

Long Beach
Independent
Redistricting
Commission

Redistricting 101
February 24, 2021



Overview

This presentation will cover a range of topics to bring together training to date and expand to the technical aspects of the redistricting process.

- What is Redistricting?
- State and Federal Voting Rights Act
- What is Gerrymandering
- Traditional Redistricting Principles
- Census Data
- Public Input
- Methods for Line Drawing

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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.

What is Redistricting?

Redistricting has changed significantly over the years as federal and state laws, norms, best practices, and public opinion has transformed.

In Federal Law:

- Elimination of part of the Voting Rights Act
- Supreme Court Decisions
- HR1 – currently in Congress

What is Redistricting?

Redistricting has changed significantly over the years as federal and state laws, norms, best practices, and public opinion has transformed.

In California/Municipal Law:

- Prop 11 and 20 (Statewide Redistricting)
- CA FAIRMAPS Act
- Long Beach Charter Amendment DDD

What is Redistricting?

Earlier Presentation

- *Kathay Feng* - Common Cause National Redistricting Director
- History of Reform in CA



What is Redistricting?

Redistricting has changed significantly over the years as federal and state laws, norms, best practices, and public opinion has transformed.

In Public Opinion / Media:

- 97% of Voters agree that “local government should be required to have transparent / open redistricting.”
- Media and Community Based Organizations have become much more adept at covering redistricting.

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What is the Voting Rights Act?

Earlier Presentations

- *Justin Levitt*, Loyola Law School
- *Myrna Perez*, Brennan Center for Justice

These are available on the commission website



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 Long Beach.*

What is the Voting Rights Act?

The Voting Rights Act Section 2 is enforced when an 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?

The decision to invoke Section 2 is something that requires legal counsel.

- 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.

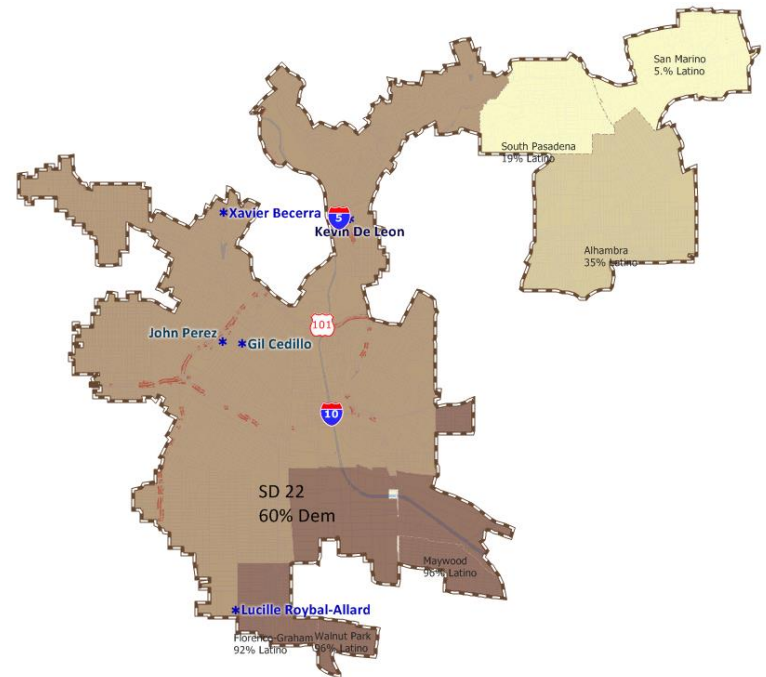


What is Gerrymandering

the Gerrymander

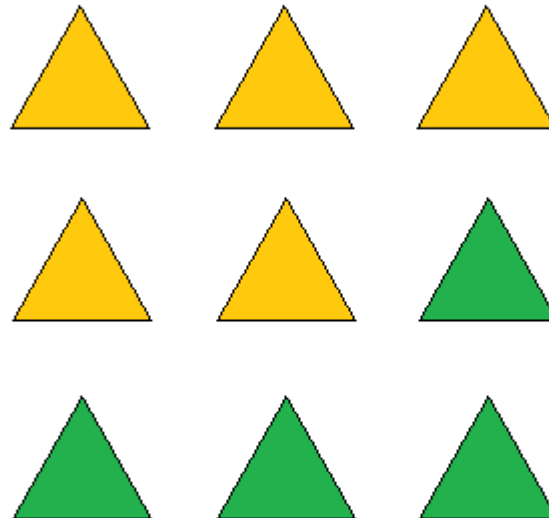
There are more recent examples of gerrymandering, even in California.

This 2001 Senate District is a great example.



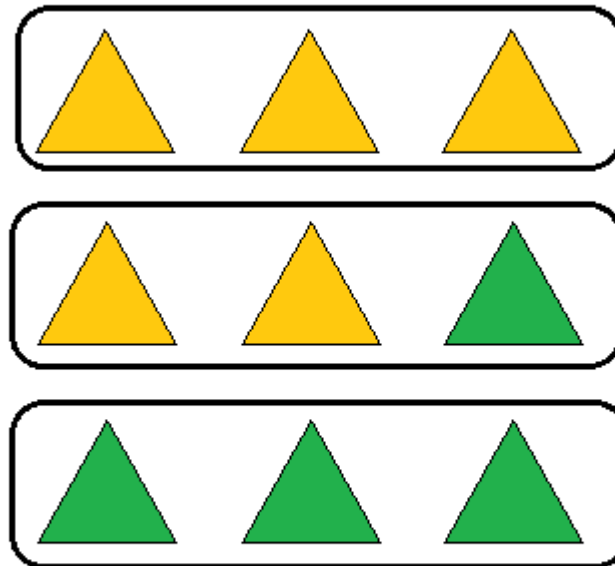
What is Gerrymandering

How does gerrymandering work?



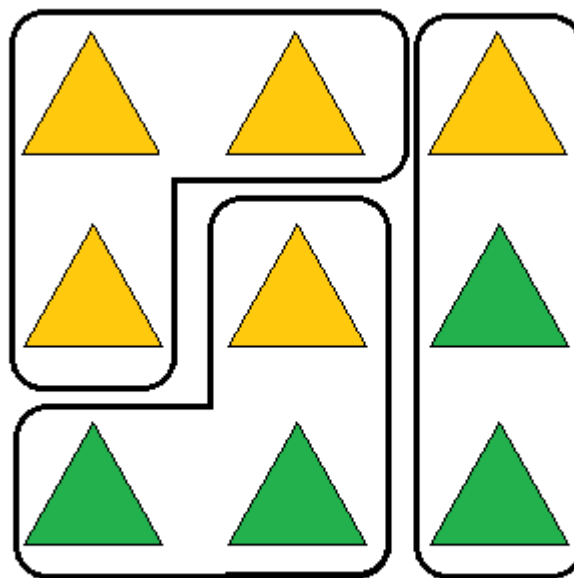
What is Gerrymandering

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 existing neighborhoods
- Keep districts compact – appearance/function

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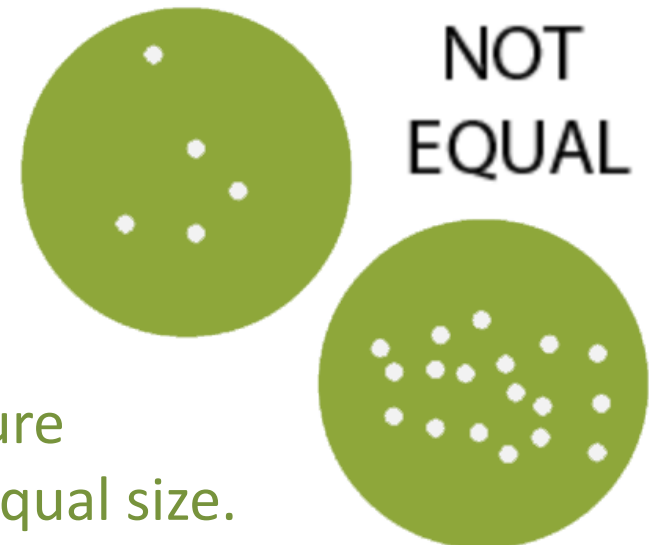
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Equal Population

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.

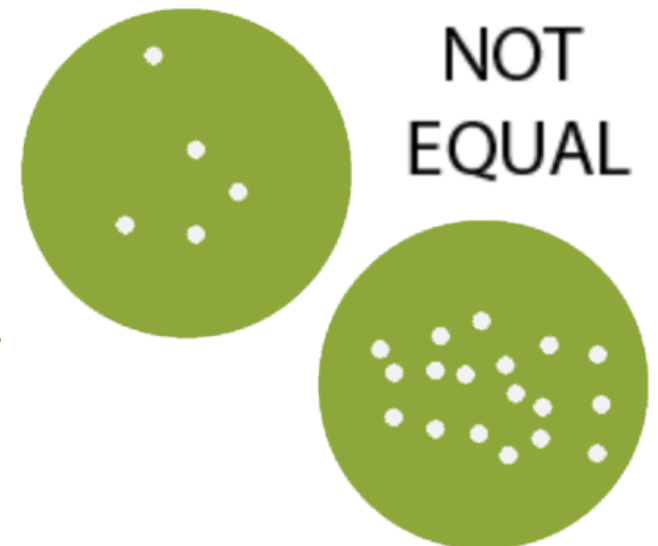


Equal Population

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.

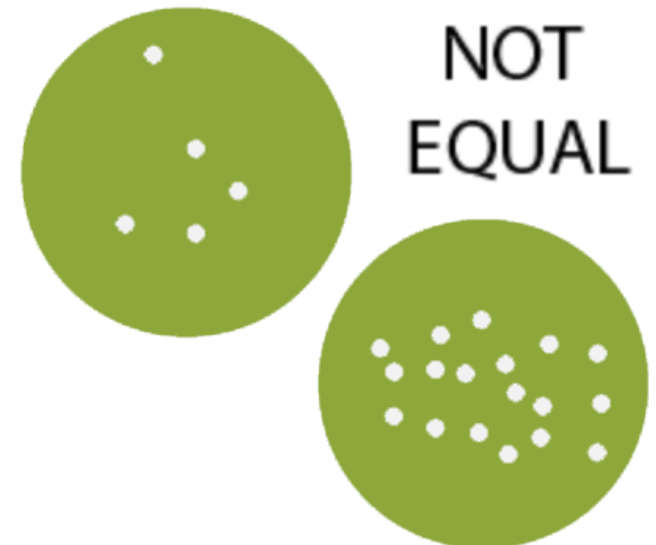


Equal Population

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.*



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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.”

- Catalina Island: not literally contiguous to Long Beach, but is “functionally contiguous”
- Two houses on either side of the 405 could be literally contiguous, but not functionally.



Traditional Redistricting Principles

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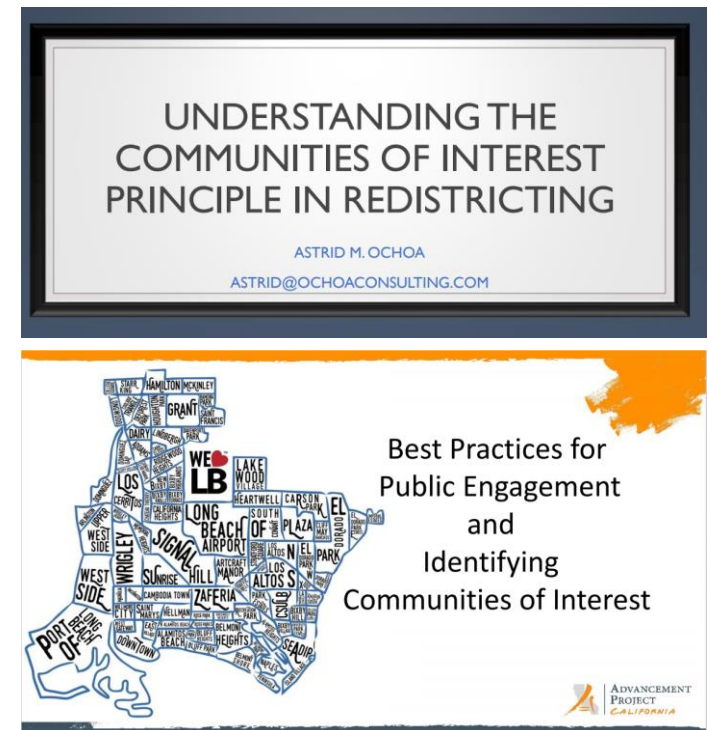
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- Follow existing neighborhoods
- Keep districts compact – appearance/function

Communities of Interest

Bringing like people together for representation

Earlier Presentations

- Astrid Ochoa, Fmr Exec. Director, FOCE
- Dr John Dobard, Director of Political Voice, Advancement Project



Presentations available on Commission website.

