



City of Richmond
Introduction to Districting

November 5, 2019

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.**

California Voting Rights Act (CVRA)

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- 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

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- 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.
- Cases So Far:
 - Palmdale, Santa Clara and Santa Monica went to trial on the merits. Palmdale and Santa Clara lost. Santa Monica is awaiting a decision.
 - Modesto and Palmdale each spent about \$1.8 million on their defense (in addition to the attorney fee awards in those cases). Santa Monica has spent an estimated \$5 million so far.
- Key settlements:
 - Palmdale: \$4.7 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
- An estimated \$16 million in total settlements and court awards so far.

Districting Process

Step	Description
Two Initial Hearings Nov. 5 & 19	Held prior to release of draft maps. Education and to solicit input on the communities in the District.
Initial Public 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 3 rd 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.
Map adoption	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

Traditional Redistricting Principles

- ❑ Communities of interest
- ❑ Compact
- ❑ Contiguous
- ❑ Visible (Natural & man-made) boundaries
- ❑ Respect voters' choices / continuity in office
- ❑ *Planned future growth*





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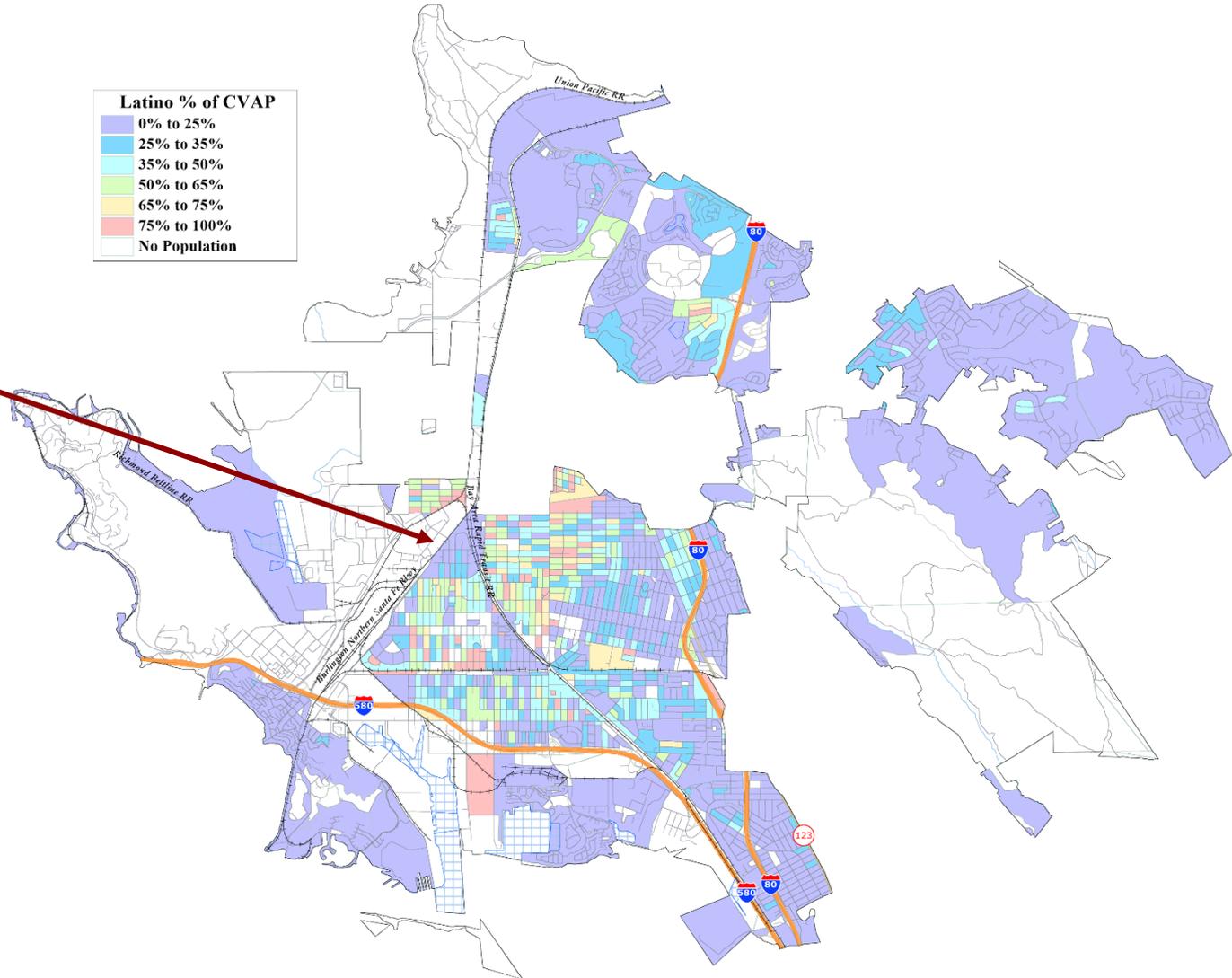
Demographic Summary

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

Category	Field	Count	Pct	Category	Field	Count	Pct
	Total Pop	103,701		ACS Pop. Est.	Total	107,882	
Total Pop	Hisp	40,921	39%	Age	age0-19	26,746	25%
	NH White	17,769	17%		age20-60	62,204	58%
	NH Black	27,543	27%		age60plus	18,932	18%
	Asian-American	14,526	14%	Immigration	immigrants	37,850	35%
Citizen Voting Age Pop	Total	62,532			naturalized	15,172	40%
	Hisp	15,070	24%	Language spoken at home	english	46,852	46%
	NH White	16,244	26%		spanish	37,854	38%
	NH Black	18,280	29%		asian-lang	10,462	10%
	Asian/PacIsl.	11,128	18%		other lang	5,687	6%
Voter Registration (Nov 2018)	Total	50,882		Language Fluency	Speaks Eng. "Less than Very Well"	25,525	25%
	Latino est.	13,190	26%	Education (among those age 25+)	hs-grad	36,924	51%
	Spanish-Surnamed	11,849	23%		bachelor	12,572	17%
	Asian-Surnamed	3,425	7%		graduatedegree	6,392	9%
	Filipino-Surnamed	935	2%	Child in Household	child-under18	10,697	30%
	NH White est.	16,381	32%	Pct of Pop. Age 16+	employed	51,881	60%
NH Black	17,492	34%					
Voter Turnout (Nov 2018)	Total	30,511		Household Income	income 0-25k	7,124	20%
	Latino est.	6,804	22%		income 25-50k	8,485	23%
	Spanish-Surnamed	6,112	20%		income 50-75k	6,236	17%
	Asian-Surnamed	1,901	6%		income 75-200k	12,488	34%
	Filipino-Surnamed	534	2%		income 200k-plus	1,922	5%
	NH White est.	11,724	38%	Housing Stats	single family	26,149	67%
	NH Black	9,829	32%		multi-family	13,057	33%
			rented		18,421	51%	
Voter Turnout (Nov 2016)	Total	35,344		owned	17,834	49%	
	Latino est.	8,418	24%	<p>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.</p>			
	Spanish-Surnamed	7,562	21%				
	Asian-Surnamed	2,233	6%				
	Filipino-Surnamed	605	2%				
	NH White est.	12,283	35%				
NH Black est.	11,423	32%					

