

Redistricting 101



Overview

This presentation will cover a range of topics to provide background on the redistricting process, census data, and our timeline.

- The Processes under the Fair Maps Act
- What is Redistricting?
- State and Federal Voting Rights Act
- What is Gerrymandering
- Traditional Redistricting Principles
- Census Data
- Timeline
- Current District Demographics

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The Redistricting Process

Under the Fair Maps Act

Imperial County is required to hold at least four hearings under the Fair Maps Act (FMA).

- One to two pre-map hearings to collect community of interest testimony
- Two map hearings to discuss proposed maps, the second hearing can be the final if now changes are made to the maps presented
- An optional final hearing to pass the final map

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What is Redistricting?

Redistricting is at its core the act of equalizing population among districts.

This is important in order to meet two requirements - one constitutional, one from Supreme Court precedent:

- *Equal Representation (14th Amendment)* - how effective any resident can be at advocating for themselves or being represented within a jurisdiction.
- *One Person One Vote* - equal ability to elect a candidate of choice.

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What is the Voting Rights Act?

The Voting Rights Act is federal Law that seeks to remedy racial disenfranchisement. It has two sections impacting redistricting:

Section 2 – Majority Minority Districts

Section 5 – Preclearance (inactive)

The California Voting Rights Act prohibits the use of At Large Election Systems in local government if there is Racially Polarized Voting. *Does not impact Imperial County.*

What is the Voting Rights Act?

The Voting Rights Act Section 2 is enforced when a jurisdiction meets certain preconditions:

- 1) A minority group must be sufficiently large and geographically compact to comprise a majority of the district;
- 2) The minority group must be politically cohesive (it must demonstrate a pattern of voting for the same candidates, also known as “bloc voting”); and,
- 3) A majority of voters vote sufficiently as a bloc usually to defeat the minority group’s preferred candidate.

What is the Voting Rights Act?

Determining Section 2 obligation requires legal counsel and sometimes a racially polarized voting analysis.

- Does the minority population qualify under Section 2?
- Is the proposed district a sufficient remedy – is it an “effective” majority minority district?
- Is there a claim for a coalition district?
- *Without Section 2, a community of interest can still be supported but race cannot be a predominant factor in drawing lines.*

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What is Gerrymandering

The Gerrymander

The term Gerrymander came from a cartoon depicting a rather serpentine looking district created by Governor Elbridge Gerry in Massachusetts.

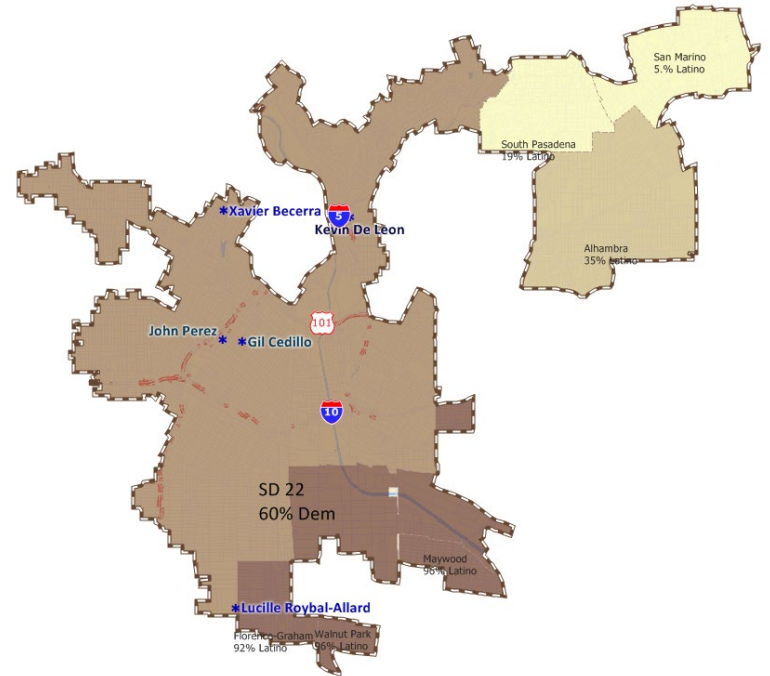


What is Gerrymandering

The Gerrymander

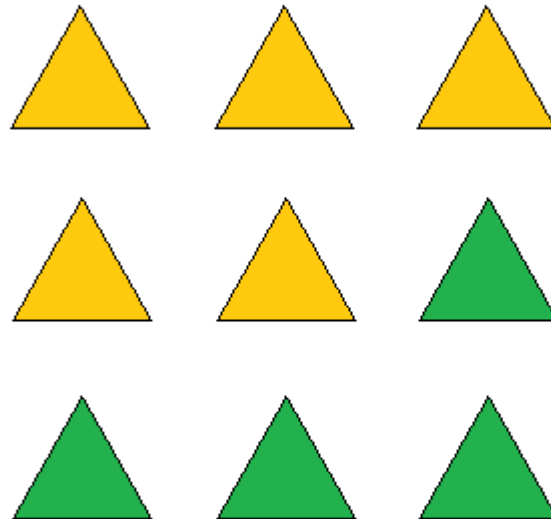
There are more recent examples of gerrymandering, even in California.

This 2001 Senate District is a great example.



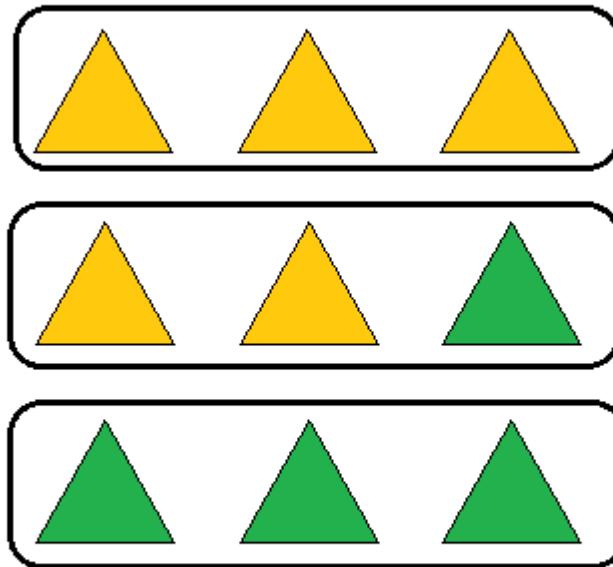
What is Gerrymandering

How does gerrymandering work?



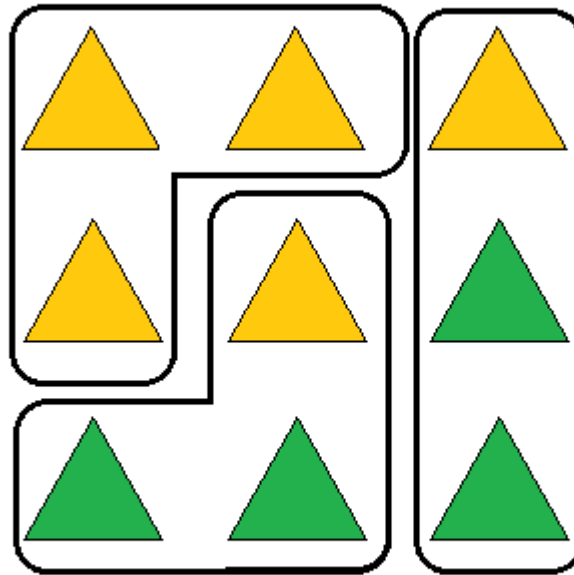
What is Gerrymandering

How does gerrymandering work?



What is Gerrymandering

How does gerrymandering work?



What is Gerrymandering

Types of Gerrymanders

The two primary types of gerrymanders are Partisan and Racial, but there are more.

Partisan Gerrymandering – current Supreme Court has determined these *non-justiciable* but some state and local laws have stepped in to ban them.

Racial Gerrymandering – courts have repeatedly found these to be unlawful.

Incumbent Gerrymandering – common in any redistricting conducted by the agency itself.

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Traditional Redistricting Principles

Preventing a Districting from becoming a Gerrymander

There are a number of criteria that have been used nationally and upheld by courts.