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:
 - LGBTQ+ Communities
 - Senior Citizens or Students
 - Downtown / Urban
 - Rural or Agricultural
 - Homeowners or Renters

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 Neighborhoods

Bringing like people together for representation

FAIR MAPS Act:

To the extent practicable, the geographic integrity of any local neighborhood or local community of interest shall be respected in a manner that minimizes its division.

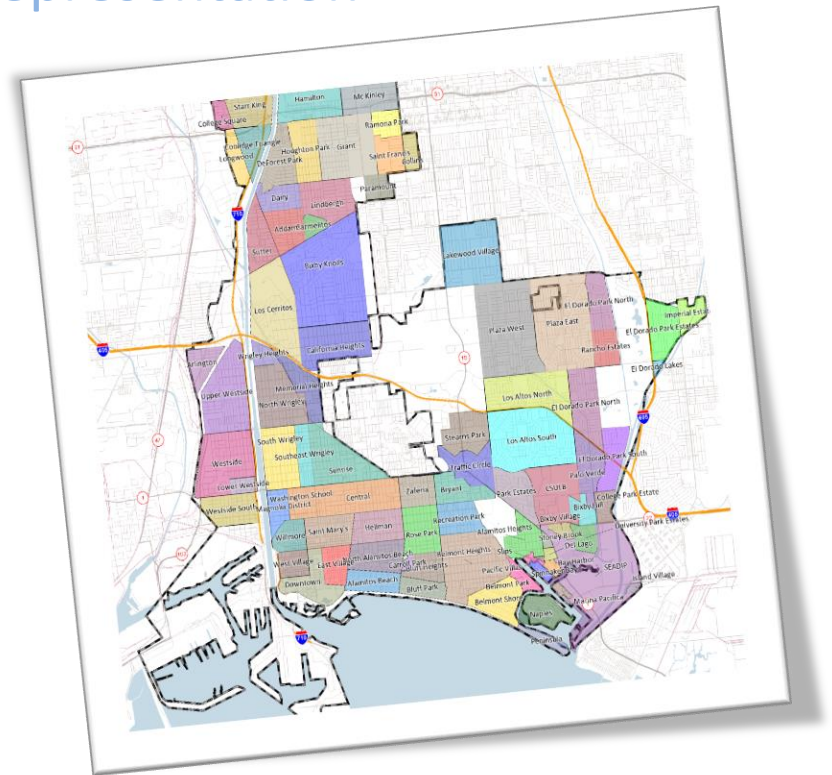
Measure DDD

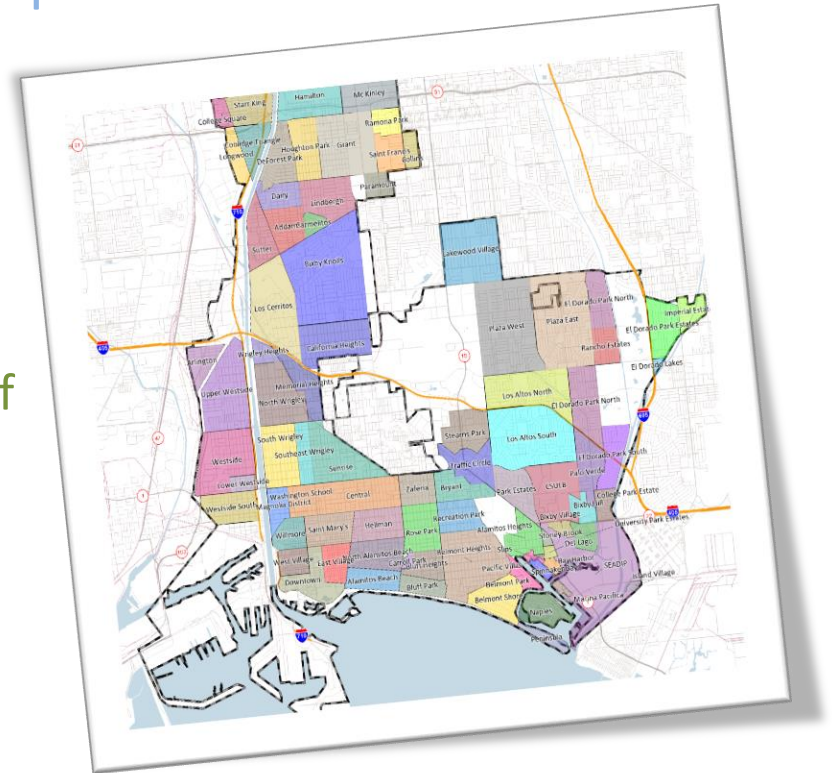
The geographic integrity of a neighborhood should be respected in a manner that minimizes its division.

Protecting Neighborhoods

Bringing like people together for representation

A part of this process is defining the neighborhoods in order to ensure redistricting plans can be measured across a metric of how many are divided and united.





Traditional Redistricting Principles

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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 shapes or the number of kinks and bends.
- Simply outlawing funny shapes.

NOT
COMPACT

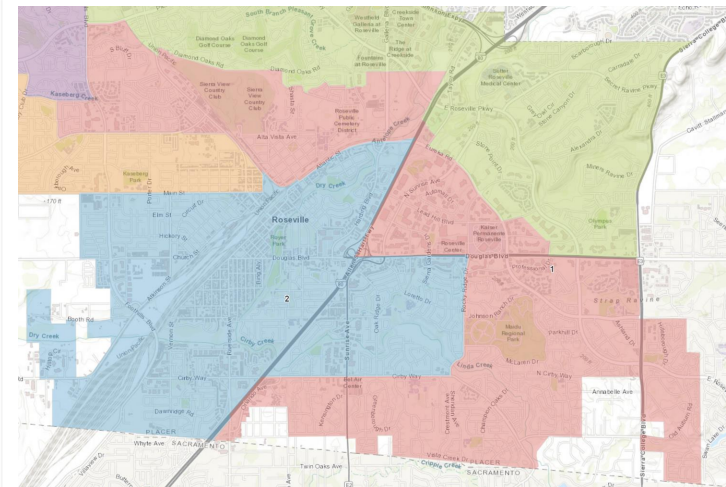
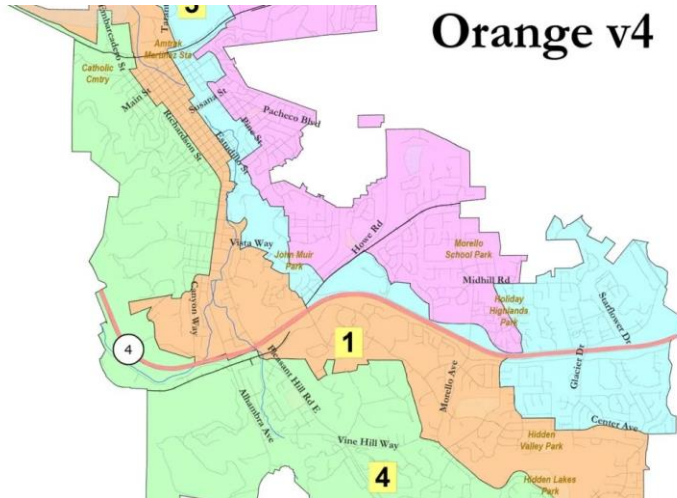


Compactness

Determining what is “compact”

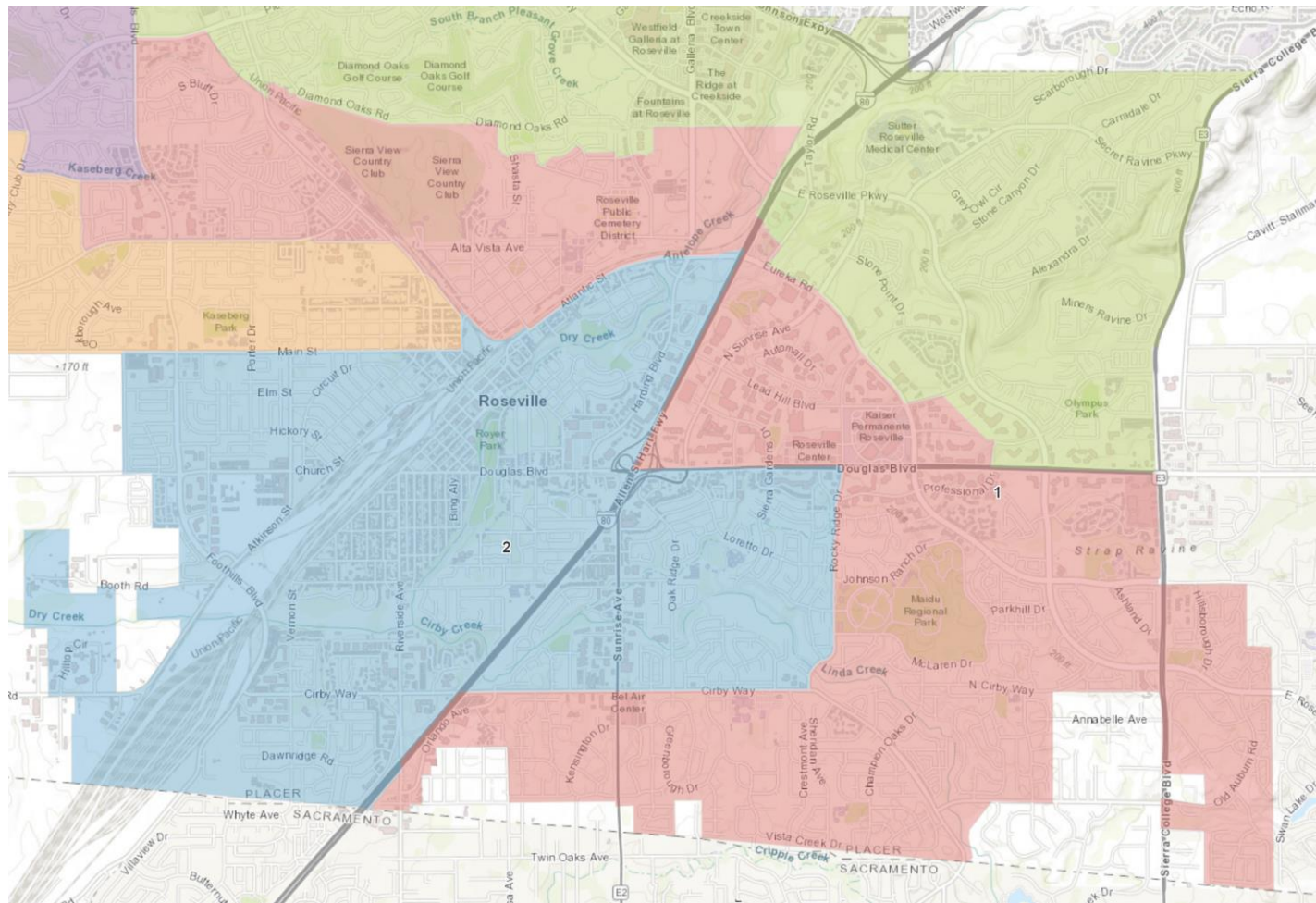
California has a rather elegant/simple definition.

