

San Joaquin County Redistricting Advisory Committee

Redistricting 101
June 30, 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
- RAC Timeline

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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 FAIR MAPS Act

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?

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 San Joaquin 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.

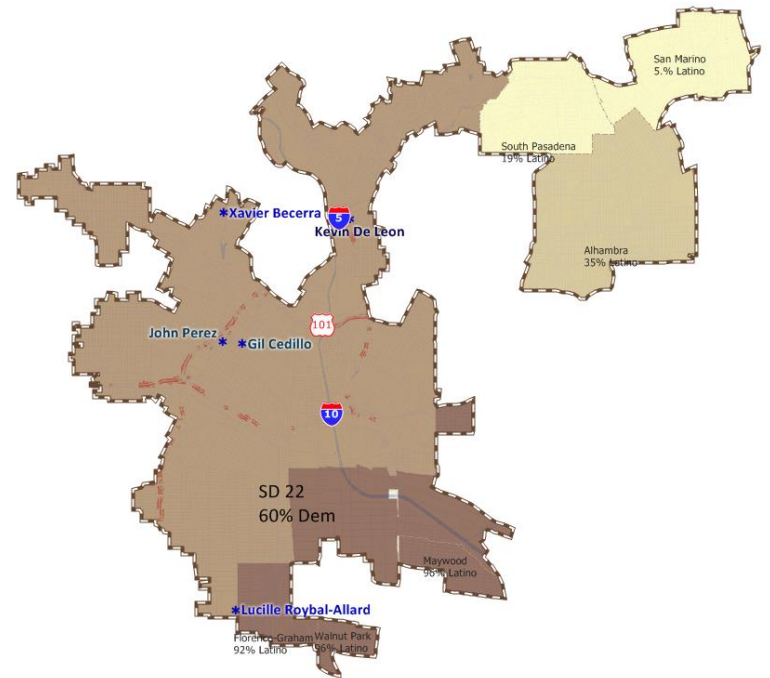


What is Gerrymandering

the Gerrymander

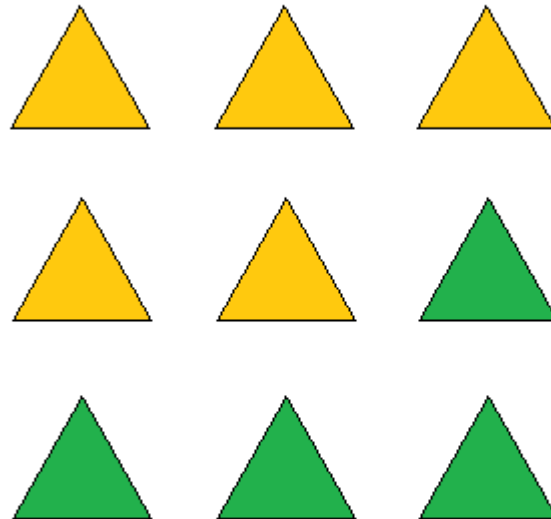
There are more recent examples of gerrymandering, even in California.

This 2001 Senate District is a great example.



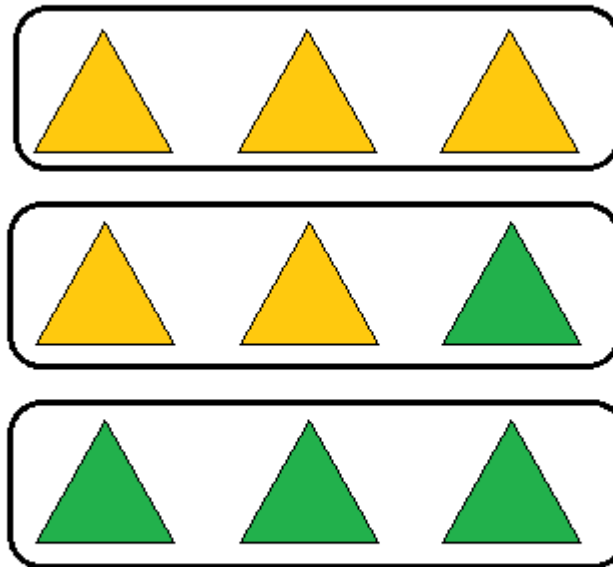
What is Gerrymandering

How does gerrymandering work?



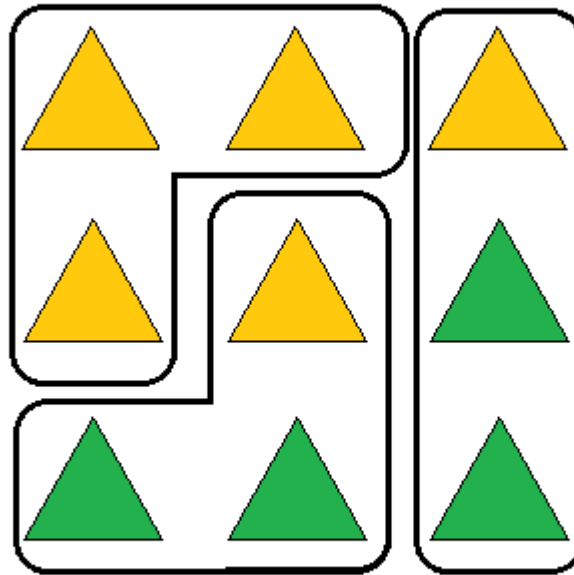
What is Gerrymandering

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**
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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

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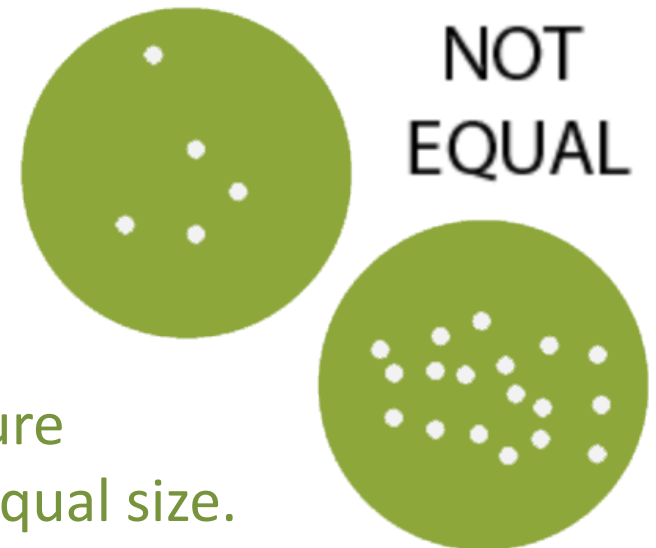
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Equal Population

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.

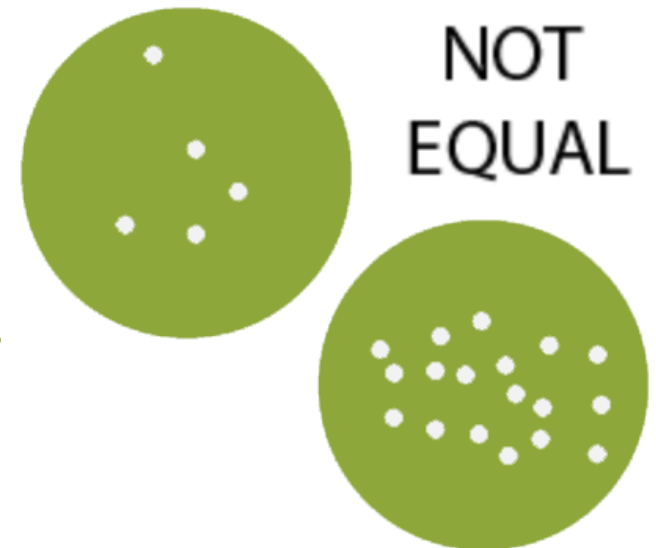


Equal Population

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.

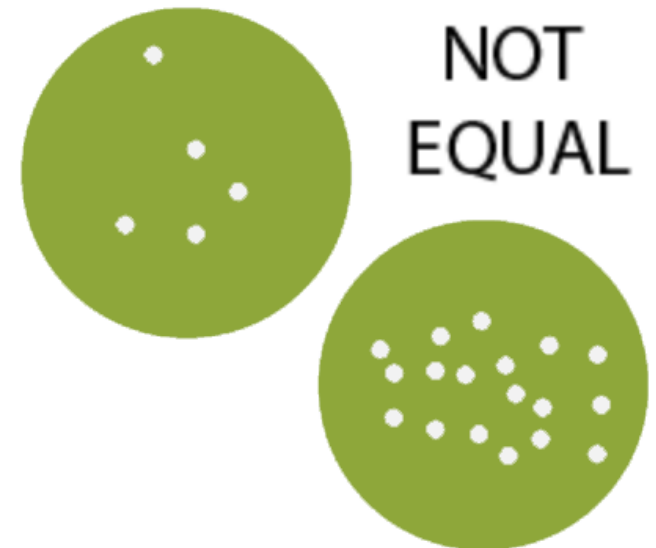


Equal Population

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.”

- Treasure Island: not literally contiguous to San Francisco, but is “functionally contiguous”
- Two houses on either side of the 5 or 99 could be literally contiguous, but not functionally.



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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:
 - 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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- Keep districts compact – appearance/function

Protecting Cities & CSBs

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

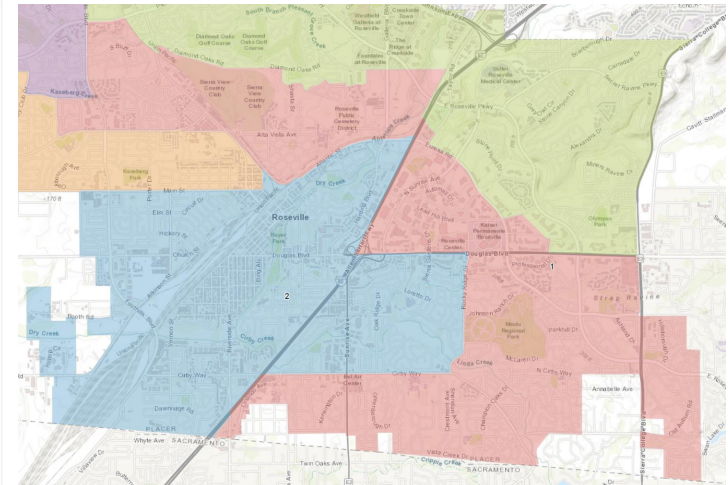
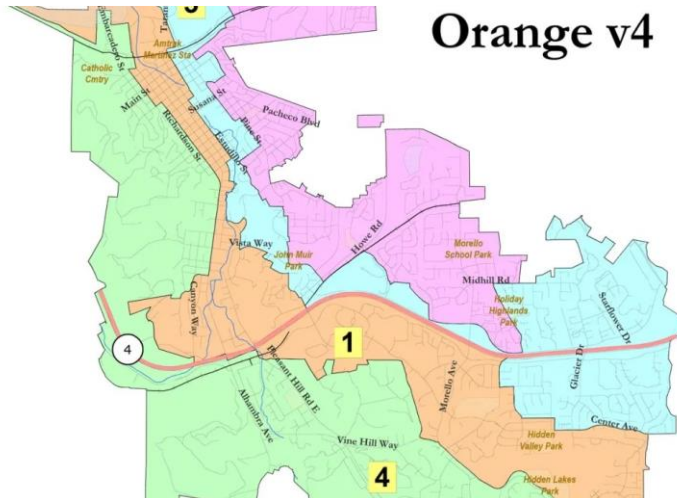


Compactness

Determining what is “compact”

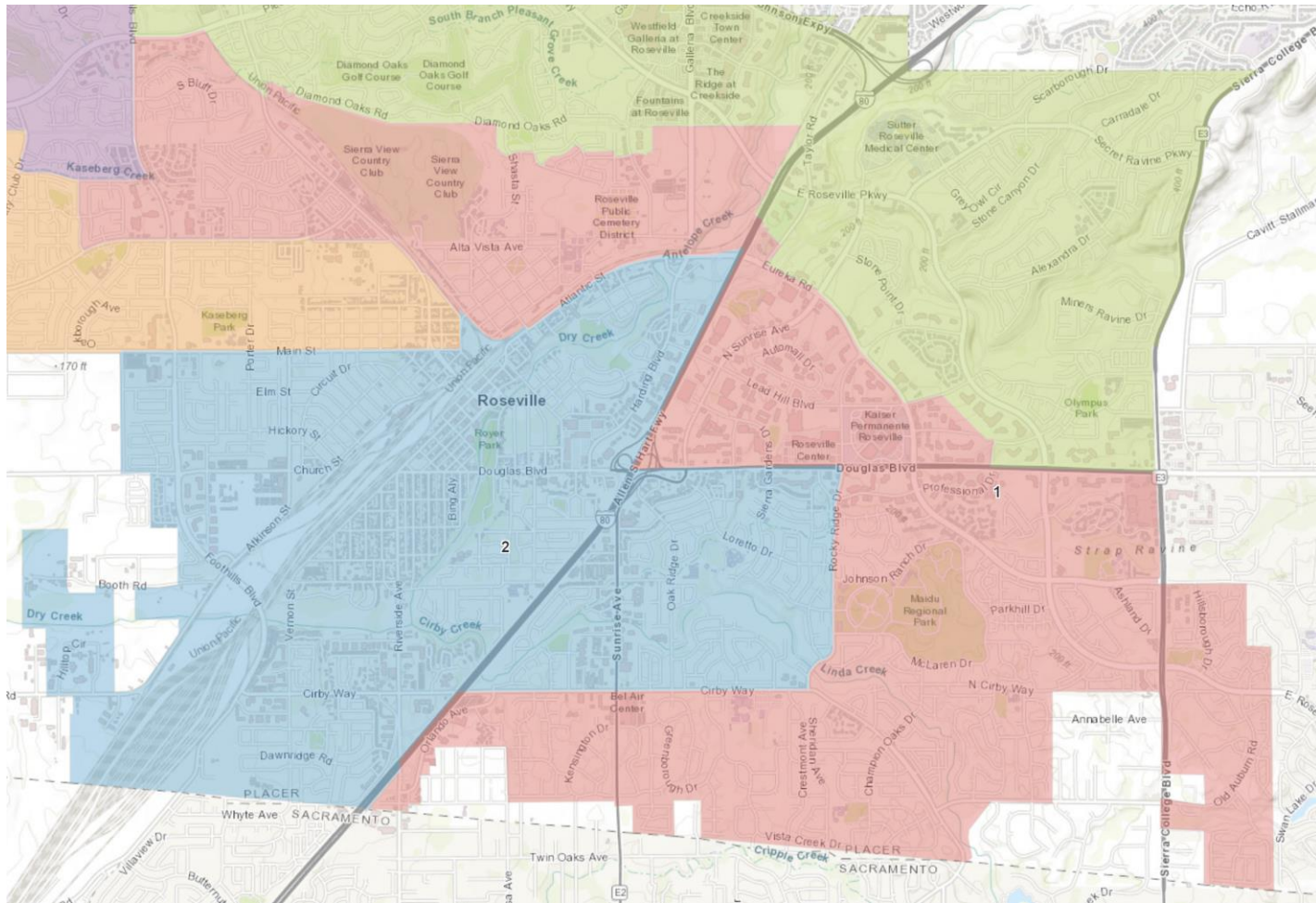
California has a rather elegant/simple definition.