- Relatively equal size - people, not citizens
- Contiguous – districts should not hop/jump
- Maintain “*communities of interest*”
- Follow city and census designated place boundaries
- Keep districts compact – appearance/function

Traditional Redistricting Principles

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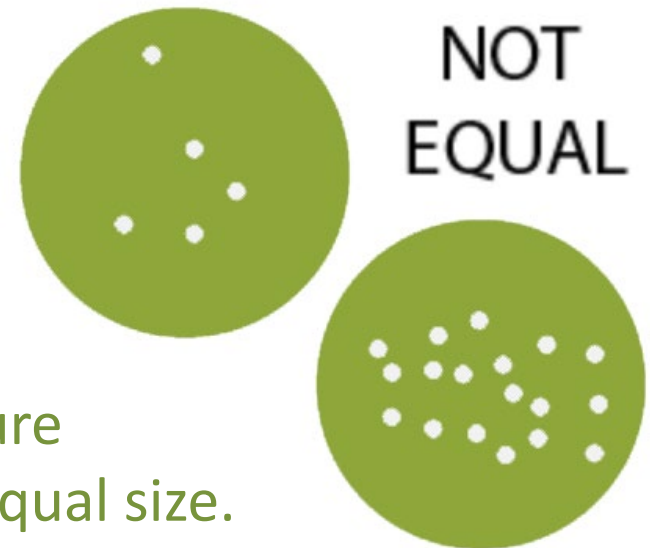
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Equal Population

Utilizing the U.S. Census Decennial File

What is “equal” population has been a key subject in redistricting litigation.

- Population Equality is based on “People” not citizens or voters or other metrics.
- The metric used is called “deviation” which is a measure of how close a district is to equal size.

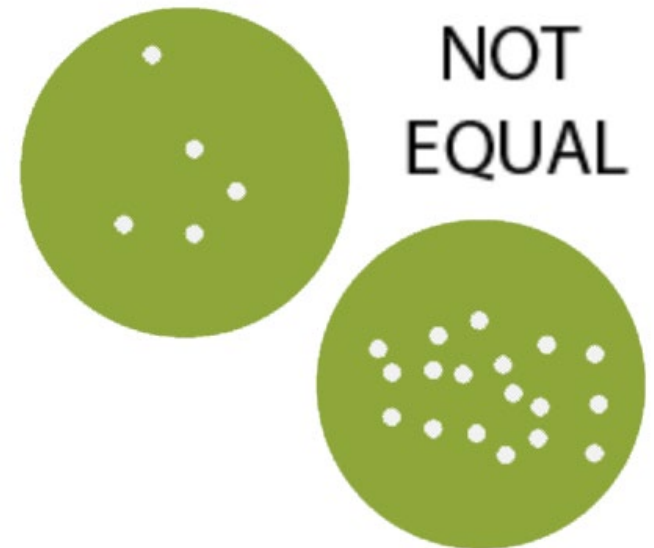


Equal Population

Utilizing the U.S. Census Decennial File

What is “equal” population has been a key subject in redistricting litigation.

- Congress: 1 Person
- Local Govt: 10%
- Legislative/others: 1%-5% or other more restrictive by choice.

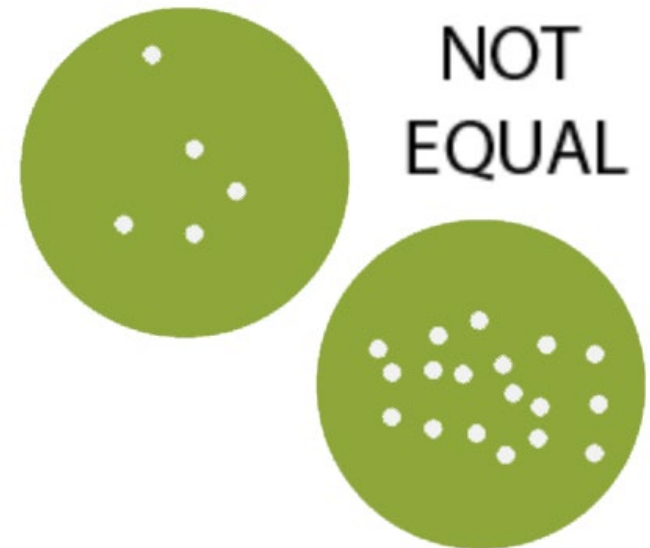


Equal Population

Utilizing the U.S. Census Decennial File

What is “equal” population has been a key subject in redistricting litigation.

- Equality is Required
- *Strict adherence to a numeric goal for equality beyond what is required is not necessarily better.*



Traditional Redistricting Principles

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Contiguity

Two definitions for what is contiguous

Contiguity should be thought of as “literal” and “functional.”

- An area that is one whole piece is “literally contiguous.”
- An area that represents how the population functions or how people are connected is “functionally contiguous.”



Contiguity

Two definitions for what is contiguous

Contiguity should be thought of as “literal” and “functional.”

- Treasure Island: not literally contiguous to San Francisco, but is “functionally contiguous”
- Two houses on either side of 5 could be literally contiguous, but functionally.



Traditional Redistricting Principles

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Communities of Interest

Bringing like people together for representation

A community of interest includes ethnic and language minorities and other groups as discussed.

- Many more, including:
 - Senior Citizens or Students
 - Downtown / Urban
 - Rural or Agricultural
 - Homeowners or Renters
 - Wilderness – Urban Interface

Communities of Interest

Bringing like people together for representation

What are you looking for in trying to judge the applicability of a Community of Interest to the redistricting process?

- Group with shared culture / characteristics
- Geographic Nature / Density / Ability to be mapped
- Relationship to Agency / Policies

Traditional Redistricting Principles

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Protecting Cities & Census Designated Places

Bringing like people together for representation

FAIR MAPS Act:

To the extent practicable, the geographic integrity of a city or census designated place shall be respected in a manner that minimizes its division.

Traditional Redistricting Principles

Preventing a Districting from becoming a Gerrymander

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- **Keep districts compact – appearance/function**

Compactness

Determining what is “compact”

The measure of compactness can get complicated.

- Ratio of the circumference of a district and the area of a district.
- Measuring the number of distinct straight lines and the number of kinks and bends.
- Simply outlawing funny shapes.

NOT
COMPACT



Compactness

Determining what is “compact”

California has a rather elegant/simple definition.

- Not bypassing nearby populated areas in favor of more distant populated areas

Additional Redistricting Rules

Criteria required in Imperial County Beyond Traditional Principles

The FAIR MAPS Act adds more criteria to the process.

- Not consider Incumbents / Candidates.
- Not draw districts to advantage or disadvantage a political party.
- Hold minimum set of hearings, encourage public engagement.
- Posting of all redistricting commission information on a website that is maintained *for the next 10 years*.

Completion of Redistricting

Late Census is complicating process

The current deadline for final passage of plans is December 15th as set forth in the FAIR MAPS Act.

- This deadline set by the Legislature may change.
- Need to proceed under the assumption that this deadline will not change as if you miss it, the courts will step in and draw the supervisorial lines.
- *We will be updating if/when there are any changes.*

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The mechanics of Redistricting

Census Data

Census Files come in two parts:

Geography – the underlying framework of the data

Data – the counts of population and demographics

And they can convey different information:

Point in Time – Decennial Census

Multi-year Averages – Trends/Estimates

The mechanics of Redistricting

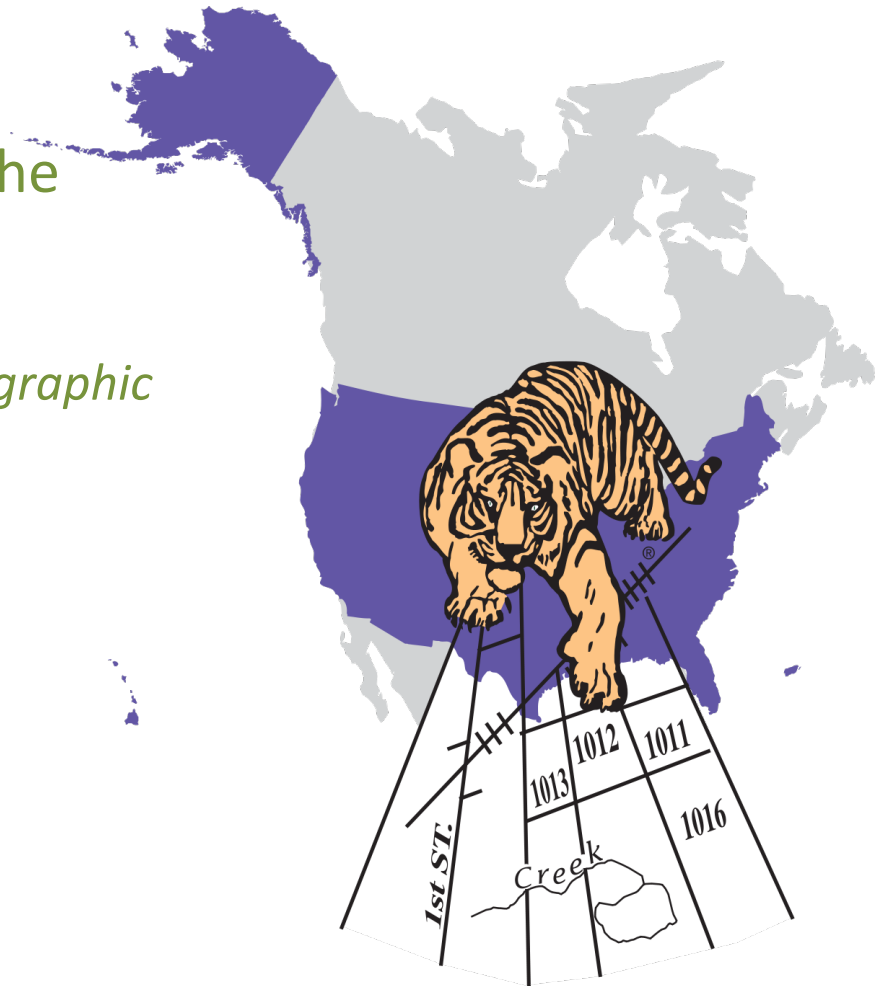
Census Data

The Geography is called the
TIGER Files

- *Topologically Integrated Geographic
Encoding and Referencing*

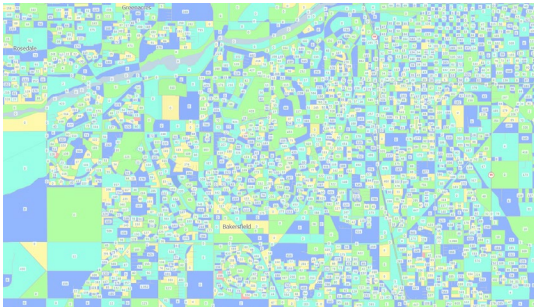
- *Nested geographic units*

- *Block*
- *Block Group*
- *Tract*

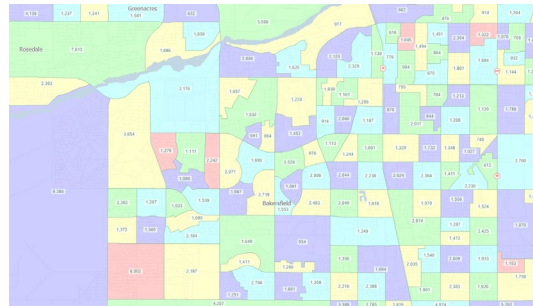


The mechanics of Redistricting

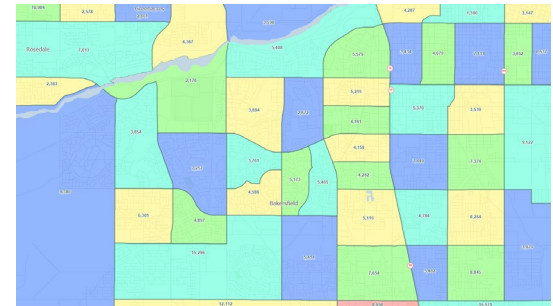
Census Data



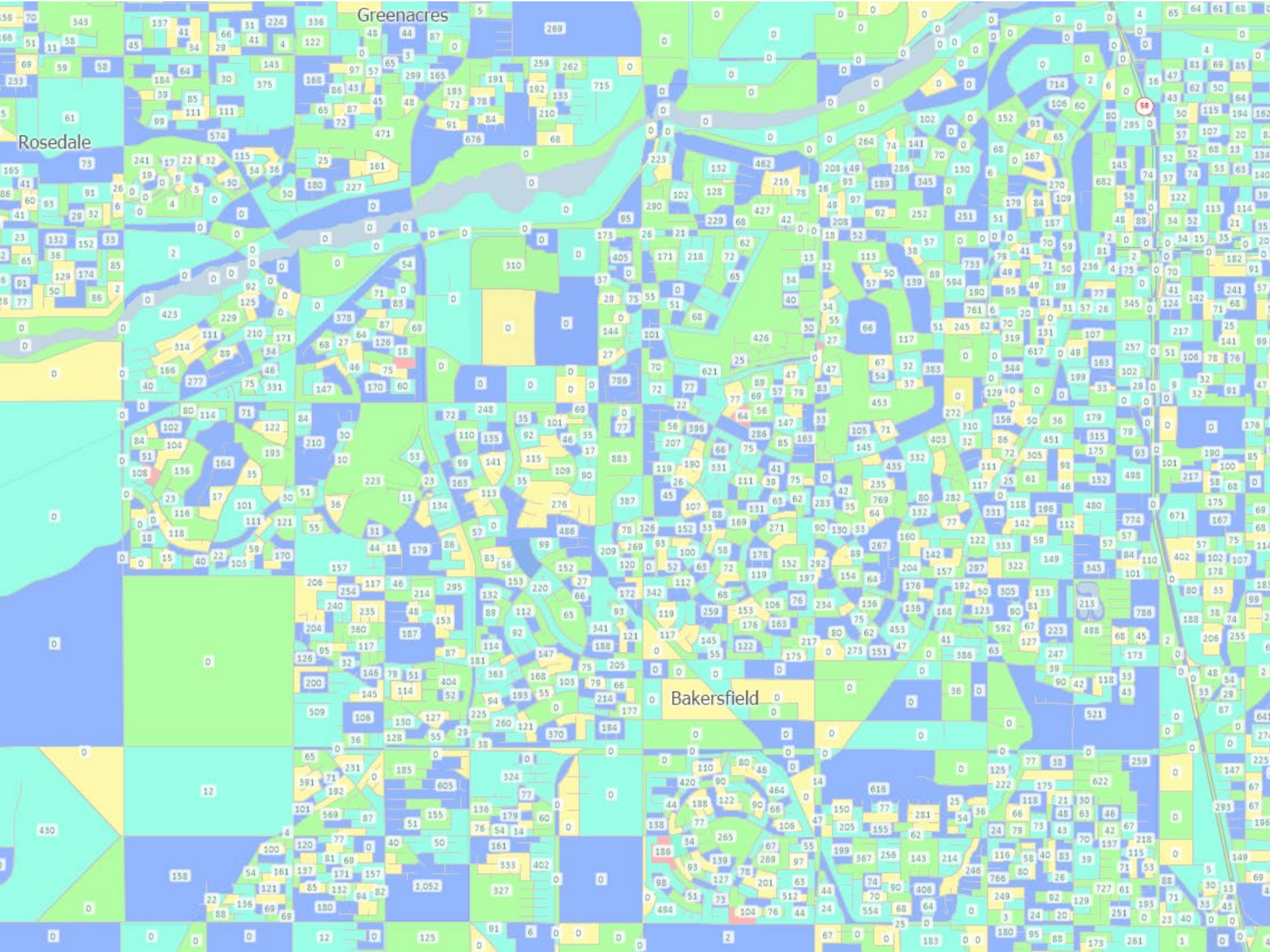
Census Blocks

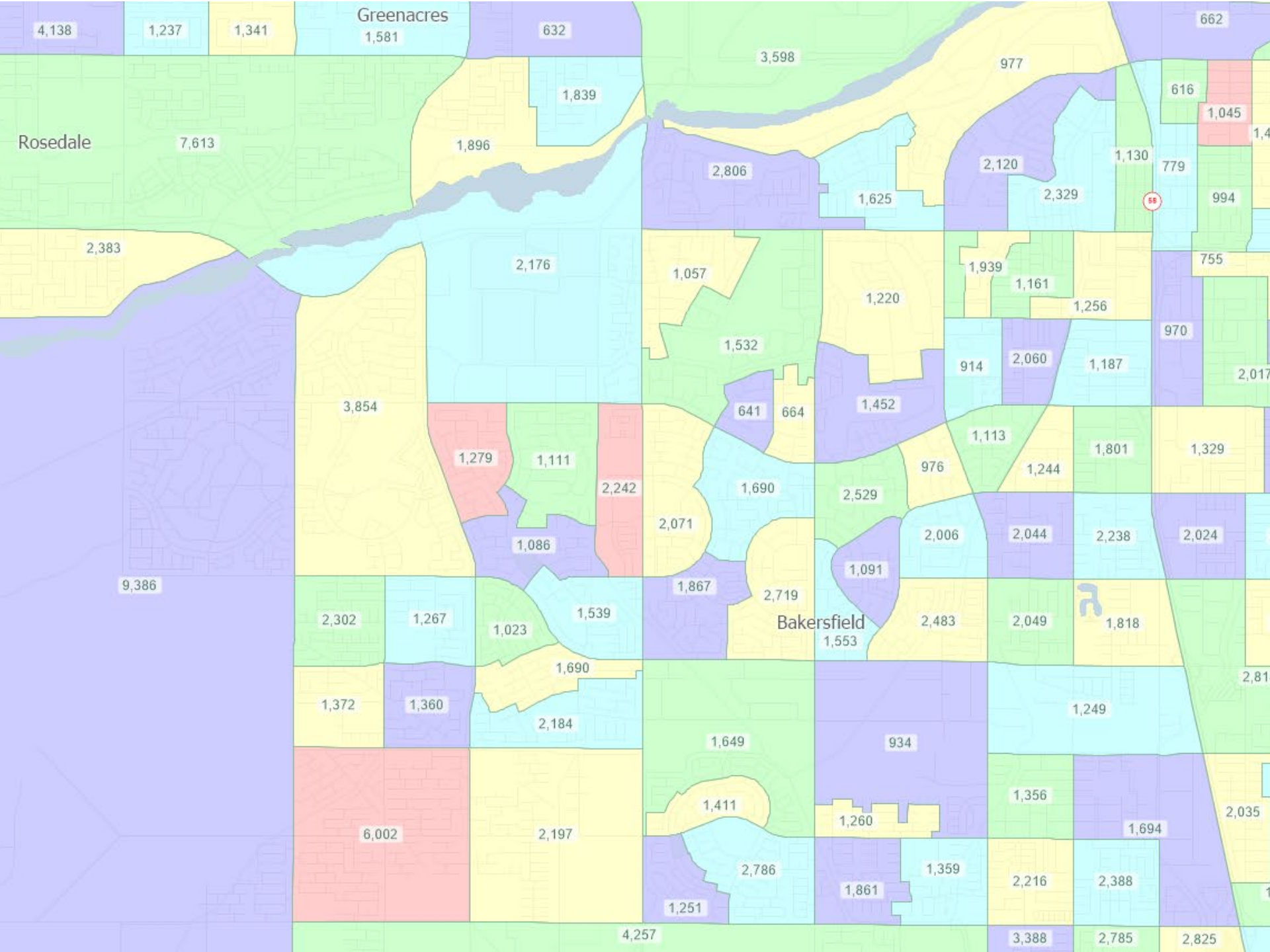


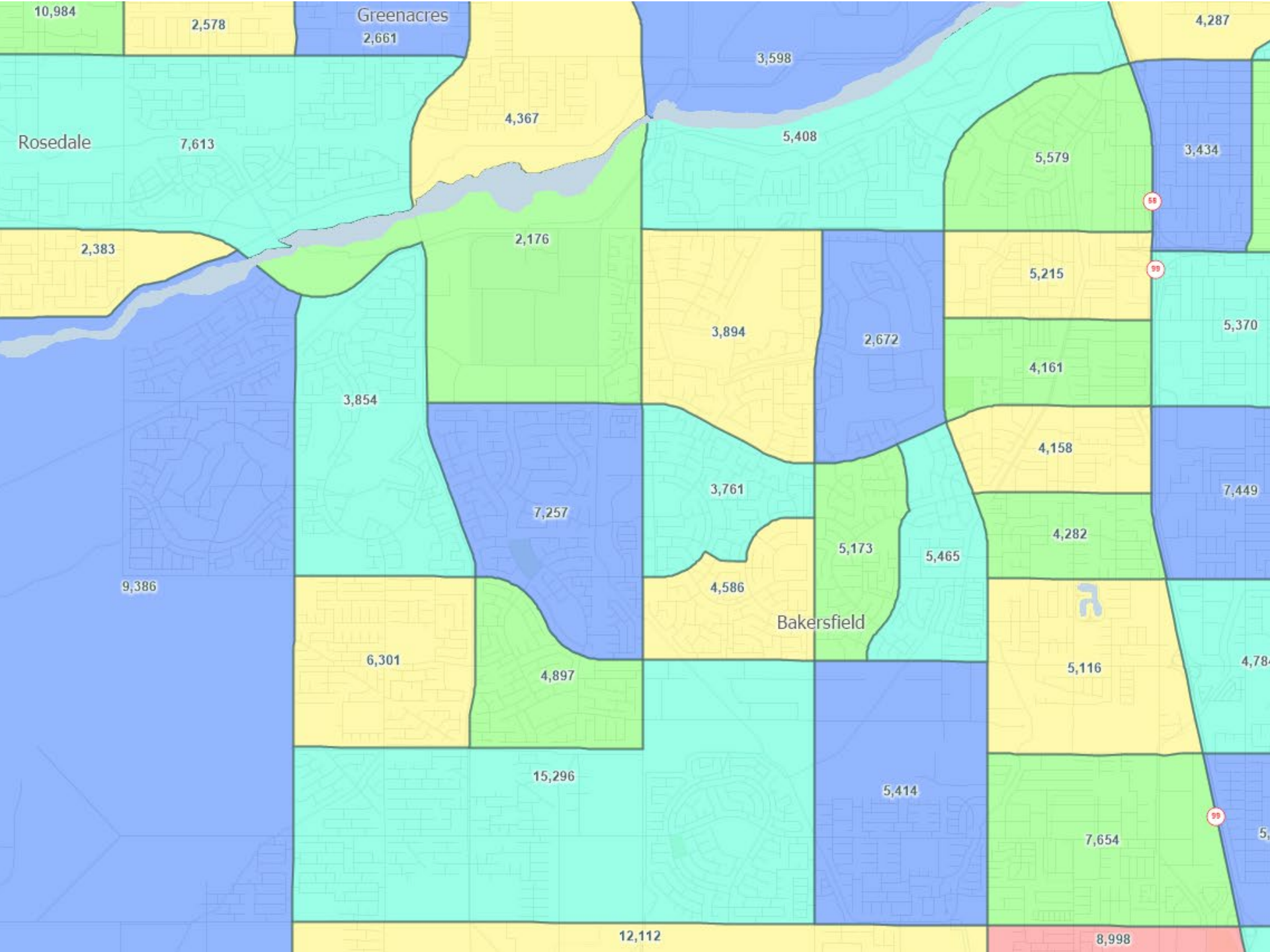
Census Block Groups



Census Tracts







The mechanics of Redistricting

Census Data

Two different datasets most commonly used in redistricting:

- PL 94-171 - the Decennial Census File
 - Census Block Geography
 - Total Population Counts for April 1, 2020, used to determine the size of each district
 - Required to be released before April 1, 2021, but delayed until September 30th, with a “legacy” dataset on August 16th

The mechanics of Redistricting

Census Data

The Census data file the county is required to use will be slightly different:

- Statewide Prisoner Reallocation
 - California Statewide Database | UC Berkeley – will adjust population removing state prison population and reallocating them based on where they lived prior to being incarcerated.
 - This allows a more equitable redistricting.

The mechanics of Redistricting

Census Data

Two different datasets most commonly used in redistricting:

- American Community Survey (ACS)
 - Census Block Group and Census Tract or larger geographies
 - Results in estimated data that provides more context to the Census results with demographic and socioeconomic info.
 - Provides Citizen Voting Age Population (CVAP)

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Imperial County Redistricting

Timeline for RAC Meetings & Outreach Hearings

September 2	RAC Meeting/Training
September 9	RAC Meeting/Public Hearing #1
September 18	RAC Workshop: Brawley (District 4)
September 18	RAC Workshop: Imperial (District 3)
September 22	RAC Workshop: Holtville (District 5)
<i>September 23</i>	<i>Probable Release of final Census Data</i>
October 2	RAC Workshop: Heber (District 2)
October 2	RAC Workshop: Calexico (District 1)
October 7	RAC Meeting (Draft Maps)
October 12	BOS Hearing/ Public Hearing #2
October 13	RAC Workshop/ Public Hearing #3: Countywide
October 14	RAC Hearing (Map Recommendation)/Public Hearing #4

