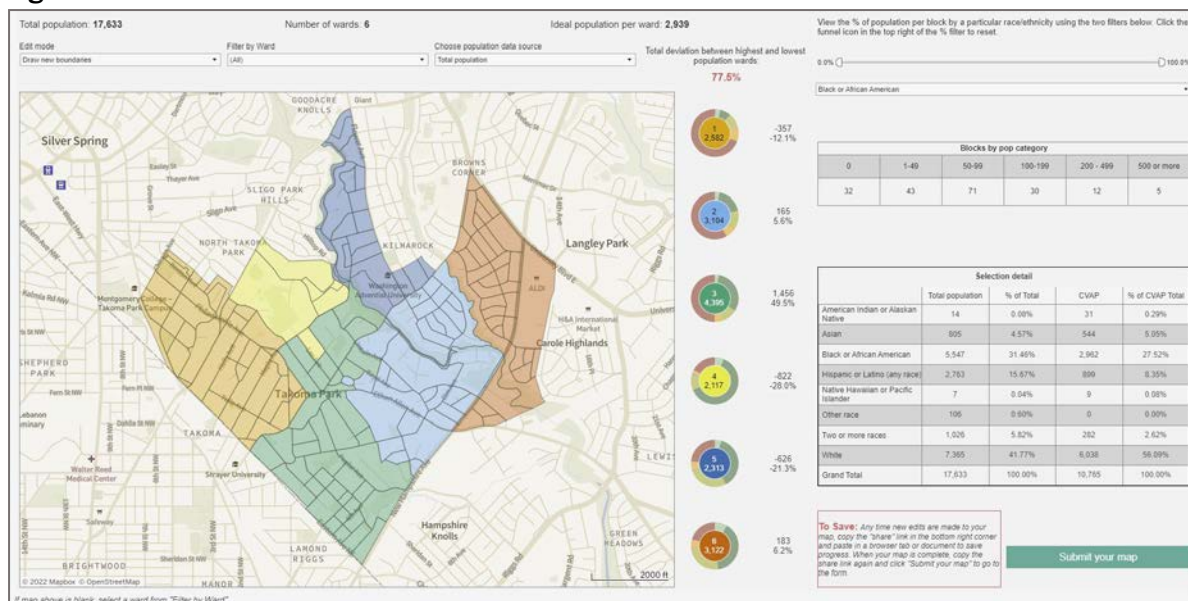
Figure 4. Map Option Y Diagram of Ward Block Assignments, Proposed Census Block Splits, and Additional Residents Location from March 2, 2022, Meeting



Task 6: Public District Scenario Modeler

FLO developed and deployed the public DSM on the redistricting portal on October 11, 2021 (Figure 5). The mapping application allowed the community to make and submit City level ward boundary maps, which were evaluated by FLO as part of the community engagement effort. FLO used the DSM to adjust ward option maps during City Council meetings and workshops. Ten maps were submitted by members of the public.