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



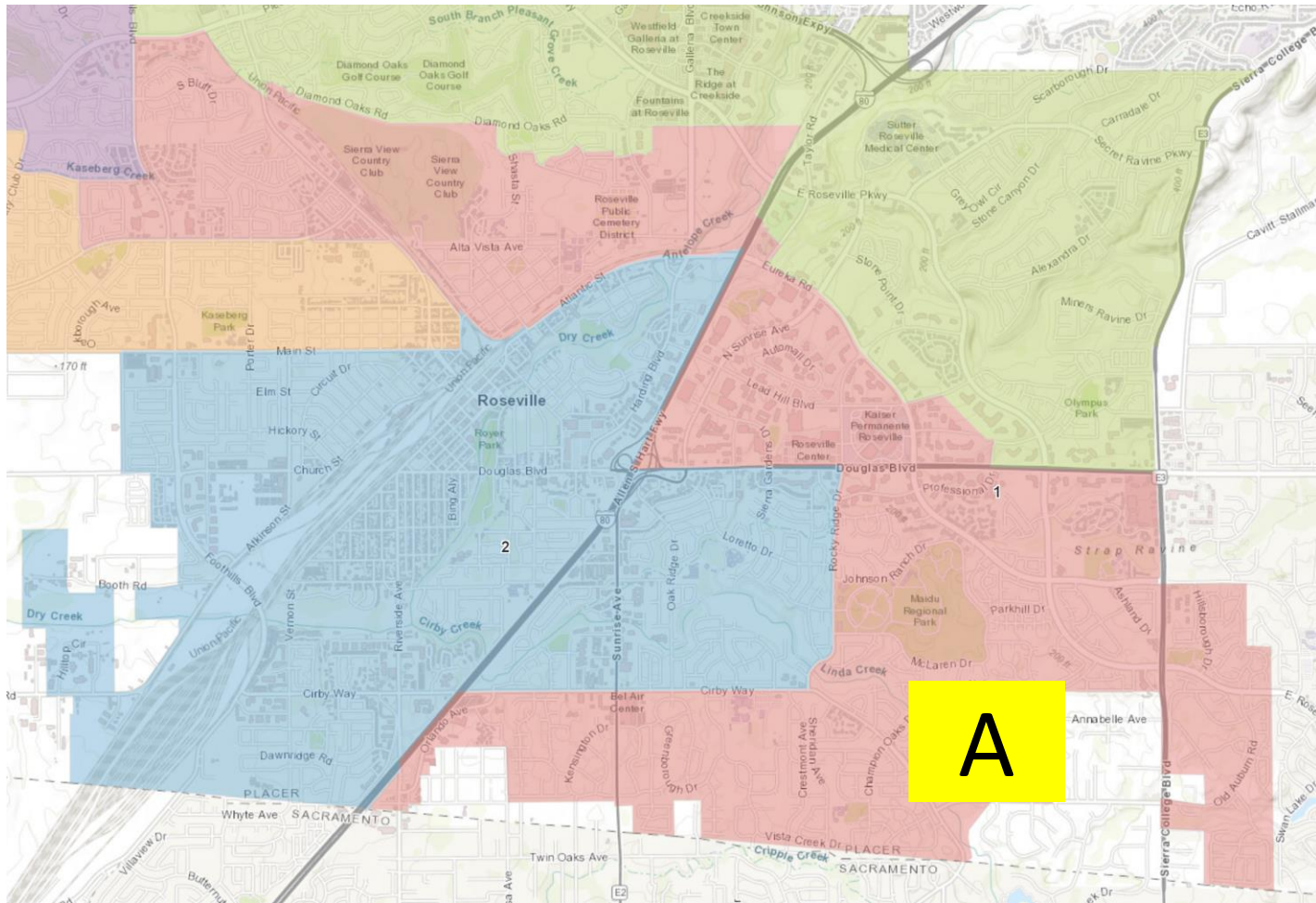
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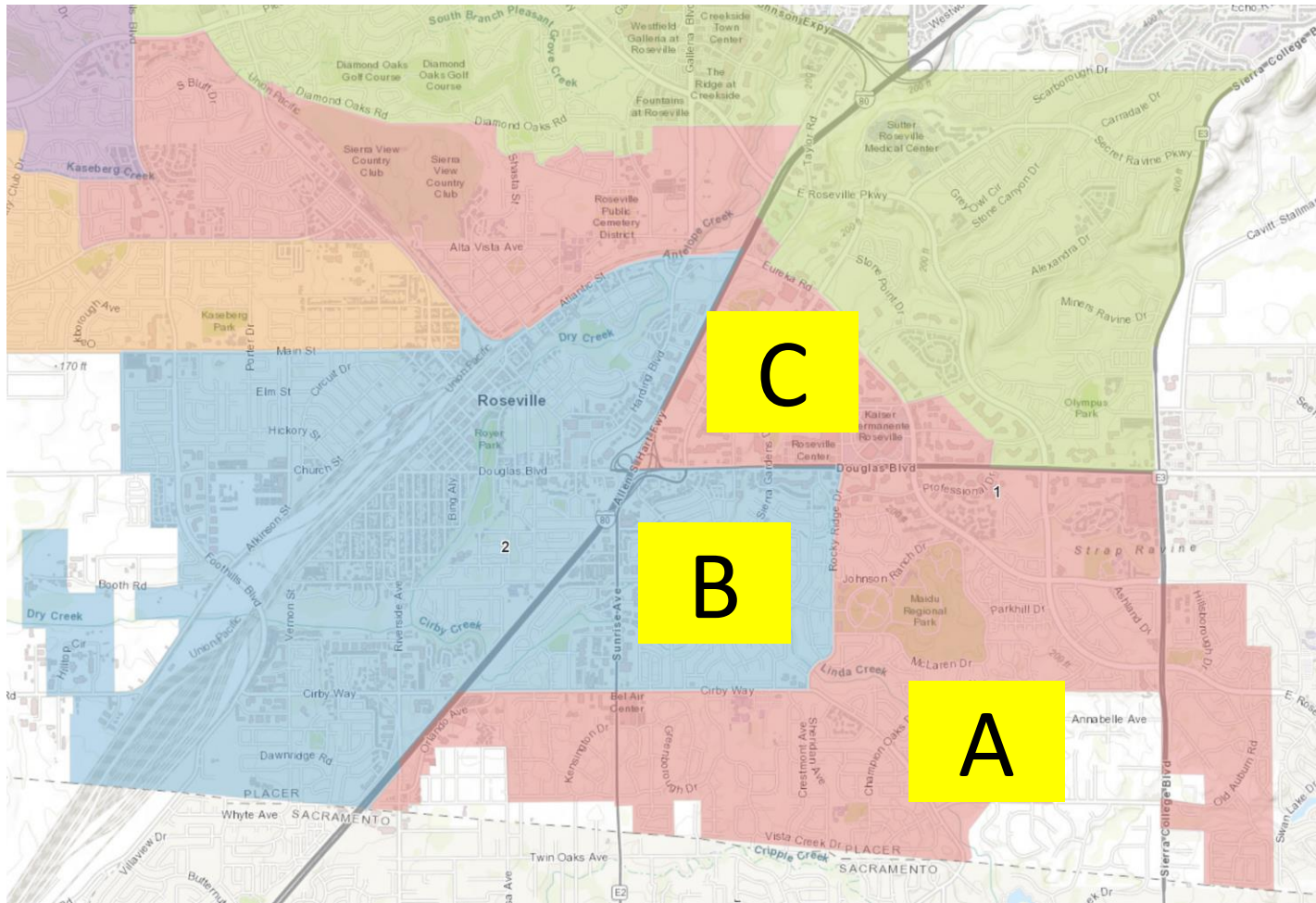
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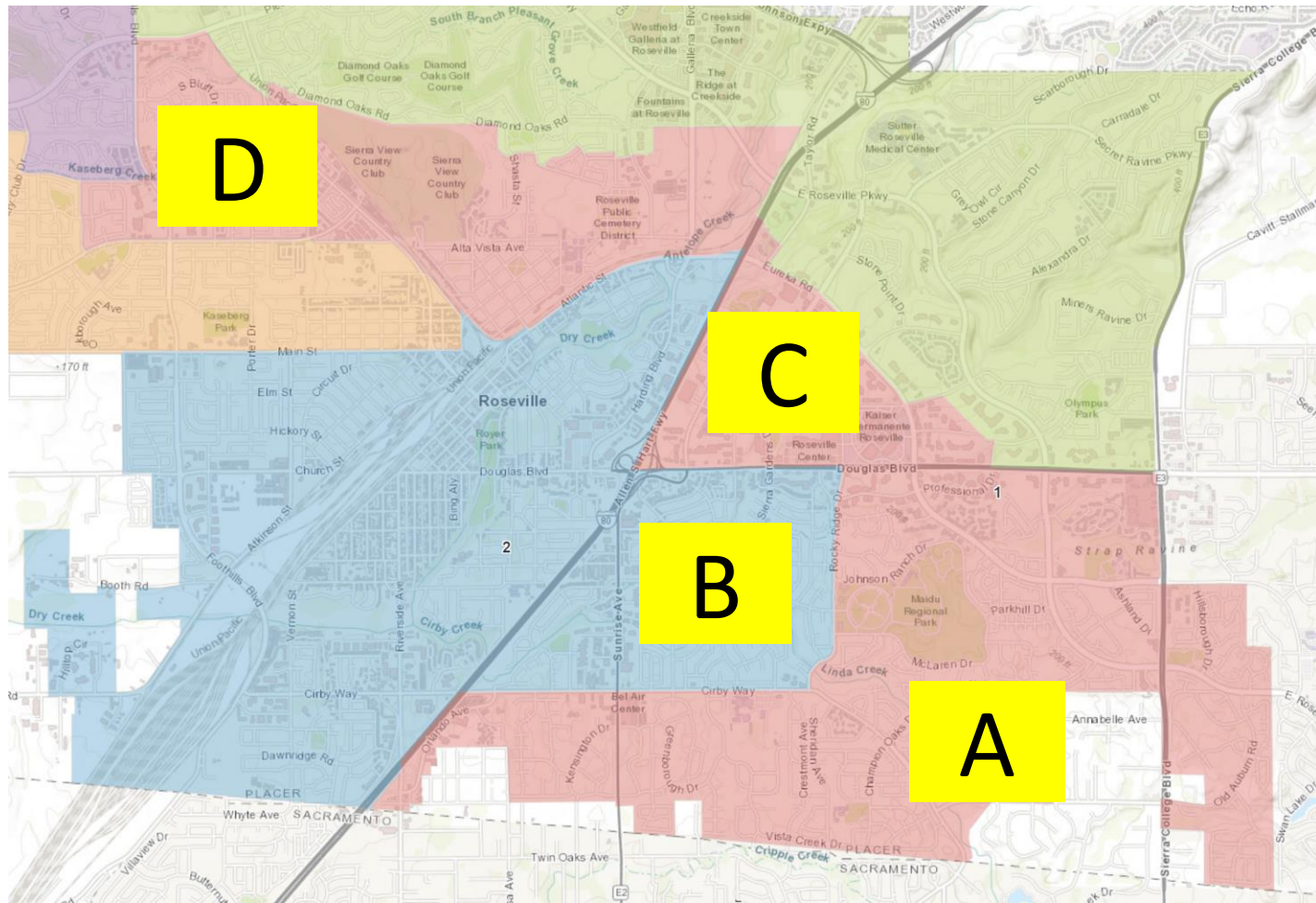
