



Think Inside the Triangle™

NOTICE OF SPECIAL MEETING

Pursuant to Section 54956 of the Government Code of the State of California, a Special meeting of the **Tracy City Council** is hereby called for:

Date/Time: **Tuesday, October 28, 2025, 7:00 p.m.**

Location: **Tracy City Hall, Council Chambers
333 Civic Center Plaza, Tracy, CA 95376**

Government Code Section 54954.3 states that every public meeting shall provide an opportunity for the public to address the Tracy City Council on any item, before or during consideration of the item, however no action shall be taken on any item not on the agenda.

This meeting will be open to the public for in-person and remote participation pursuant to Government Code Section 54953(e).

For Remote Public Comment:

During the Items from the Audience, public comment will be accepted via the options listed below. If you would like to comment remotely, please follow the protocols below:

- *Comments via:*
 - **Online by visiting** <https://cityoftracyevents.webex.com> and using the following **Event Number: 2552 092 3730** and **Event Password: TracyCC**
 - **If you would like to participate in the public comment anonymously**, you may submit your comment via phone or in Webex by typing “Anonymous” when prompted to provide a First and Last Name and inserting Anonymous@example.com when prompted to provide an email address.
 - Join by phone by dialing +1-408-418-9388, 25520923730#8722922# Press *3 to raise the Hand icon to speak on an item.
- *Protocols for commenting via Webex:*
 - *If you wish to comment under “Items from the Audience/Public Comment” portion of the agenda:*
 - *Listen for the Mayor to open “Items from the Audience/Public Comment,” then raise your hand to speak by clicking on the Hand icon on the Participants panel to the right of your screen.*
 - *If you no longer wish to comment, you may lower your hand by clicking on the Hand icon again.*
 - *Comments for the “Items from the Audience/Public Comment” will be accepted until the public comment period is closed.*

Written public comments may be submitted via email to districting@cityoftracy.org, or via mail or in person at the City Clerk's Office, 333 Civic Center Plaza, Tracy, California 95376.

1. Call to Order
2. Actions, by Motion, of City Council Pursuant to AB 2449, If Any
3. Roll Call and Declaration of Conflicts
4. Items from the Audience - *In accordance with Council Meeting Protocols and Rules of Procedure*, adopted by Resolution No. 2019-240, and last amended by Resolution No. 2021-049, a five-minute maximum time limit per speaker will apply to all individuals speaking during "Items from the Audience/Public Comment." For non-agendized items, Council Members may briefly respond to statements made or questions posed by individuals during public comment; ask questions for clarification; direct the individual to the appropriate staff member; or request that the matter be placed on a future agenda or that staff provide additional information to Council.
5. PUBLIC HEARING
 - 5.A. Staff recommends that the City Council conduct a public hearing and during such hearing, (1) receive a report from staff and the City's consultant on the districting process, permissible criteria to be considered to draw City Council Member election district boundaries, public outreach, and mapping tools; (2) provide and receive input from the public on the composition of voting districts before maps are drafted; and (3) request any additional information needed to provide direction on creation of draft plans.
[5.A - Staff Report - Districting Public Hearing.pdf](#)
[5.A - Presentation - Districting Public Hearing.pdf](#)
6. Council Items and Comments
7. Adjournment

Posting Date: October 23, 2025

The City of Tracy is in compliance with the Americans with Disabilities Act and will make all reasonable accommodations for the disabled to participate in employment, programs, and facilities. Language interpretation and requests for disability-related modification or accommodation, including auxiliary aids or devices, may be arranged by submitting a request to the City Clerk's Office by emailing districting@cityoftracy.org or calling (209) 831-6105 at least 48 hours prior to the Public Hearing.

Agenda Item 5.A

RECOMMENDATION

Staff recommends that the City Council conduct a public hearing and during such hearing, (1) receive a report from staff and the City's consultant on the districting process, permissible criteria to be considered to draw City Council Member election district boundaries, public outreach, and mapping tools; (2) provide and receive input from the public on the composition of voting districts before maps are drafted; and (3) request any additional information needed to provide direction on creation of draft plans.

EXECUTIVE SUMMARY

At its special Council Meeting on August 26, 2025, the Tracy City Council adopted a Resolution of the City Council of the City of Tracy Declaring Its Intent to Transition from At-Large to By-District Council Member Elections Under Elections Code § 10010. Pursuant to the Elections Code, the City of Tracy has scheduled four public hearings regarding districting, with the first hearing to be held on October 28, 2025, at 7:00 p.m. During this Public Hearing, staff recommends that the City Council (1) receive a report from staff and the City's consultant on the districting process, permissible criteria to be considered to draw City Council Member election district boundaries, public outreach, and mapping tools; (2) provide and receive input from the public on the composition of voting districts before maps are drafted; and (3) request any additional information needed to provide direction on creation of draft plans.

