Roadmap

- Timeline
- Criteria for districting in Escondido
- Data and their sources
- Considerations about the process
Timeline

Where did the timeline come from?
- Consent decree sets specific dates for completion
- Each date triggers a deadline

Major dates:
- Dec 15, 2013: Preliminary Plan and report must be filed with City Clerk (150 days after commission appointment)
- 6 Public Input hearings have been held by that date
- 30 days after filing preliminary plan: 3 feedback hearings must be held
- 40 days after filing preliminary plan: Commission makes revisions and finalizes the plan; sends to city council
Timeline Implementation:

- Commission set dates for 6 public input hearings:
  - Thursday, October 10 – 6pm at (location)
  - Saturday, October 12 – 9 am at (location)
  - Thursday, October 17 – 6pm at (location)
  - Saturday, October 19 – 9 am at (location)
  - Thursday, October 24 – 6pm at (location)
  - Sunday, October 27 – 3 pm at (location)

- Plus 1 line drawing meeting:
  - Tuesday, October 29 – 6pm at City Hall
Potential Timeline until recommended plan:

- Nov 1 - Preliminary plan to City Clerk
- Feedback Hearings - Third week of November?
- Adjustments to map – Fourth week of November?
- Recommended Plan to City Council – November 27?
Criteria: Two major sources for Escondido

1. Legal requirements (apply to all jurisdictions):
   US Constitution
   Federal law, such as the Federal Voting Rights Act

2. Additional criteria:
   Consent Decree
Escondido Consent Decree Criteria

In Ranked Oder:

1. Districts shall comply with the US Constitution, including reasonably equal population
2. Districts shall comply with the federal Voting Rights Act.
3. Districts shall be contiguous and drawn to encourage compactness
4. Districts shall respect the geographic integrity of neighborhoods and communities of interest.
5. Incumbents’ or candidates’ place of residence shall not be taken into account. And districts shall not be drawn to favor or discriminate against a political party, incumbent or candidate.
Criterion 1: US Constitution & Equal Population

- 14th Amendment (Equal Protection)
  - Interpreted to require reasonably equal district populations, e.g., “one person, one vote”
  - Prohibits intentional discrimination because it is a violation of equal protection (the jurisdiction is treating residents differently because of race, and thus not according them equal protection under the law).

- 15th Amendment
  - Bans racial discrimination in voting
What is the Ideal Population per district?

- Ideal population for each type of district:
  - Total population ÷ # of districts = Ideal POP

- Escondido total Population from 2010 Census: 143,911

- Ideal population for Escondido City Council Districts?
  - Total Population ÷ four districts = Ideal POP
  - $143,911 ÷ 4 = \sim 35,977$
How equal is equal?

- Different standards for different jurisdictions
  - Congressional Districts held to ‘strict scrutiny’
  - Lower level districts have more flexibility

- Districts must be reasonably equal
  - Some deviation above and/or below the ideal population is allowed
  - Equal population generally subject to VRA compliance (Generally ±5%)
Criterion 2: Federal Voting Rights Act

- Passed in 1965
- Reaction to widespread disenfranchisement of African Americans, mostly in South.
- Strongest, but not first, federal law dealing with voting rights.
- Major expansion in ’75 and ‘92 on language minorities and access.
- Recently gutted by Supreme Court (Sec. 4)
Voting Rights Act, Section 2

- Prohibits the denial or abridgement of voting rights on the basis of *race or language minority status*. (42 USC § 1973)
  - VRA defines “language minority” as Asian, Native American, Alaskan Native or Spanish heritage. Does not apply to other language groups.

- Prohibits practices that have the purpose or effect of discriminating on the basis of race or language minority status.

- Applies nationwide, to ALL jurisdictions that conduct elections.
VRA and districting: Vote Dilution

- Electoral systems can limit the “ability to elect a candidate of choice” by a protected class of voters in various ways:
  - Example: at-large election systems can make it impossible for even a large minority group to elect a candidate of choice, when the majority votes against them.
  - Example: single-member districts can be drawn in ways that minimize voters’ ability to elect.
- Systems that limit ability to elect in this way are said to “dilute” minority voting strength.
Section 2 and Districting: Methods of Vote Dilution

- A districting plan can dilute minority voting strength through two main ways:
  - “Cracking”
    - Dividing up a population concentration so it doesn’t constitute a majority in any district.
  - “Packing”
    - Drawing minority population into a district with very high proportion minority when it could be distributed into more than one.
Sec. 2 and the “Gingles test”

What is a Section 2 or Majority/Minority District?