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



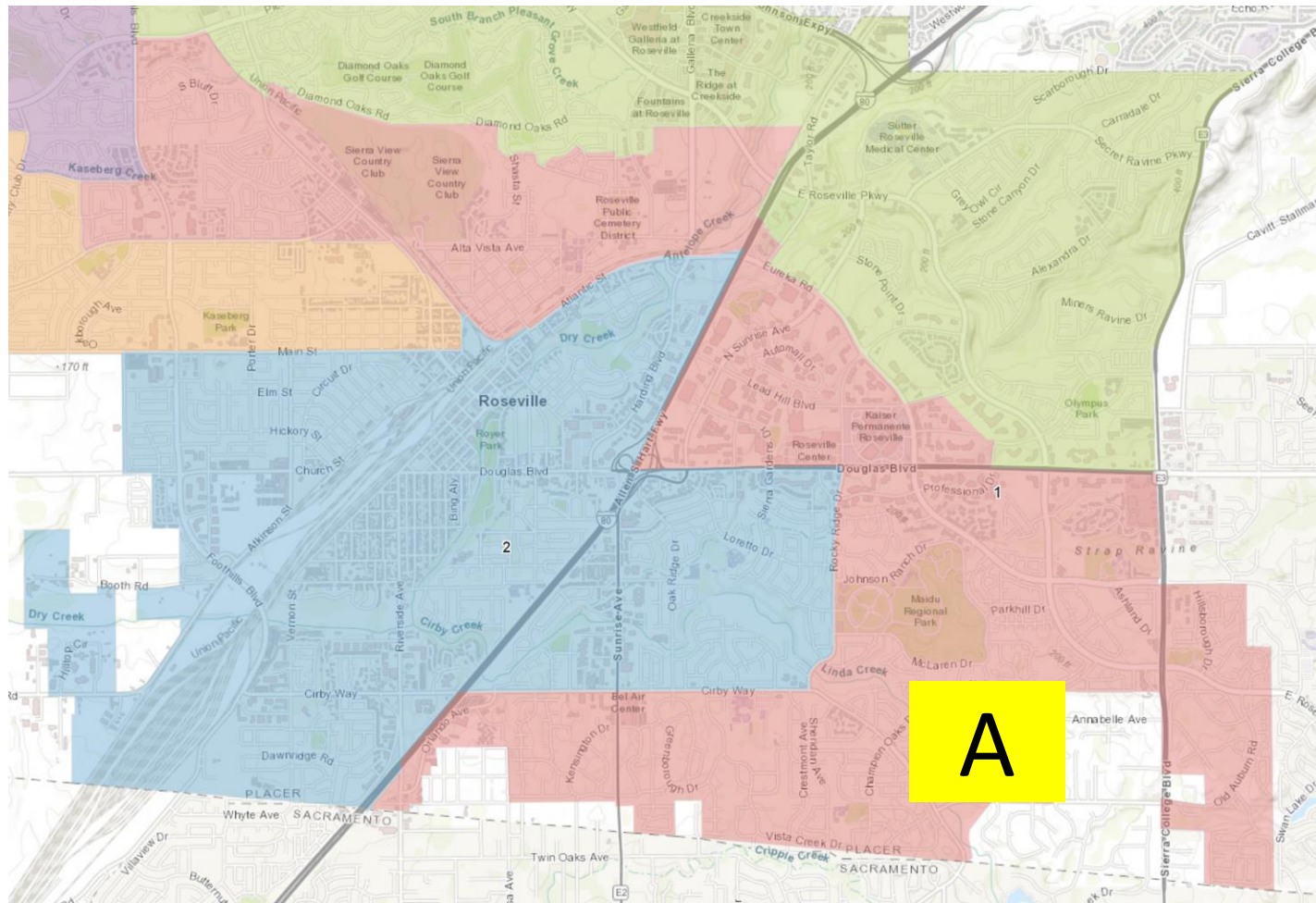
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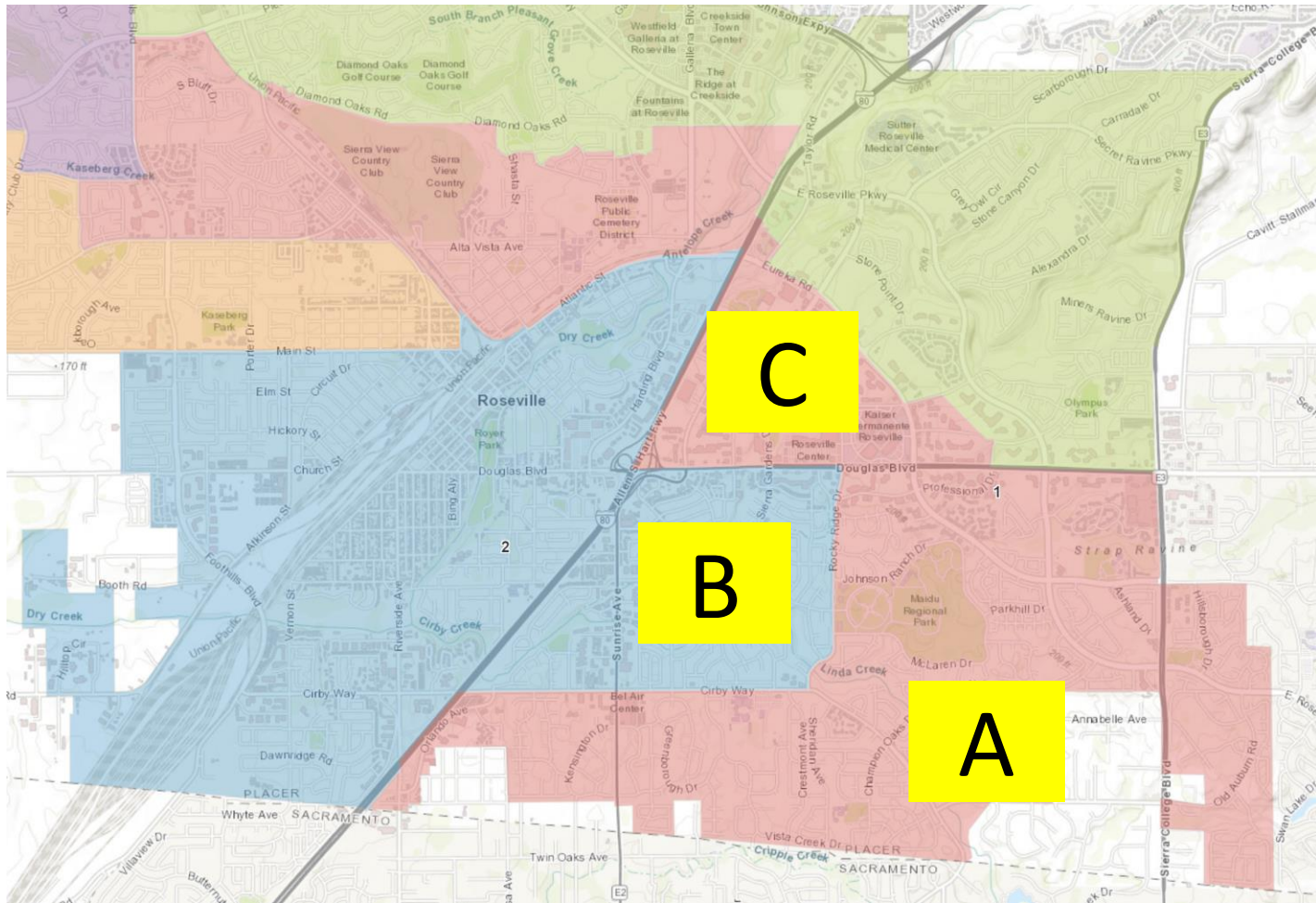
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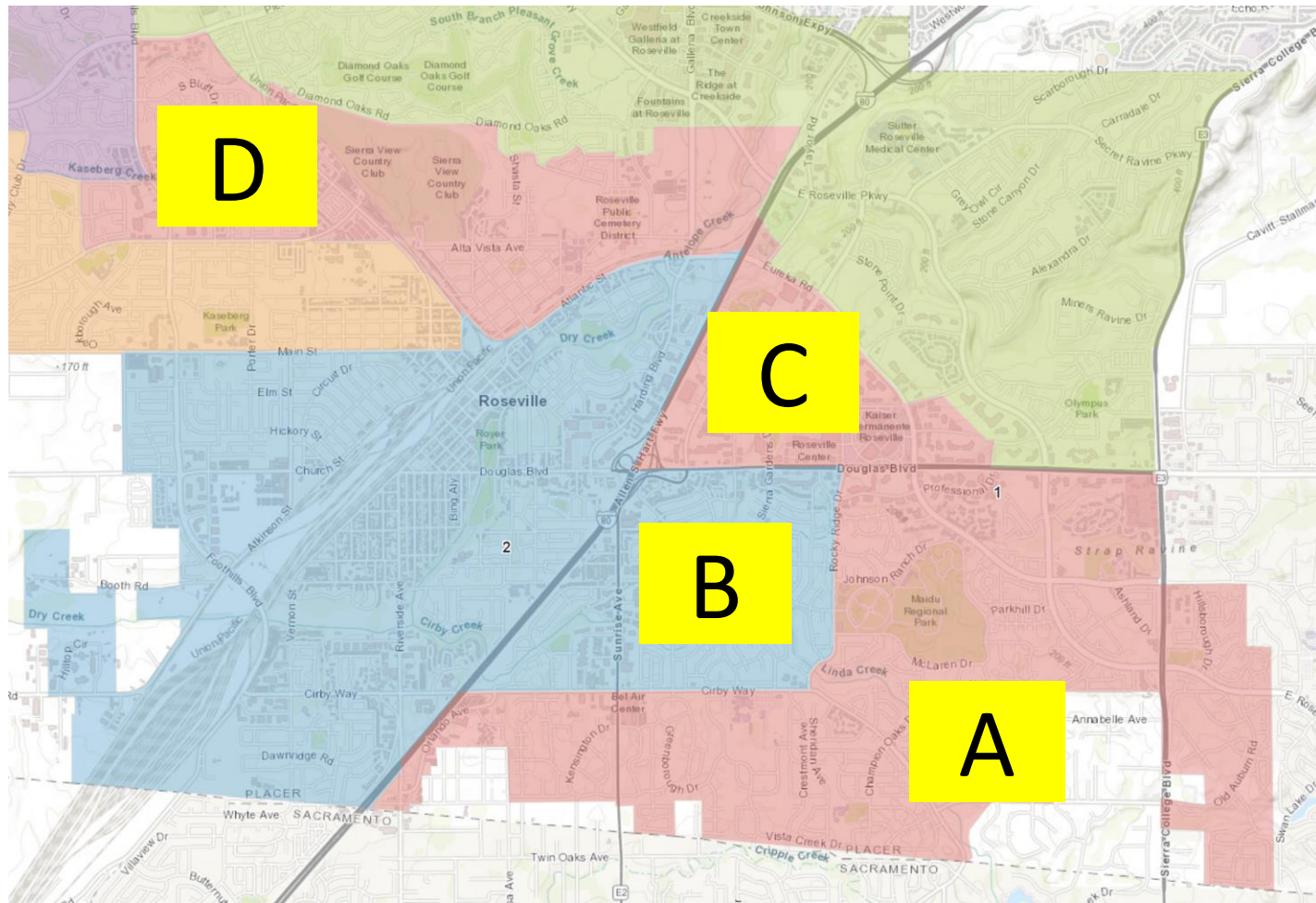
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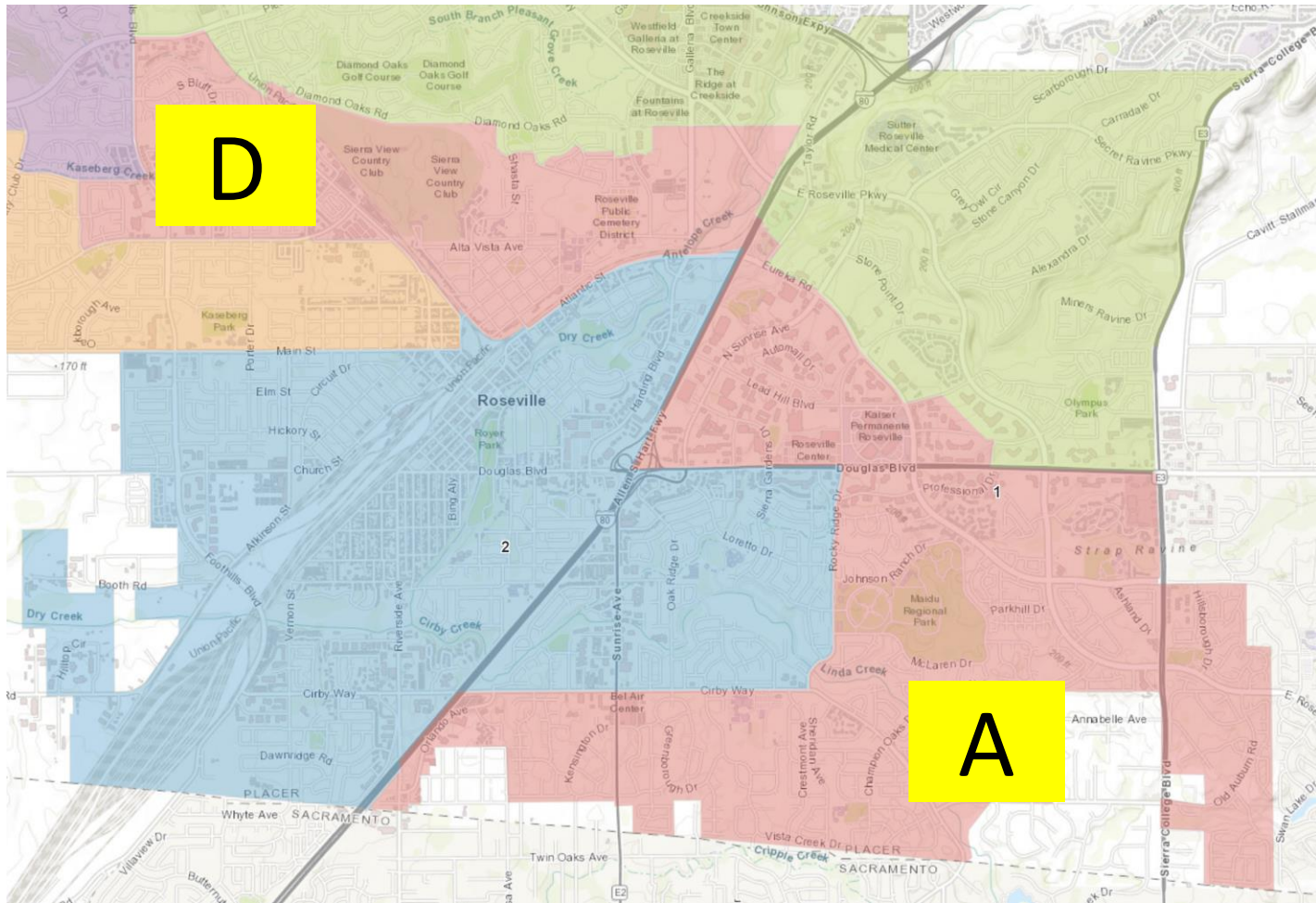