Overview

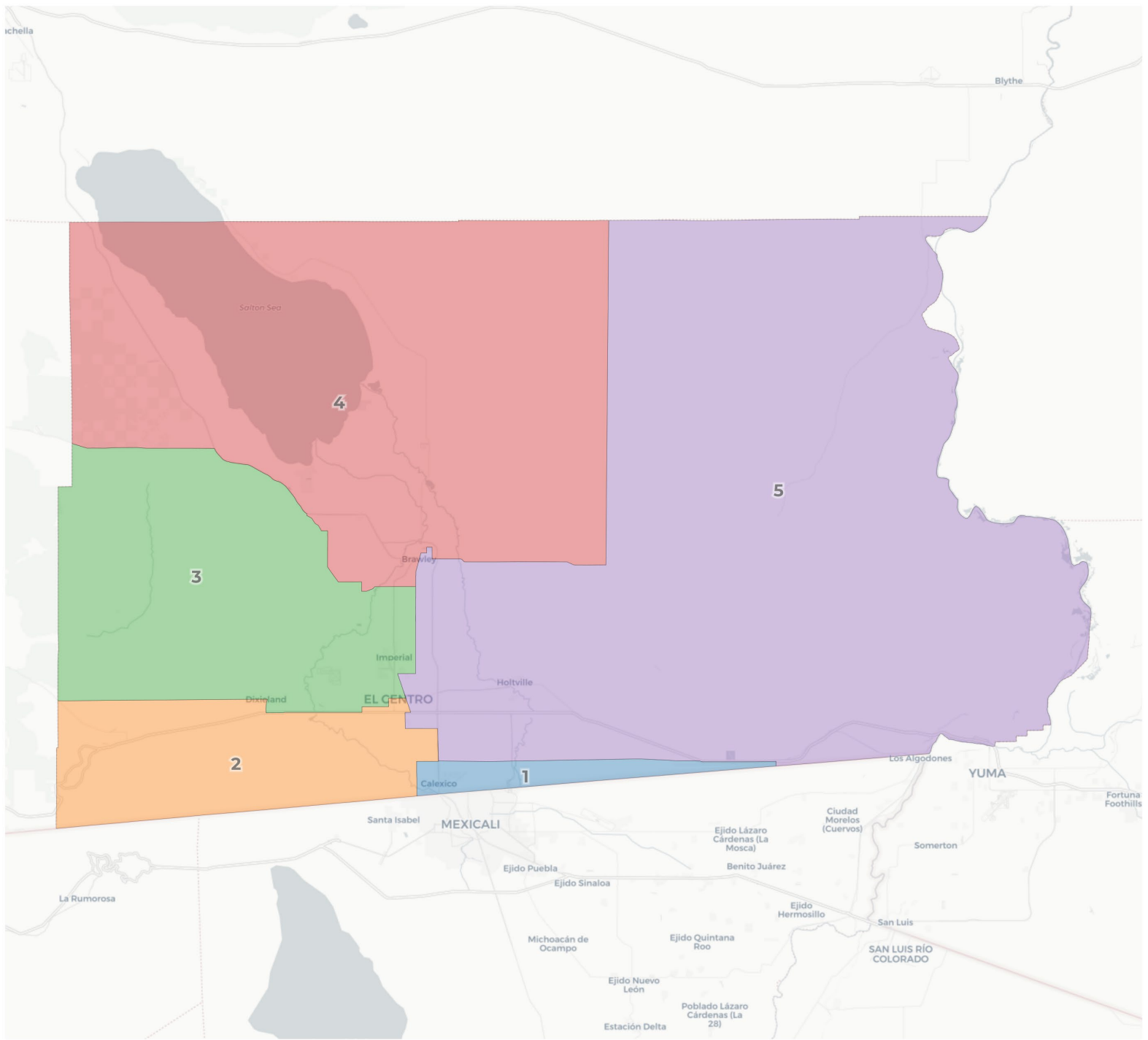
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REDISTRICTING PARTNERS

Imperial County BOS Existing Lines



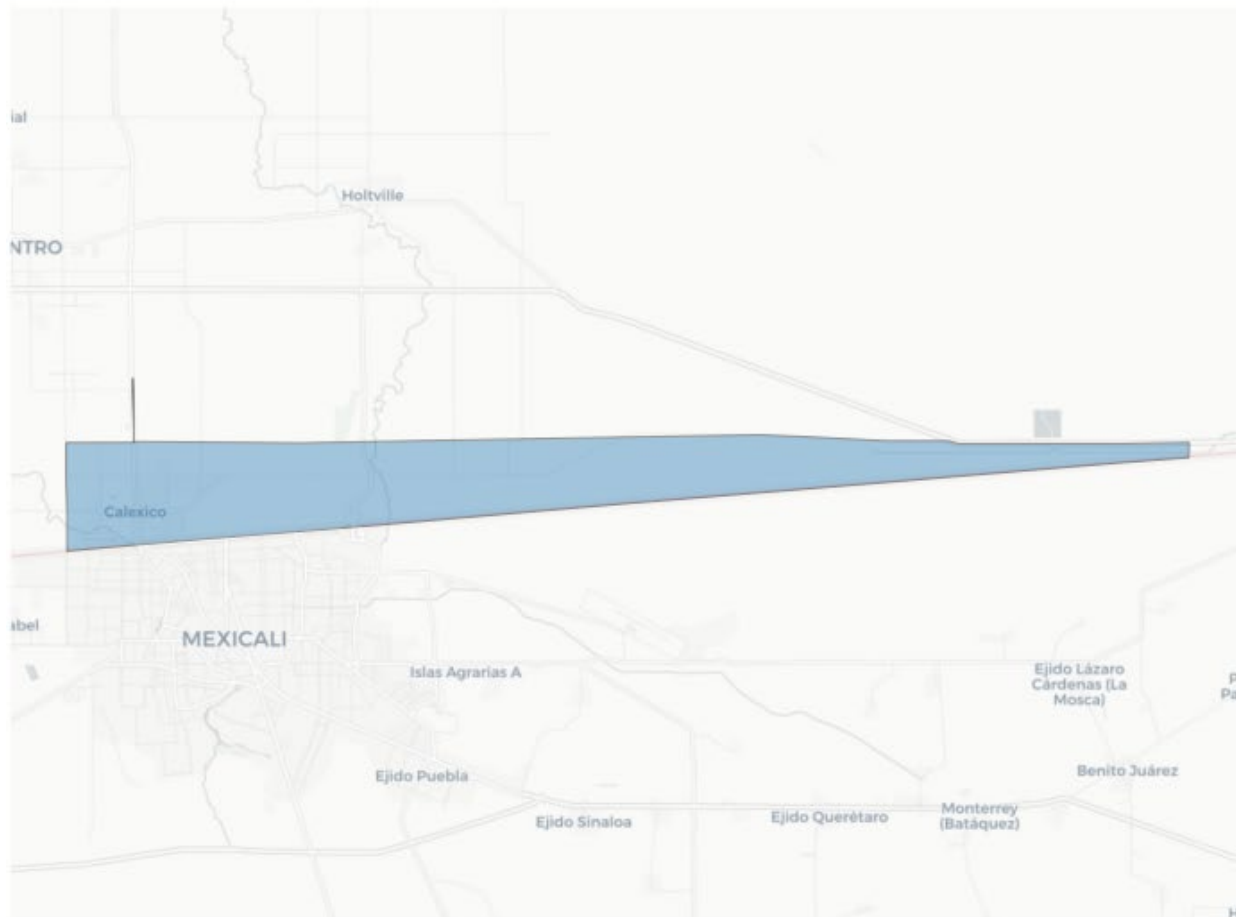
2020 Census

	1	2	3	4	5
Population	39,369	30,340	42,416	36,360	31,217
Deviation	3,429	-5,600	6,476	420	-4,723
Deviation %	9.5%	-15.6%	18.0%	1.2%	-13.1%
Other	786	3,109	5,696	6,077	4,917
Other %	2.0%	10.2%	13.4%	16.7%	15.8%
Latino	37,838	26,564	34,358	28,549	25,718
Latino %	96.1%	87.6%	81.0%	78.5%	82.4%
Asian	669	270	715	330	260
Asian %	1.7%	0.9%	1.7%	0.9%	0.8%
Black	76	397	1,647	1,404	322
Black %	0.2%	1.3%	3.9%	3.9%	1.0%

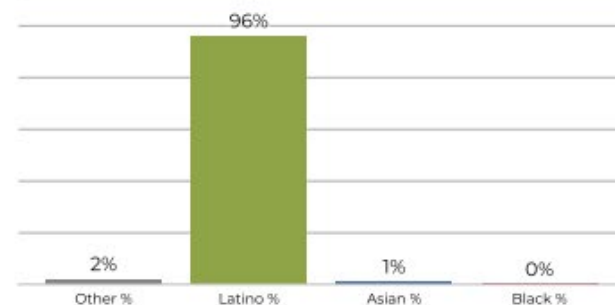
Citizen Voting Age Population (CVAP)

	1	2	3	4	5
Total CVAP	20,770	18,001	25,036	21,346	17,472
Other CVAP	500	2,891	5,218	6,484	3,306
Other CVAP %	2.4%	16.1%	20.8%	30.4%	18.9%
Latino CVAP	20,122	14,525	18,097	13,045	13,584
Latino CVAP %	96.9%	80.7%	72.3%	61.1%	77.7%
Asian CVAP	60	281	552	225	94
Asian CVAP %	0.3%	1.6%	2.2%	1.1%	0.5%
Black CVAP	88	303	1,169	1,592	488
Black CVAP %	0.4%	1.7%	4.7%	7.5%	2.8%