-> Minority group must be large enough to constitute a majority in the district (50%+ CVAP*)

-> Minority group must be geographically compact

-> Minority group votes cohesively

-> There must be evidence of polarized voting against the minority group

*CVAP = Citizen Voting Age Population
VRA and Districting: Terminology

- VRA district (or majority-minority or Section 2 district): one minority group forms a majority of a district and can elect a representative of its choice.
- Coalition district: two (or more) racial minority groups together form a majority of the district and can elect a candidate of choice.
- Cross-over district: a district where a minority group less than 50% of the CVAP population, with support from some white voters, can elect a candidate of choice.
- Influence district: a district in which, although they do not constitute a large enough portion of the population to elect a representative of choice, voters of color may be able to influence the outcome of elections.
Race and Districting

- Supreme Court opinions have limited the role that race can play in districting
- Race cannot be the predominant criterion in line drawing
- Race should not subjugate “traditional districting principles”
- District appearance has been important in some cases.
Is This A Gerrymander???
Criterion 3: Contiguity

- **Definition:** A district in which all parts are connected to each other
  
in other words:

- A district in which one may travel from any location to any other location without crossing the district boundary
Point Contiguity
Is this contiguous?
Criterion 3: Compactness:

- Addresses the geography of the district
- Many different measures developed
- “eyeball approach” “appearances do matter”
  - (Shaw v Reno)
- Assumed to “guard against all types of gerrymandering” “drastic departures from compactness are a signal that something may be amiss”
  - (Karcher v. Daggett)
Compactness

- Districts “drawn to encourage geographical compactness”
- Many different ways to measure compactness, but most common complaints come from appearances:
  - Does a district look funny?
  - Often hard to tell without knowing more whether a “funny looking” or “ugly” district is problematic…. 
Is this compact?
How about this?
Detail of Non-Contiguous Areas
Criterion 4: Neighborhoods and Communities of Interest (COIs)

- District lines should respect neighborhoods and communities of interest
- More to come on what COIs are, but the Consent Decree states what they are **not**: Communities of interest shall not include relationships with political parties, incumbents or political candidates”
COI: Defined by Those Familiar with the Community

- Law does not limit the kinds of interests that may bind a community.
- Consent Decree states that they may include communities of “racial, ethnic, or language minorities.”
- It is up to those who live in or work with communities to identify and establish the interests that unite it.
- Interests need not be limited to current situation, but can also include common goals.
Common Interests, Examples

- **Economic interests:**
  - Current situation -- common employment or economic opportunities (or lack thereof).
  - Goals -- expanding opportunities, development, bringing in businesses and jobs, etc.

- **Social interests:**
  - Current -- schools, culture, transportation, parks
  - Goals -- improving recreation opportunities or public safety, etc.
How to Establish a COI

- Oral or written testimony about the community (aka qualitative data)

- Answer following questions:
  - What bonds the community?
  - Where is the community located?

- May or may not be supported by quantitative data, such as Census or American Community Survey (ACS)
For districting, COIs must be geographically defined within the jurisdiction

- Ex., people who frequent an internet chat room about dancing cats share a common interest, but this group may not be geographically located.

Testimony must show where COI is.

Provide at least the location and exterior boundaries. Maps are helpful.

Commission should ask for clarification if needed.
COI/Neighborhood: Methods to Show Location

- Description
  - Location (where in state/county/city/area)
  - Physical or legal boundaries (rivers, streets, city limits, shopping centers, military bases)

- Maps
  - Free mapping software, such as Google Maps.
  - Fee-based mapping software, such as ARC GIS or Maptitude.

- Hard copies vs. Electronic Submissions
Example COI on Google Maps
(Note, this is not an actual COI)

**COI Example 2: Economic**
1. COI based on common economic interest of agriculture, employment and business.
2. Keep together for fair representation of economic issues.

0 views - Unlisted
Created on Mar 22 - Updated < 1 minute ago

By

Rate this map - Write a comment

- **COI: Agriculture**
  This COI is based on common economic interest of agriculture, employment and business.
Example Neighborhood on Google Maps
(Note, this is not an actual neighborhood)
Criterion 5: Ignore Politics

- Draw districts without regard for where candidates or incumbents live.
- “Districts shall not be drawn for the purpose of favoring or discriminating against an incumbent, political candidate, or political party.”
- Prohibits intentional benefit/harm
…moving on to Data in Redistricting!