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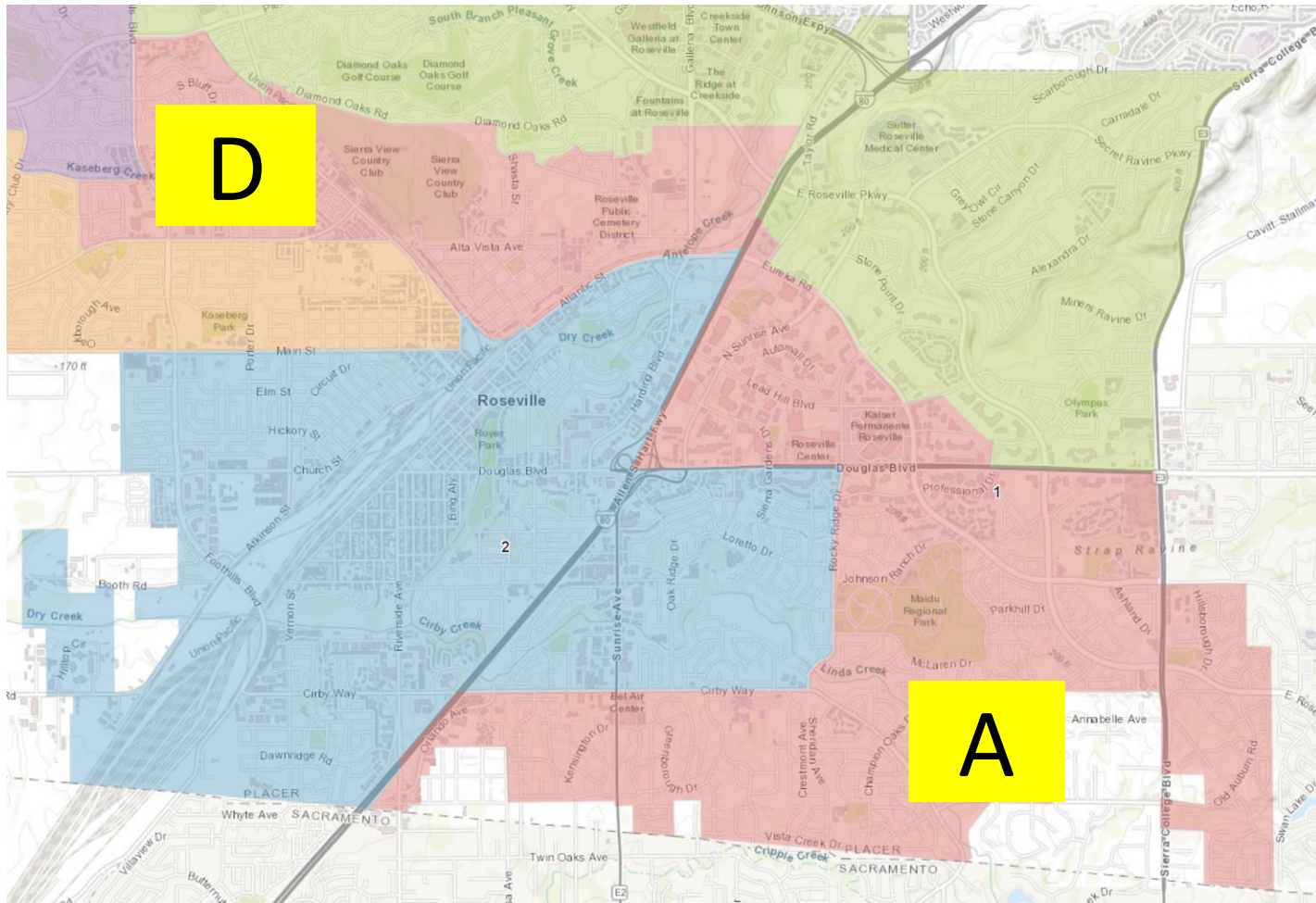
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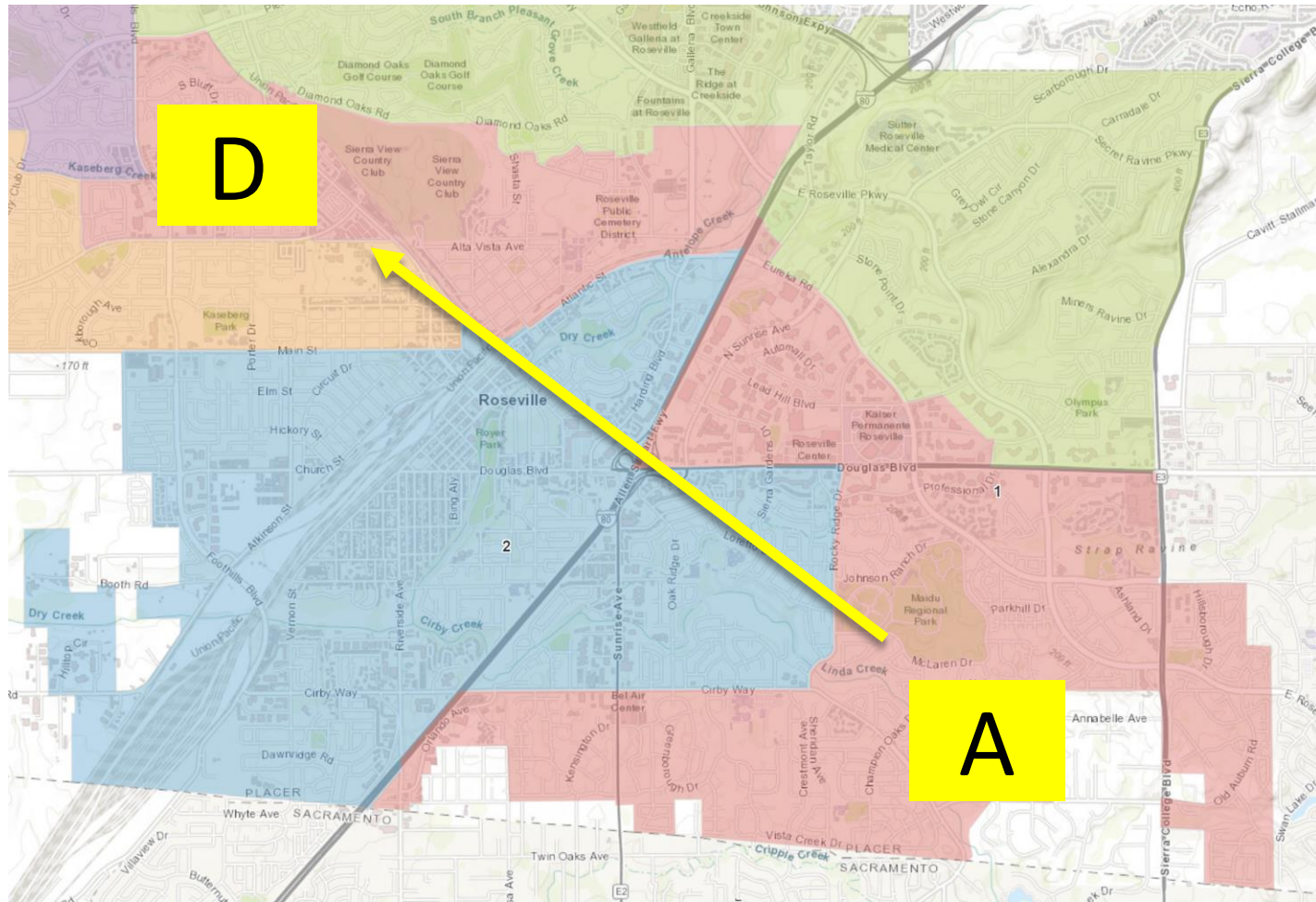
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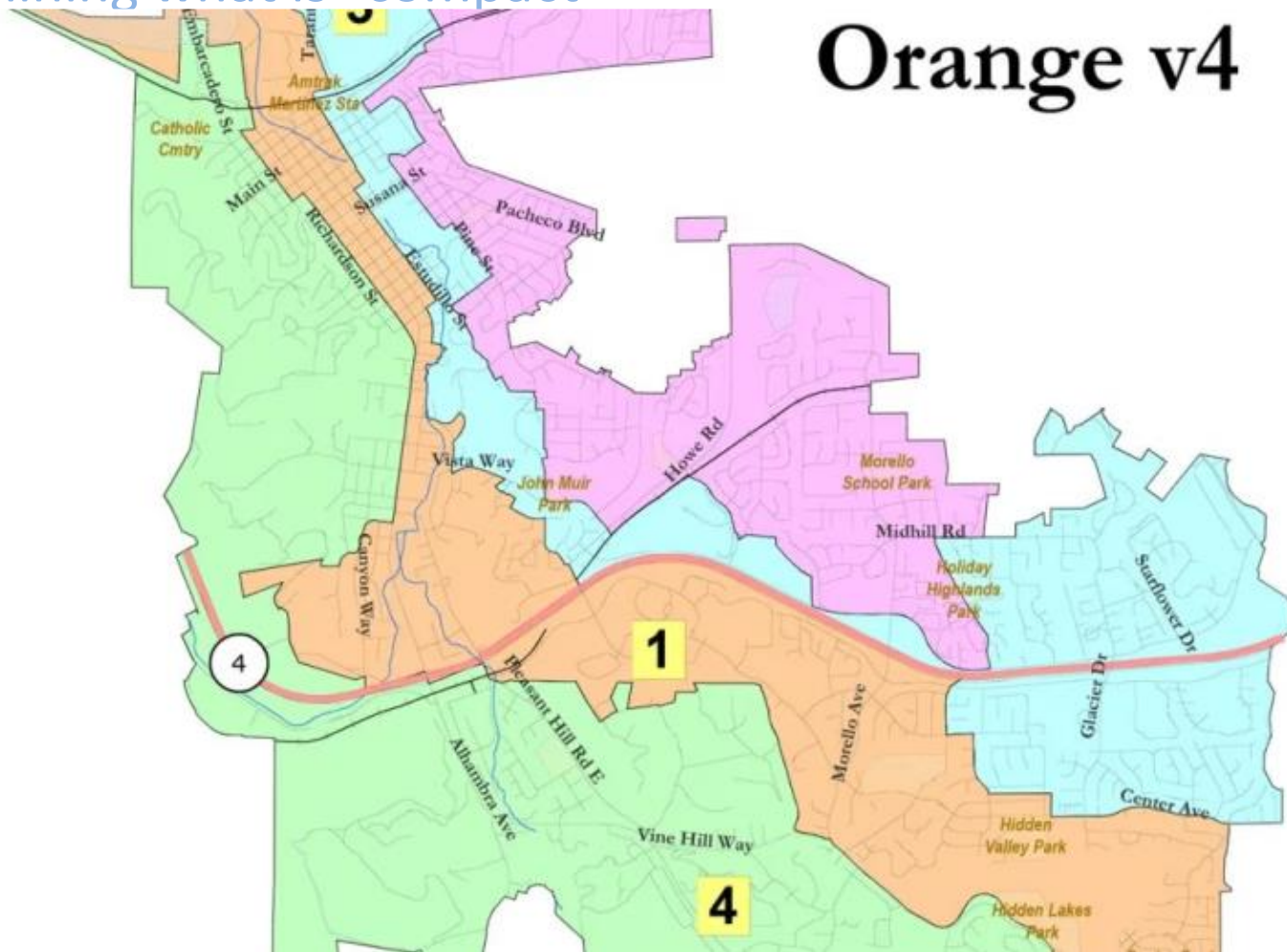
Compactness