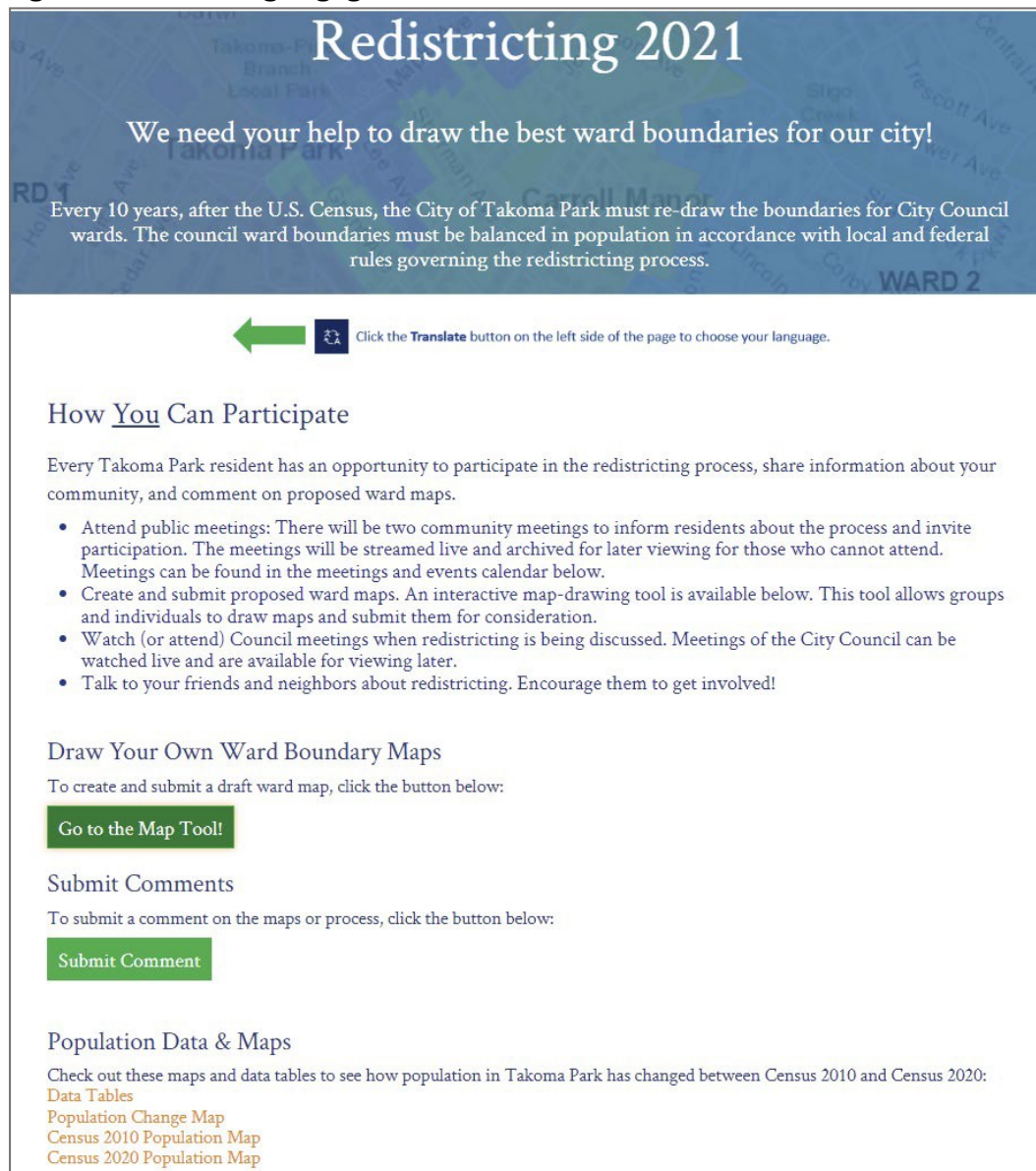
Figure 5. District Scenario Modeler Interface



Task 7: Redistricting Engagement Portal

FLO created and maintained the redistricting engagement portal alongside providing information and files to the Project Team to update the redistricting website (Figure 6). FLO updated the project calendar and links, posted data tables and maps, and hosted the two surveys and DSM links for the community to submit comments, questions, maps, and communities of interest.

Figure 6. Redistricting Engagement Portal Interface



Takoma Park Redistricting Summary Statistics

Final Map

03/09/2022



Percent Deviation by Ward for Mid-Range and High-End Population Estimate for Split Blocks

	<i>Mid-Range Neighborhood Estimates w/ Ward 5 Increase</i>		<i>High-End of Range Neighborhood Estimates w/Ward 5 Increase</i>	
Final Map Wards	Ward 5 +90 with Mid-Range Percent Deviation	Ward 5 +90 with Mid-Range Total Deviation	Ward 5 +90 with High-End Percent Deviation	Ward 5 +90 with High-End Total Deviation
1	1.6%	8.6%	3.5%	9.6%
2	-0.9%		-0.6%	
3	2.3%		2.0%	
4	2.9%		1.4%	
5	-5.7%		-6.1%	
6	2.9%		2.9%	