- Which data are used to draw lines?
- Which data are used for which criterion?
- Which data are easily accessible?
- Which ones are not?
- Which data sources are available but difficult (or impossible?) to use?
Redistricting Criteria and **Data used:**

Equal Population – **PL94-171**
Compliance with Federal Law (VRA) – **PL94-171, SOR, SOV**

Contiguity – **Census Geography**
Compactness – **Census Geography**
Respect for Neighborhoods – **Public Testimony, Data/Geography submitted by Public, City? etc.**
Respect for Communities of Interest – **Public Testimony, Data/Geography submitted by Public**
2000 Decennial Census

Census 2000 used 2 forms:

1. The “short” form – asked for basic demographic and housing information, i.e. age, sex, race, ethnicity, # of people in housing unit, renter/owner

EVERY HOUSEHOLD RECEIVED THIS FORM

2. The “long” form – collected the same information as the short form plus income, education, citizenship, language spoken at home, etc.

ONE IN SIX HOUSEHOLDS RECEIVED THIS FORM

Long form data aka “sample data.”

Short form data aka “100 percent data” (or 100% sample)
What’s New?

2010 Census used only the “short” form.

The sample data are now collected by the ACS instead of the “long” form.

What’s Old?

Short form data must be released by the Census bureau before April 1, 2011, one year following Census day.
2010 Decennial Census PL94-171 Data

- Basic Information/ Data that jurisdictions are required by law to use for Redistricting

-Census 2010 Redistricting Data (Public Law 94-171, or "PL94") contains the count of the U.S. population

- Is a BLOCK-LEVEL dataset

- Includes data on people's race and ethnicity, for both the total and the voting age population

- Information is based on answers to the questions in the Census 2010 Short-Form questionnaire.

- There are 5 detailed tables available in the PL94-171 data product.
<table>
<thead>
<tr>
<th>Subject</th>
<th>Table #</th>
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<tbody>
<tr>
<td>Race</td>
<td>P1</td>
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<tr>
<td>Total population</td>
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<tr>
<td>Hispanic or Latino, and Not Hispanic or Latino by Race</td>
<td>P2</td>
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<td>Race for the Population 18 Years and Over</td>
<td>P3</td>
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<td>Total population 18 years and over</td>
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<tr>
<td>Hispanic or Latino, and Not Hispanic or Latino by Race for the Population 18 Years and Over</td>
<td>P4</td>
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<tr>
<td>Total population 18 years and over</td>
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<tr>
<td>Occupancy Status</td>
<td>H1</td>
</tr>
<tr>
<td>Housing units</td>
<td></td>
</tr>
</tbody>
</table>
2010 PL94 Data Summary Table Subject Layout

**P1. Race**
Universe: Total population
Total:

Population of one race:
- White alone
- Black or African American alone
- American Indian and Alaska Native alone
- Asian alone
- Native Hawaiian and Other Pacific Islander alone
- Some other race alone

Repeats for the Population of two or more races.....

**P2. Hispanic or Latino, and Not Hispanic or Latino by Race**
Universe: Total population
Total:

Hispanic or Latino
Not Hispanic or Latino:

Population of one race:
- White alone
- Black or African American alone
- American Indian and Alaska Native alone
- Asian alone
- Native Hawaiian and Other Pacific Islander alone
- Some other race alone

Repeats for the Population of two or more races.....
2010 PL94 Data Summary Table Subject Layout

P3. Race For The Population 18 Years and Over
P1 variables are repeated for the Population 18 Years and Over

P4. Hispanic or Latino, and Not Hispanic or Latino By Race For The Population 18 Years And Over
P2 variables are repeated for the Population 18 Years and Over

H1. Occupancy Status
Universe: Housing units
Total:

   Occupied
   Vacant
2010 Census and American Community Survey (ACS)

- nationwide survey that replaced the long-form
- collects same information on people and housing as the long-form questionnaire used in Census 2000.
- is an on-going survey versus data released on PL94-171, which are collected on “census day” (April 1, 2010)
- is released in “multi-year estimates” on census block-group level

The ACS does NOT release data on the census block level!

Detailed demographic, social, economic, and housing data are no longer collected as part of the decennial census.