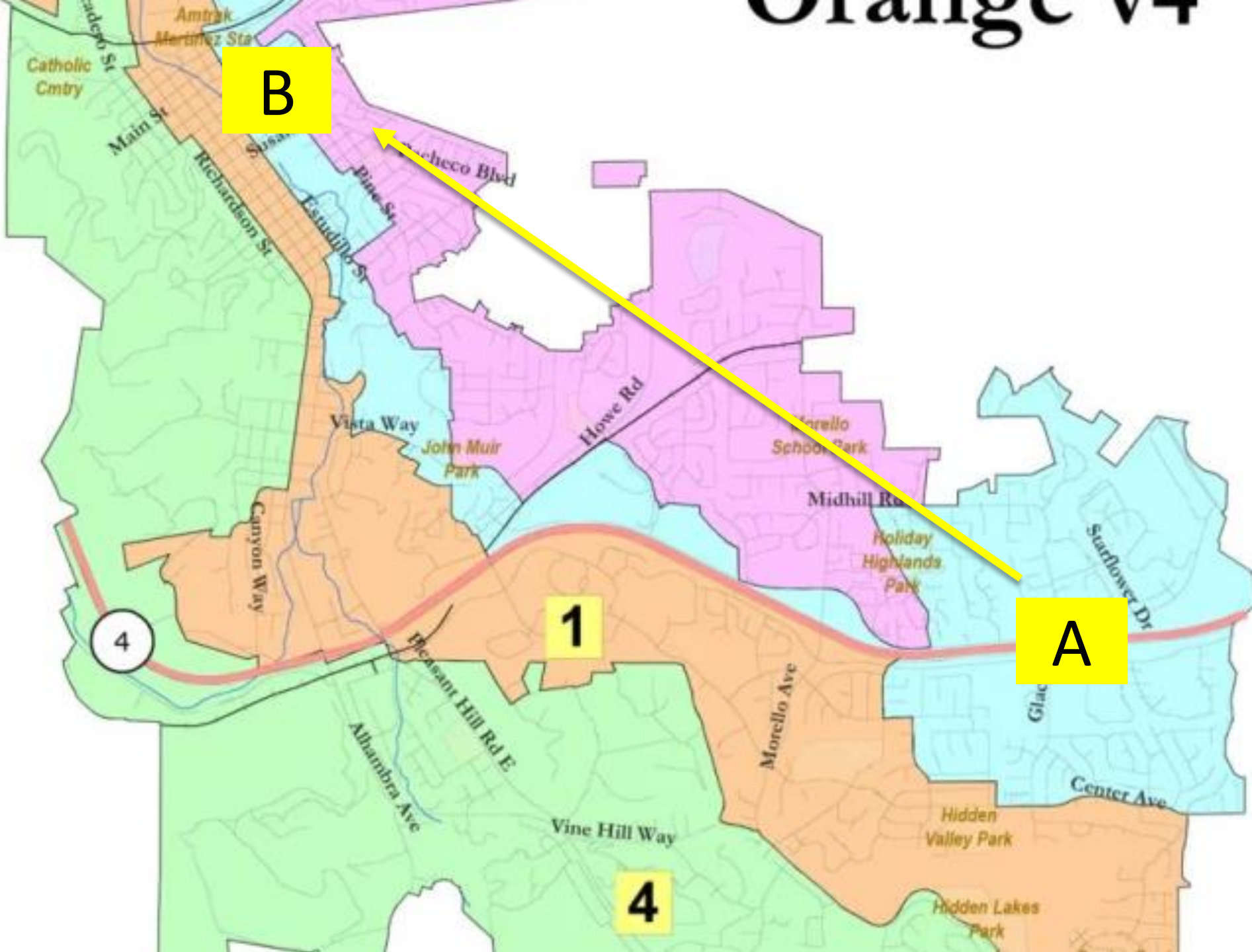
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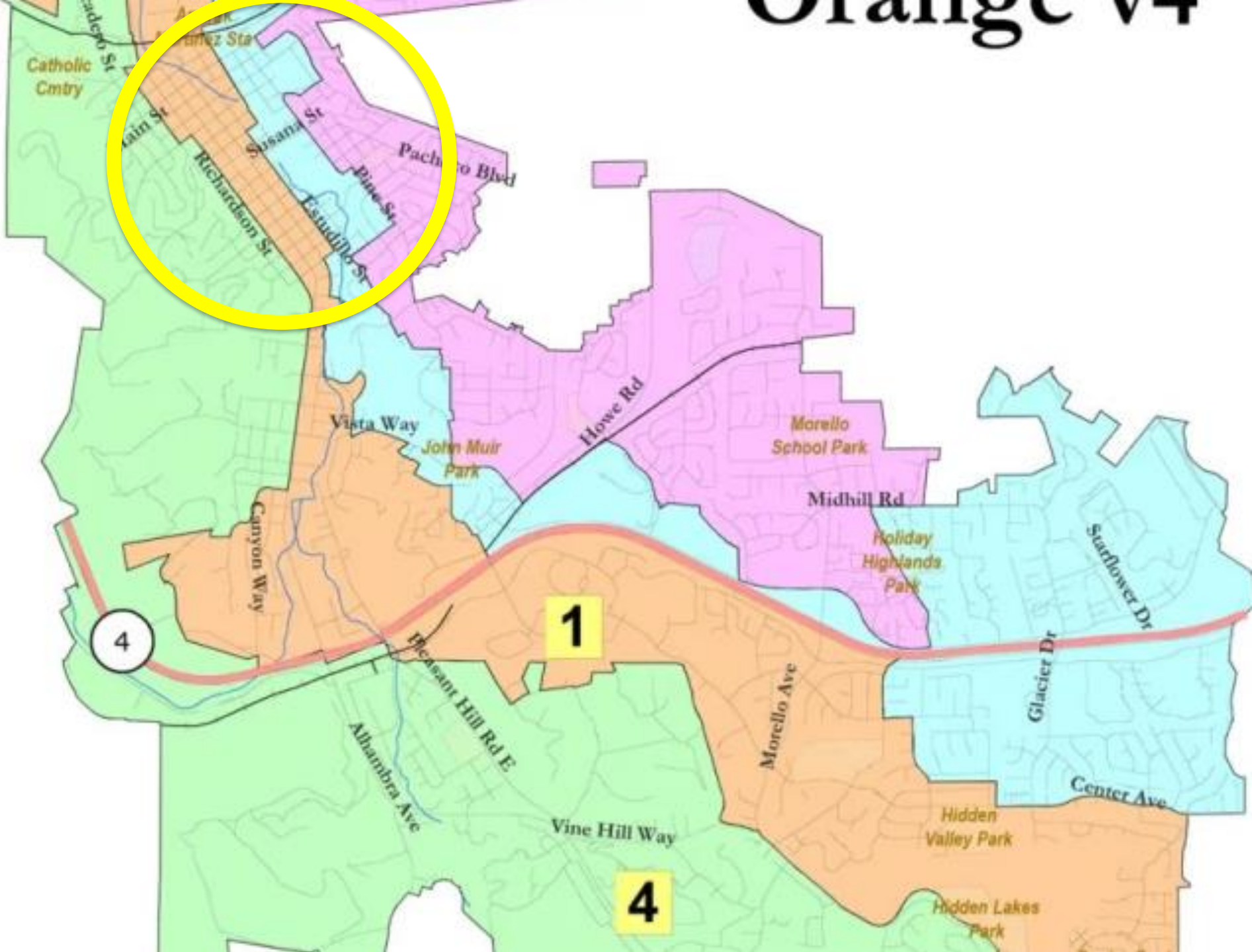