BACKGROUND AND LEGISLATIVE HISTORY

If the transition from at-large, citywide elections to by-district elections for Council Members is approved, the City anticipates that the November 2026 election of Council Members will be conducted by district, with two (2) district elections taking place in that election, and the final two (2) district elections taking place in November 2028. The Mayor will remain as an at-large, citywide elected position, with the mayoral election occurring every two (2) years. To help facilitate this process, the following consultants have been retained to assist with the potential transition to by-district elections: Wagaman Strategies and Tripepi Smith.

While not explicitly required to do so, staff intends to comply with the public hearing requirements outlined in Elections Code Section 21150. In addition to the October 28 Public Hearing, staff has scheduled Public Hearings for 7:00 p.m. on November 15, 2025, December 11, 2025, and January 13, 2026. Staff anticipates that maps and the potential sequence of elections will be introduced at Public Hearing 3 on December 11, 2025. The deadline for the public to submit draft maps and Communities of Interest for consideration at Public Hearing 3 is November 25, 2025, at 6:00 p.m. Maps and Communities of Interest submitted after 6:00 p.m. on November 25, 2025, will be treated as public comment.

At the Public Hearing on October 28, the City Council will receive an update on the districting process, including the timeline and public outreach efforts, and the City's demographic consultant, Michael Wagaman, will present information about the districting process, permissible criteria to be considered to draw City Council Member election district boundaries, and mapping tools.

Please visit the City's districting webpage at cityoftracy.org/districting for districting information, resources, notices, agendas, presentations, and meeting recordings.

FISCAL IMPACT

There are no fiscal impacts related to the actions requested of the City Council in this staff report, except for operational expenses, the expenses incurred under the professional services agreements with Wagaman Strategies and Tripepi Smith, and English-to-Spanish translation fees for districting materials. The professional services agreements and translation fees are within the City Manager's spending authority.

STRATEGIC PLAN

This agenda item supports the City Council's strategic priority of Declaring Its Intent to Transition from At-Large to By-District Council Member Elections Under Elections Code § 10010.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council conduct a public hearing and during such hearing, (1) receive a report from staff and the City's consultant on the districting process, permissible criteria to be considered to draw City Council Member election district boundaries, public outreach, and mapping tools; (2) provide and receive input from the public on the composition of voting districts before maps are drafted; and (3) request any additional information needed to provide direction on creation of draft plans.

Prepared by: April B. A. Quintanilla, City Clerk

Reviewed by: Sara Castro, Finance Director
L. David Nefouse, City Attorney
Arturo M. Sanchez, Assistant City Manager

Approved by: Midori Lichtwardt, City Manager



District Elections

Tracy
Education and Public Input

October 28, 2025



Council Actions Requested

Conduct first of two public hearings to receive input on the composition of voting districts before maps are drafted

Request any additional information needed from staff and/or the demographer before the next public hearing to facilitate providing direction on creation of draft plans



Potential Timeline: Phase I

Event	Date
Hearing 1- Education and public input	Oct 28
Hearing 2- Public input and initial direction	Nov 18
Public plan and Communities of Interest submission deadline	Nov 25
Publish public and draft maps	Dec 4



Potential Timeline: Phase II

Event	Date
Hearing 3- Review plans and potential sequence of elections and provide direction	Dec 11
Publish revised maps	Jan 6
Hearing 4- Review. Make final edits. Select plan	Jan 13
Introduce Potential Ordinance Establishing By-District Elections and Sequence of Elections (tentative)	Jan 20
Adopt Potential Ordinance Establishing By-District Elections and Sequence of Elections (tentative)	Feb 3