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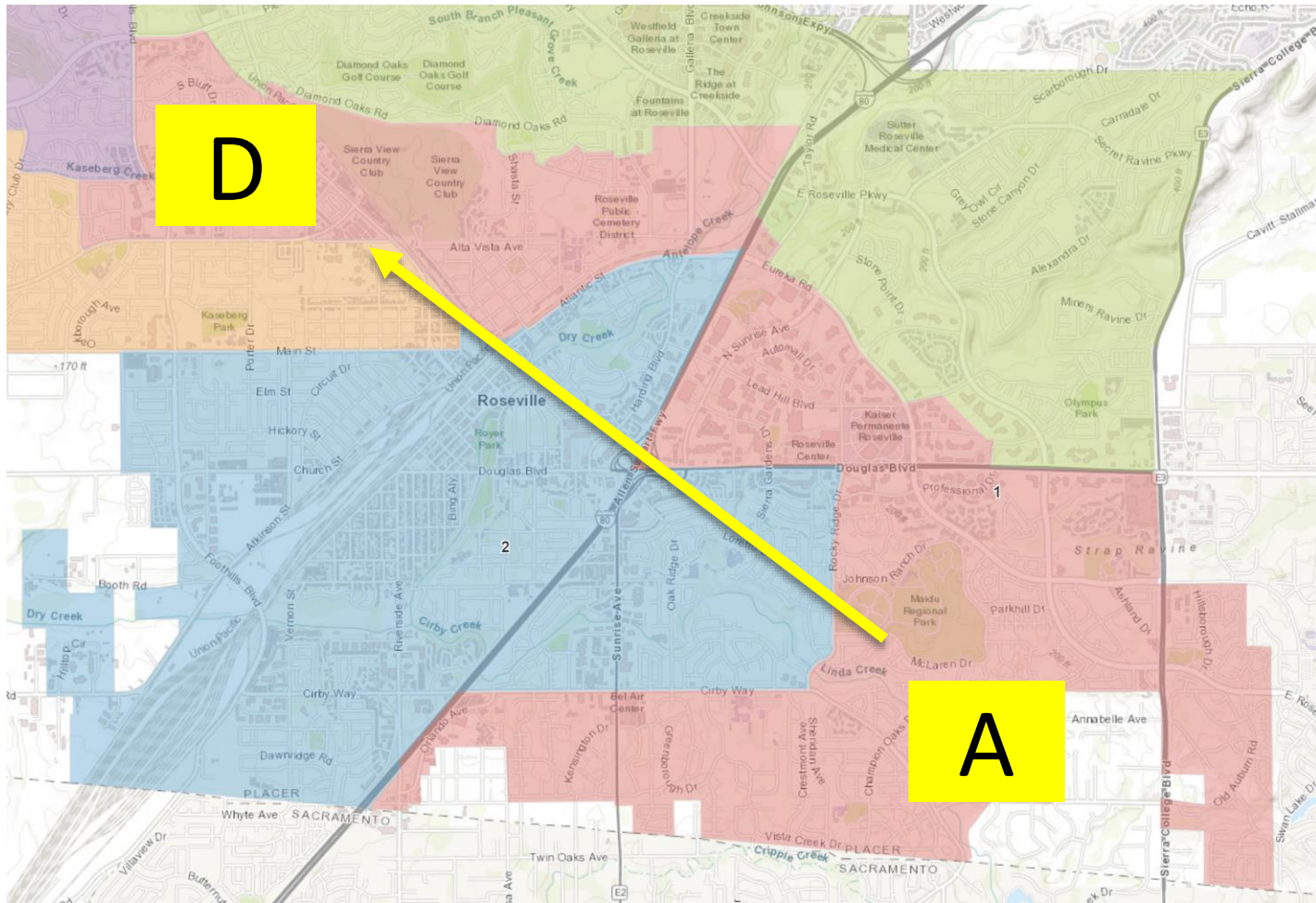
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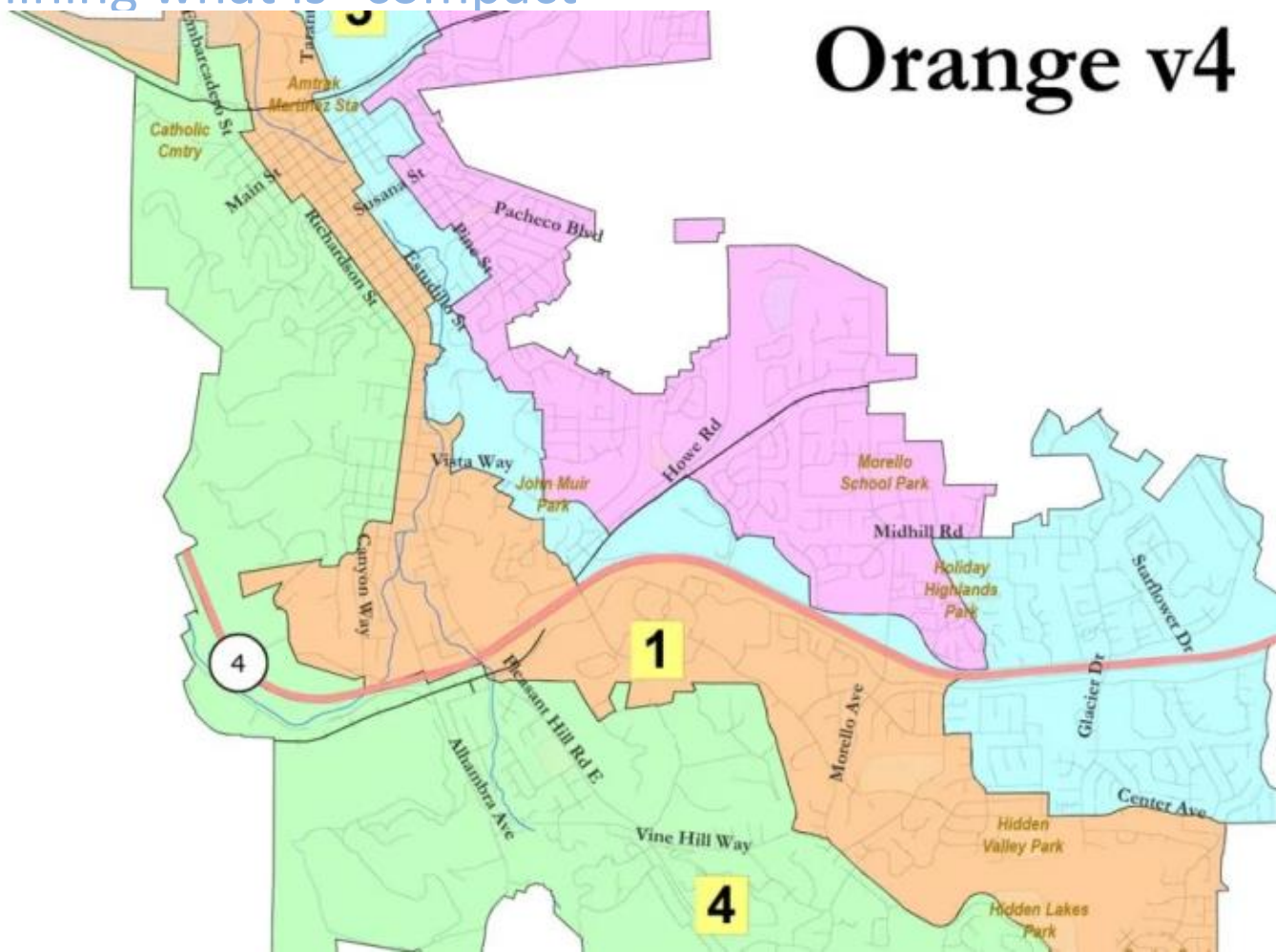
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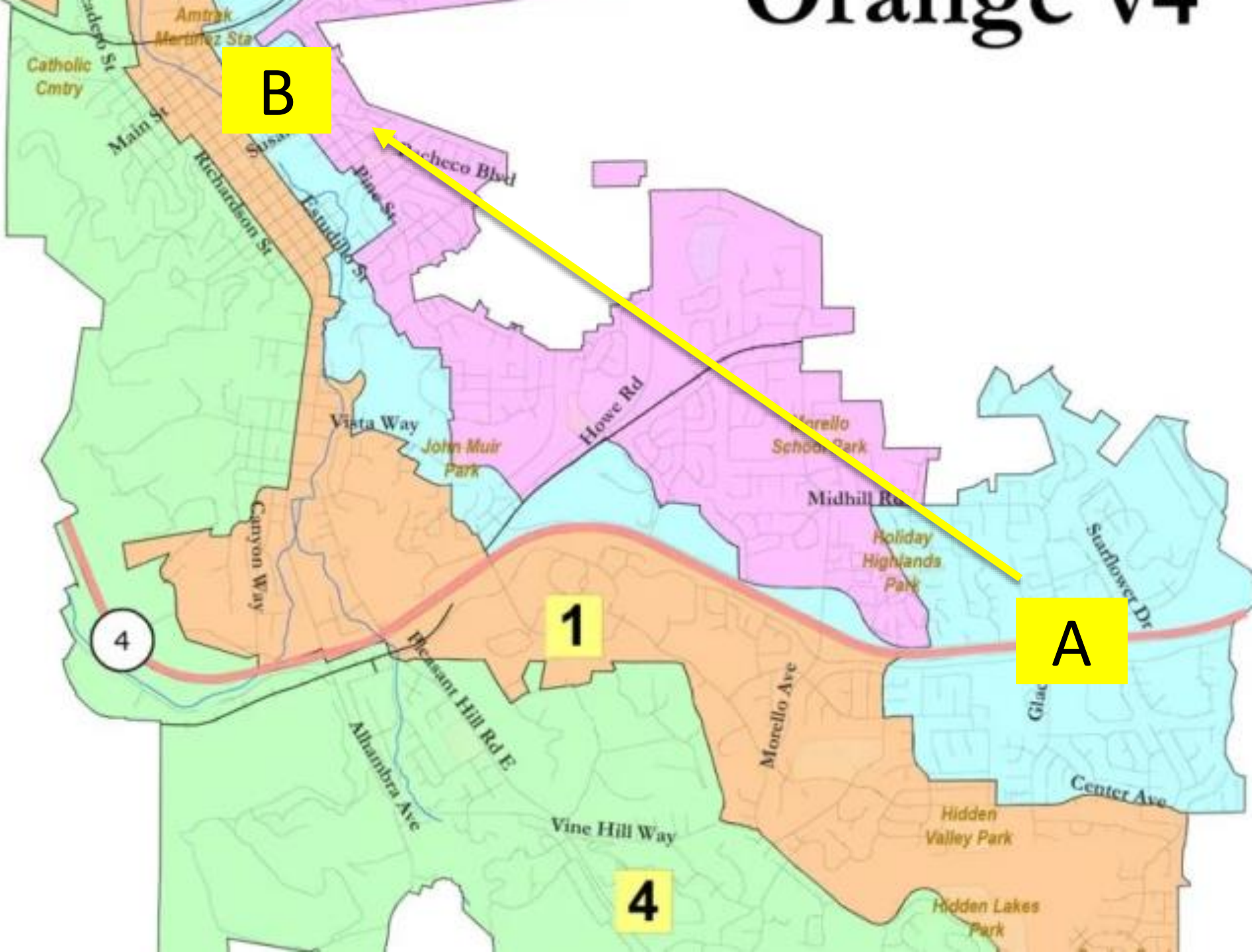
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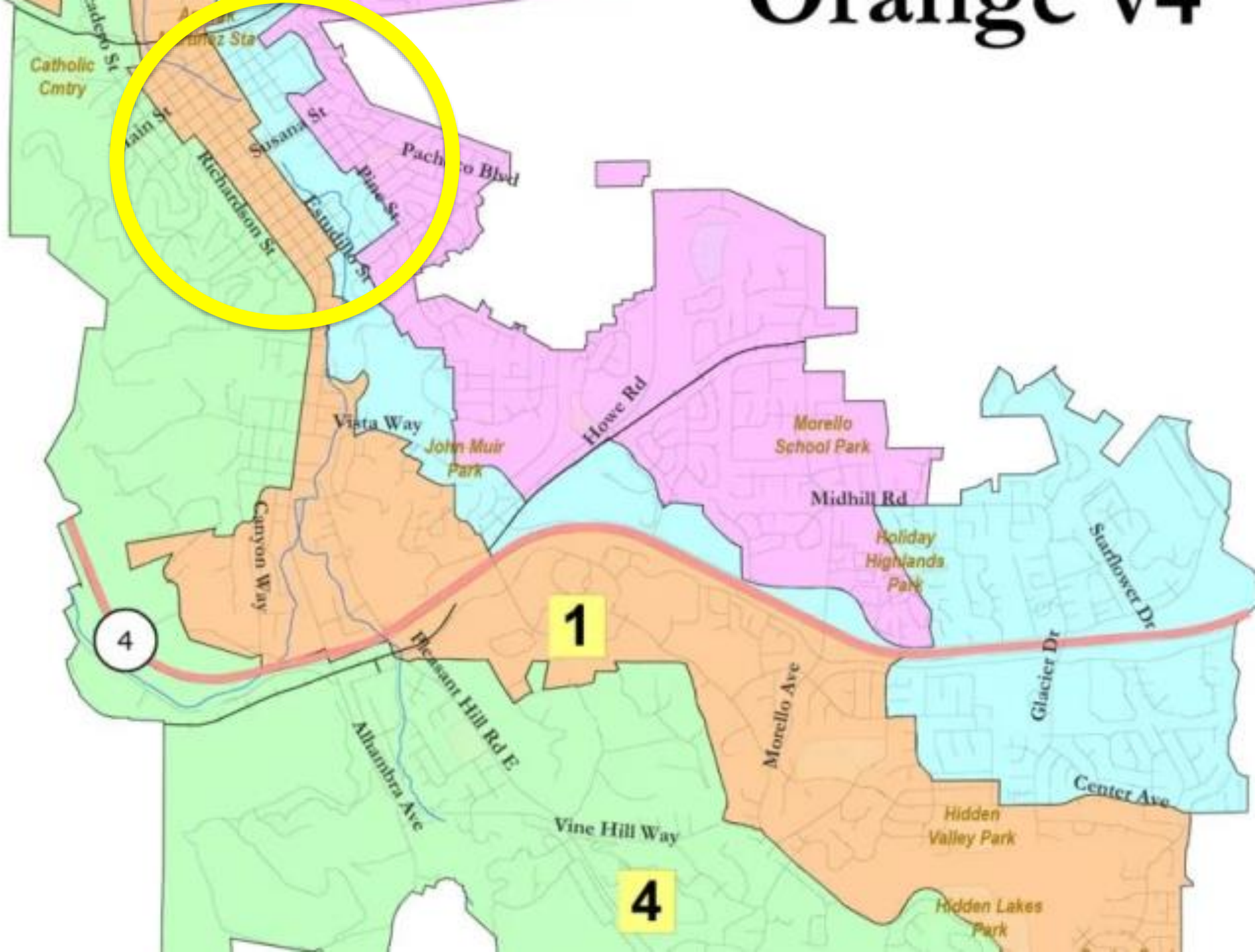