Determining what is “compact”

Orange v4







Additional Redistricting Rules

Criteria required in San Joaquin 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

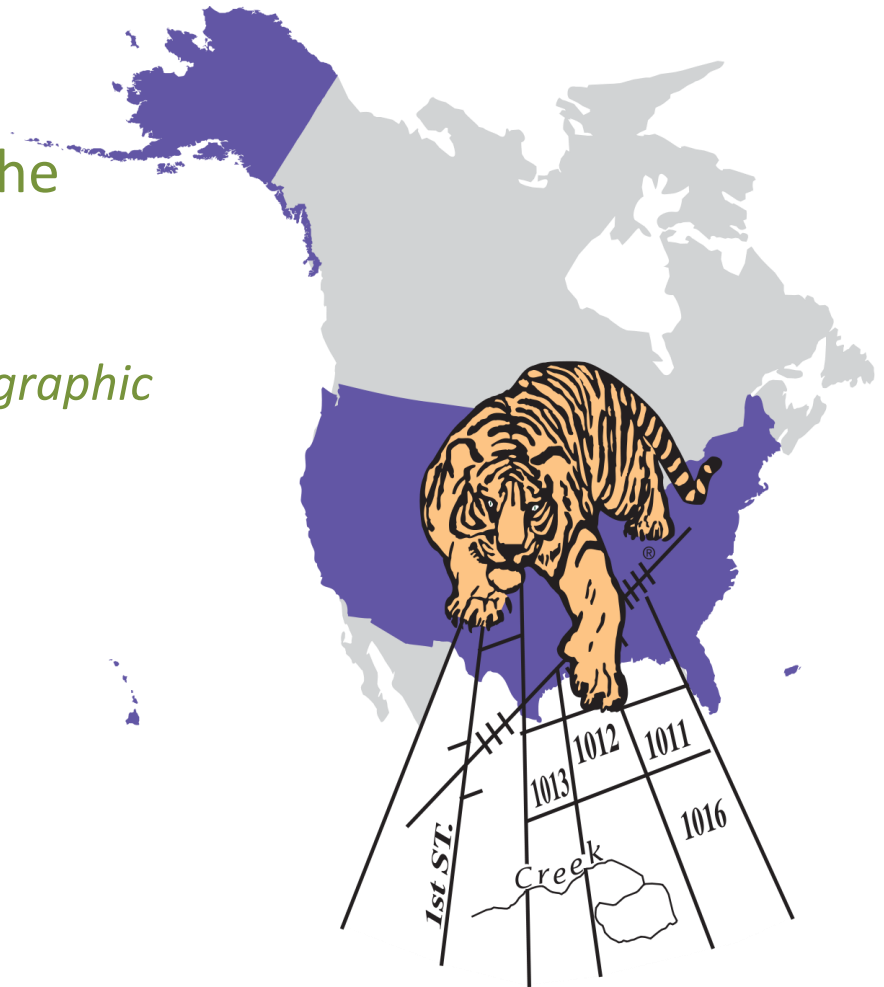
Census Data

The Geography is called the
TIGER Files

- *Topologically Integrated Geographic
Encoding and Referencing*

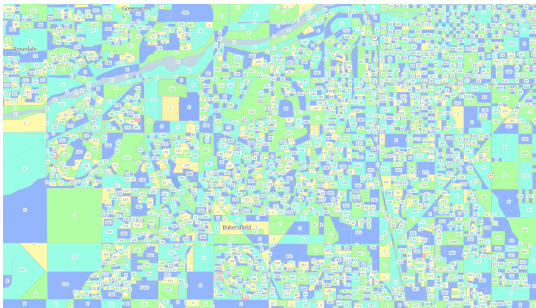
- *Nested geographic units*

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

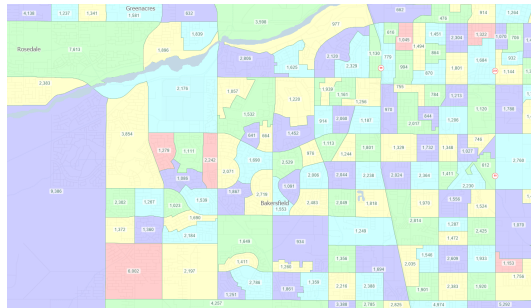


The mechanics of Redistricting

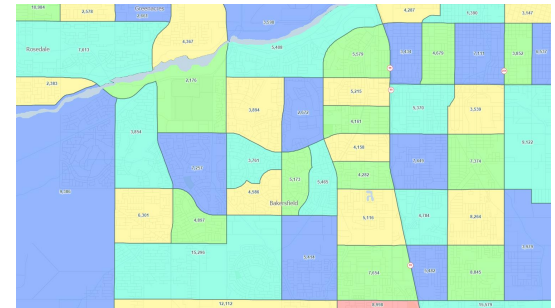
Census Data



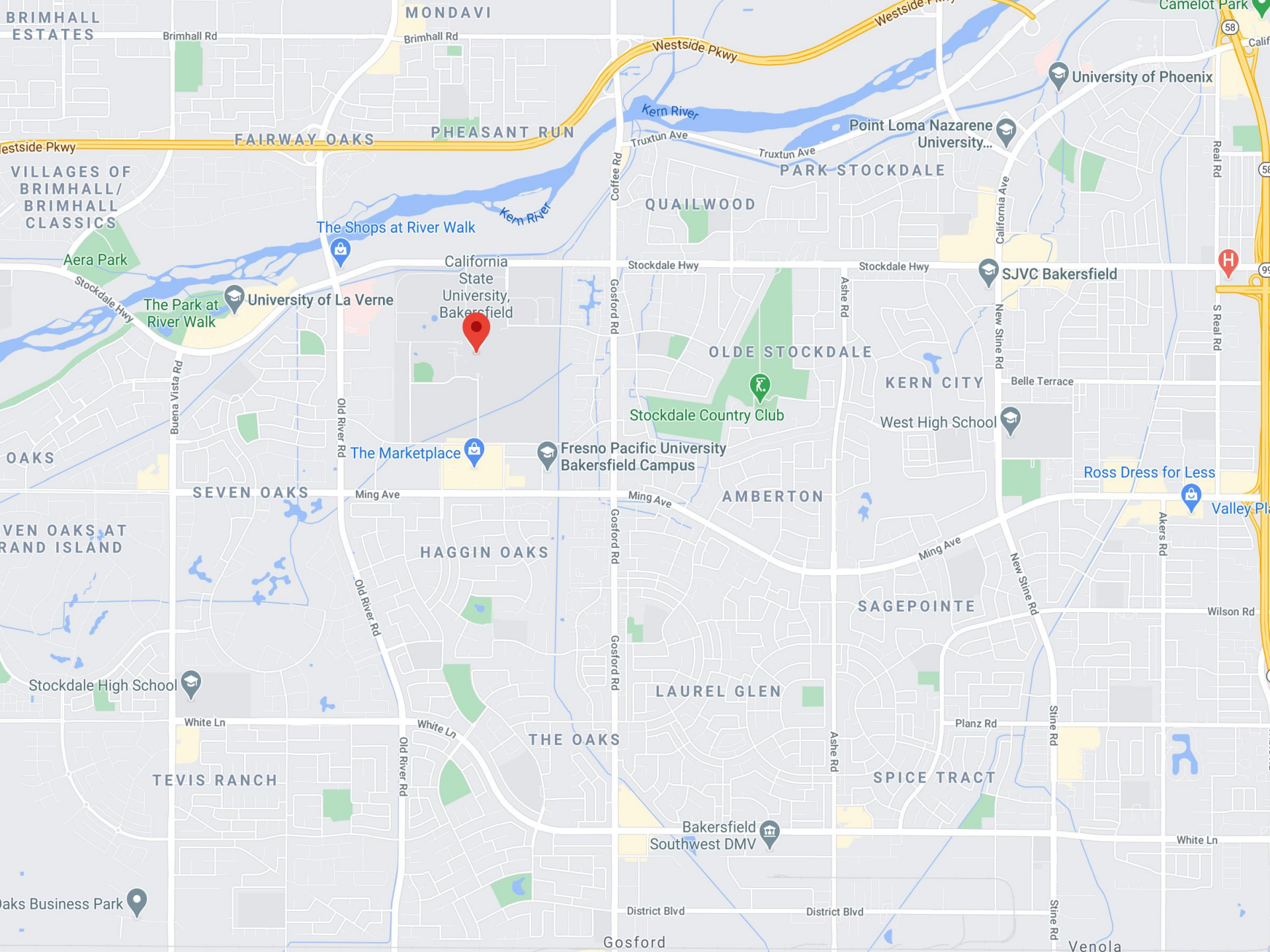
Census Blocks

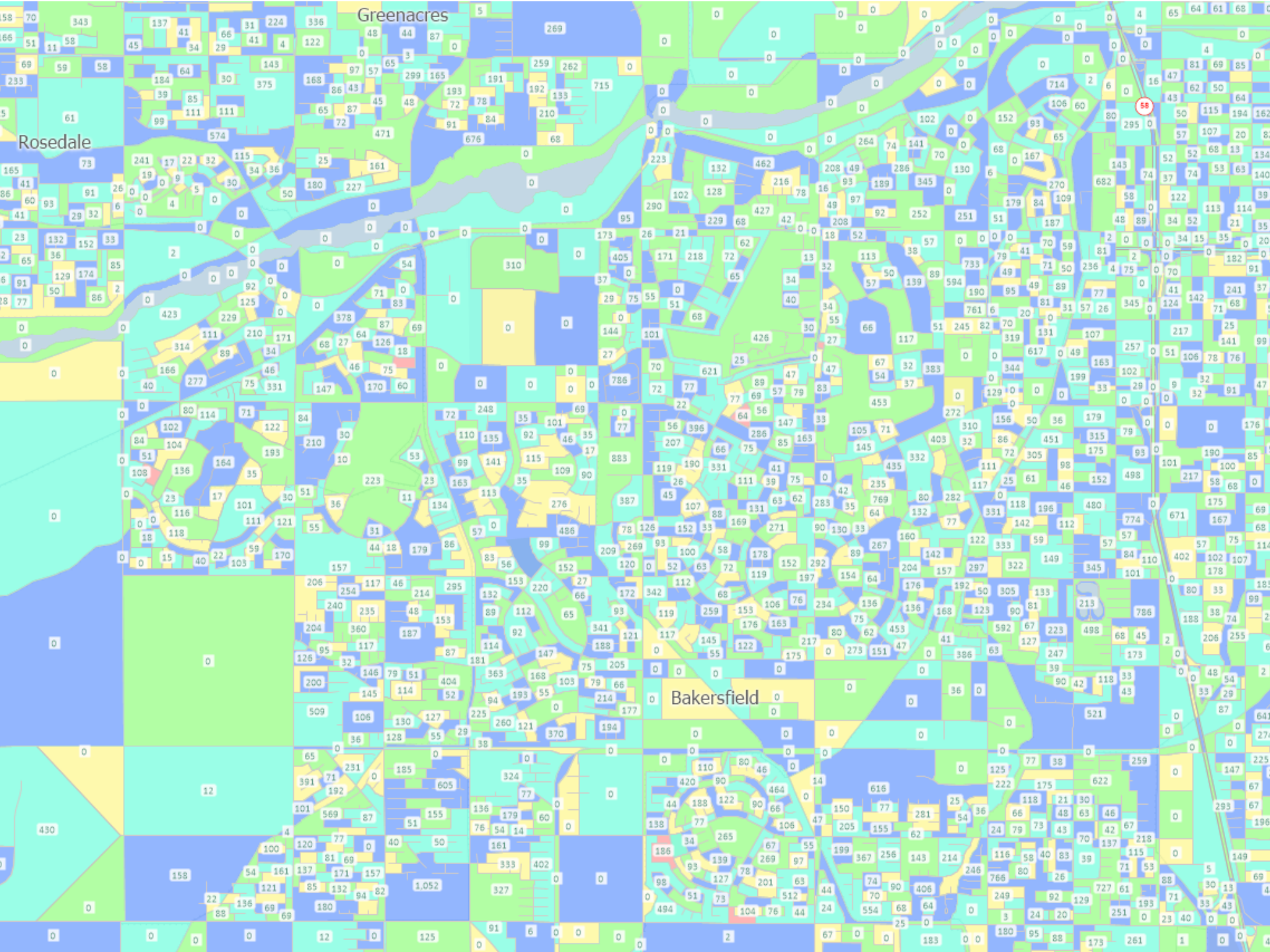


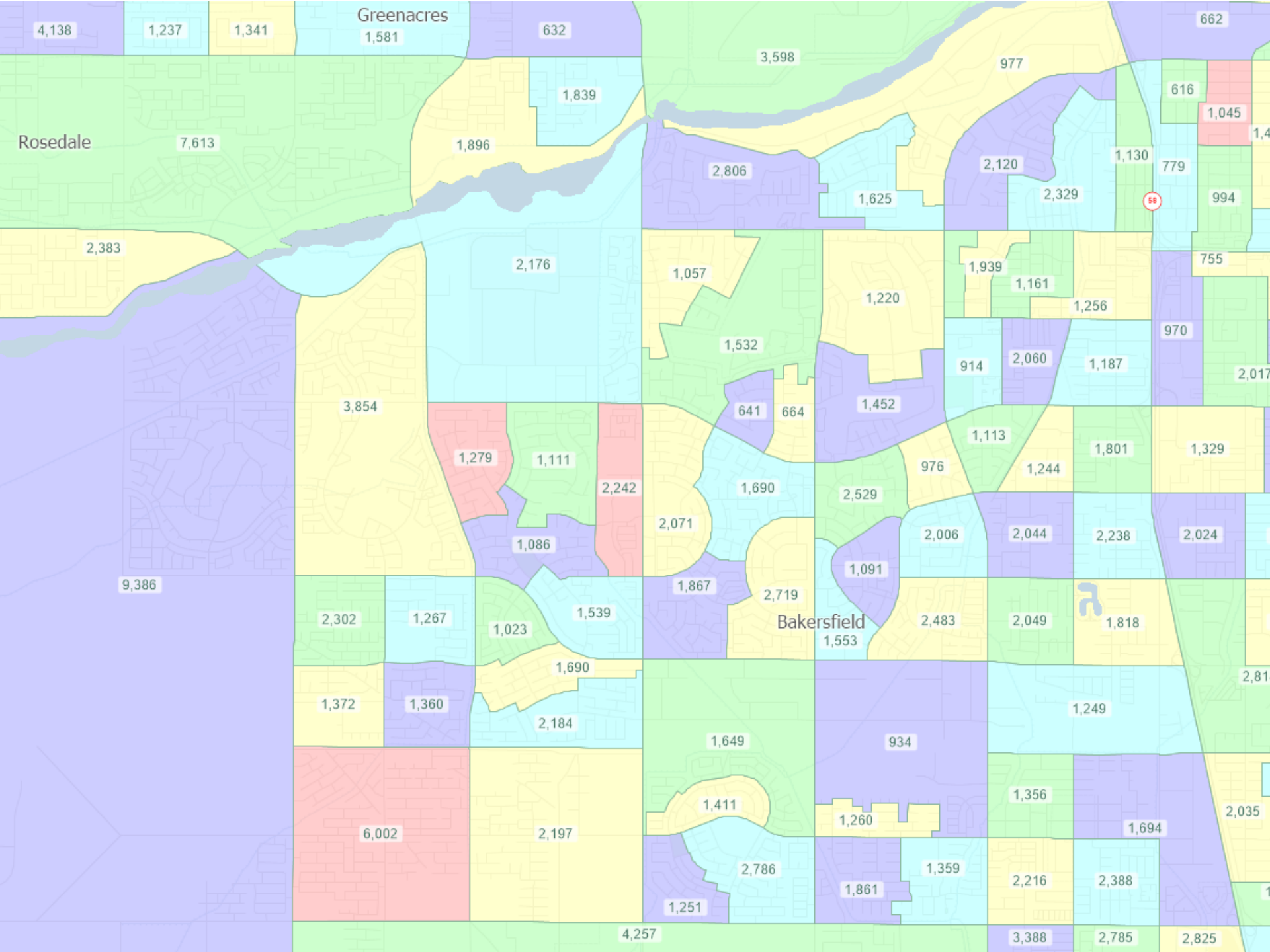
Census Block Groups

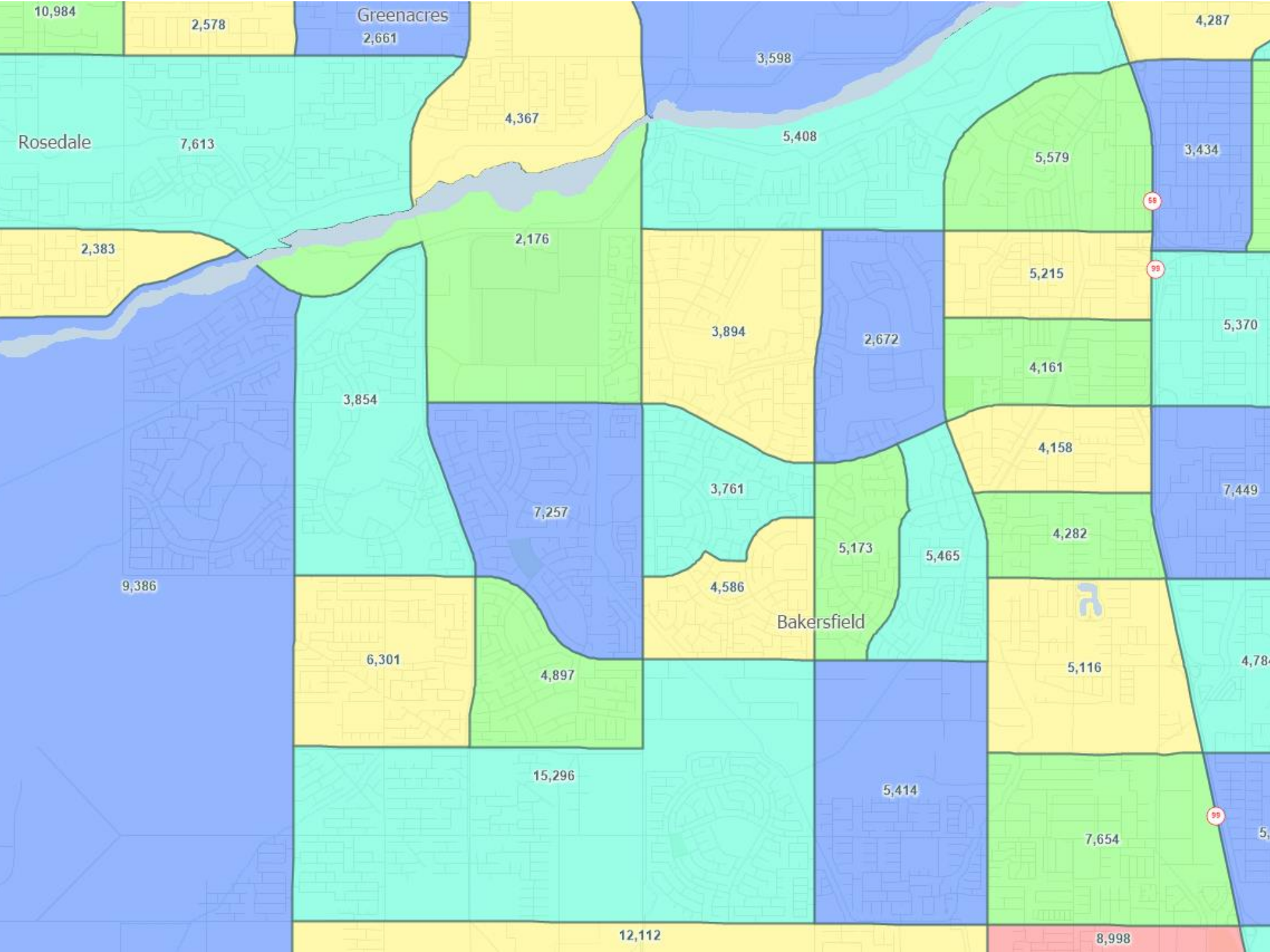


Census Tracts









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)