California Voting Rights Act

Can require jurisdictions to transition to district elections

Provides guidance for sequencing of elections

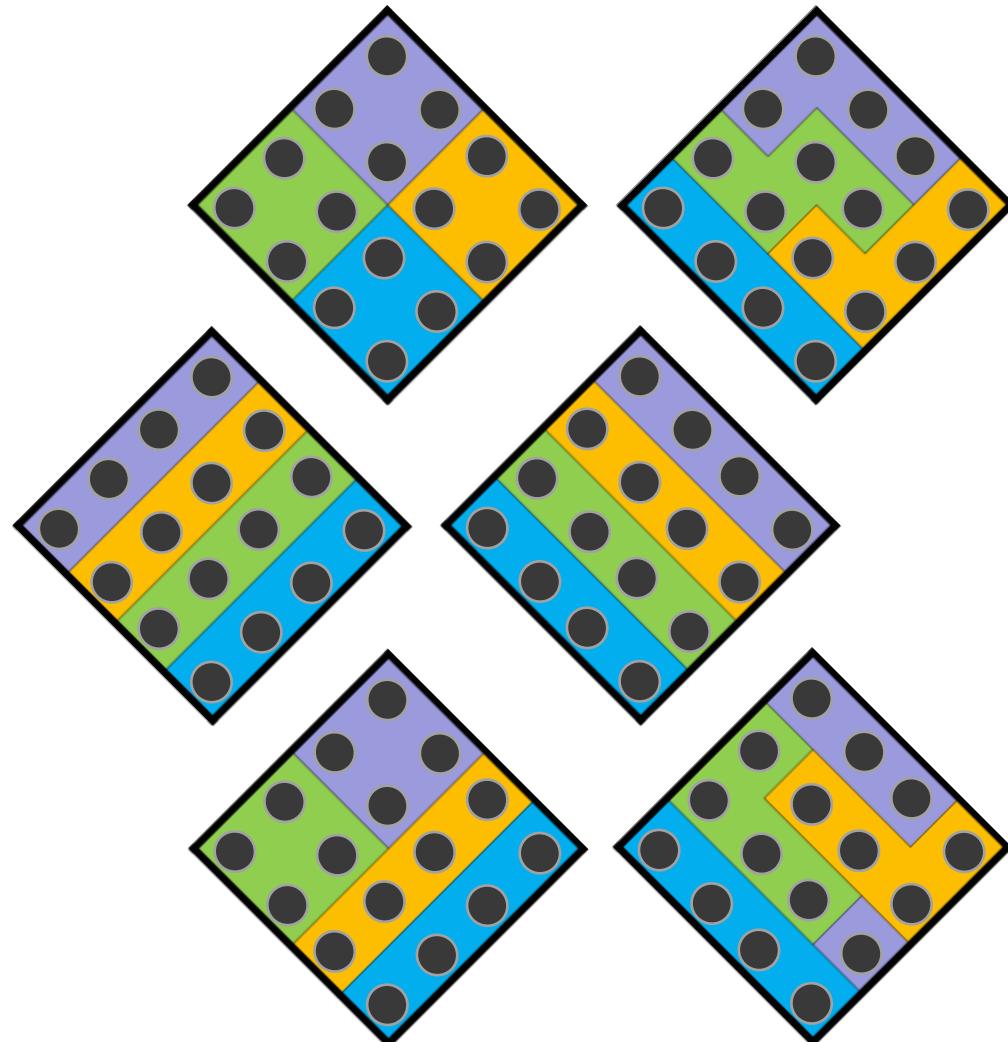
What is Districting?

As opposed to an at-large system, representatives are elected from districts

Districting is simply the process of drawing boundaries

How those lines are drawn affects how people are represented

Mayor still elected at-large





Relevant Laws

U.S. Constitution

Federal Voting Rights Act

State Constitution and Code

Case Law

Equal Population

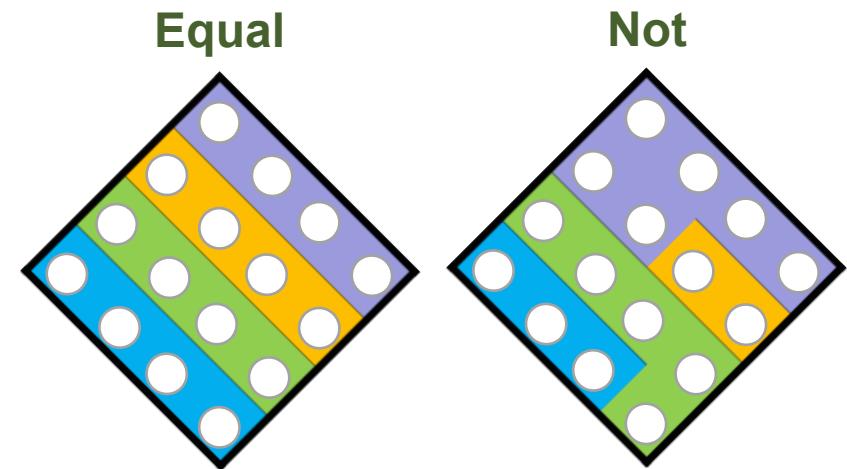
Equal Population: "As far as practicable"

Exact: no. Good faith: yes

Deviation: Difference between actual & ideal size

10% no longer clear “safe harbor”