Determining what is “compact”

Orange v4

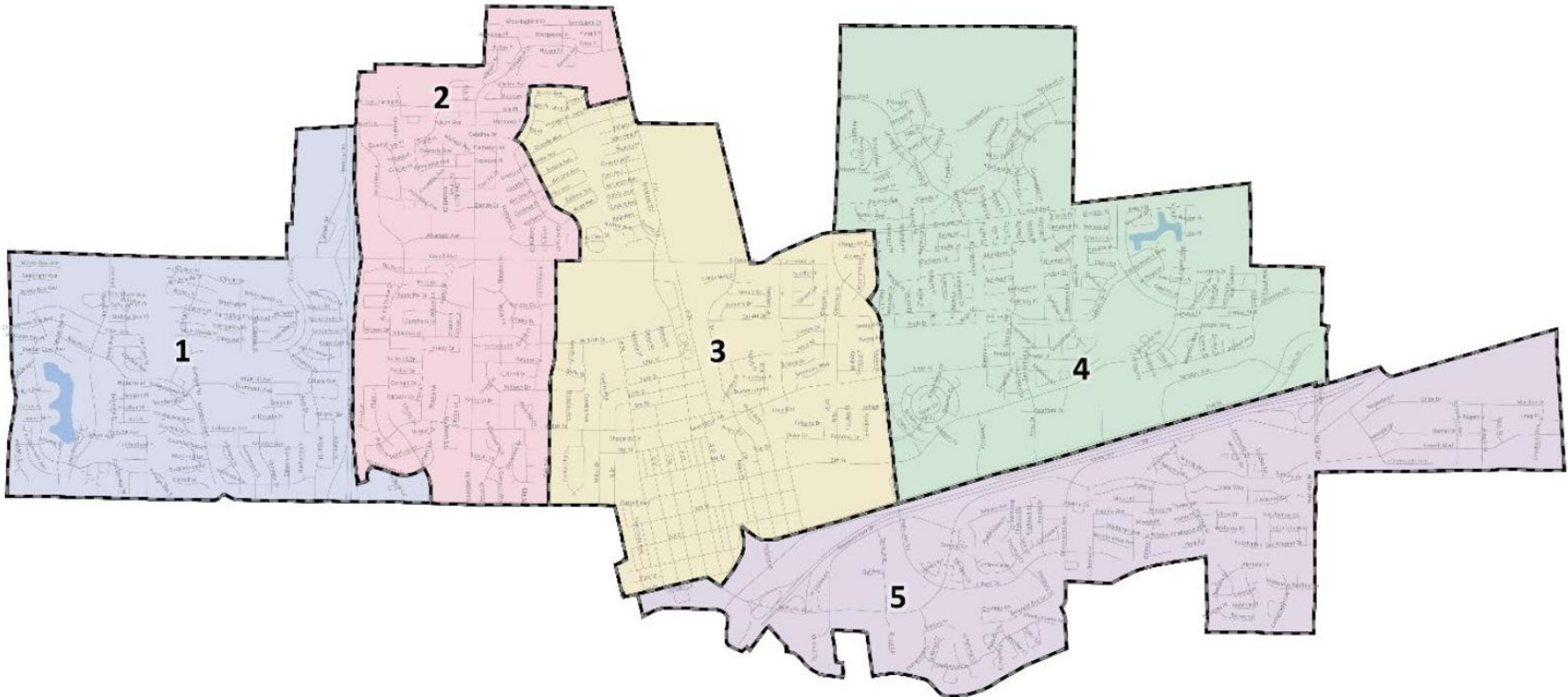


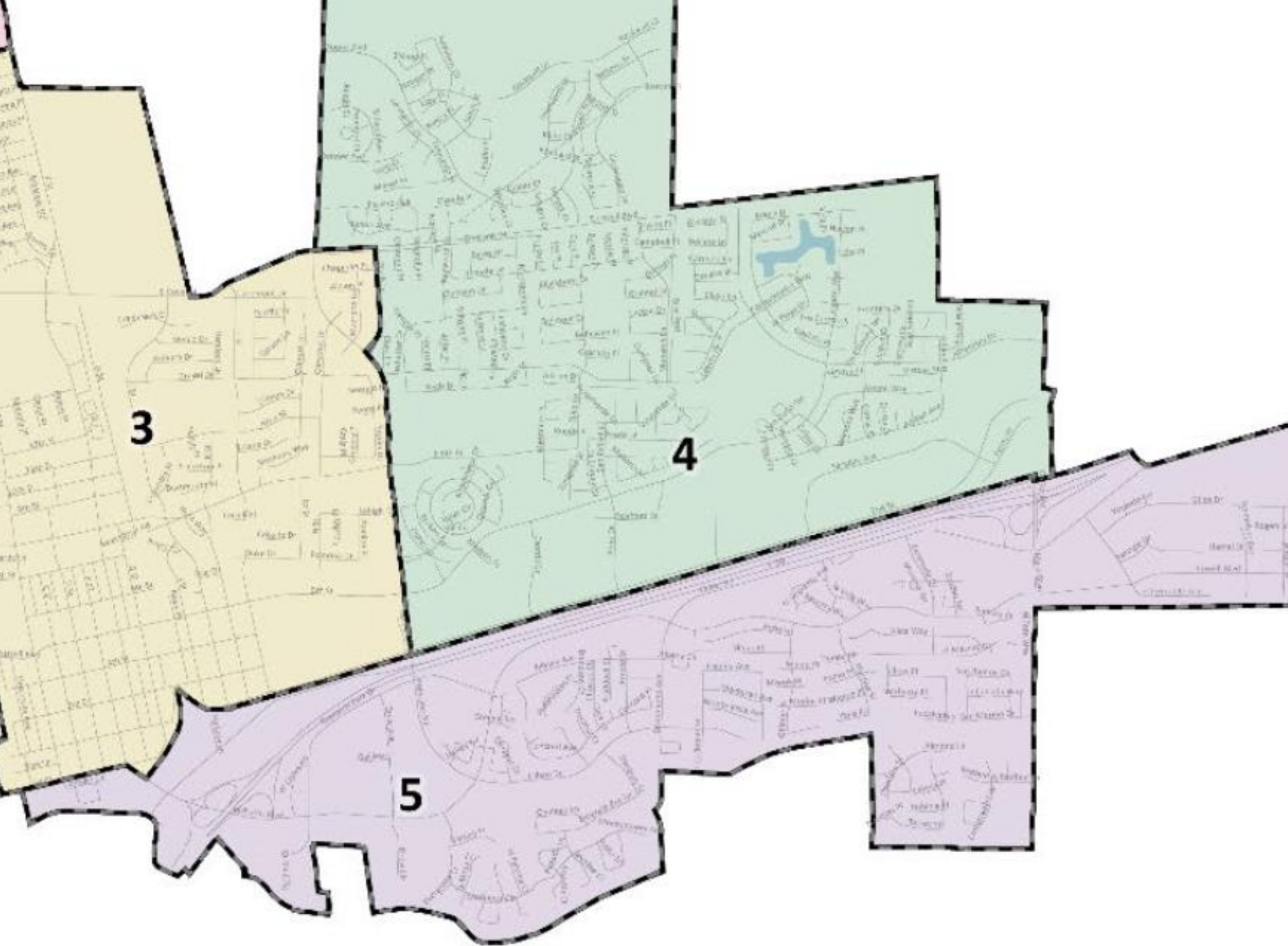


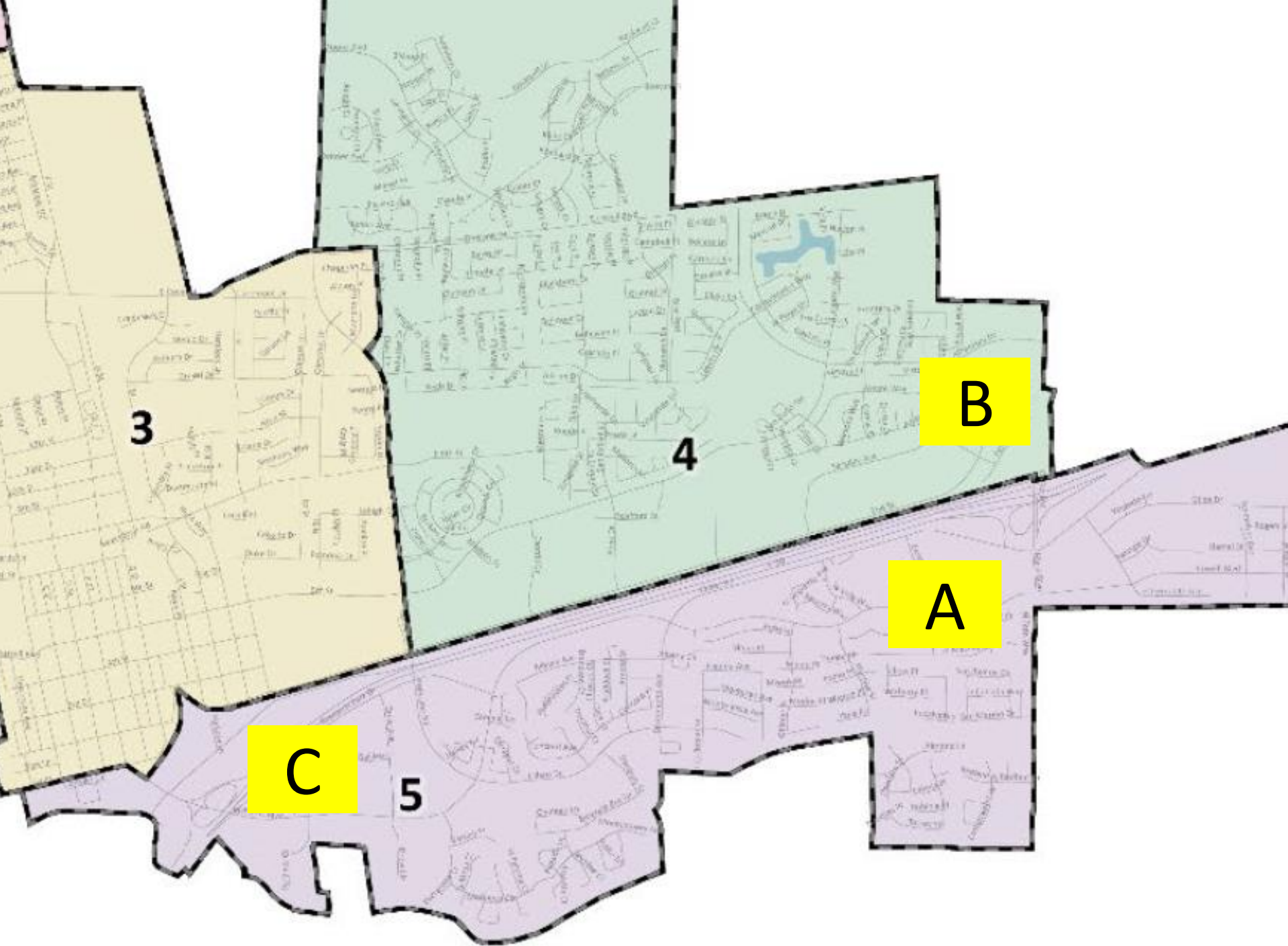


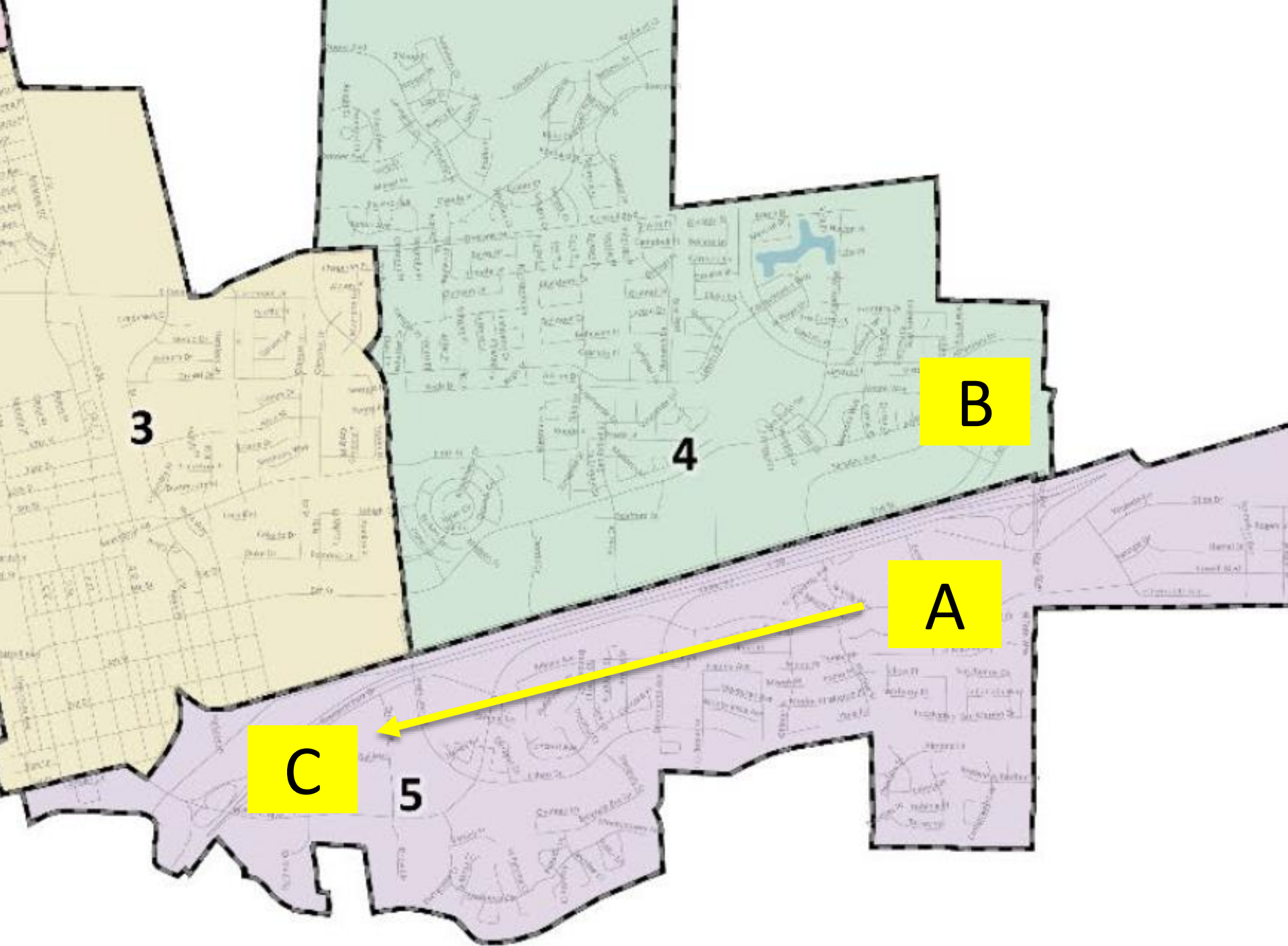
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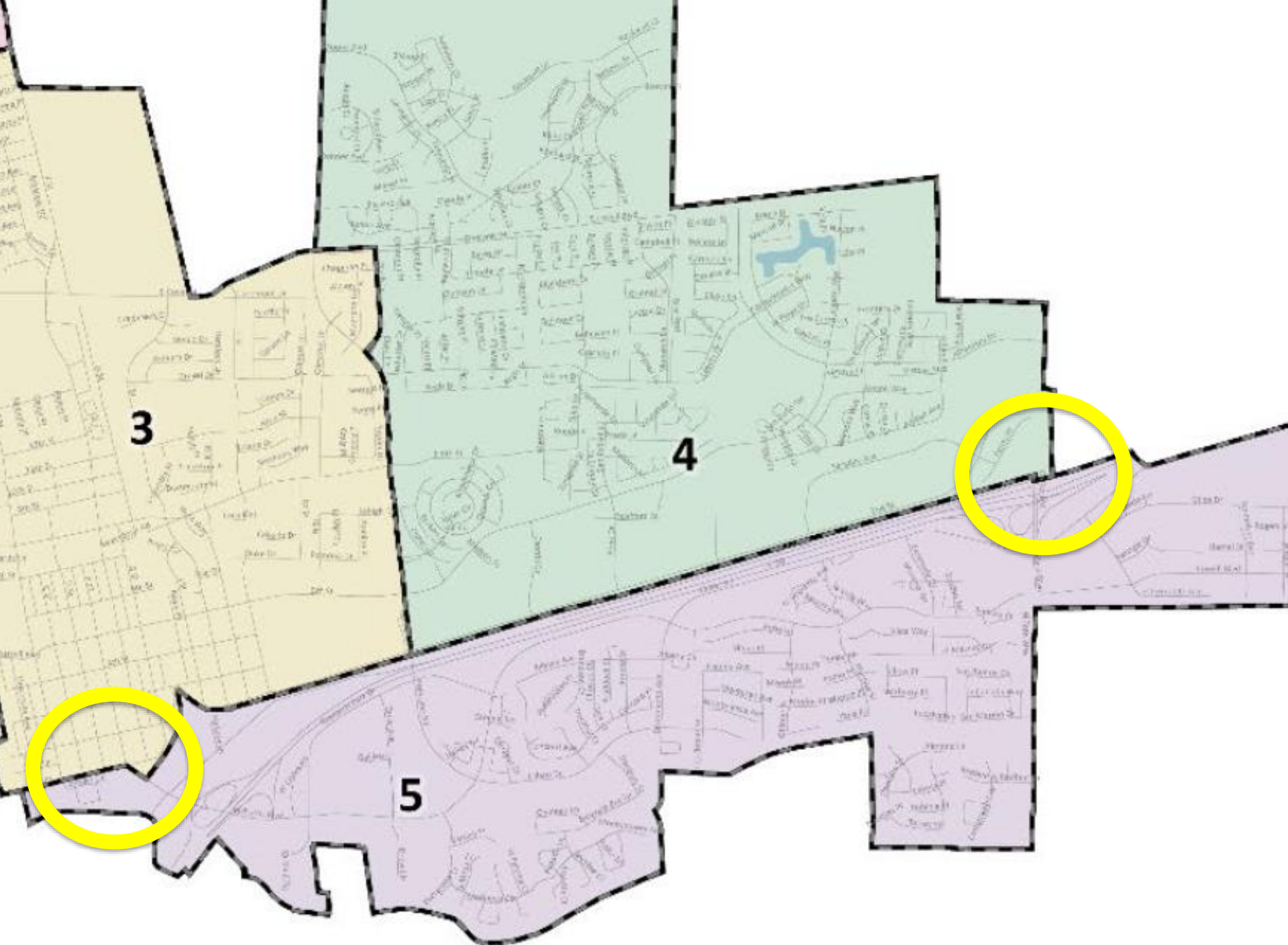
Determining what is “compact”











Additional Redistricting Rules

Steps requires in Long Beach beyond Traditional Principles

Measure DDD actually provides ranking of criteria:

- Equal Population
- Federal Voting Rights Act / Applicable Laws
- Contiguous
- Neighborhood (Geographic area)
- Communities of Interest
- Neighborhood (language/history/cultural)
- Geography / Topography
- Understandable by voters
- Compact (nearby population definition)
- Follow Census Blocks
- Others that do not conflict

Additional Redistricting Rules

Steps requires in Long Beach beyond Traditional Principles

State and local laws add 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*.