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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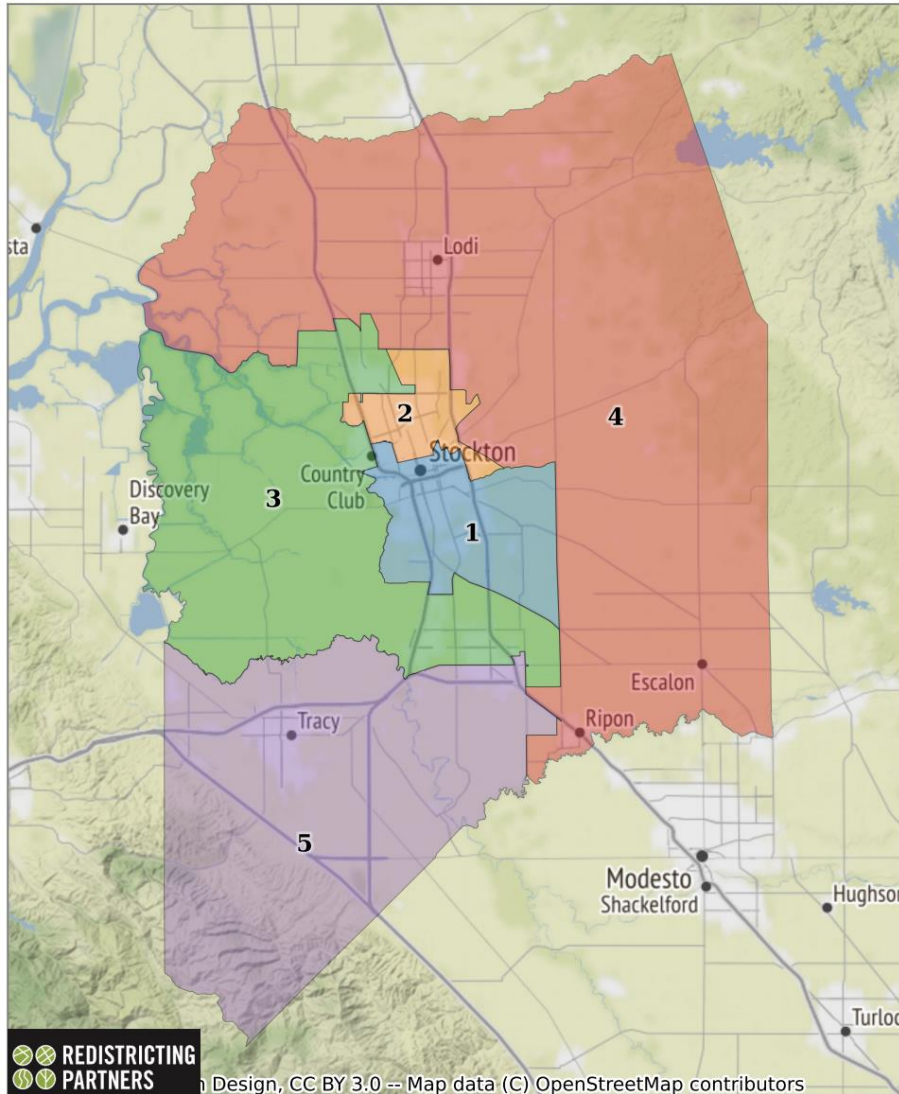
Timeline for Upcoming Meetings

June 9 th	RAC Introduction
June 30th	RAC Training #1 – The Role of Committee Members & Redistricting 101
July 14 th	RAC Training #2 – Federal/State Laws & Communities of Interest
July 28 th	RAC Training #3 – Outreach & DistrictR
August 17 th	RAC Outreach Workshop #1
September 15 th	RAC Outreach Workshop #2
September 29 th	RAC Outreach Workshop #3
October 13 th	RAC Meeting #1 (Map introduction)
October 27 th	RAC Meeting #2 (Map Discussion)
November 10 th	RAC Meeting #3 (Map Recommendation Meeting)

County of San Joaquin

Current Population Estimates

District Overview



Current population

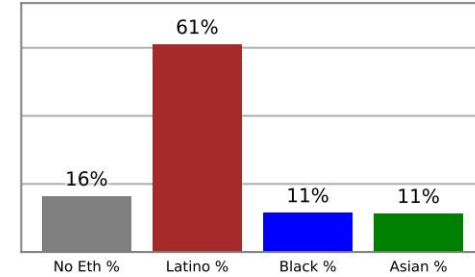
	1	2	3	4	5
Population	132,457	152,589	153,134	140,752	153,280
Deviation	-13,985	6,147	6,692	-5,690	6,838
Deviation %	-9.5%	4.2%	4.6%	-3.9%	4.7%
No Eth	21,657	42,414	57,230	81,740	62,895
No Eth %	16.4%	27.8%	37.4%	58.1%	41.0%
Latino	80,710	61,150	55,209	48,282	55,905
Latino %	60.9%	40.1%	36.1%	34.3%	36.5%
Asian	14,897	34,904	28,126	8,945	26,125
Asian %	11.2%	22.9%	18.4%	6.4%	17.0%
Black	15,193	14,121	12,569	1,785	8,355
Black %	11.5%	9.3%	8.2%	1.3%	5.5%

Citizen Voting Age Population (CVAP)

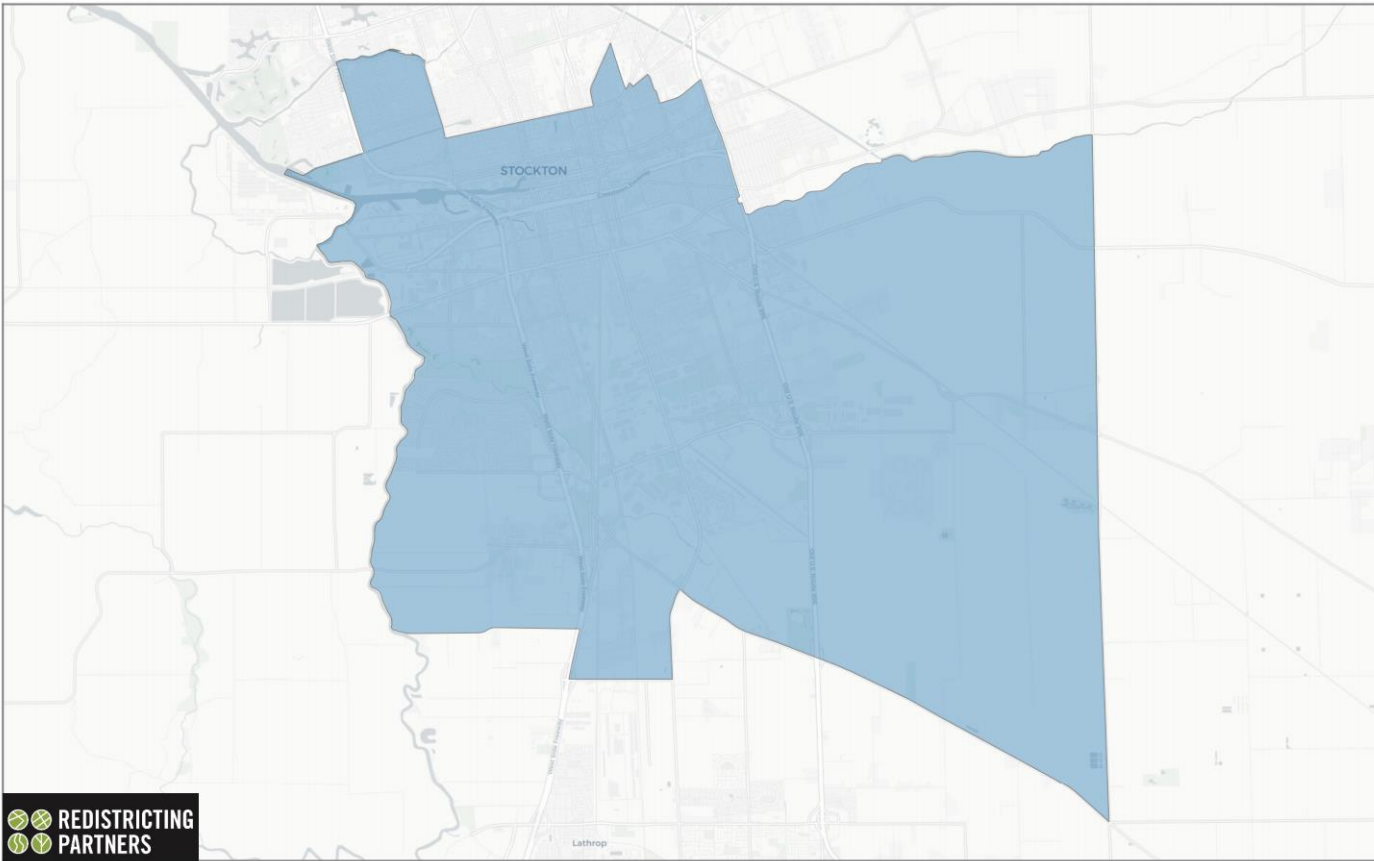
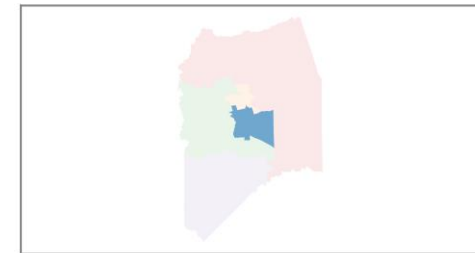
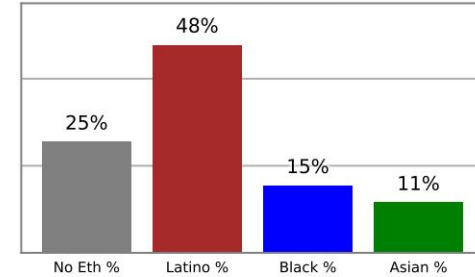
	1	2	3	4	5
Total US 18+	70,485	93,649	99,445	90,851	94,565
No Eth CVAP	17,924	34,677	45,780	65,114	46,772
No Eth CVAP %	25.4%	37.0%	46.0%	71.7%	49.5%
Latino CVAP	33,615	28,460	28,971	19,815	27,824
Latino CVAP %	47.7%	30.4%	29.1%	21.8%	29.4%
Asian CVAP	8,099	20,520	15,742	4,846	14,296
Asian CVAP %	11.5%	21.9%	15.8%	5.3%	15.1%
Black CVAP	10,847	9,992	8,952	1,076	5,673
Black CVAP %	15.4%	10.7%	9.0%	1.2%	6.0%

District 1

Current population



Citizen Voting Age Population

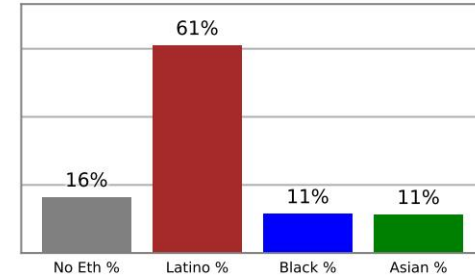


Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
132,457	-13,985	-9.5%	21,657	16.4%	80,710	60.9%	14,897	11.2%	15,193	11.5%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
70,485	17,924	25.4%	33,615	47.7%	8,099	11.5%	10,847	15.4%		

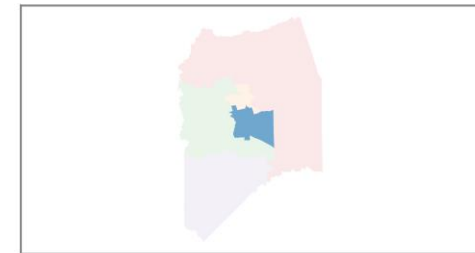
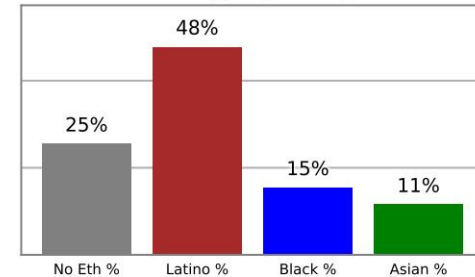
District 1

August	2,228	26.6
Country Club	6,232	66.5
French Camp	3,376	100
Kennedy	3,254	100
Stockton	107,939	37
Taft Mosswood	1,530	100