ACS data can be grouped into four main types of characteristics – social, economic, housing, and demographic
American Community Survey
Demographic Characteristics

- Sex
- Age
- Race
- Ethnicity
American Community Survey
Social Characteristics

- Education
- Marital Status
- Fertility
- Grandparent Caregivers
- Citizenship
- Veteran Status
- Disability Status
American Community Survey
Economic Characteristics

- Income
- Benefits
- Employment Status
- Occupation
- Industry
- Commuting to Work
- Place of Work
American Community Survey
Housing Characteristics

- Tenure
- Occupancy & Structure
- Housing Value
- Taxes & Insurance
- Utilities
- Mortgage/Monthly Rent

- And our personal favourite: PLUMBING!
## American Community Survey
### Data Products Release Schedule

<table>
<thead>
<tr>
<th>Data Product</th>
<th>Population Size of Area</th>
<th>Data released in:</th>
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</table>

* Five-year estimates are available for areas as small as census tracts and block groups.
Source: US Census Bureau
District Building Blocks: U.S. Census Geography

- Blocks: smallest ‘unit of analysis’ on which data are reported”

- Block groups
- Tracts
- Places (cities)
- Counties
- State
California's 58 Counties
Alameda County, California
2000 Census Tracts (321 tracts in county)
Alameda County, California
2000 Census Blocks (14,931 blocks in county)
Alameda County, California
2000 Census Block Groups in Tract 435101
Escondido 2010 Census Geography: Units of Analysis

- 2010 Census total population = 143,911*
- 1,500* Census Blocks
- 92 Census Block Groups, 56 whole, 36 partial
- 34 Census Tracts, 14 whole, 20 partial

*The Census Bureau boundary for Escondido varies from the City’s current boundary. The actual 2010 population and the number of blocks within the city is greater than the 1,500 reported in the 2010 Census TIGER/Line. The current, estimated number is 1,512 blocks, 1,507 whole blocks and 5 partial blocks.
Election Data?  Why are those needed???

Voting Rights Act Section 2 – Majority Minority Districts

-> Minority group must be large enough to constitute a majority in the district (50%+)
-> Minority group must be geographically compact
-> Minority group votes cohesively
-> There must be evidence of polarized voting against the minority group
Electoral Geography

Precincts
- Smallest unit of analysis for reporting of electoral data.
- Many precincts change with each election

Electoral geography that must be redistricted:
- Assembly, Senate, and Congressional districts
- City Council and County Board of Supervisor districts
- Board of Equalization districts
- County Hospital Board of Trustees districts, Community College districts, Water districts, Transportation districts, Mosquito Abatement districts, etc.
2008 California General Election
62,404 Precincts in the State
Alameda County, California

2008G Precincts that are contained or partially contained in 2000 Census Tract 435101
Data and reporting geography

- PI94-171
  - Census block (constant for 10 years)
- Statements of Vote (SoV)
  - Voting precinct (frequent changes)
- Statements of Registration (SoR)
  - Registration files: individual level data
SoV & SoR

- SoV variables:
  - Total Vote
  - Votes for Races and Propositions

- SoR variables:
  - Total Registration
  - Party ID
  - Sex/Gender
  - Age
  - Cycles Registered
  - Race/Ethnicity – surname matched
Criteria for which data are not easily available:

Communities of Interest:
What is a Community of Interest? It depends…
Group of people with specific common interest
(“actual shared interests” Miller v Johnson, 1995)
Can be defined geographically

What are they NOT?
In Escondido: Communities of interest shall not include relationships with political parties, incumbents, or political candidates

Neighborhoods:
Vary in size
Are sometimes defined by cities (often poorly), and/or communities Need to be documented and submitted
Redistricting Criteria and Data used:

Equal Population – PL94-171

Compliance with Federal Law (VRA) – PL94-171, SOR, SOV

Contiguity and Compactness – Census Geography

Respect for Neighborhoods – Public Testimony, Data/Geography submitted by Public, City?, etc.

Respect for Communities of Interest – Public Testimony, Data/Geography submitted by Public
Districting process: Facilitating Public Participation

- Importance of having a public process
- How can people participate?
- Accepting public testimony, maps, data
- Website with Educational Materials
  - Contact info; who answers questions?
Facilitating Public Comment

- IDC needs to hear from the public to gather information about COIs and neighborhoods.
- Establish user-friendly process for public to provide input.
- Disseminate instructions and deadlines so community will know how and when to be involved.
- Provide mini training session and time to look at and work on maps before each public hearing.
Adopt COI Testimony Guidelines

- What information must be included and format it should take
  - Perhaps develop a form or web-based protocol to standardize info presented
- Format & content requirements for maps
- Methods to submit testimony
  - In person, on line, by mail, etc.
- What will happen to testimony that does not meet minimum standards or is received late
Facilitating Public Input, Special Considerations

- Special considerations to facilitate participation:
  - For those who cannot attend a hearing
    - Written testimony guidelines must be clear since CRC will not be able to pose questions as in hearings
  - Disability access
    - Physical access to hearings, accessible written testimony protocols/web interface
  - Language access
    - Translation and interpretation
- Questions?