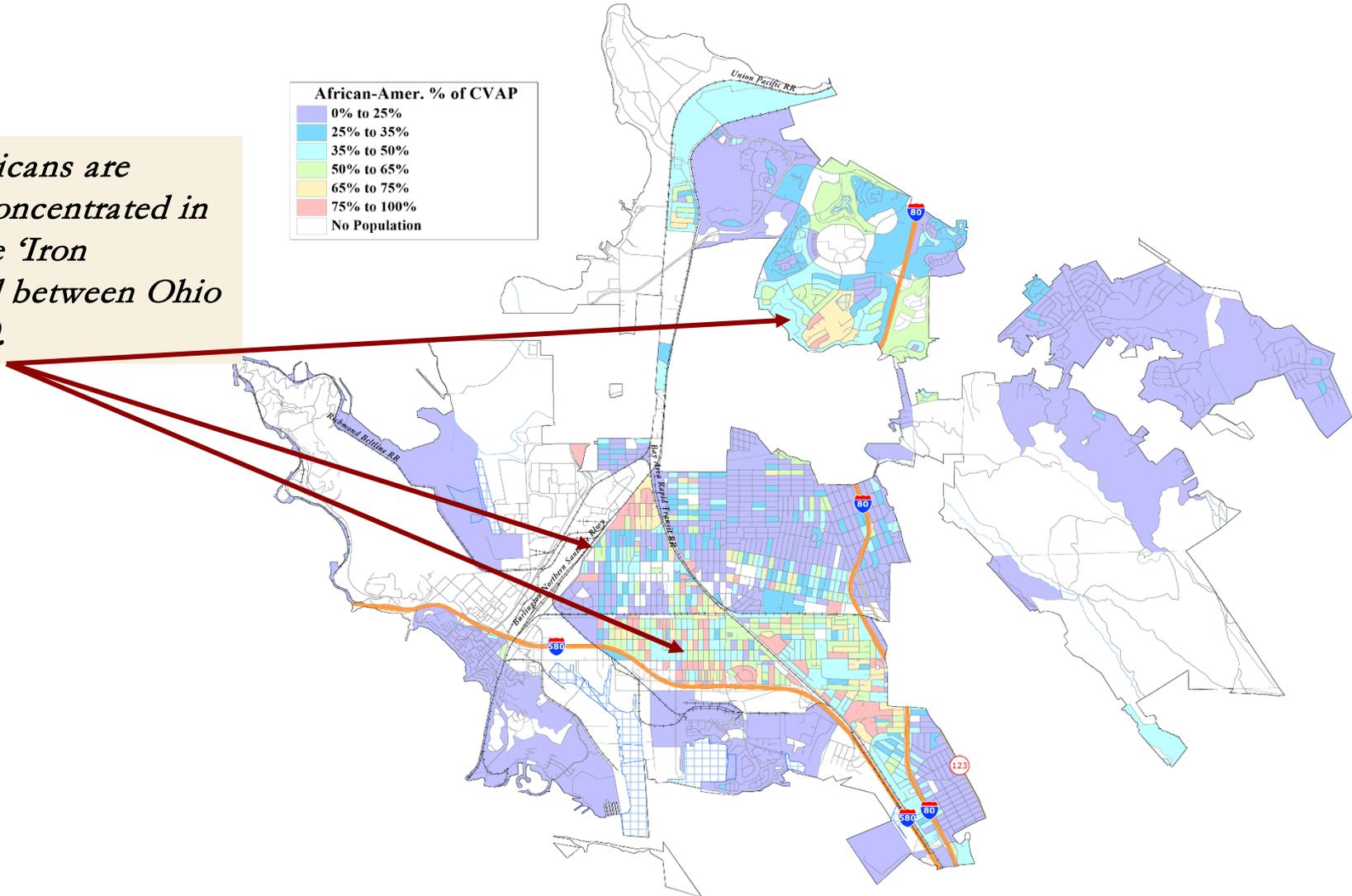
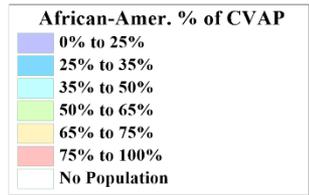
Latino Citizen Voting Age Population

Latinos are particularly concentrated between San Pablo and I-580.