Additional Redistricting Rules

Steps requires in Long Beach beyond Traditional Principles

Measure DDD and State Law also provide things you cannot do:

- Draw or amend districts for the purpose of favoring or discriminating against a political party
- Use address of any individual, including a candidate or incumbent as a criteria.
- *Start drawing before allowed under FAIR MAPS Act.*

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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

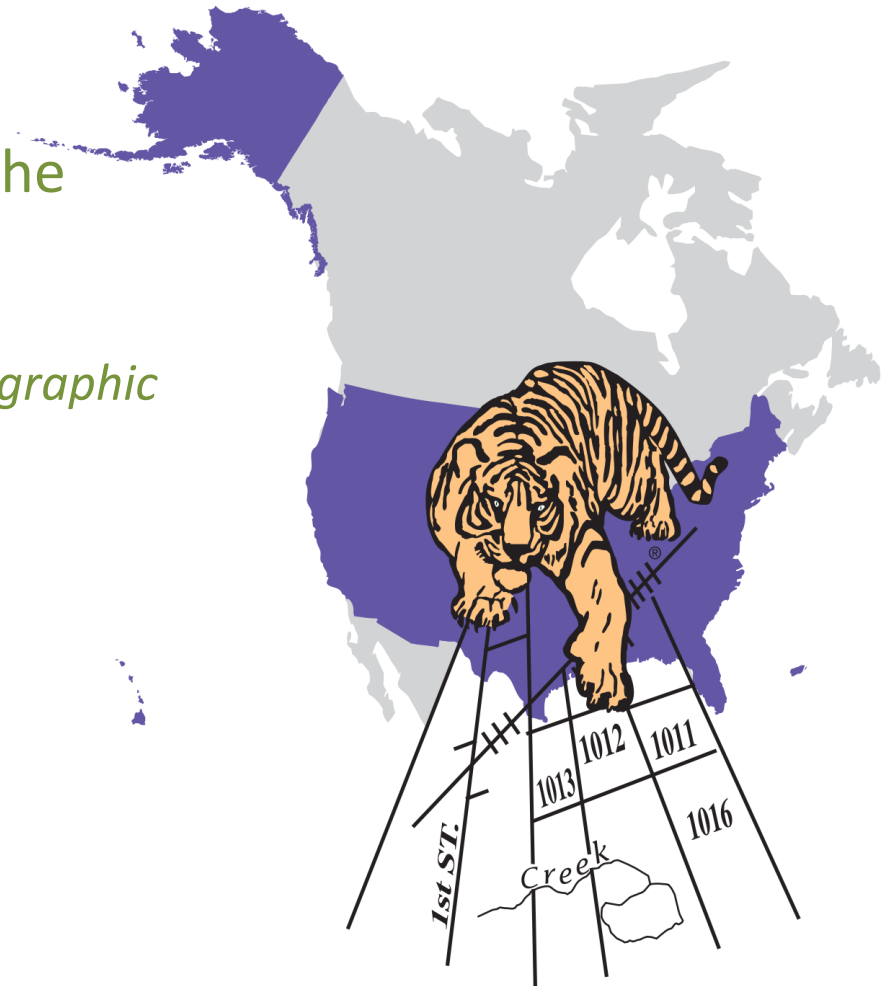
Census Data

The Geography is called the
TIGER Files

- *Topologically Integrated Geographic
Encoding and Referencing*

- *Nested geographic units*

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

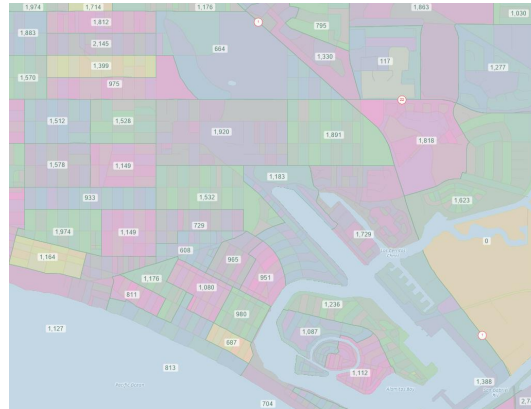


The mechanics of Redistricting

Census Data



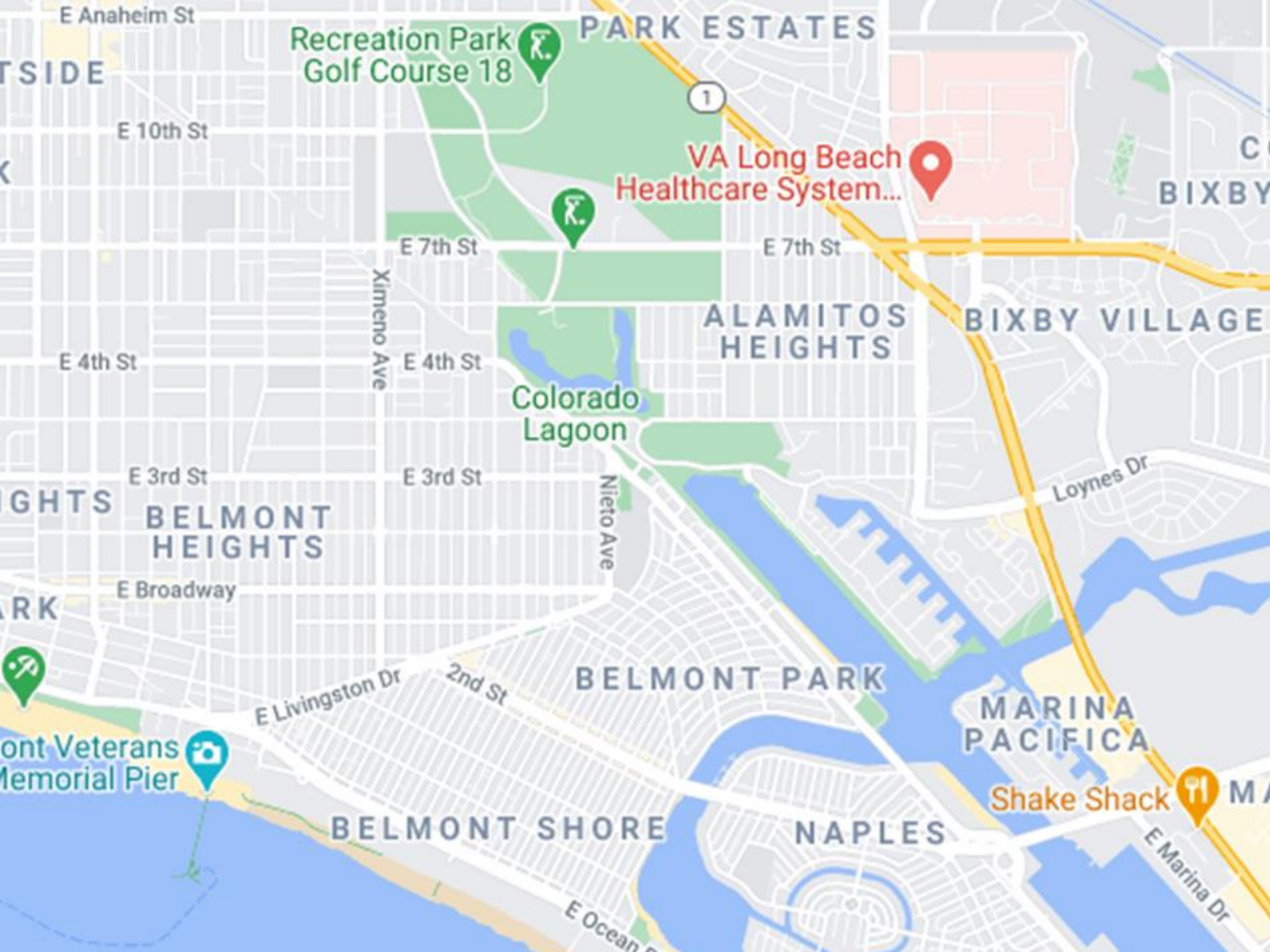
Census Blocks

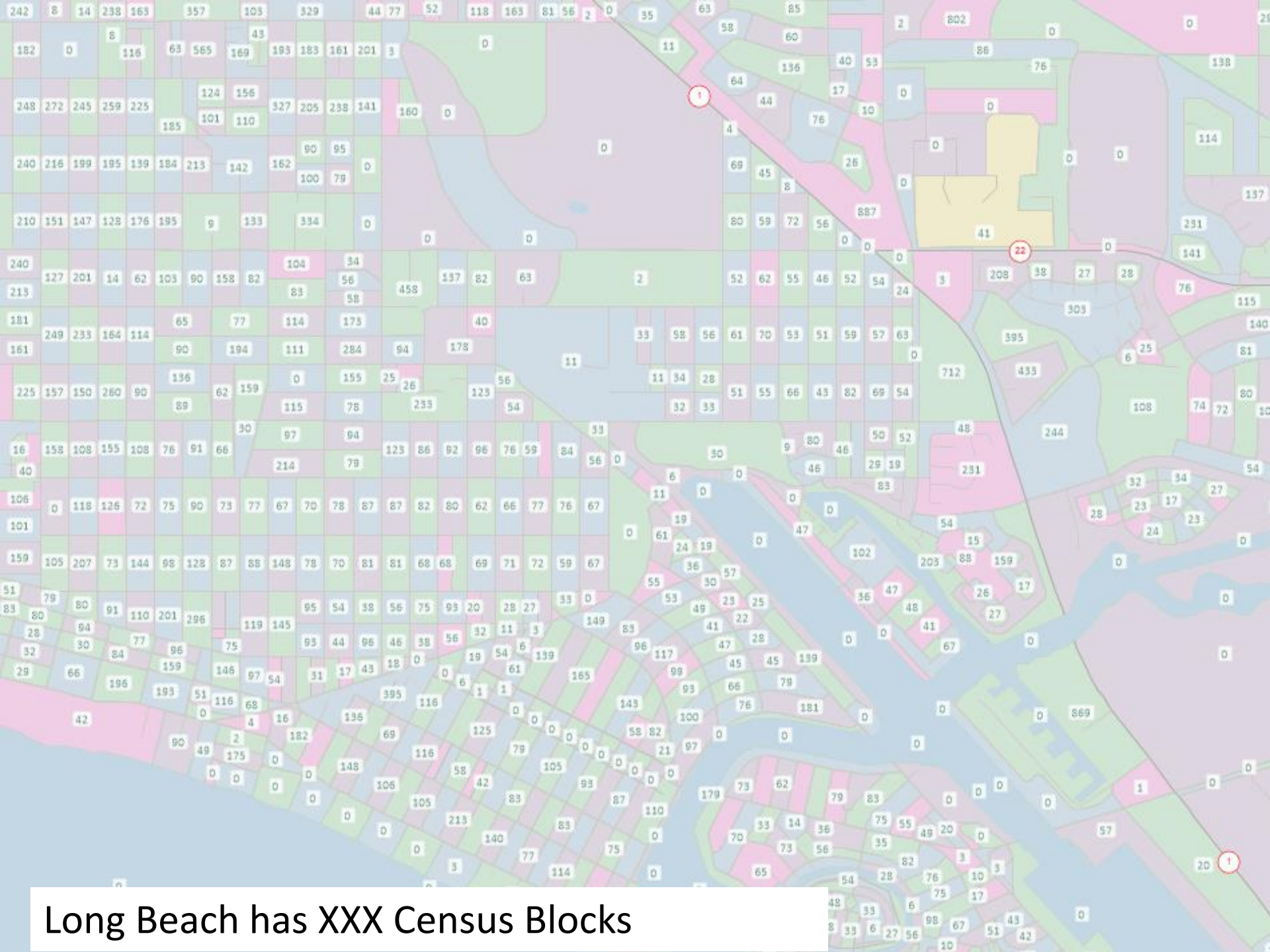


Census Block Groups



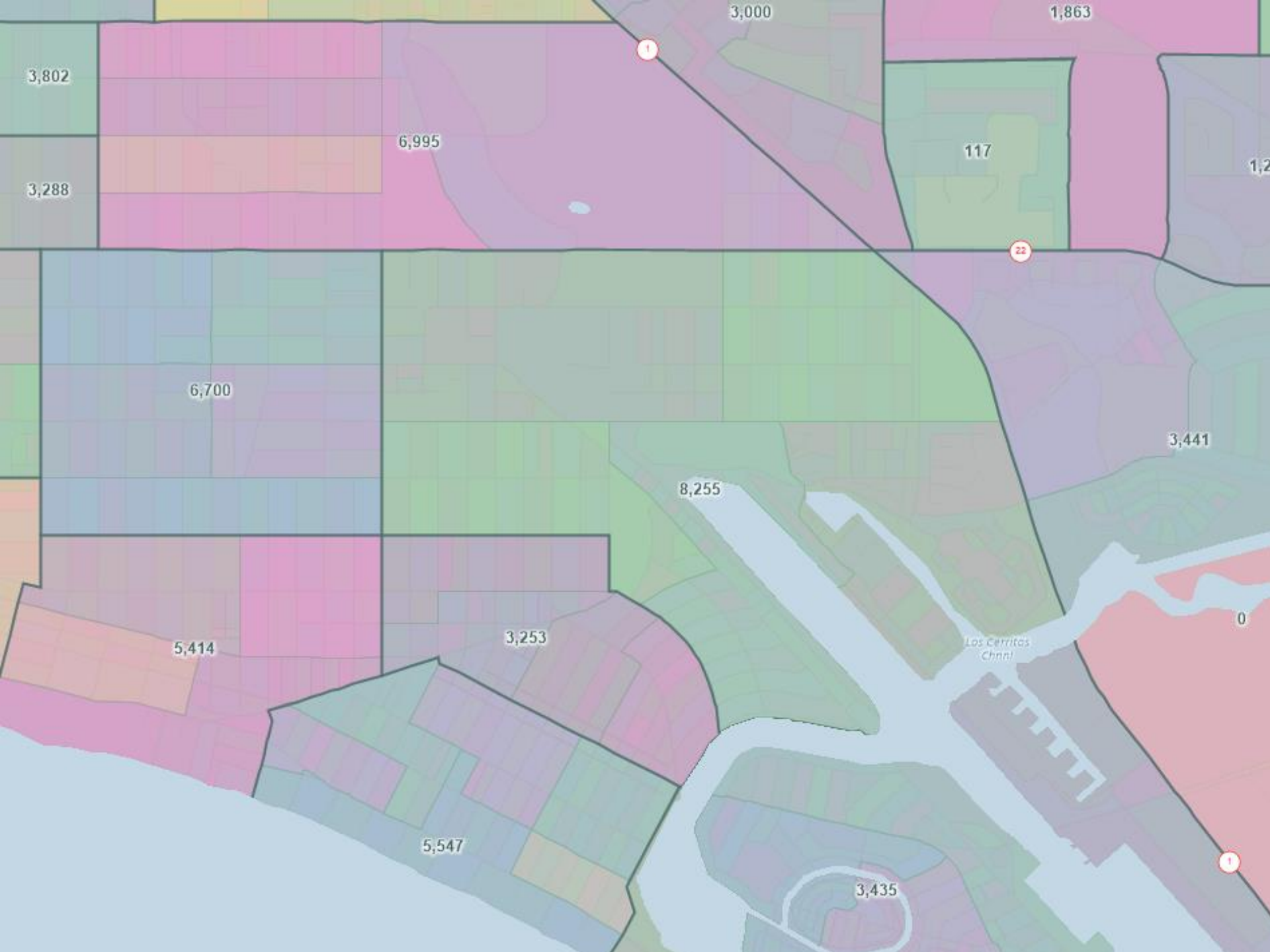
Census Tracts





Long Beach has XXX Census Blocks





3,802

3,288

6,995

3,000

1,863

117

1,2

6,700

8,255

3,441

5,414

3,253

0

5,547

3,435

Los Cerritos
Chnnl

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.

The mechanics of Redistricting

Census Data

The Census data file the city 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)

The mechanics of Redistricting

Other Data

When conducting a redistricting, there will be additional outside data sources that might be utilized in the analysis of districts - *most effectively if in the Census geography.*

- LGBTQ+: In 2011 Equality California and other groups produced data on LGBTQ+ populations that were used by the Statewide Commission and local jurisdictions.
- Environmental Data: groups like the California League of Conservation Voters provide data on environmental / transportation pollution issues.

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Public Input

Windows for public input

Community of Interest testimony is critical to an open/transparent redistricting process. There are three timeframes to be thinking of:

Pre-data – from now until release of the PL files. Opportunity for COI testimony.

Post-data, pre draft lines – after release, but before you can draw lines. Community gets to draft plans.

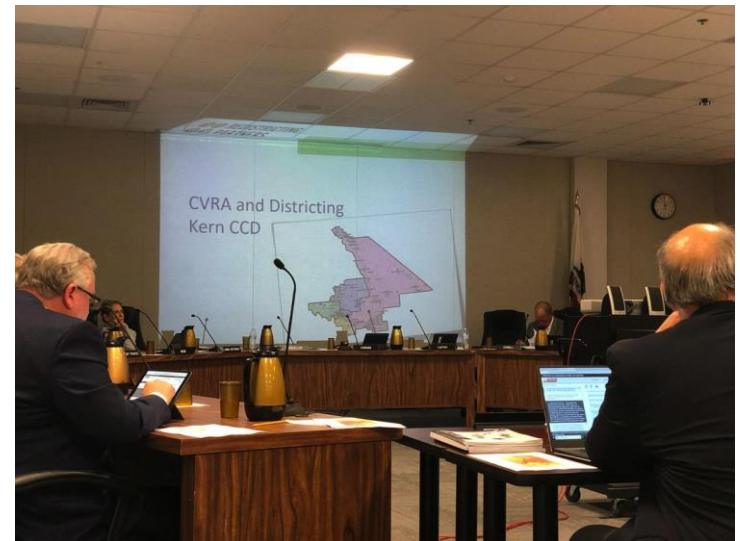
After draft lines – Community feedback, suggestions for changes, alternate plans, more COI Testimony

Input at Public Hearings

Multiple methods for obtaining input

Online hearings of the commission – both business hearings and outreach meetings should be avenues for public engagement.

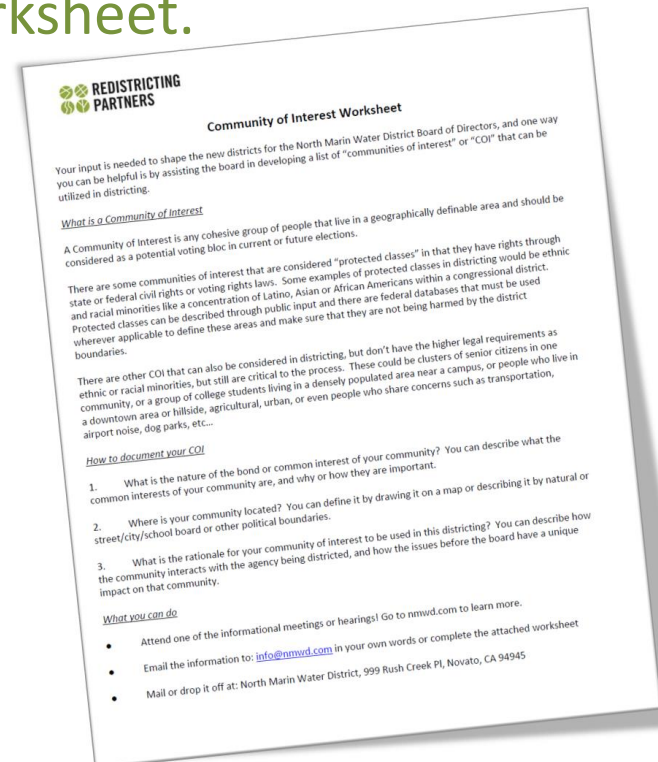