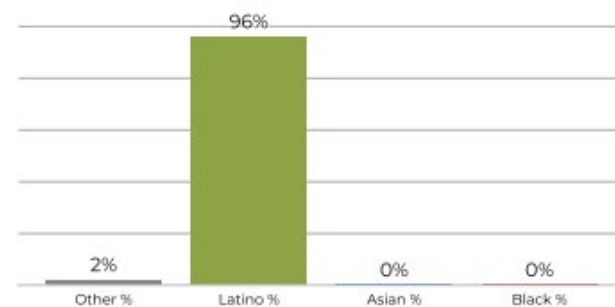
District 1



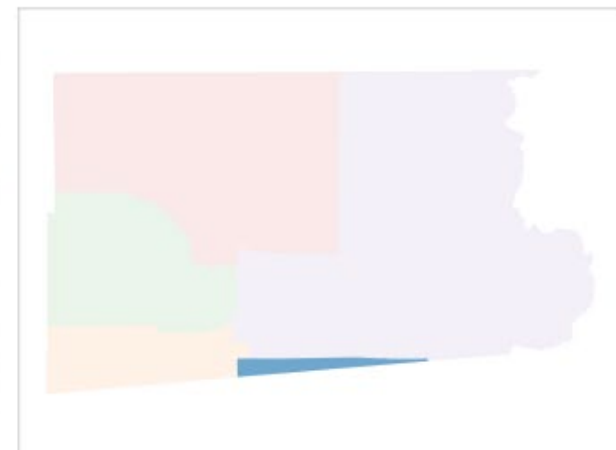
2020 Census

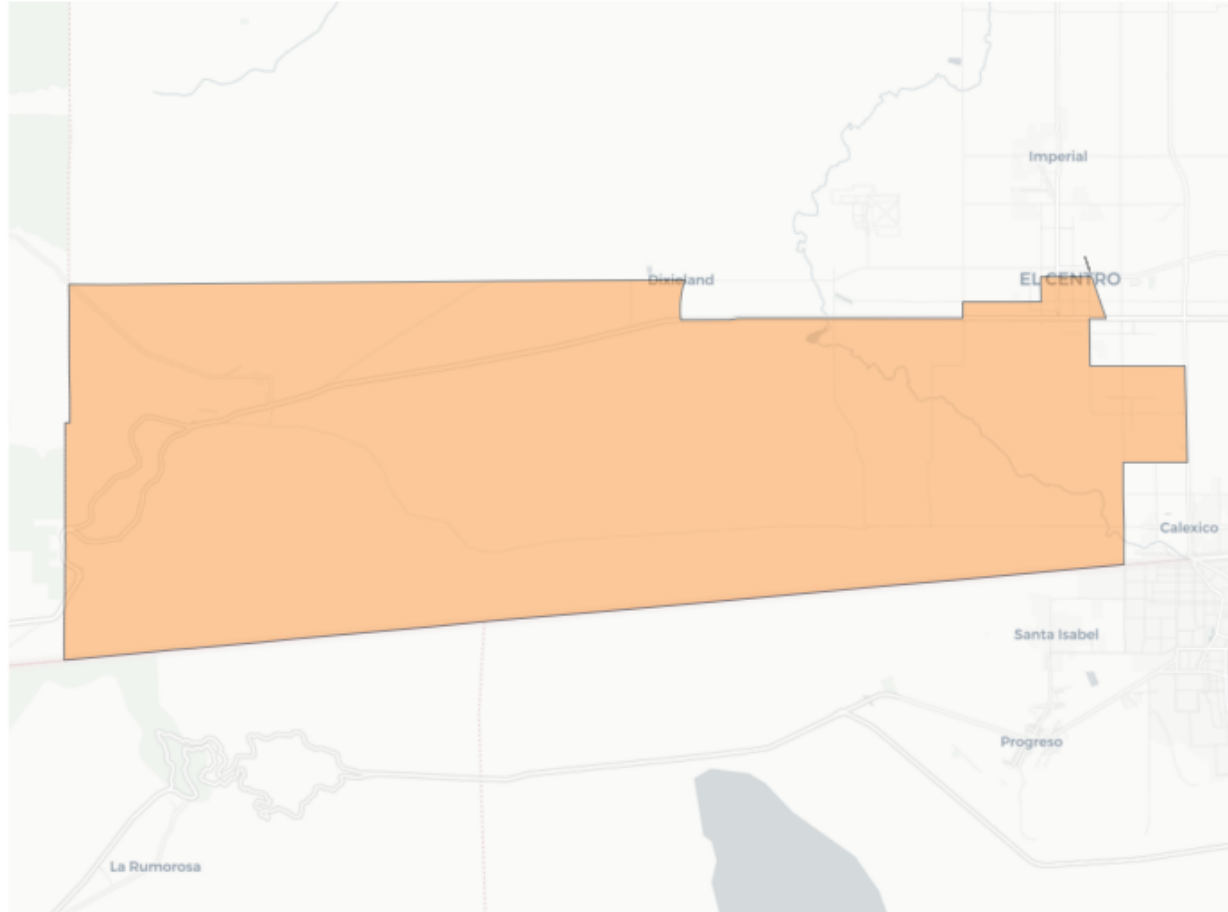
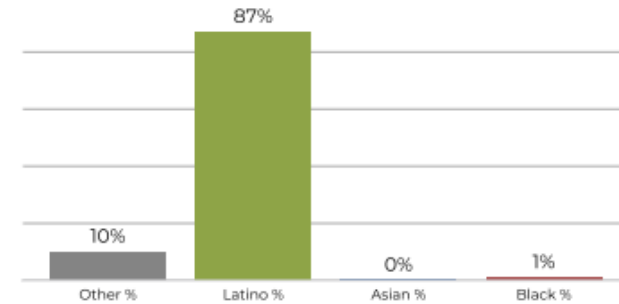
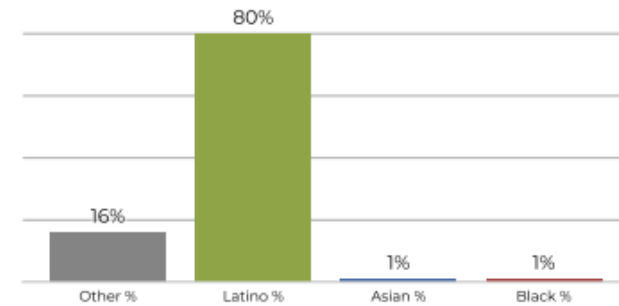


Citizen Voting Age Population



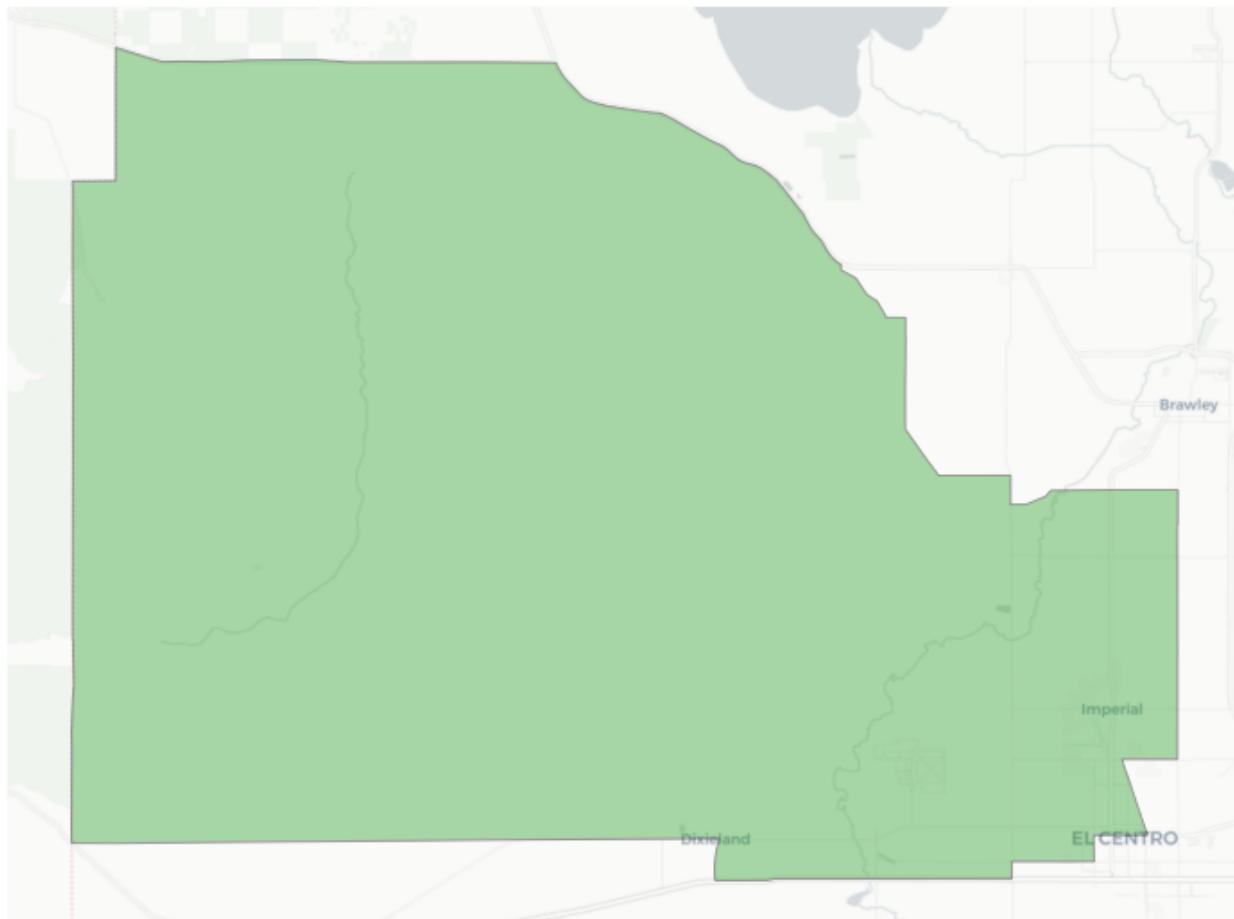
Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
39,369	3,429	9.5%	786	2.0%	37,838	96.1%	669	1.7%	76	0.2%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
20,770	500	2.4%	20,122	96.9%	60	0.3%	88	0.4%		