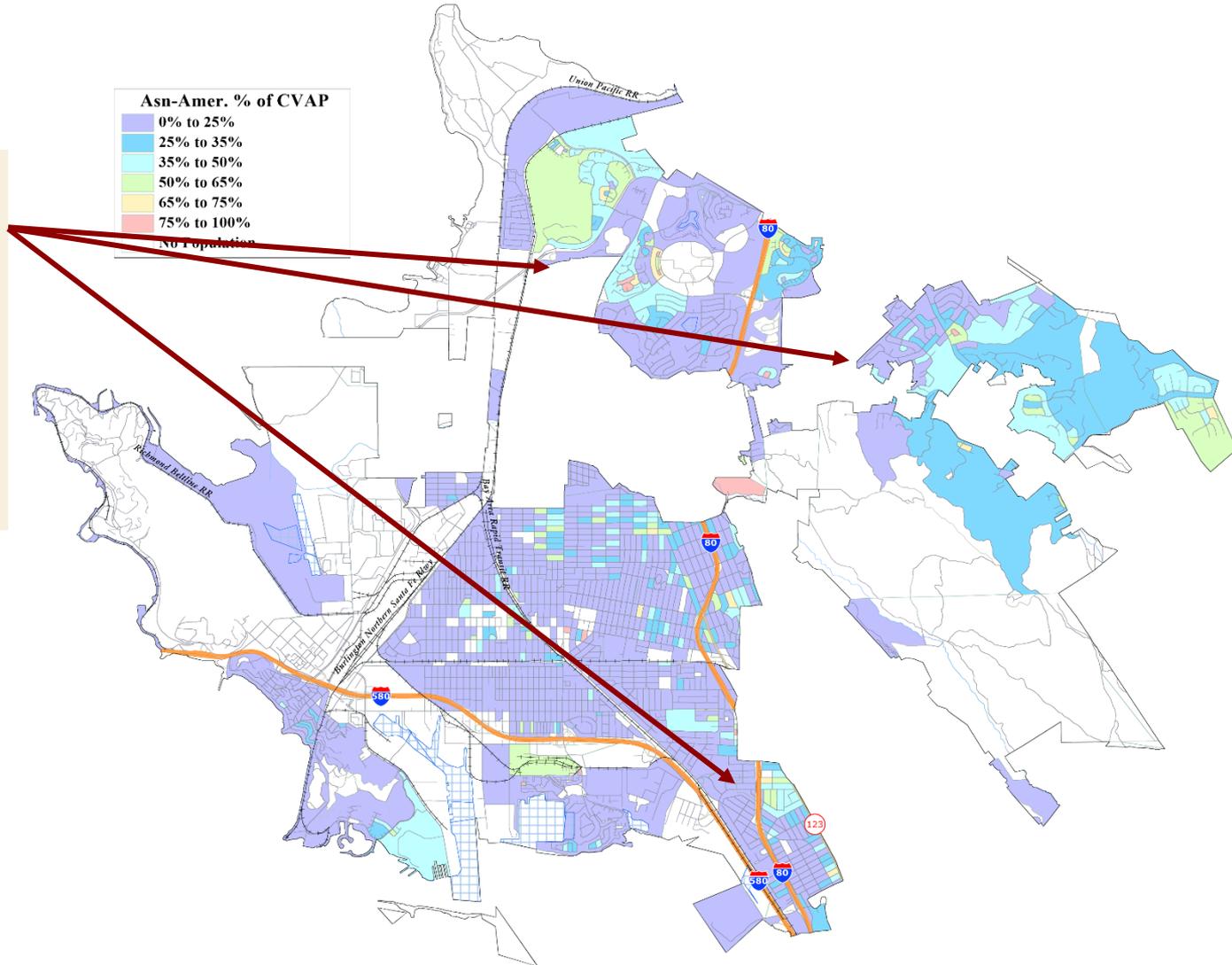
African-American CVAP

African-Americans are particularly concentrated in Hilltop, in the 'Iron Triangle', and between Ohio Ave and I-580.

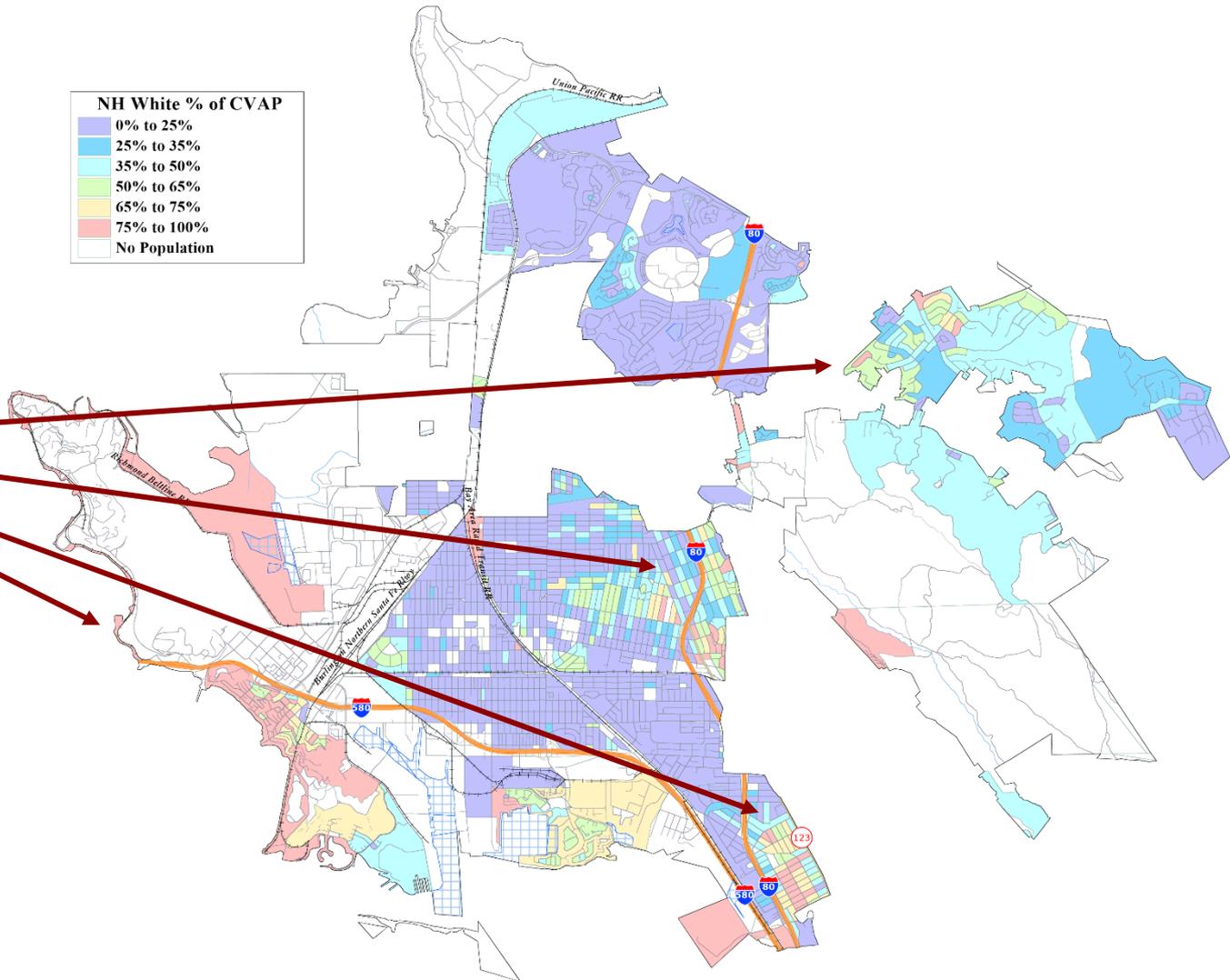
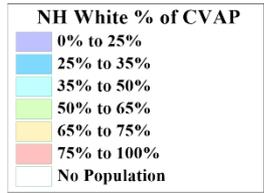


Asian-American CVAP

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.



Defining Communities of Interest

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1st Question: what is your neighborhood or community of interest?

A Community of Interest is generally defined as a neighborhood or community of shared interests, views, problems, or characteristics.

Possible community feature/boundary definitions include:

- ❑ School attendance areas
- ❑ Natural neighborhood dividing lines, such as highway or major roads, rivers, canals, and/or hills
- ❑ Areas around parks and other neighborhood landmarks
- ❑ Common issues, neighborhood activities, or legislative/election concerns
- ❑ Shared demographic characteristics
 - ▣ Such as similar levels of income, education, or linguistic isolation

2nd Question: Does a Community of Interest want to be united in one district, or to be divided to have a voice in multiple elections?