California provides adjusted data for incarcerated populations





Demographics

Total	Total	NH-White	Latino*	Asian*	Black*
Population^	93,350	27.0%	38.7%	22.7%	6.9%
Voting Age Population^	69,112	29.8%	35.5%	23.1%	7.1%
Citizen Voting Age Population+	59,598	32.8%	34.6%	21.7%	8.0%

[^] 2020 Census Redistricting Data. Adjusted for incarcerated populations

⁺ Adjusted 2019-2023 American Community Survey Special Tabulation

^{*} Calculated pursuant to OMB BULLETIN NO. 00-02



14th Amendment & Voting Rights Act

Race: Must not be the “predominant” factor

Can consider along with traditional, race-neutral, criteria

Traditional criteria must not be subordinate

Vote Dilution: Avoid depriving minority voters of an equal opportunity to elect a candidate of their choice

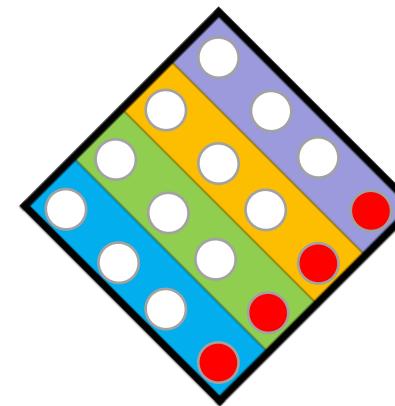
Discriminatory intent not required, only effect

Voting Rights Act

Gingles Criteria:

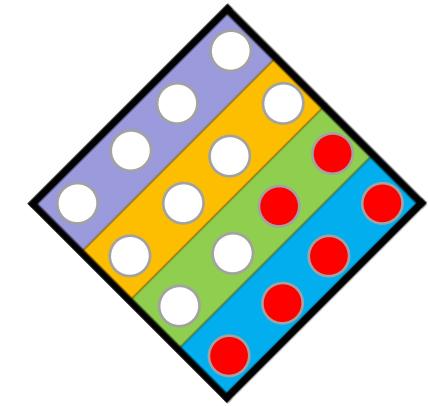
1. The minority group must be sufficiently large and geographically compact to constitute a majority in a district
2. The minority group must be politically cohesive
3. The white majority votes sufficiently as a block to enable it to usually defeat the minority's preferred candidate

Cracking



Dispersing into several districts such that a block-voting majority can routinely outvote

Packing



Concentrating to minimize influence in other districts



Traditional Criteria

**Elections Code 22000
establishes ranked criteria:**

Contiguity

Community of Interests

Topography/Geography

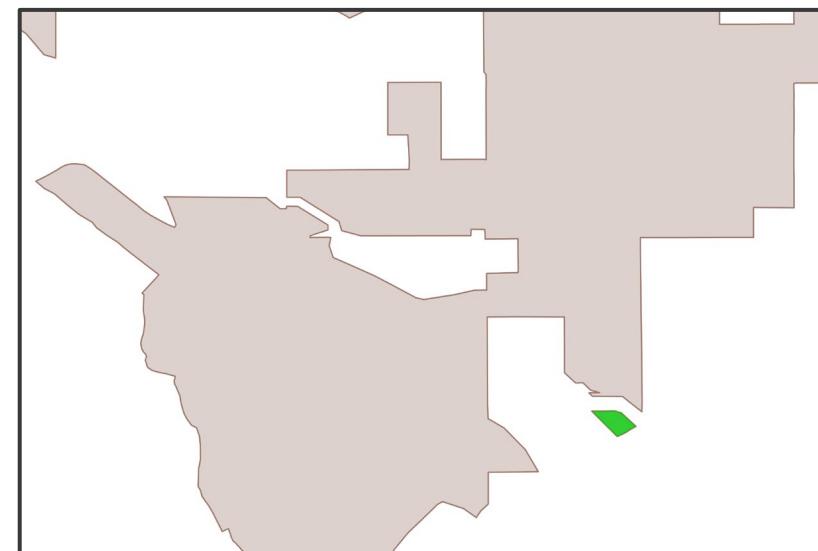
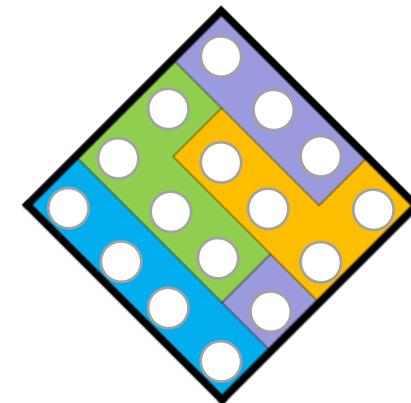
Compactness