Current population

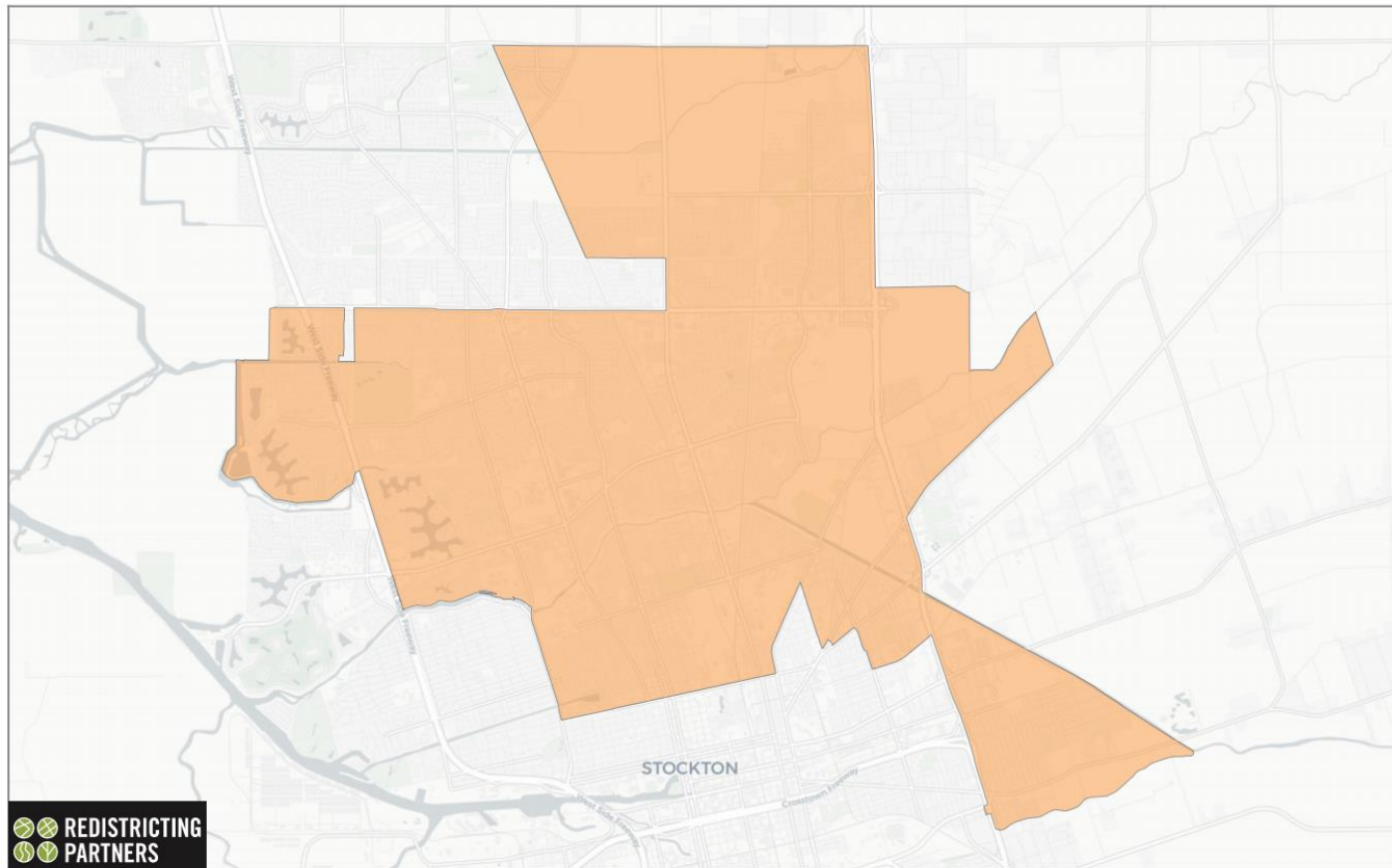


Citizen Voting Age Population

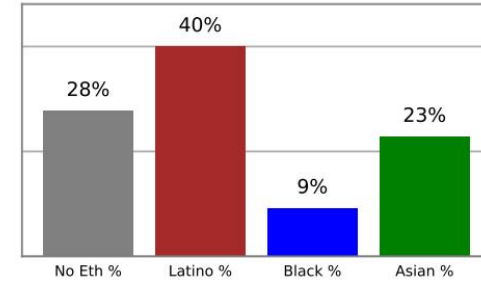


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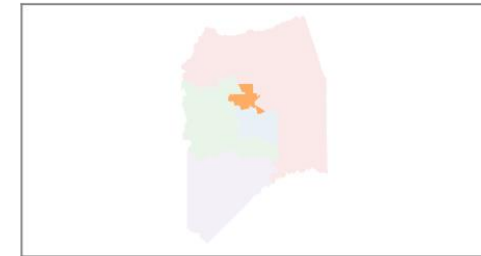
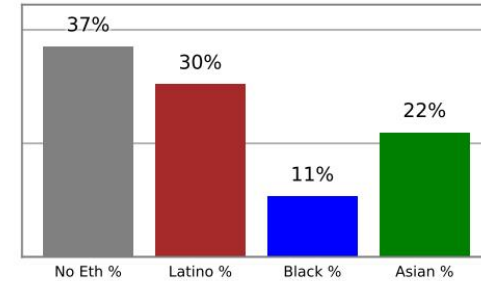
District 2



Current population



Citizen Voting Age Population

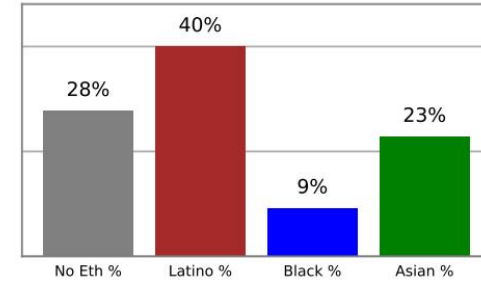


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Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
93,649	34,677	37.0%	28,460	30.4%	20,520	21.9%	9,992	10.7%		

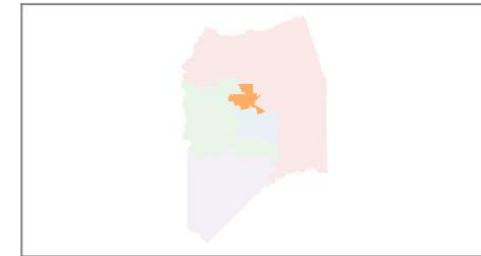
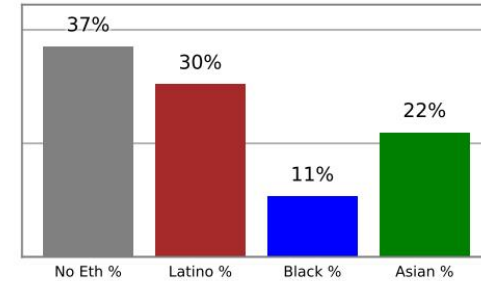
District 2

August	6,162	73.4
Garden Acres	10,648	100
Lincoln Village	4,381	100
Stockton	115,312	39.5

Current population

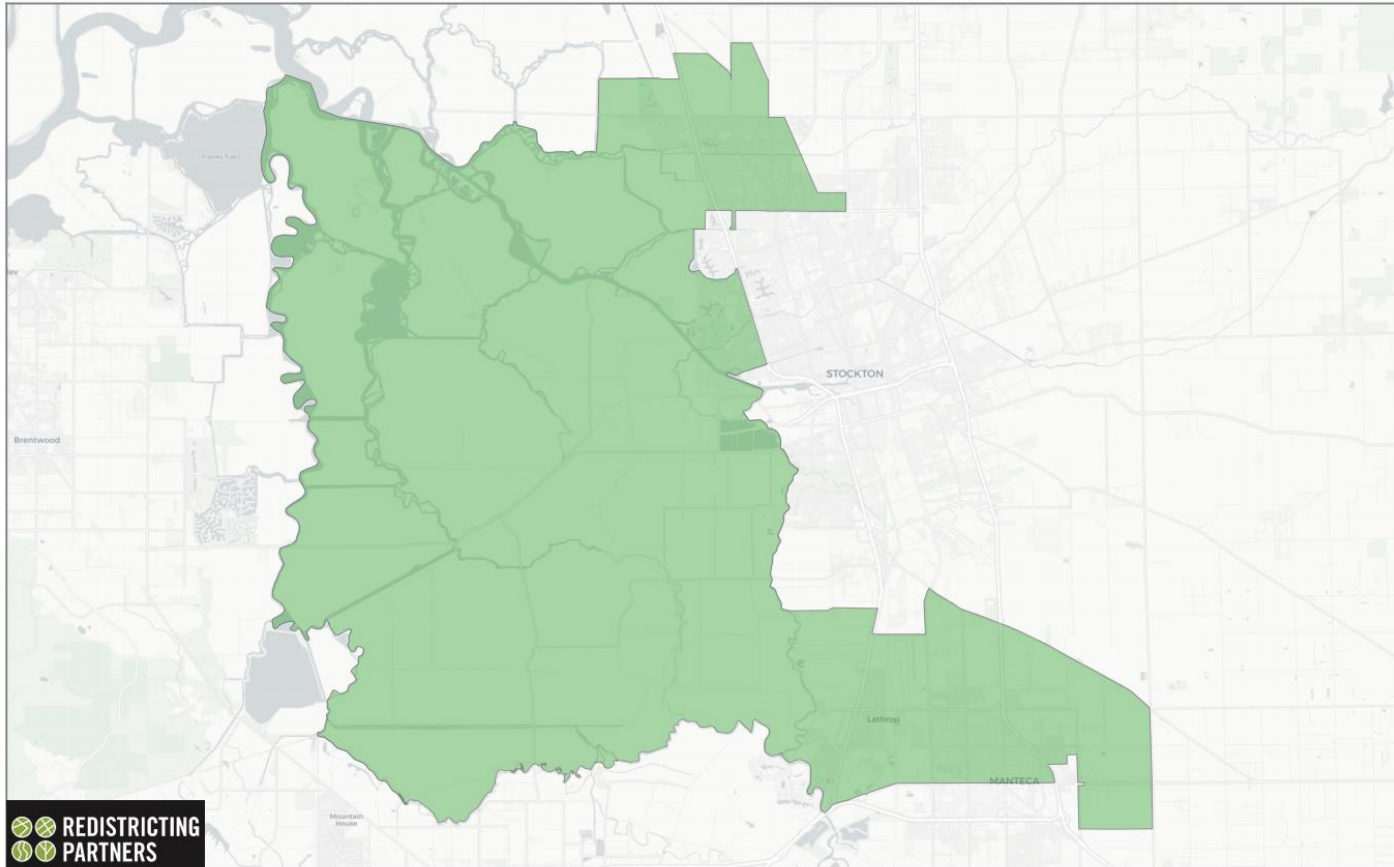


Citizen Voting Age Population

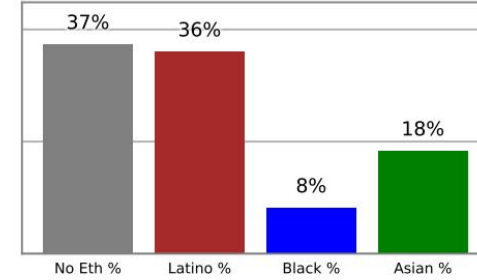


Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
152,589	6,147	4.2%	42,414	27.8%	61,150	40.1%	34,904	22.9%	14,121	9.3%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
93,649	34,677	37.0%	28,460	30.4%	20,520	21.9%	9,992	10.7%		

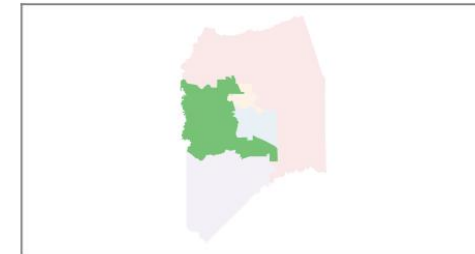
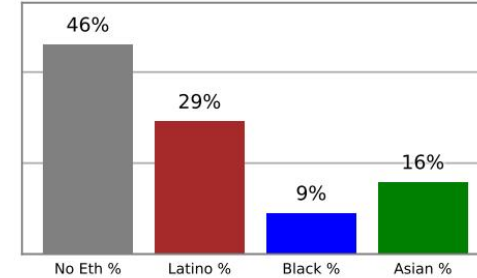
District 3



Current population



Citizen Voting Age Population

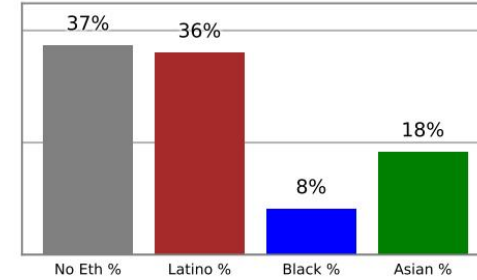


Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
153,134	6,692	4.6%	57,230	37.4%	55,209	36.1%	28,126	18.4%	12,569	8.2%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
99,445	45,780	46.0%	28,971	29.1%	15,742	15.8%	8,952	9.0%		

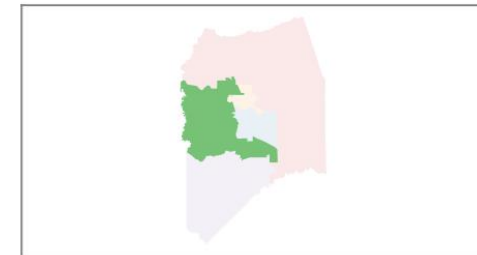
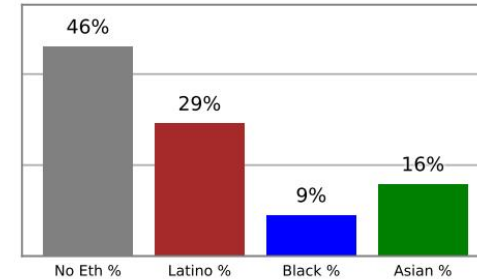
District 3

Country Club	3,147	33.6
Lathrop	17,998	99.9
Manteca	39,300	58.6
Stockton	68,456	23.5