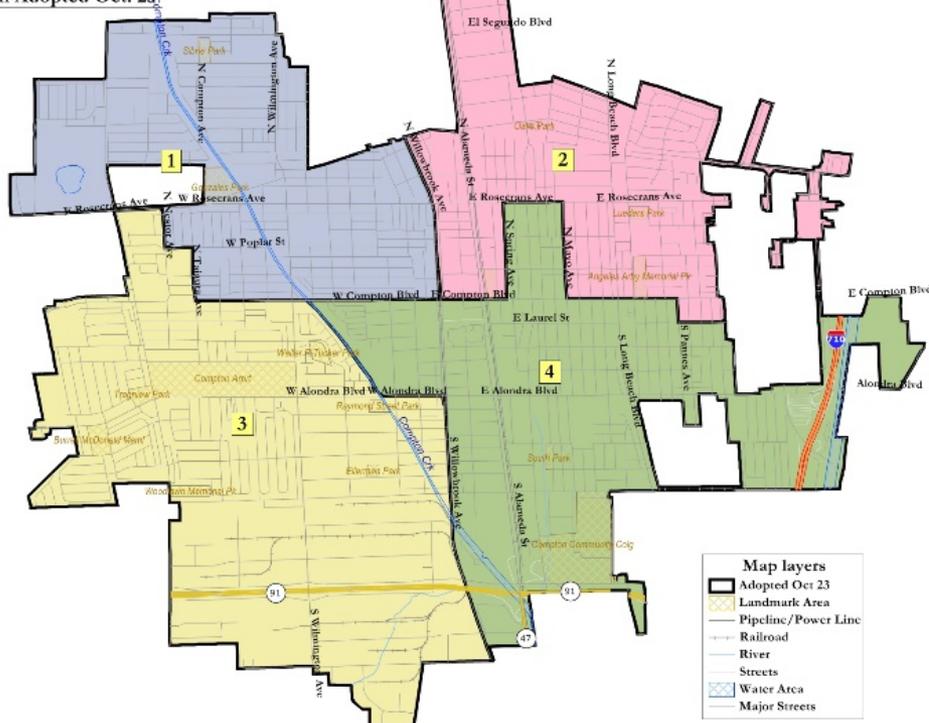


Sample Compact Maps

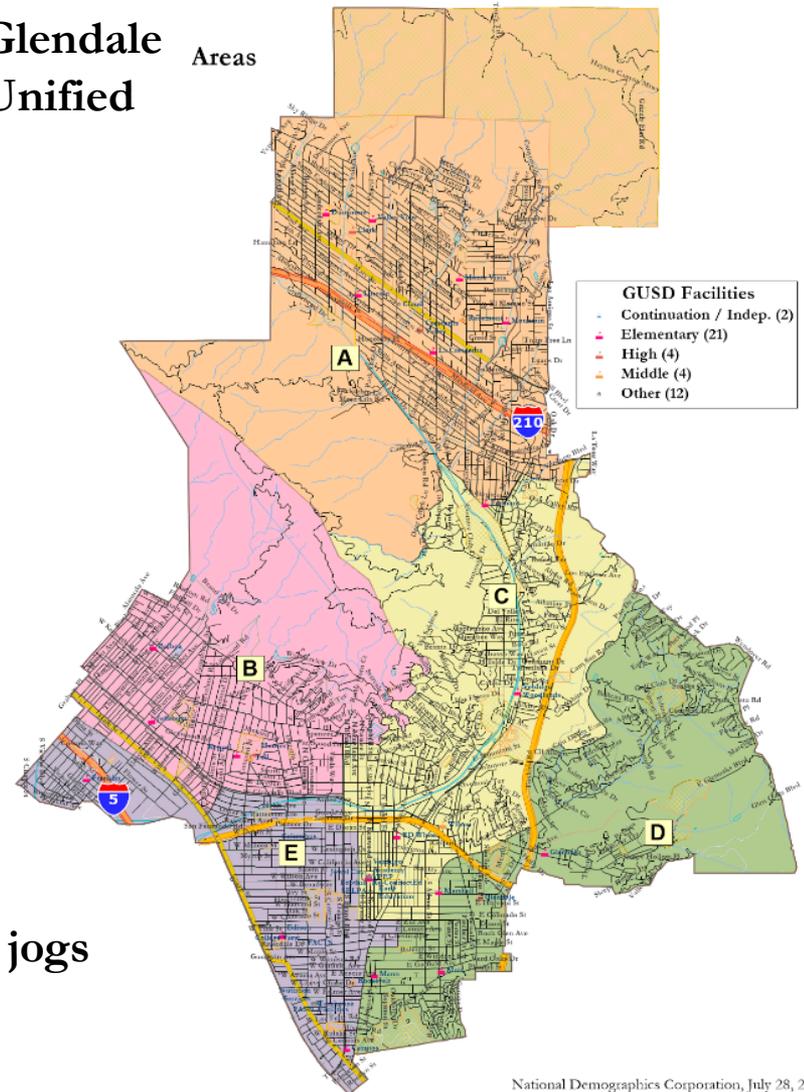
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City of Compton
2012 Redistricting
Plan Adopted Oct. 23