Contiguity

Contiguity: All parts should be connected

Special cases such as non-contiguous portions of the city

Non-Contiguous



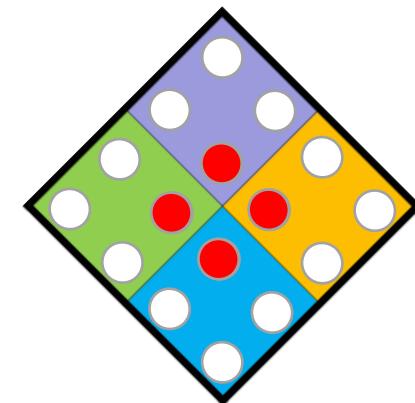
Community of Interest

Community of Interest:

Common social or economic interests. Bringing like people together for representation

Minimize splits and keep together to allow for effective and fair representation

Split Community





Community of Interest

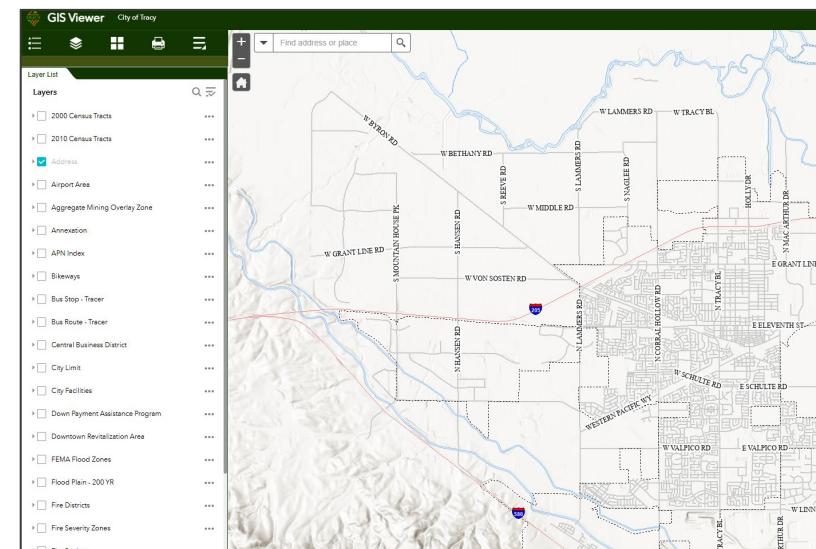
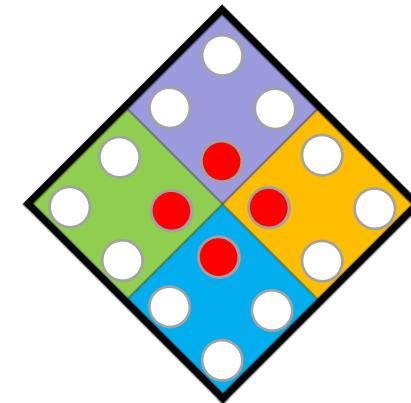
Community of Interest:

For example, shared policy concerns, socioeconomic characteristics, histories, and cultural districts

Can consider existing information but no definitive dataset

Need public testimony!

Split Community



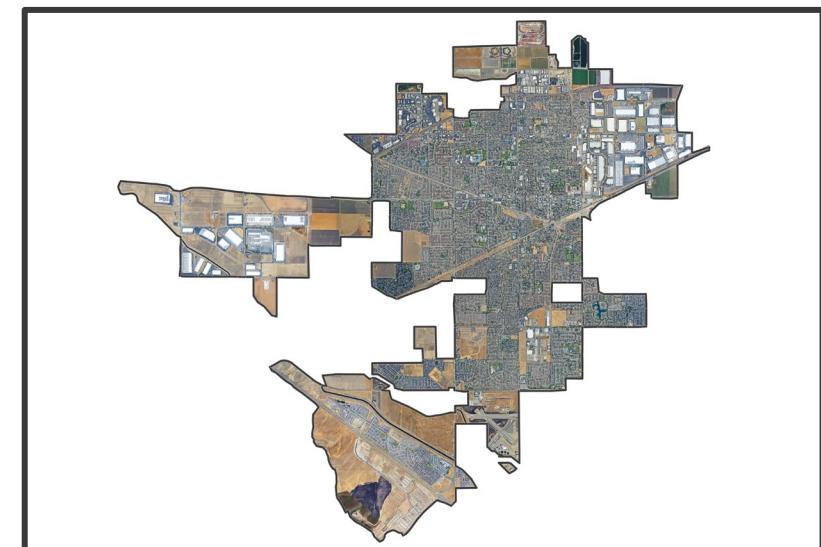
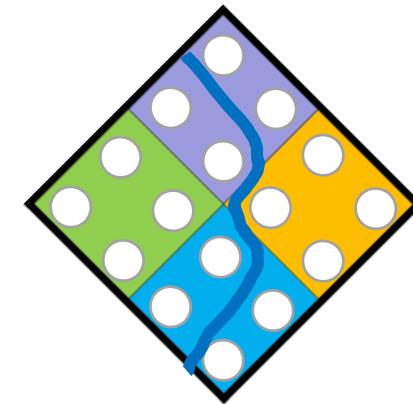
Topography/Geography