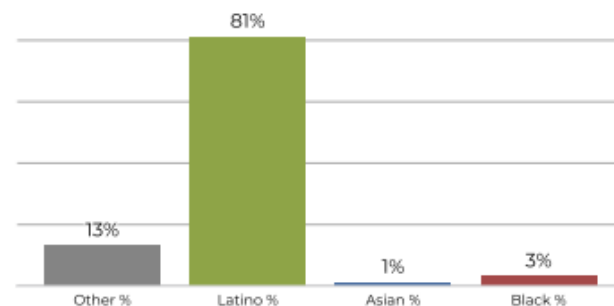
District 2

2020 Census

Citizen Voting Age Population


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
30,340	-5,600	-15.6%	3,109	10.2%	26,564	87.6%	270	0.9%	397	1.3%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
18,001	2,891	16.1%	14,525	80.7%	281	1.6%	303	1.7%		

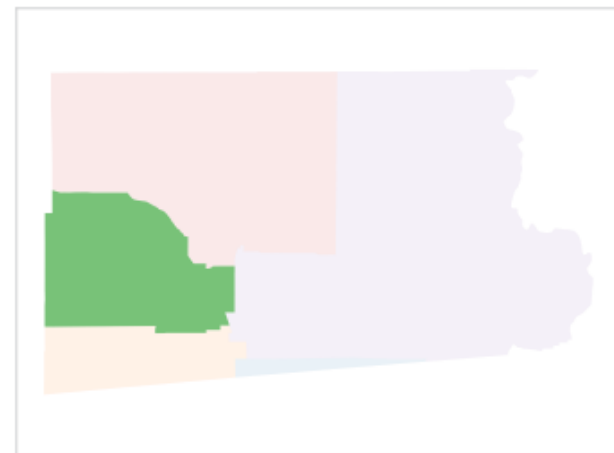
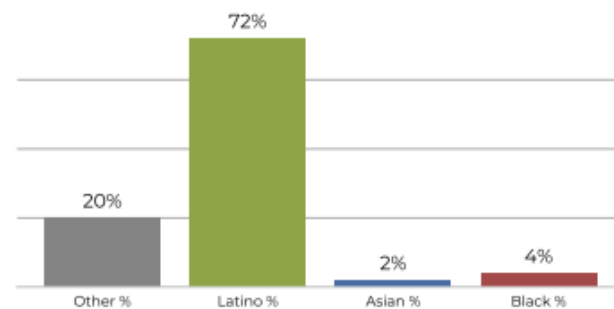
District 3



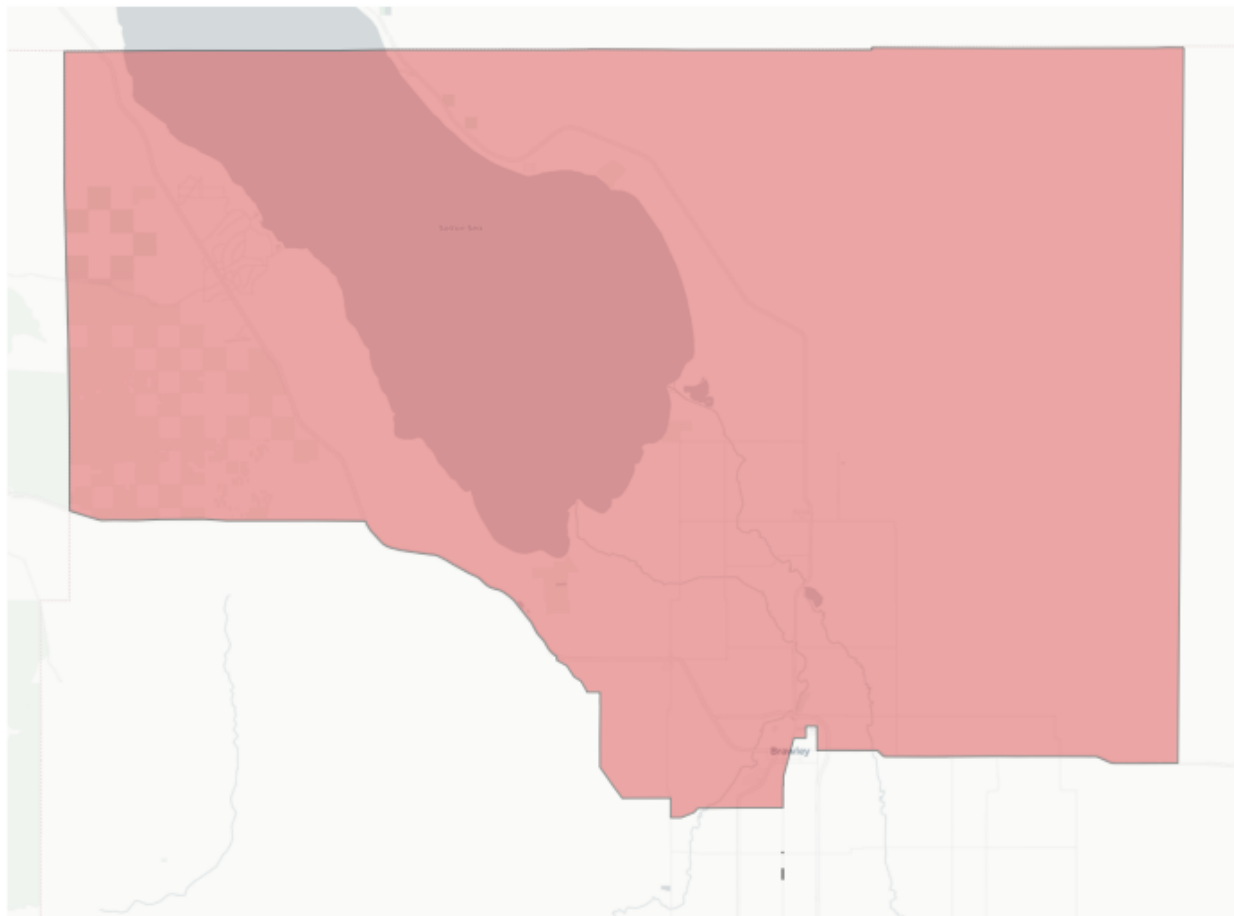
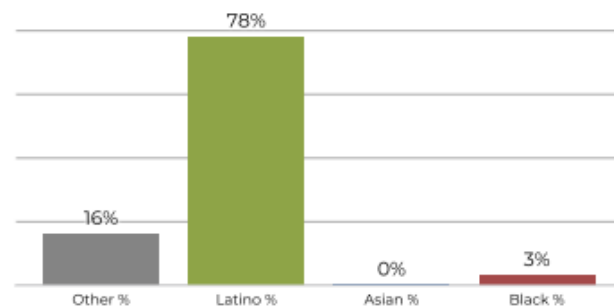
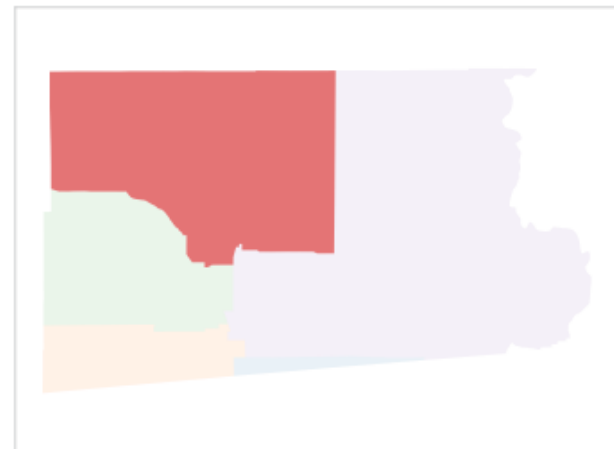
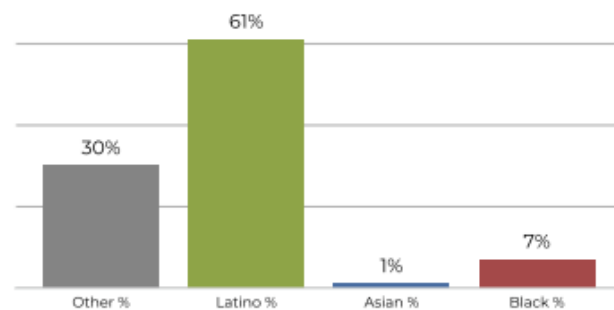
2020 Census