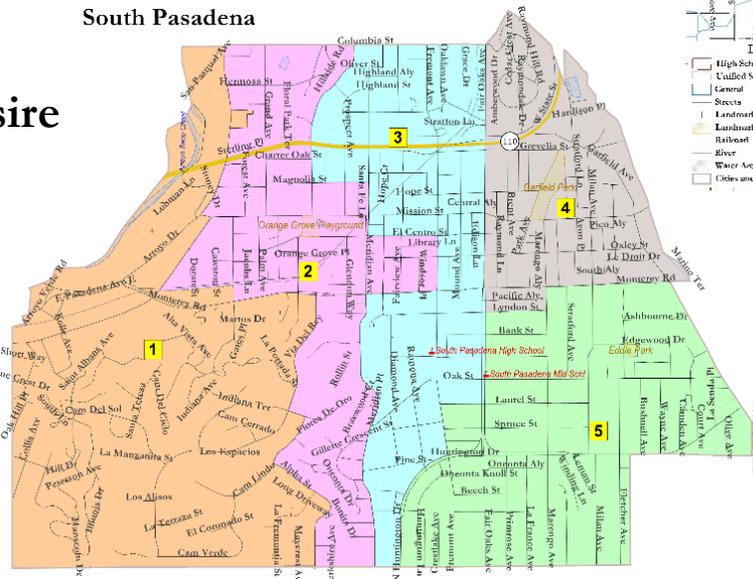
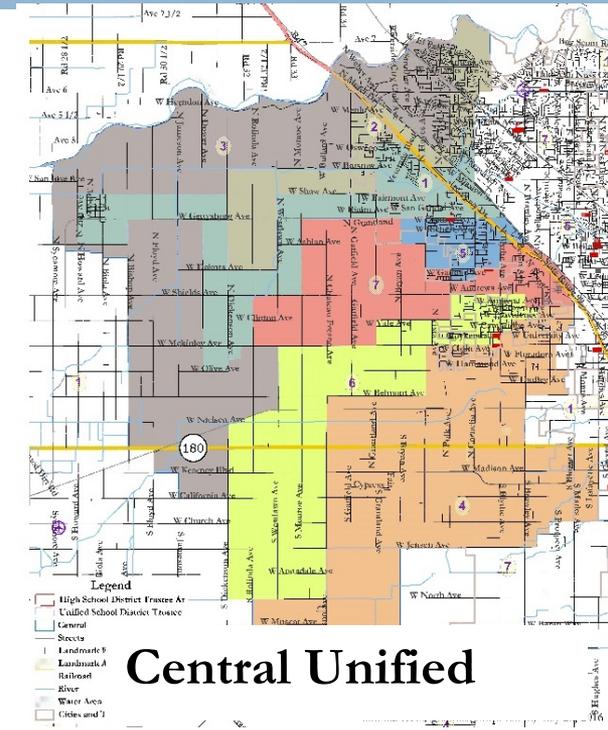
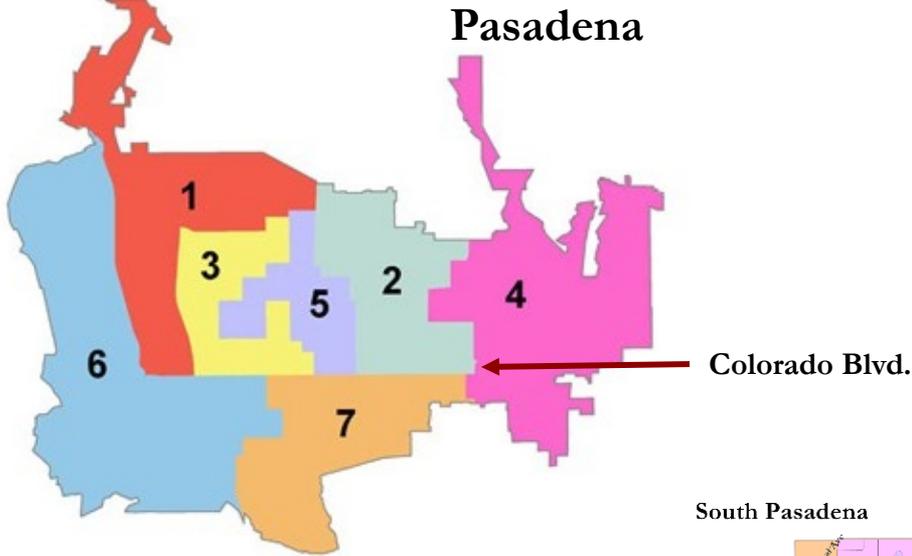
Compton



Glendale Unified Areas

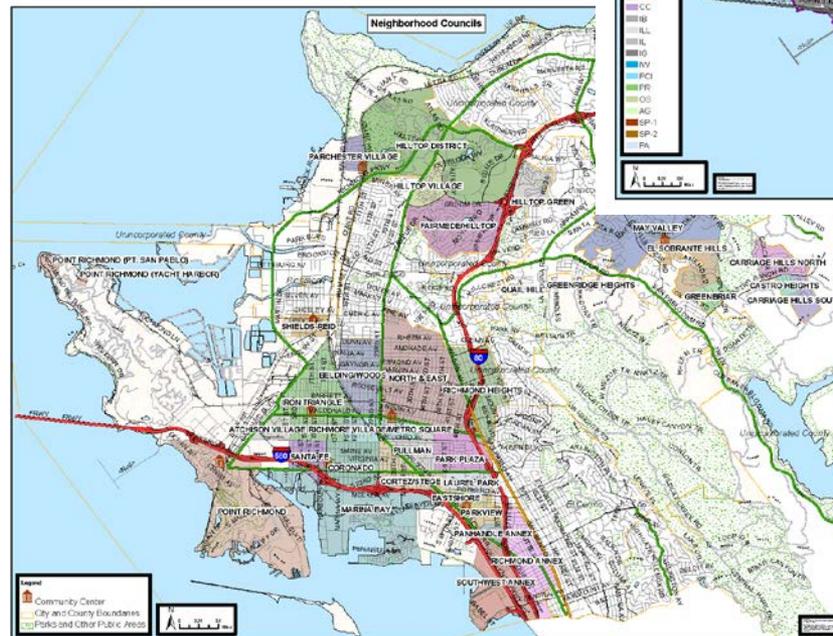
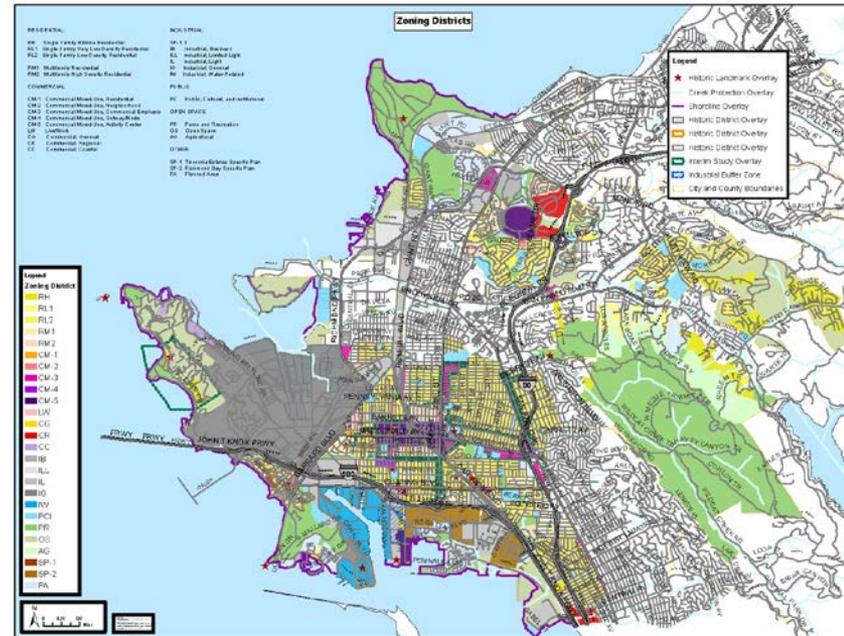
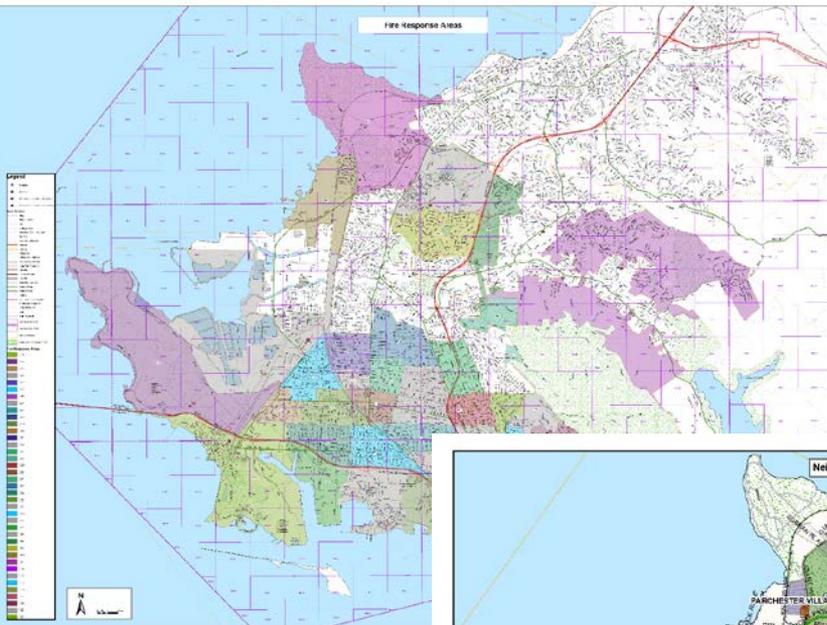