Takoma Park Redistricting Summary Statistics

Final Map

03/09/2022



Total Population by Race/Ethnicity per Ward for Whole Blocks

Ward	Total Population	White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian and Pacific Islander	Some Other Race	Two or More Races	Hispanic/Latino
1	2,861	66.6%	10.8%	0.3%	3.3%	0.0%	0.4%	8.4%	10.1%
2	2,713	55.6%	18.1%	0.0%	3.5%	0.0%	0.6%	7.3%	15.0%
3	2,732	62.2%	16.5%	0.1%	3.4%	0.0%	0.4%	7.1%	10.2%
4	1,634	29.8%	45.5%	0.1%	6.4%	0.1%	1.7%	2.8%	13.8%
5	2,313	23.7%	37.7%	0.0%	4.5%	0.0%	1.0%	5.6%	27.4%
6	3,024	20.7%	40.0%	0.0%	8.5%	0.1%	0.5%	5.2%	25.1%

2020 Census P.L 94-171 Redistricting Data Summary Files Total Population by race and Hispanic/Latino origin.

CVAP by Race/Ethnicity per Ward for Whole Blocks

Ward	White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian and Pacific Islander	Two or More Races	Hispanic/Latino
1	71.1%	11.4%	0.0%	2.1%	0.0%	3.1%	12.2%
2	75.6%	16.0%	0.0%	2.3%	0.0%	0.6%	5.3%
3	72.0%	12.8%	0.5%	4.0%	0.0%	4.6%	5.8%
4	39.2%	51.5%	0.0%	3.0%	0.7%	2.3%	3.6%
5	44.0%	39.1%	1.4%	4.6%	0.0%	1.7%	9.5%
6	33.1%	35.4%	0.0%	15.8%	0.0%	1.2%	14.4%

2015-2019 (5-year) American Community Survey (ACS) Citizen Voting-age Population (CVAP) by Race and Ethnicity Special Tabulation. Some Other Race category not included within the ACS special tabulation.

*Rounding may lead to summation of race/ethnicity percentages not equal to 100% (+/- 1%)