Citizen Voting Age Population

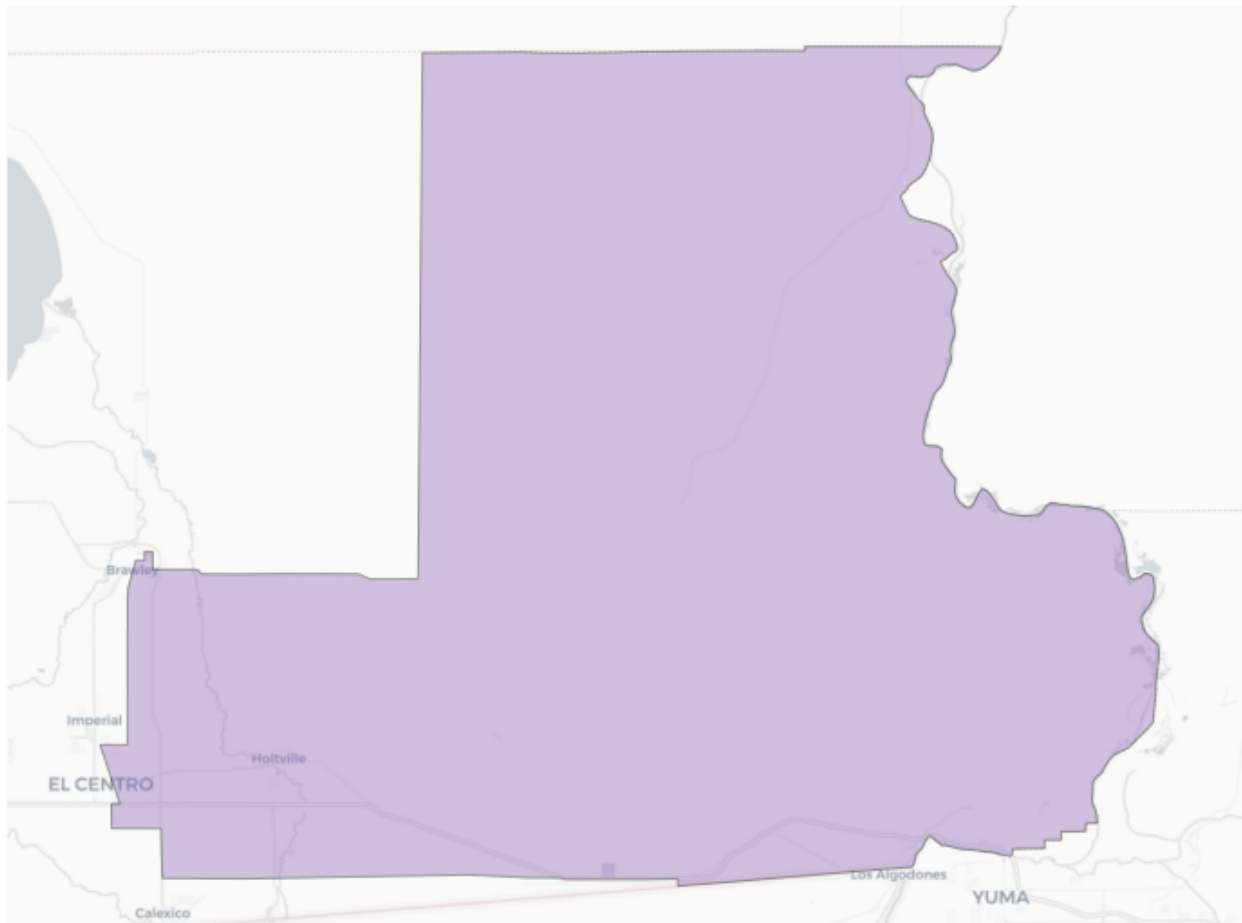


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
42,416	6,476	18.0%	5,696	13.4%	34,358	81.0%	715	1.7%	1,647	3.9%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
25,036	5,218	20.8%	18,097	72.3%	552	2.2%	1,169	4.7%		

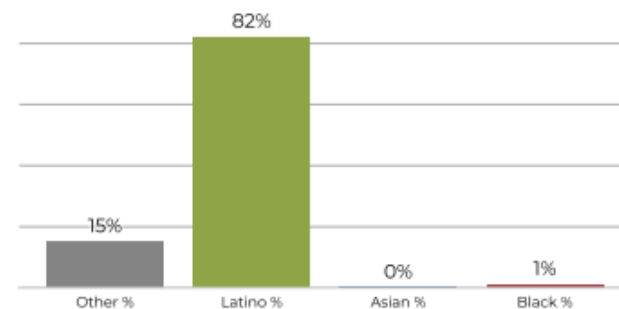
District 4

2020 Census

Citizen Voting Age Population


Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
36,360	420	1.2%	6,077	16.7%	28,549	78.5%	330	0.9%	1,404	3.9%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
21,346	6,484	30.4%	13,045	61.1%	225	1.1%	1,592	7.5%		

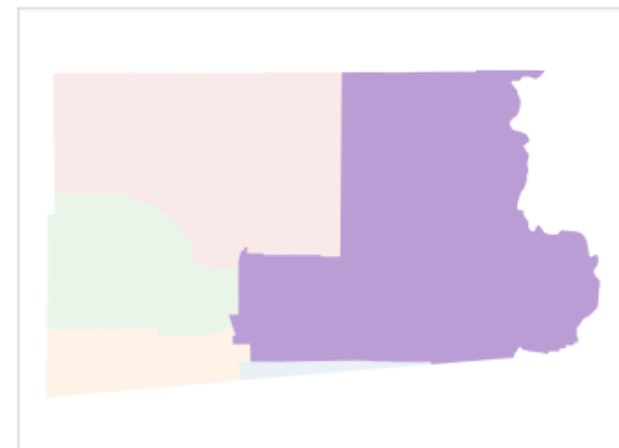
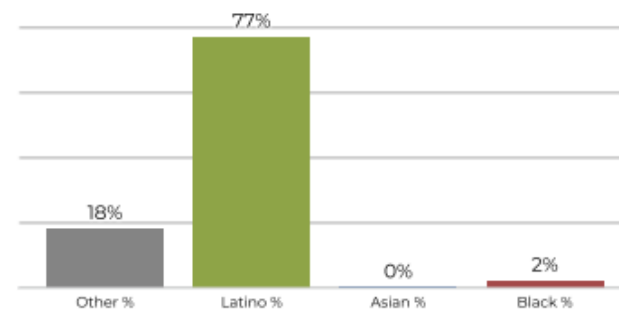
District 5



2020 Census



Citizen Voting Age Population



Population	Deviation	Deviation %	Other	Other %	Latino	Latino %	Asian	Asian %	Black	Black %
31,217	-4,723	-13.1%	4,917	15.8%	25,718	82.4%	260	0.8%	322	1.0%
Total CVAP	Other CVAP	Other CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
17,472	3,306	18.9%	13,584	77.7%	94	0.5%	488	2.8%		



**REDISTRICTING
PARTNERS**