Topography and Geography:

Easily identifiable and understandable lines, following city, natural, and man-made boundaries

Not always compact

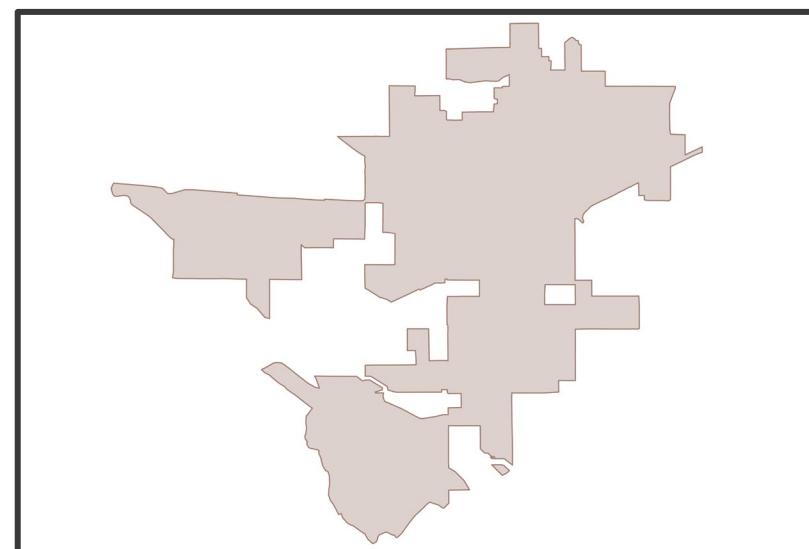
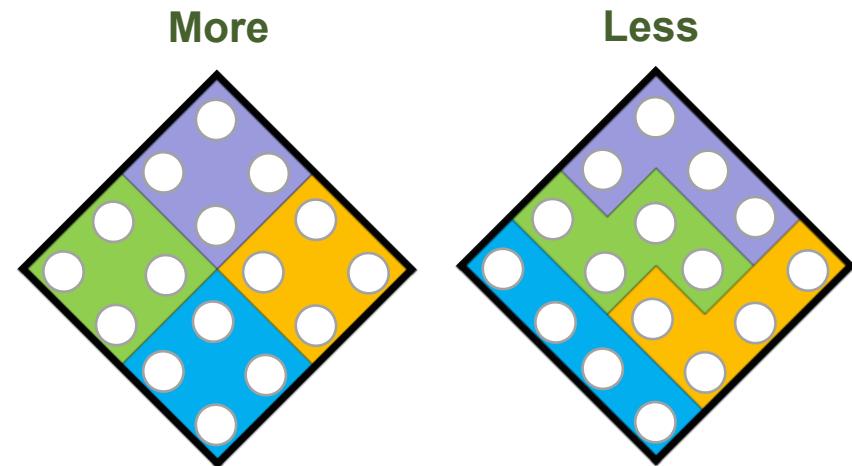
Split Boundary



Compactness

Compactness: Be aware of shape and appearance

Keeping in mind this is lower ranked than other criteria



Prohibitions

Political Parties, Incumbents, & Candidates:

Cannot draw for purpose of
advantaging or disadvantaging

Communities of interest cannot
be defined by relationships
with any of the above





Things to Remember

Strive for population equality. Be prepared to justify deviations

Ensure compliance with federal Voting Rights Act. Avoid vote dilution where required

Do not use race as the predominant factor. Only as one of many factors and cannot subordinate other redistricting criteria

Focus on traditional criteria. Draw contiguous divisions, respecting communities of interest, making use of existing topography and geography, while being compact as possible.

Don't focus on politics. Avoid considering impacts on parties, incumbents, or candidates.



Census Data

Census: Conducted every ten years.

Purpose is to count every person

Used to determine if populations are equal

Reported by census blocks

ACS: Monthly sample averaged over five years

Purpose to estimate a more detailed demographics

Used to determine compliance with Voting Rights Act.