The commission will work with city staff and consultants to develop and implement public engagement during commission hearings.



Community of Interest Forms

Multiple methods for obtaining input

- Input can be provided in public hearings or using our “Community of Interest Worksheet.”
- This can be provided on the website as a part of overall community engagement strategy.
- Some agencies convert these to a webform or survey instrument.



Online Mapping

Multiple methods for obtaining input

Online Mapping tools will be available for the community to draw their community of interest or potential maps for the city to consider.

- Caliper presentation provided overview
- Continued training on the system for commission and public will be provided.

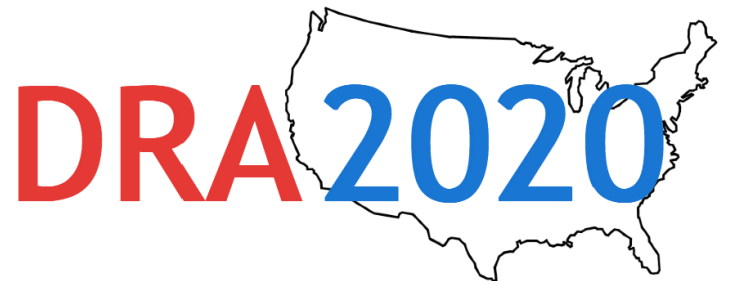


Online Mapping

Multiple methods for obtaining input

There are other mapping tools the public may use, but are not controlled by the commission or city staff.

- These tools are *perfectly appropriate* for the community to use as input.
- Data and maps from these programs can be imported to our tools and reviewed by the commission.



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The Methods for Line Drawing

Multiple Options

Once the commission can draw draft lines, there are three primary methods, and they can overlap.

- 1) Start with a selection of Public Maps that you make your draft maps.
- 2) Direct staff to produce multiple draft maps.
- 3) Perform live line-drawing during a commission hearing.



The Methods for Line Drawing

Multiple Options

Commissioners can determine their own relationship to the line drawing process.

- In some cases commissions are not drawing the lines but weighing different public options.
- In other cases members are actively drawing plans.
- Do not draw lines until it is time.



The Methods for Line Drawing

Multiple Options

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The Methods for Line Drawing

Multiple Options

The line drawing process does not end with the publishing of initial draft plans

- Community input on draft plans is critical.
- The Commission will notice a change in the kinds of input and map feedback it receives on actual maps.
- 7-Day posting requirement.



Completion of Redistricting

Late Census is complicating process

There are competing deadlines that need to be resolved:

- **Measure DDD:** 6 Months after the release of decennial census. If this date is September 6th, which would be March 6th.
- ***FAIR MAPS: December 15th***
- ***County Registrar: Needs maps in time to prepare for Primary Election.***

Will need your legal counsel to advise on legislative and legal action which could be critical in determining your deadlines.



**REDISTRICTING
PARTNERS**