Takoma Park Redistricting Summary Statistics

Final Map

03/09/2022



Split Blocks Population by Race/Ethnicity

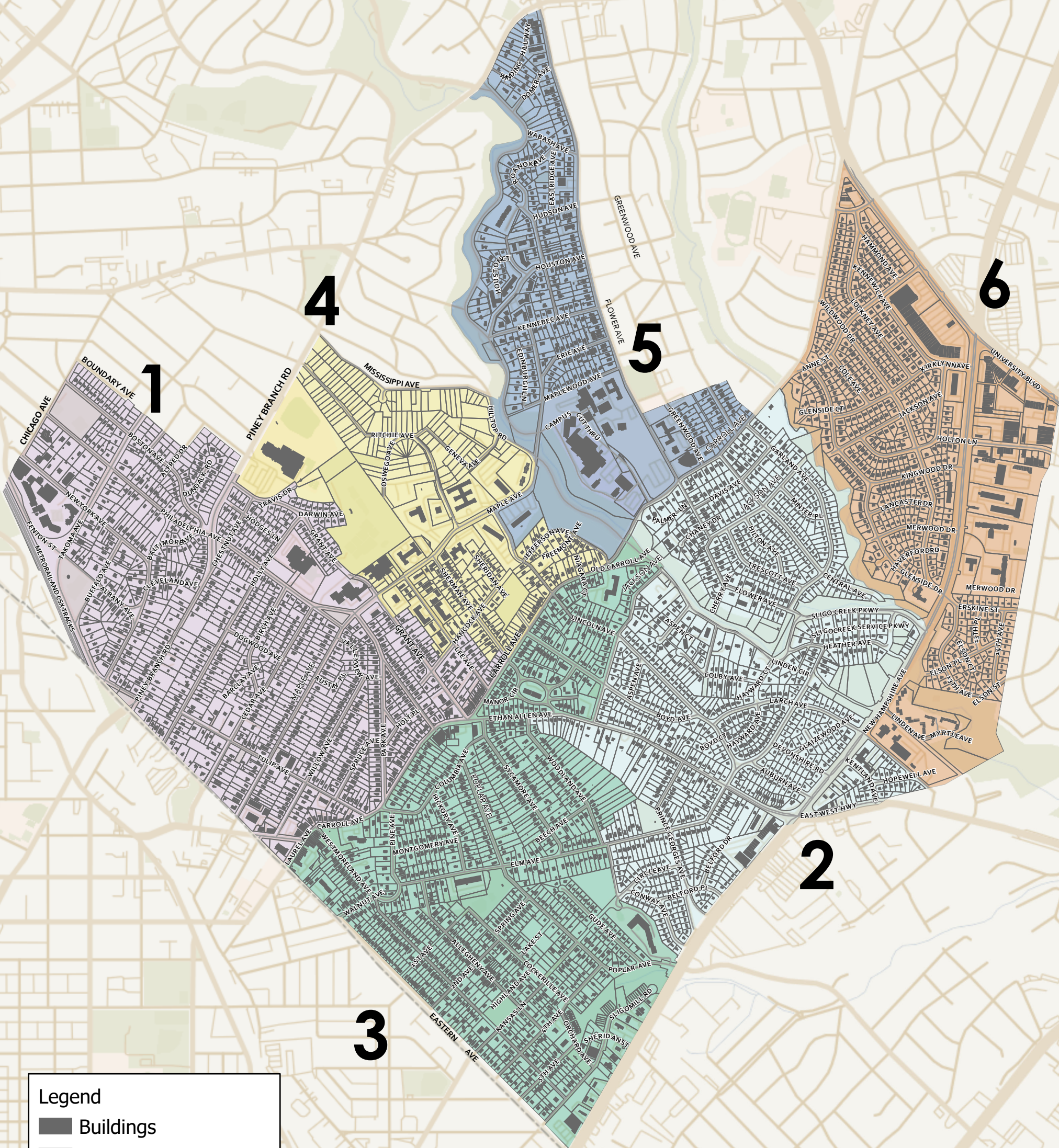
Split Block	Total Population	Mid-Range Pop to Move	White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian and Pacific Islander	Some Other Race	Two or More Races	Hispanic/Latino
Split from 1 to 4 - Sherman	61	18	68.9%	21.3%	0.0%	3.3%	0.0%	0.0%	3.3%	3.3%
Split from 2 to 3 - Woodland	184	60	87.5%	6.0%	0.0%	0.0%	0.0%	1.1%	2.7%	2.7%
Split from 3 to 2 - Prince Georges/Conway	291	32	56.7%	26.1%	0.0%	3.4%	0.0%	0.7%	5.2%	7.9%
Split from 4 to 1 - Darwin	1,063	50	8.3%	80.8%	0.0%	3.2%	0.0%	0.0%	1.9%	5.8%
Split from 4 to 1 - Grant	377	32	30.5%	48.3%	0.0%	1.3%	0.0%	0.0%	5.0%	14.9%
Split from 5 to 4 - Jefferson	380	13	5.5%	86.6%	0.3%	1.3%	0.0%	0.3%	0.5%	5.5%

2020 Census P.L 94-171 Redistricting Data Summary Files Total Population by race and Hispanic/Latino origin.

City of Takoma Park

2022 Voting District Map

Adopted March 16, 2022



Legend

Buildings

Parcels

Ward Number

1

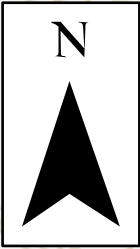
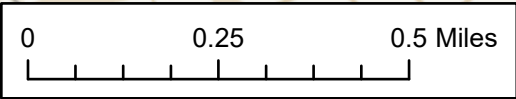
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3

4

5

6



Source: City of Takoma Park, Montgomery County GIS Department,
and the 2020 Census
Prepared by: FLO Analytics
Date: 3-14-2022