Current population



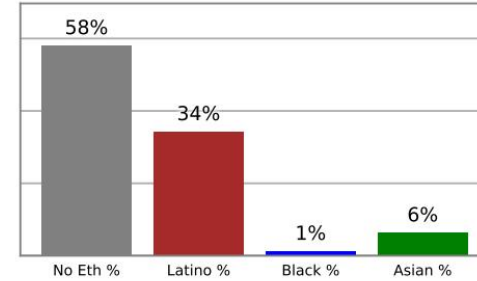
Citizen Voting Age Population



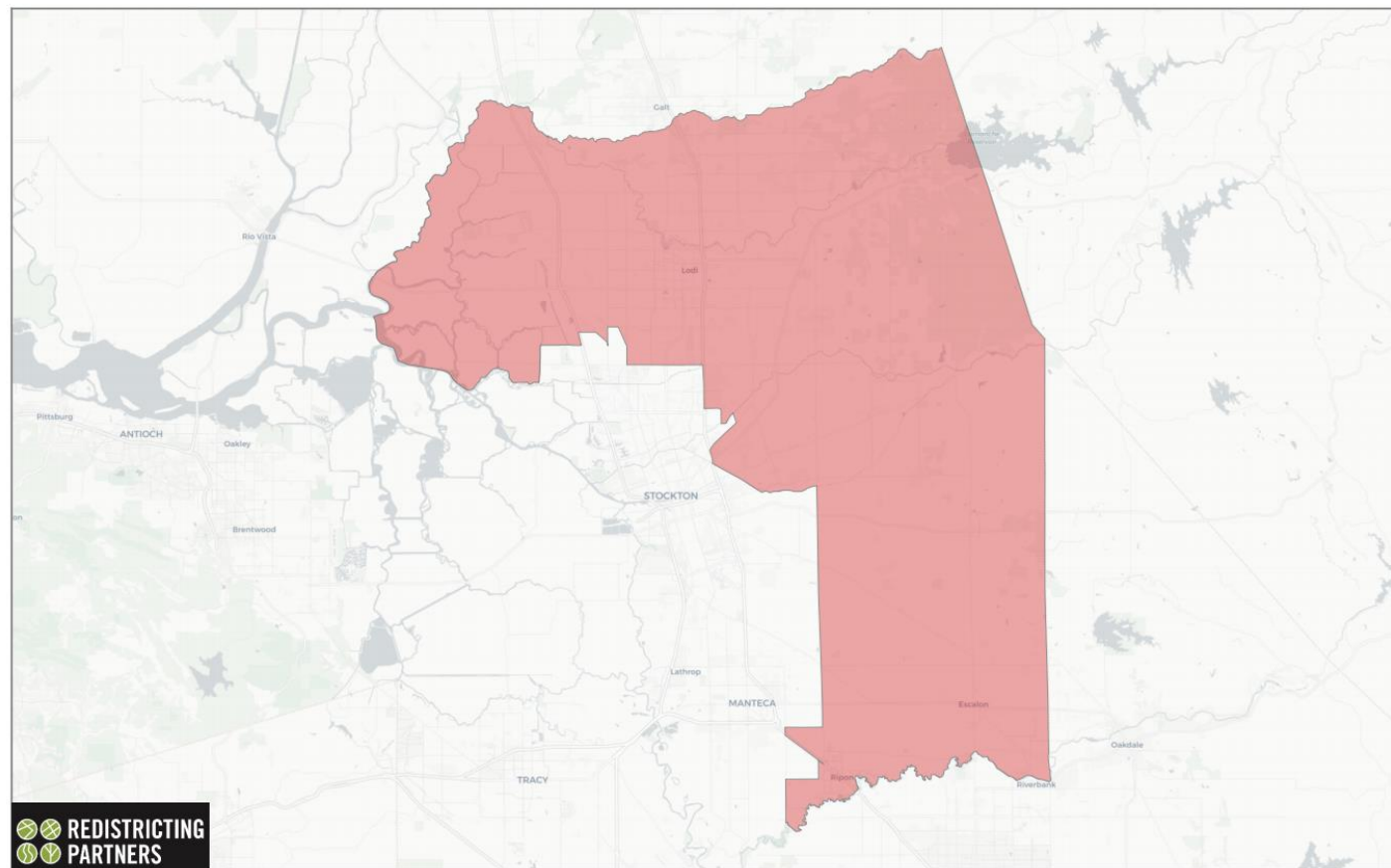
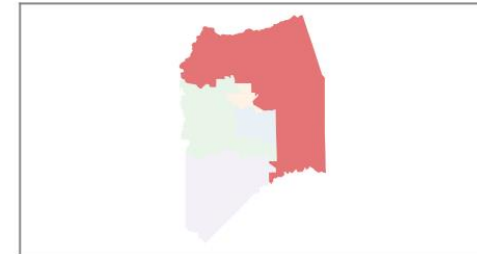
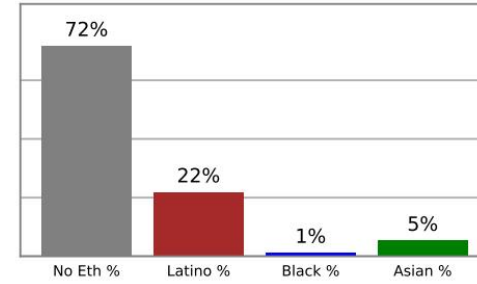
Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
153,134	6,692	4.6%	57,230	37.4%	55,209	36.1%	28,126	18.4%	12,569	8.2%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
99,445	45,780	46.0%	28,971	29.1%	15,742	15.8%	8,952	9.0%		

District 4

Current population



Citizen Voting Age Population

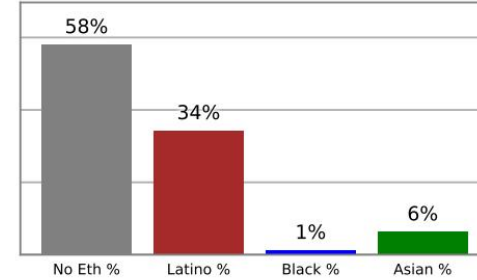


Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
140,752	-5,690	-3.9%	81,740	58.1%	48,282	34.3%	8,945	6.4%	1,785	1.3%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
90,851	65,114	71.7%	19,815	21.8%	4,846	5.3%	1,076	1.2%		

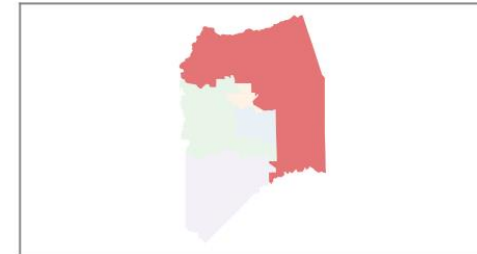
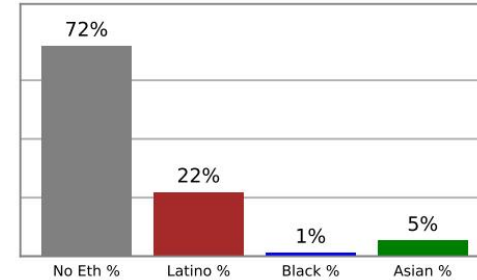
District 4

Acampo	341	100
Collierville	1,934	100
Dogtown	2,506	100
Escalon	7,132	100
Farmington	207	100
Linden	1,784	100
Lockeford	3,233	100
Lodi	62,134	100
Morada	3,828	100
Peters	672	100
Ripon	14,297	100
Stockton	0	0
Terminous	381	100
Thornton	1,131	100
Victor	293	100
Waterloo	572	100
Woodbridge	3,984	100%

Current population



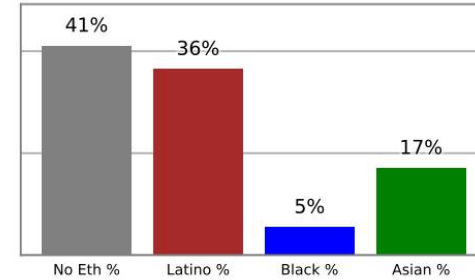
Citizen Voting Age Population



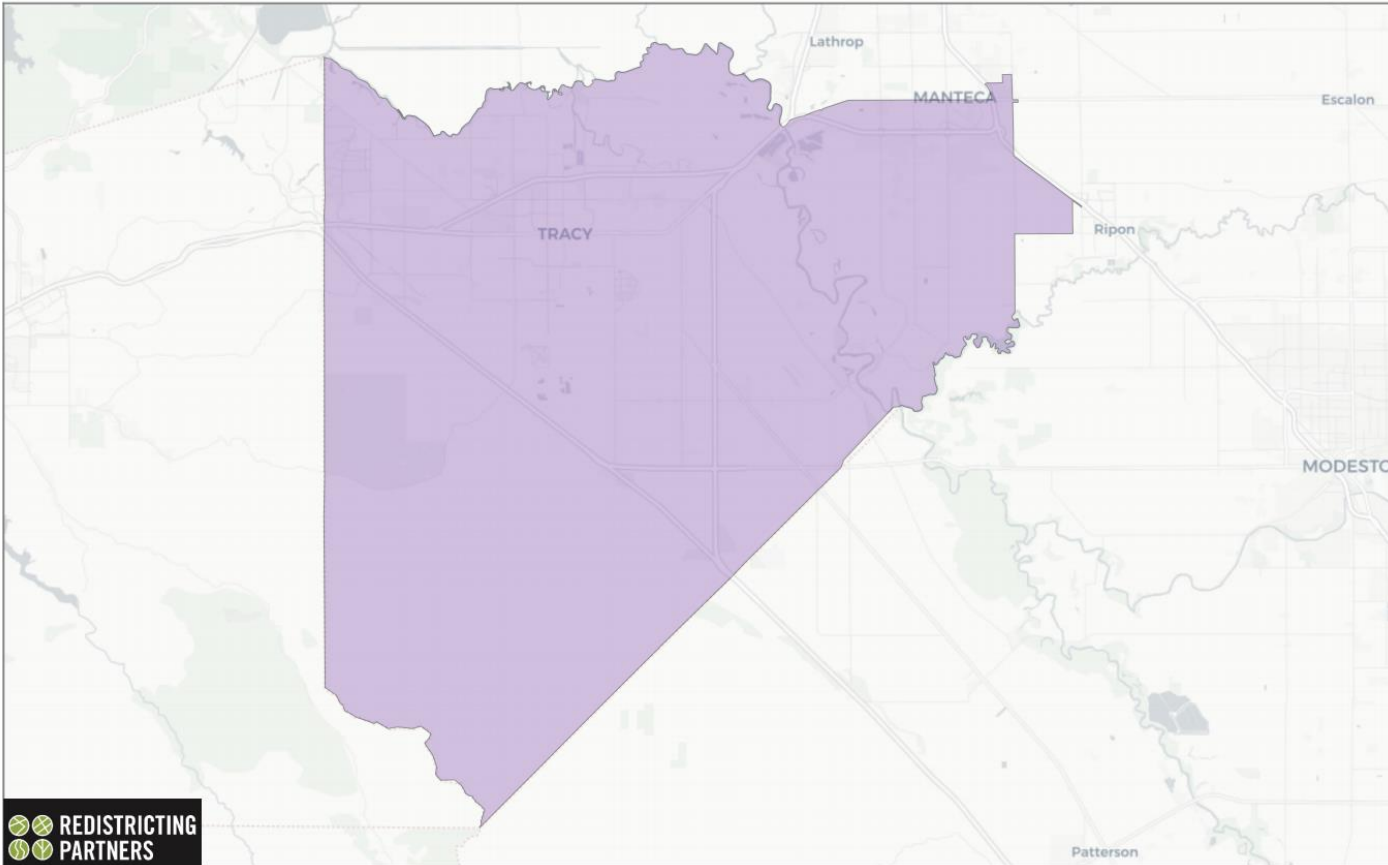
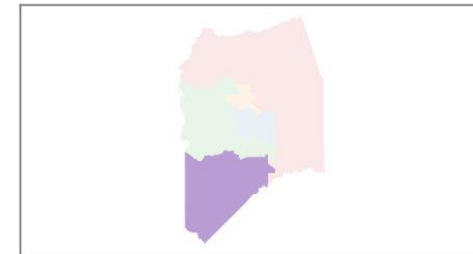
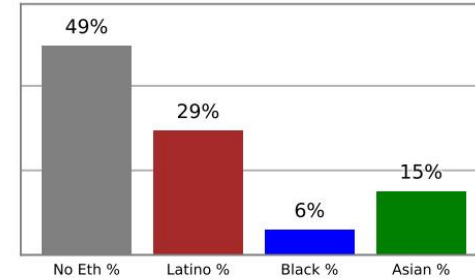
Population	Dev	Woodbridge				3,984	100%	Asian	Asian %	Black	Black %
140,752	-5,690	-3.9%	81,740	58.1%	48,282	34.3%	8,945	6.4%	1,785	1.3%	
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %			
90,851	65,114	71.7%	19,815	21.8%	4,846	5.3%	1,076	1.2%			

District 5

Current population



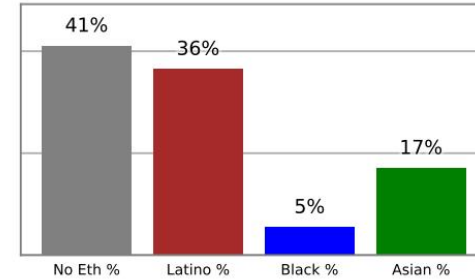
Citizen Voting Age Population



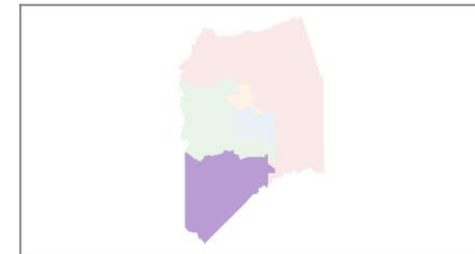
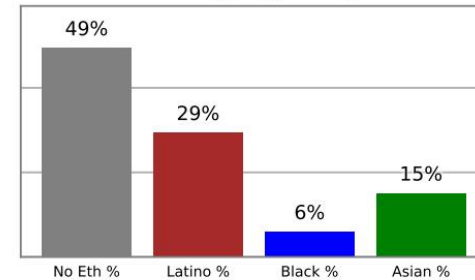
Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
153,280	6,838	4.7%	62,895	41.0%	55,905	36.5%	26,125	17.0%	8,355	5.5%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
94,565	46,772	49.5%	27,824	29.4%	14,296	15.1%	5,673	6.0%		

District 5

Current population



Citizen Voting Age Population



Lathrop	25	0.1
Manteca	27,796	41.4
Mountain House	9,675	100
Tracy	82,922	100

Population	Deviation	Deviation %	No Eth	No Eth %	Latino	Latino %	Asian	Asian %	Black	Black %
153,280	6,838	4.7%	62,895	41.0%	55,905	36.5%	26,125	17.0%	8,355	5.5%
Total US 18+	No Eth CVAP	No Eth CVAP %	Latino CVAP	Latino CVAP %	Asian CVAP	Asian CVAP %	Black CVAP	Black CVAP %		
94,565	46,772	49.5%	27,824	29.4%	14,296	15.1%	5,673	6.0%		



**REDISTRICTING
PARTNERS**