City of Richmond
Introduction to Districting

November 14, 2019
Shalice Tilton, Sr. Consultant
Election Systems

1. “At Large”

2. “From District” or “Residence” Districts

3. “By District”

The California Voting Rights Act was written to specifically encourage by-district elections.
Under the Federal Voting Rights Act (passed in 1965), a jurisdiction must fail 4 factual tests before it is in violation of the law.

The California VRA makes it significantly easier for plaintiffs to force jurisdictions into “by-district” election systems by eliminating two of the US Supreme Court *Gingles* tests:

1. Can the protected class constitute the majority of a district?
2. Does the protected class vote as a bloc?
3. Do the voters who are not in the protected class vote in a bloc to defeat the preferred candidates of the protected class?
4. Do the “totality of circumstances” indicate race is a factor in elections?

Liability is now determined only by the presence of racially polarized voting.
CVRA Impact

- Switched (or in the process of switching) as a result of CVRA:
  - At least 215 school districts
  - 34 Community College Districts
  - 126 cities
  - 1 County Board of Supervisors
  - 35 water and other special districts.

- Palmdale, Santa Clara and Santa Monica fought “on the merits.” All lost.
  - Santa Monica and Santa Clara are appealing.
  - Palmdale spent about $1.8 million, Santa Clara about $800,000, and Santa Monica between $5 and $8 million, just on their defense.
  - Santa Monica plaintiffs requested $22 million
  - No jurisdiction has won a case.

- Key settlements:
  - Palmdale: $4.7 million
  - Santa Clara: $3.16 million
  - Modesto: $3 million
  - Highland: $1.3 million
  - Anaheim: $1.1 million
  - Whittier: $1 million
  - Santa Barbara: $600,000
  - Tulare Hospital: $500,000
  - Compton Unified: $200,000
  - Madera Unified: about $170,000
  - Hanford Joint Union Schools: $118,000
  - Merced City: $42,000
# Districting Process

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
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</table>
| Two Initial Hearings  
Nov. 5 & 19 | Held prior to release of draft maps. Education and to solicit input on the communities in the District. |
| Nov. 14 & 18 | Community forums and demonstrations of mapping tools. |
| Initial Map Submission  
Deadline Nov. 21 | Deadline to submit maps that will be posted Nov. 26 and considered by Council at Dec. 3 hearing. |
| Release draft maps  
No later than Nov. 26 | Maps must be posted at least 7 days prior to 3rd hearing. |
| Two hearings on draft maps  
Dec. 3 & 17 | Two meetings to discuss and revise the draft maps and to discuss the election sequence. Likely introduction of ordinance at Dec. 17 meeting. |
| Dec. (dated TBD) | Community forum and demonstrations of mapping tools. |
| Submit Map Revisions by  
Dec. 6 | Deadline to submit revisions to posted maps that will be posted Dec. 10 and considered by Council at Dec. 17 hearing. |
| Jan. 14 | Map adopted via ordinance. Final map must be posted at least 7 days prior to adoption. |
| Nov. 2020 | Initial election in 3 Council districts |
| 2021 | Update District lines using 2020 Census data |
| Nov. 2022 | Initial election in the other 3 Council districts |
### Federal Laws
- Equal Population
- Federal Voting Rights Act
- No Racial Gerrymandering

### Districting Criteria and Principles
- Geographically Contiguous
- Neighborhoods and Communities of interest
- Clear visible (Natural & man-made) boundaries
- Compact (Do not bypass one group of people to get to a more distant group of people)
- Respect voters’ choices / continuity in office
- Future Population Growth
<table>
<thead>
<tr>
<th>Category</th>
<th>Field</th>
<th>Count</th>
<th>Pct</th>
<th>Category</th>
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<td>ACS Pop. Est.</td>
<td>Total</td>
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<td>Voter Turnout (Nov 2018)</td>
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<td>Voter Turnout (Nov 2016)</td>
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</table>

Each of the six districts must contain about 17,284 residents (103,701 divided by six).

November 14, 2019

Total population data from the 2010 Decennial Census.
Surname-based Voter Registration and Turnout data from the California Statewide Database.
Latino voter registration and turnout data are Spanish-surname counts adjusted using Census Population Department undercount estimates.
NH White and NH Black registration and turnout counts estimated by NDC.
Citizen Voting Age Pop., Age, Immigration, and other demographics from the 2012-2016 American Community Survey and Special Tabulation 5-year data.
Latinos are particularly concentrated between San Pablo and I-580.
African-Americans are particularly concentrated in Hilltop, in the 'Iron Triangle', and between Ohio Ave and I-580.
Asian-Americans are concentrated around the country club and Hilltop Village in the north, in the hills of El Sobrante in the east, and along the border with El Cerrito in the south.
Non-Hispanic Whites are particularly concentrated along the water, south of I-580, along the border of El Cerrito, and in the hills of El Sobrante.
What are “Communities of Interest” (beyond neighborhoods)?

“A community of interest is a population that shares common social or economic interests that should be included within a single district for purposes of its effective and fair representation.”

Possible examples include:

- Shared demographic characteristics
  - Such as similar levels of income, education, or linguistic isolation
- School attendance areas
- Areas around parks and other landmarks
- Common social or economic interests, such as downtown, commercial or industrial areas
- Traffic corridors
Examples of highly compact maps, with nooks and jogs driven only by equal population requirements.
Examples of maps where a desire to have all members touch downtown (Pasadena) or rural areas and attendance zones (Central), led to policy-driven but non-compact maps.
Possible Richmond Communities of Interest

Fire Response Areas

Zoning Districts

Neighborhood Councils

School Attendance Zones?

Others Geographic Areas?
Public Mapping Tools

Whether you use the powerful (but complicated) online mapping tool, Excel, the paper kit, or just draw on a napkin, we welcome your maps!

These tools are designed as ways to empower residents. There is no requirement to use them.
One-Page Mapping Kit

City of Richmond 2019 Districting

Public Participation Kit

Draw your lines, add up the numbers, and submit your map.

An online version of this map that allows you to zoom in and out for more detail is available as a link from the City website.

Each number indicates the total population of that "population unit" area. Each district must have essentially equal population. The population of each of the six districts must be close to 17,284, with no more than a 1,728 difference between the largest and smallest.

Please use a thick dark-colored pen to draw your map, then submit it at City Hall or by email to Richmond@NDCresearch.com. You can hand-deliver, mail, fax, scan and email, or photograph and email your map.
Using the Excel tool

Enter the district assignment in the highlighted column, and Excel will calculate the resulting demographic changes.
Using the online tool

Tutorials and help resources are available from the login page.

Circled items:
1: controls to move around the map;
2: choose into which district selected territory will be placed;
3: options for how to select territory;
4: demographic summary of districts;
5: demographic change of currently selected area;
6: review map when finished;
7: submit map.

Online Tool link
Discussion

1. What is your neighborhood or “community of interest”?  
2. Which communities of interest should be kept whole in one district?  
3. What are other communities of interest in the City that should be considered when drafting maps?  
4. Any questions about the public mapping tools?