Examples of highly compact maps, with nooks and jogs driven only by equal population requirements.



Examples of maps where a desire to have all members touch downtown (Pasadena) or rural areas (Central), or as many neighborhoods as possible (South Pas), led to policy-driven but non-compact maps.

Possible Richmond Communities of Interest



Zoning Districts

Neighborhood Councils

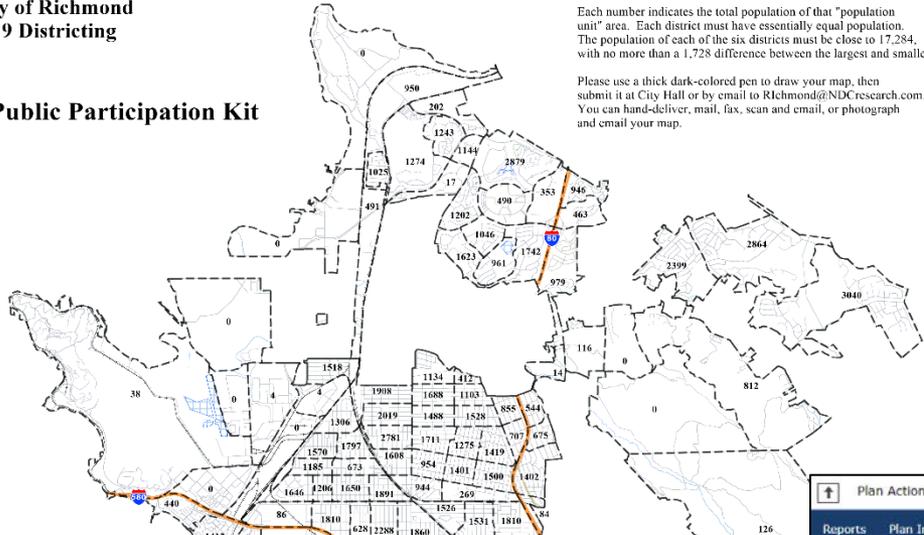
School Attendance Zones?
Others Geographic Areas?

Fire Response Areas

Public Mapping Tools

City of Richmond
2019 Districting

Public Participation Kit



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.

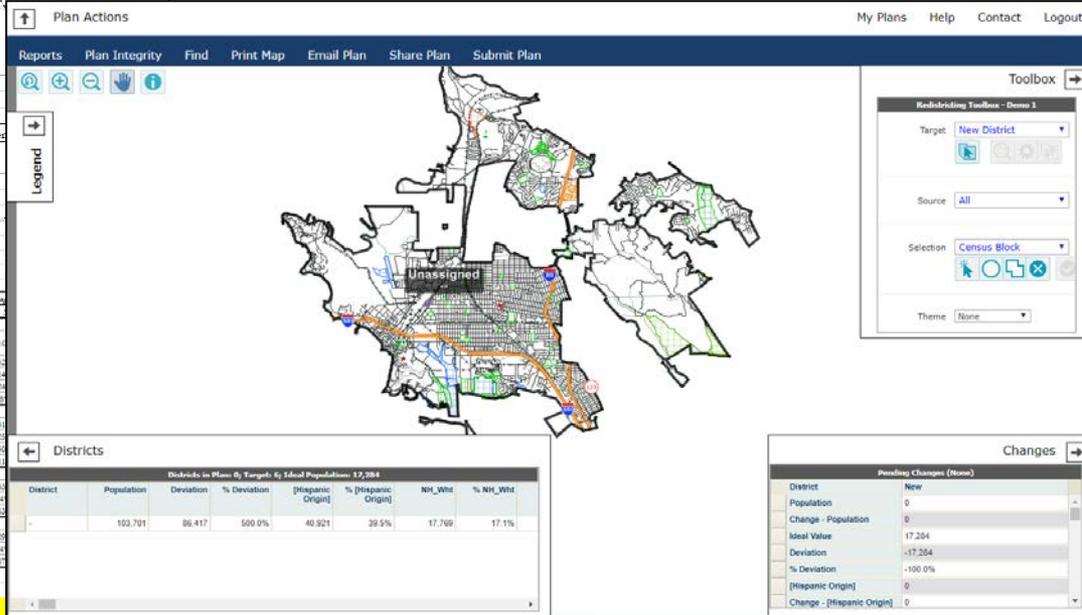
Please use a thick dark-colored pen to draw your map, then submit it at City Hall or by email to Richmond@NDCresearch.com. You can hand-deliver, mail, fax, scan and email, or photograph and email your map.

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.

Quick Reference: Total Population & Deviation from Ideal by district																		
District	Pop Unit	Tot Pop	Total Population				Citizen Voting Age Population				Nov. 2018 Registration			Nov. 2018 Votes				
(1-6)			Hisp	Whit	NH Blk	NH Asn	tot	Hisp	Whit	Blk	Asn	tot	Latino	asn	other	tot	Latino	asn
1	1	3,040	431	796	554	1,161	2,412	430	661	265	1,006	2,110	363	337	1,410	1,495	241	215
2	2	2,864	377	1,229	351	817	2,251	275	1,056	161	658	1,931	282	255	1,394	1,383	173	147
3	3	2,399	465	973	429	449	1,703	353	753	196	353	1,401	250	104	1,047	961	168	48
4	4	812	154	221														
5	5	126	8	96														
6	6	0	0	0														
7	7	0	0	0														
8	8	116	10	31														
9	9	14	0	9														
10	10	979	205	173														
11	11	463	91	62														
12	12	946	189	79														
13	13	353	79	70														
14	14	2,879	657	444														
15	15	490	107	15														
16	16	1,202	178	175														
17	17	1,623	390	138														
18	18	1,046	349	91														
19	19	961	224	79														
20	20	1,742	611	167														
21	21	1,144	241	151														