Reported primarily by census block groups or tracts

But California breaks down CVAP data to census block

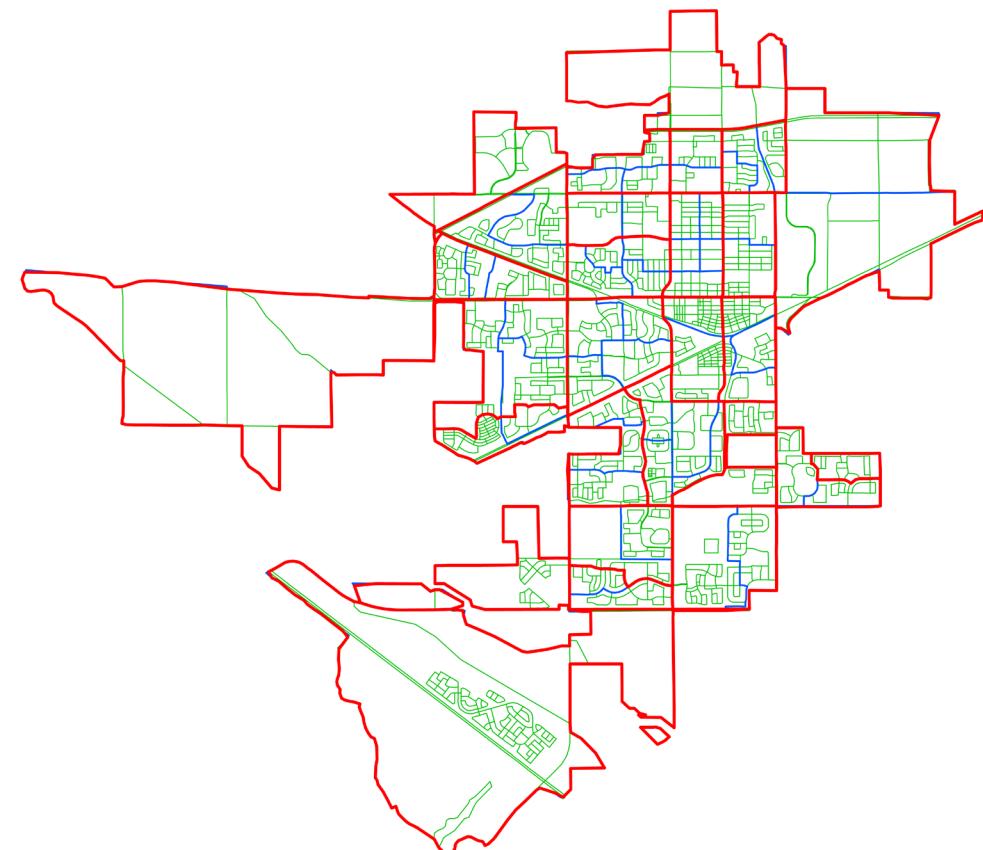
Census Geography

Type ⁺	#	Average Pop
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Block 1,080 86

Block Group 62 1,506

Tract 24 3,890



+ Includes Block Groups and Tracts only partially within the jurisdiction.