Group	Category	1	2	3	4	5	6	Unassigned	Total	1	2	3	4	Percent
Total	Tot Pop	17,644	16,994	17,291	17,340	17,270	17,162	0	169,793					
	Deviation from Ideal	360	-290	7	56	-14	-122	0	680	2.08%	-1.68%	0.04%	0.32%	-0.5
	Hisp	3,272	6,930	6,633	3,631	8,978	9,432	0	49,921	19%	41%	30%	21%	35



Plan Actions: Reports, Plan Integrity, Find, Print Map, Email Plan, Share Plan, Submit Plan

My Plans Help Contact Logout

Redistricting Toolbox - Demo 1

Target: New District

Source: All

Selection: Census Block

Theme: None

Unassigned

Districts

Districts in Plan (By Target): 6 | Ideal Population: 17,284

District	Population	Deviation	% Deviation	% [Hispanic Origin]	% [Hispanic Origin]	NH_Whit	% NH_Whit
	103,701	86,417	500.0%	40.921	39.5%	17,709	17.1%

Changes

Pending Changes (None)

District	Population	New
	0	0
Change - Population	0	0
Ideal Value	17,284	17,284
Deviation	-17,284	-17,284
% Deviation	-100.0%	-100.0%
[Hispanic Origin]	0	0
Change - [Hispanic Origin]	0	0

Submitter's Comments about the plan:

I think this map makes sense because...

One-Page Mapping Kit

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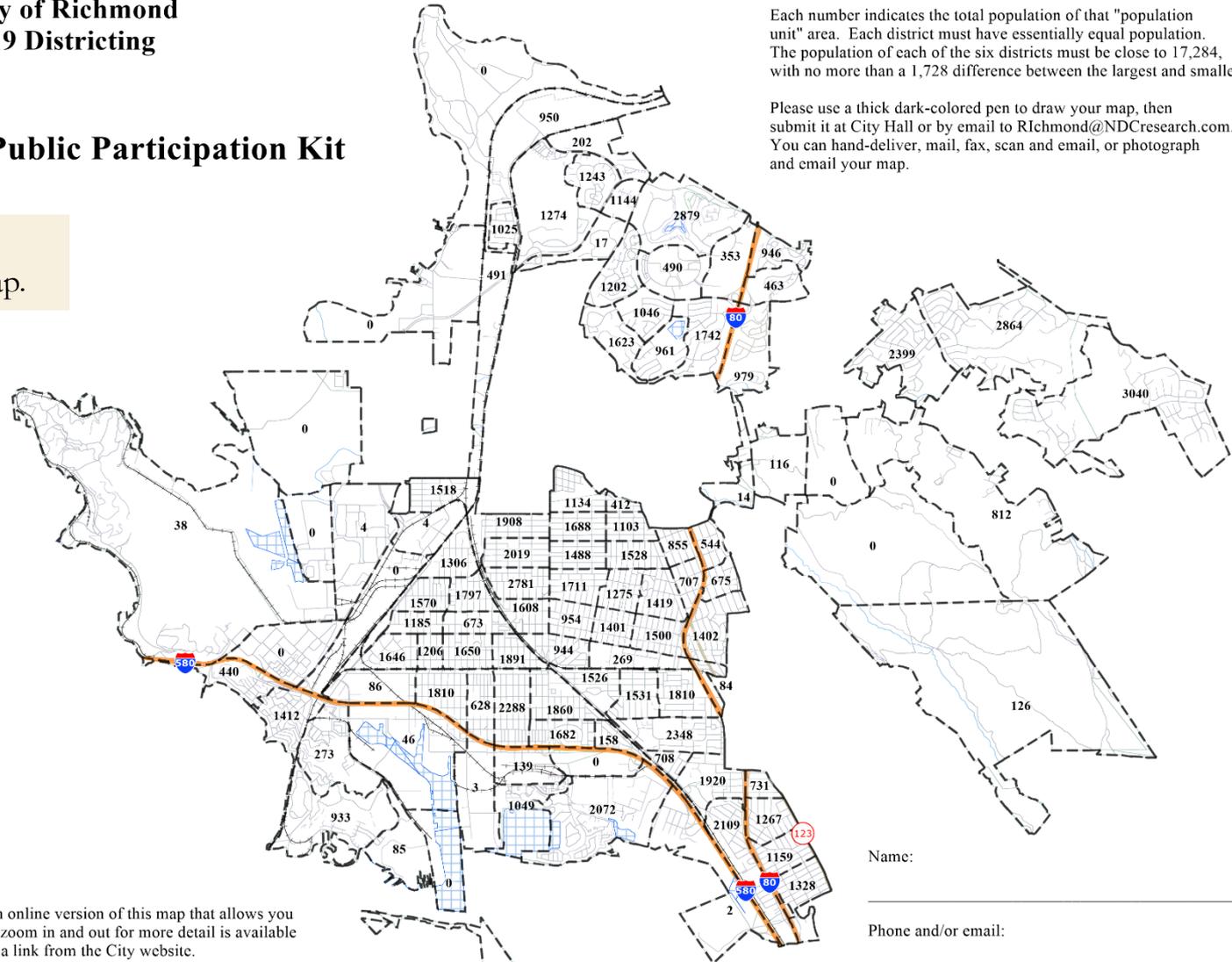
City of Richmond 2019 Districting

Public Participation Kit

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.

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.

Name: _____

Phone and/or email: _____

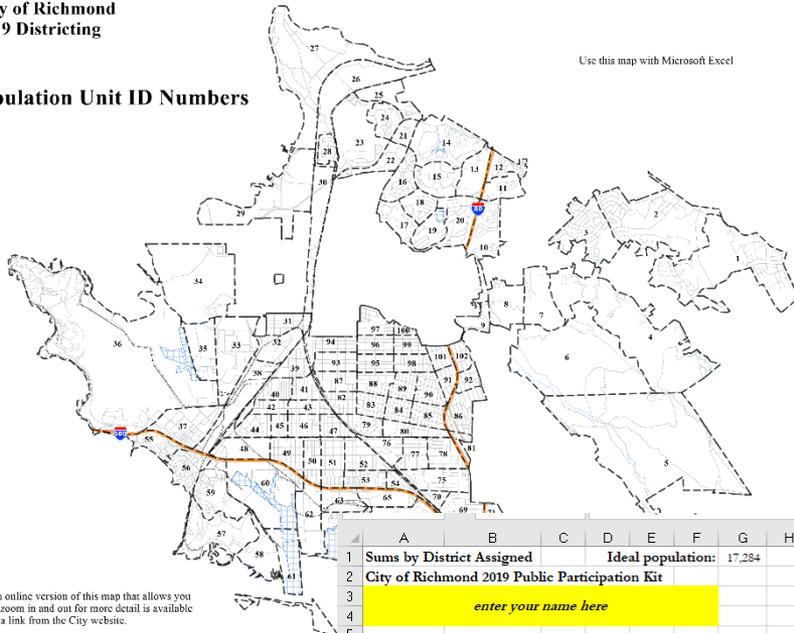


Using the Excel tool

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

City of Richmond 2019 Districting

Population Unit ID Numbers



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.

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
1	Quick Reference: Total Population & Deviation from Ideal by district																			
2	D1:	17,644	360	D2:	16,994	-290	D3:	17,291	7	D4:	17,340	56	D5:	17,270	-14	D6:	17,162	-122		
3																				
4		Pop Unit	Total Population					Citizen Voting Age Population					Nov. 2018 Registration				Nov. 2018 Votes			
5	District (1-6)		Tot. Pop.	Hisp	NH	NH Blk	NH Ass	tot	Hisp	NH	NH Blk	NH Ass	tot	Latino	asn	other	tot	Latino	asn	other
6	1	1	3,040	431	798	554	1,161	2,412	430	661	265	1,006	2,110	363	337	1,410	1,495	241	215	1,040
7	1	2	2,864	377	1,229	351	917	2,251	275	1,056	161	688	1,931	282	255	1,394	1,383	173	147	1,063
8	1	3	2,399	465	973	429	449	1,703	383	753	196	353	1,401	250	104	1,047	961	168	48	745
9	1	4	812	154	221	125	287	558	107	214	96	129	434	95	63	256	299	65	51	183
10	1	5	126	5	96	8	13	122	6	96	7	12	112	3	8	100	89	3	5	80
11	1	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
12	1	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
13	1	8	116	10	31	60	11	97	9	31	48	10	86	6	5	75	58	1	2	54
14	1	9	14	0	9	0	5	14	0	10	0	4	12	1	1	10	9	1	0	8
15	1	10	979	205	173	283	263	688	90	123	320	153	400	75	48	277	253	41	25	188
16	1	11	463	91	62	192	98	443	84	116	110	134	261	50	19	191	174	32	11	131
17	1	12	946	189	79	407	245	899	170	142	235	351	650	125	48	477	433	79	28	327
18	1	13	353	79	70	131	66	132	36	40	44	9	141	29	4	108	73	12	1	60
19	1	14	2,879	657	444	1,041	595	1,703	369	360	681	171	961	186	51	725	505	82	17	407
20	1	15	490	107	15	94	249	434	24	25	43	299	248	37	32	179	143	21	13	109
21	1	16	1,202	178	175	502	320	1,041	46	290	297	401	737	104	78	555	489	66	37	387
22	1	17	1,623	390	138	808	222	905	205	150	405	75	766	120	22	624	342	51	10	281
23	2	18	1,046	249	91	509	180	734	70	15	375	270	670	126	42	502	397	60	16	321
24	1	19	961	324	79	401	136	400	25	60	290	25	565	179	31	355	299	89	9	201
25	2	20	1,742	611	167	642	264	1,396	642	152	454	146	971	278	41	653	573	146	17	410
26	2	21	1,144	241	151	351	357	837	135	204	288	183	379	59	51	270	210	32	20	158

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R		
1	Sums by District Assigned		Ideal population: 17,284																	
2	City of Richmond 2019 Public Participation Kit																			
3	enter your name here																			
4																				
5																				
6																				
7	Group	Category	Counts						Unassigned	Total	Percentages						Unassigned	Total		
8	Total Population	Tot. Pop.	17,644	16,994	17,291	17,340	17,270	17,162	0	103,701										
9		Deviation from Ideal	360	-290	7	56	-14	-122		650	2.08%	-1.68%	0.04%	0.32%	-0.08%	-0.71%				3.76%
10		Hisp	3,275	6,950	8,655	3,631	8,978	9,432	0	40,921	19%	41%	50%	21%	52%	55%				39%
11		NH Wht	4,454	1,233	2,310	4,784	2,389	2,599	0	17,769	25%	7%	13%	28%	14%	15%				17%
12		NH Blk	4,578	5,479	5,150	5,660	4,090	2,586	0	27,543	26%	32%	30%	33%	24%	15%				27%
13	NH Ass	4,715	2,857	824	2,709	1,391	2,030	0	14,526	27%	17%	5%	16%	8%	12%				14%	
14	Total CVAP		12,886	9,555	8,911	12,218	9,287	9,675	0	62,532										
15	Citizen Voting Age Population	Hisp	2,055	2,746	2,424	1,823	2,862	3,160	0	15,070	16%	29%	27%	15%	31%	33%				24%
16		NH Wht	3,978	1,294	2,098	4,165	2,353	2,357	0	16,244	31%	14%	24%	34%	25%	24%				26%
17		NH Blk	2,794	3,497	3,524	3,581	2,813	2,072	0	18,280	22%	37%	40%	29%	30%	21%				29%
18	NH Ass	3,746	1,666	701	2,243	1,000	1,773	0	11,128	29%	17%	8%	18%	11%	18%				18%	
19	Total Reg.		10,049	6,815	7,973	10,662	7,907	7,474	0	50,882										
20	Nov. 2016 Registration	Latino	1,786	1,967	2,325	1,371	2,611	3,126	0	13,190	18%	29%	29%	13%	33%	42%				26%
21		Asian-American	1,104	545	174	836	318	449	0	3,425	11%	8%	2%	8%	4%	6%				7%
22		Other	7,159	4,303	5,473	8,455	4,978	3,899	0	34,267	71%	63%	69%	79%	63%	52%				67%
23	Total Votes		6,662	3,508	4,164	7,203	4,640	4,535	0	30,511										
24	Nov. 2016 Voters	Latino	1,072	915	1,002	798	1,362	1,655	0	6,804	16%	26%	24%	11%	29%	38%				22%
25		Asian-American	608	274	91	532	181	214	0	1,901	9%	8%	2%	7%	4%	5%				6%
26		Other	4,981	2,319	3,071	5,873	3,097	2,465	0	21,806	75%	66%	74%	82%	67%	57%				71%

Submitter's Comments about the plan:

I think this map makes sense because . . .

Using the online tool

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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.

The screenshot shows the 'Access Your Online Redistricting Plans' login page. Below the login fields, there are links for 'Need Help?', 'Quick Start Guide', 'Short Training Videos', and 'Online Manual'. The main interface includes a navigation bar with 'Plan Actions', 'Plan Integrity', 'Find', 'Print Map', 'Email Plan', 'Share Plan', and 'Submit Plan'. A map of a city is displayed with a legend on the left and a 'Toolbox' on the right. The 'Toolbox' has a 'Target' dropdown set to 'New District' and a 'Source' dropdown set to 'All'. Below the map, there are two data tables: 'Districts' and 'Changes'. The 'Districts' table shows a summary of districts in the plan, and the 'Changes' table shows pending changes for a selected area.

[Online Tool link](#)

Discussion

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1. What is your neighborhood or “community of interest”?
2. Do you prefer your neighborhood be kept together in one district, or have multiple representatives?
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?