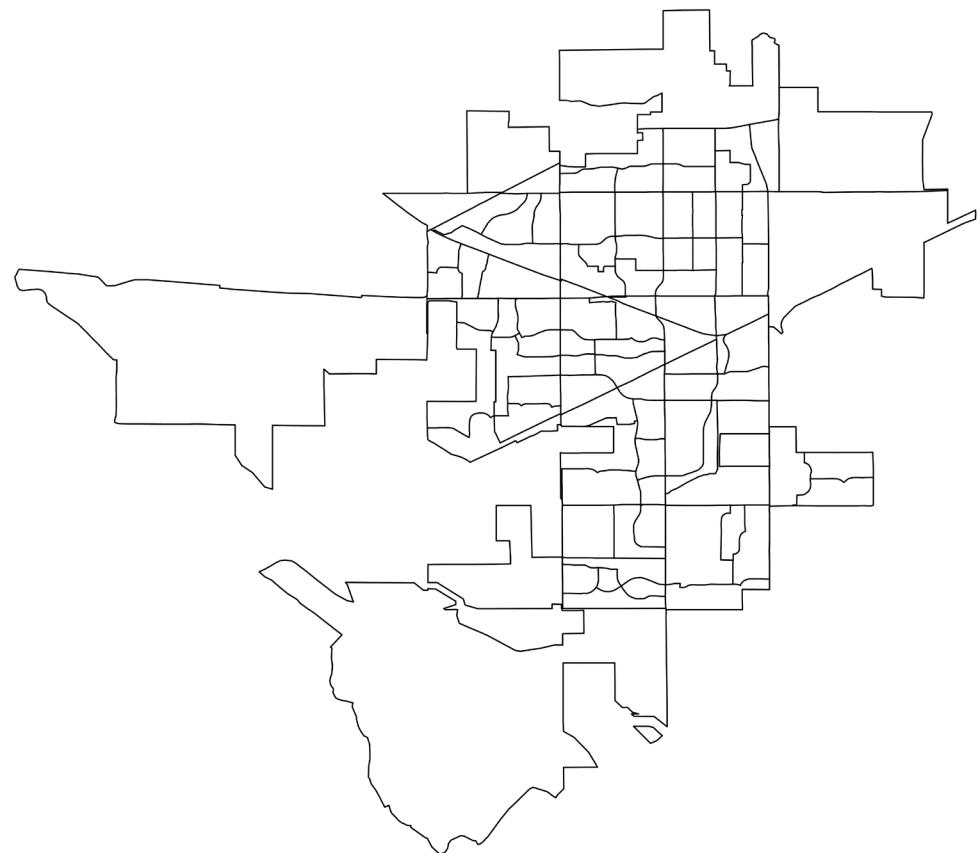
Slice Geography

Type	#	Average Pop
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Slice 91 1,026

Slices: Combination of census and other understandable boundaries.

Used to lower barriers to public redistricting plans





Two Phases

Phase I: Before drawing draft plans:

- October 28
- November 18

Chance for public to provide input on communities of interest, existing lines, and then propose their own plans

All public input to website

Phase II: After first draft and public plans:

- December 11
- January 13

Chance for public feedback, suggested changes, consider alternate plans, and more public input

Final plan adopted by February 3



Public Outreach

Public outreach is not only legally required, but also critical to producing the information needed to produce a plan.

Public can contribute in multiple ways.



Public Outreach

- Districting webpage was launched on October 10, 2025
- Email announcement and social media posts issued on October 13, 2025
 - Email was sent to 16,779 addresses with 66% open rate
- Districting featured in the City Manager's October Newsletter issued on October 14, 2025
- Direct mailer was sent to 45,774 addresses in the City (residents and businesses) on October 15, 2025

CITY OF TRACY DISTRICTING WEBPAGE

CIUDAD DE TRACY PAGINA DE WEB DE DISTRITACION

City Manager's Newsletter

CITY OF TRACY DISTRICTING WEBPAGE

Public Hearing Schedule

Calendario de Audiencias Públicas

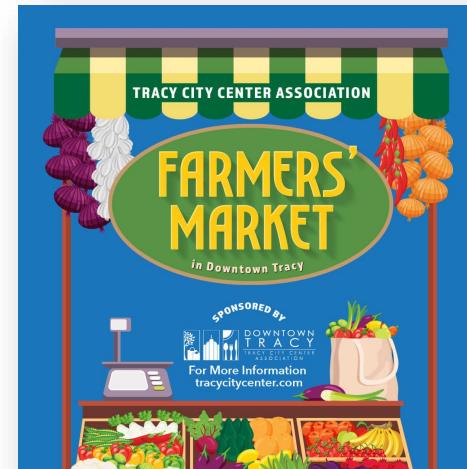
WAGAMAN STRATEGIES

WAGAMAN STRATEGIES

25

Public Outreach

- Staff attended the Farmers Market on October 25, 2025
- Staff attended the Día de Los Muertos Family Day event on October 25, 2025
- The City's consultant, Triepi Smith, placed 86 calls to community organizations to inform them about districting



Public Outreach

- Planned Outreach
 - Animated video about districting
 - Additional appearances at the Farmers Market throughout the districting process
 - Next Date: November 15, 2025, 9 a.m.-11 a.m.
 - Consistent social media posts
 - Informational flyers
 - Utility bill insert in November (flyer)
- Next Public Hearing: **November 18, 2025, at 7:00 p.m.**





Public Input

Communities of Interest:

- Where is it located?
- What is the mutual interest of the community?
- Why should it be kept together?

Online tool and printable worksheet on the website

Plans:

Draw one district or all four

Online tool using blocks

Printable worksheet using slices

Basic demographics, PDF, and interactive map produced for all plans (including public)

Resources

In Person/Mail

- City Clerk's Office
333 Civic Center Plaza
Tracy, CA 95376



Webpage

- cityoftracy.org/districting

Email

- districting@cityoftracy.org

Phone

- (209) 831-6105
City Clerk's Office- Public Line