

# Demographers' Orientation for the City of Santa Clara Independent Redistricting Commission (IRC)

SEPTEMBER 23, 2021



Shelley Lapkoff, Ph.D. & Jeanne Gobalet, Ph.D.  
LAPKOFF & GOBALET DEMOGRAPHIC RESEARCH, INC.  
[www.demographers.com](http://www.demographers.com)  
Oakland and Saratoga, California

1

## Demographers' Mission

### Educate the Commission and public about:

- Census data and geography
- How to evaluate plans presented by the public or demographers
- How to draw & submit plans

### Empower Commission:

- Help build consensus
- Explain IRC's draft plans to the public and help take public input

### Ensure that plans meet legal requirements (as we understand them)

2

2

## Our Qualifications

- ❑ We have provided districting and redistricting services since 1990
- ❑ We have helped redistrict dozens of California jurisdictions
- ❑ We helped Santa Clara transition from at-large to by-district elections
- ❑ We have PhDs in Demography and Sociology from UC Berkeley and Stanford University and have presented academic papers on redistricting topics

3

3

## LGDR's agenda for this presentation

- What is redistricting?
- Why redistrict?
- Current Council Districts
- Legal requirements  
(that demographers follow)
- Communities of interest
- Timeline

4

4

## What is Redistricting?

Every 10 years, cities must redistrict (adjust Council District boundaries to equalize total populations) using the new Census counts

Federal and state laws apply

Cities must adopt new boundaries before April 17, 2022

The new council districts will be used until Census 2030 data are released

Incumbents will complete their terms of office even if they no longer live in the district they were elected to represent

5

5

## History of Santa Clara's Council Districts

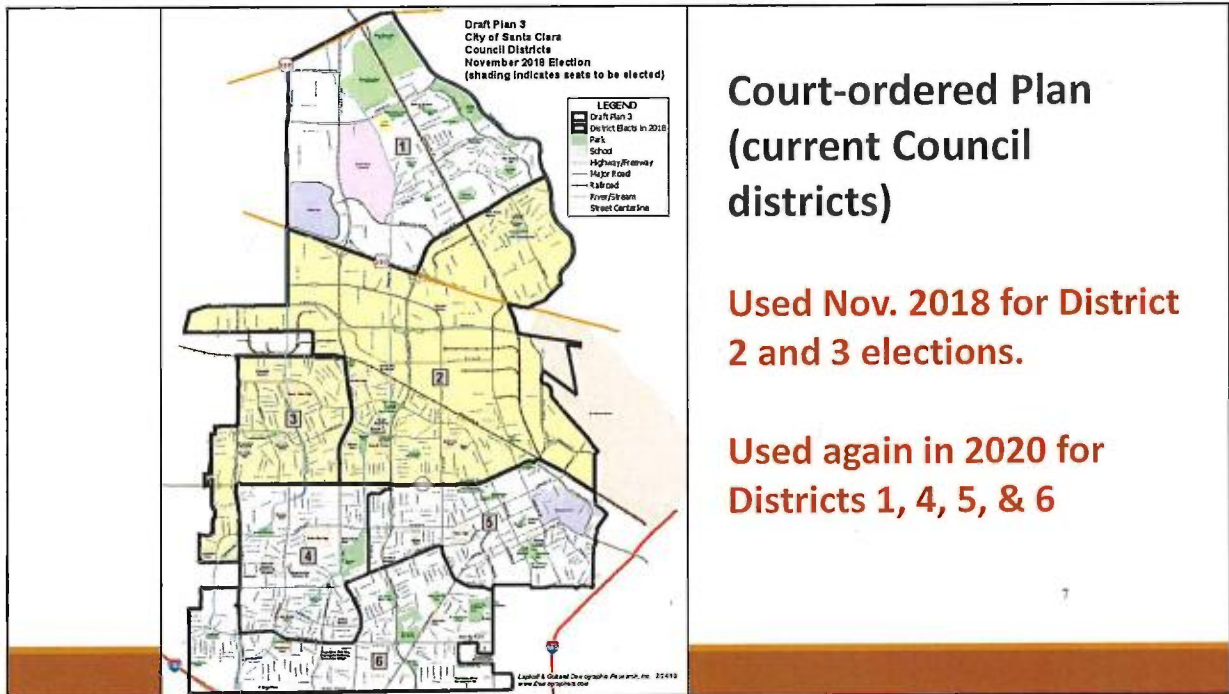
The current plan was developed by the Santa Clara Ad-Hoc Advisory Districting Committee in 2018

The Commission listened to public testimony, deliberated, and drafted plans. It followed both legal requirements and best practices.

Later that year, the court ordered that this plan be used for the 2018 election.

6

6

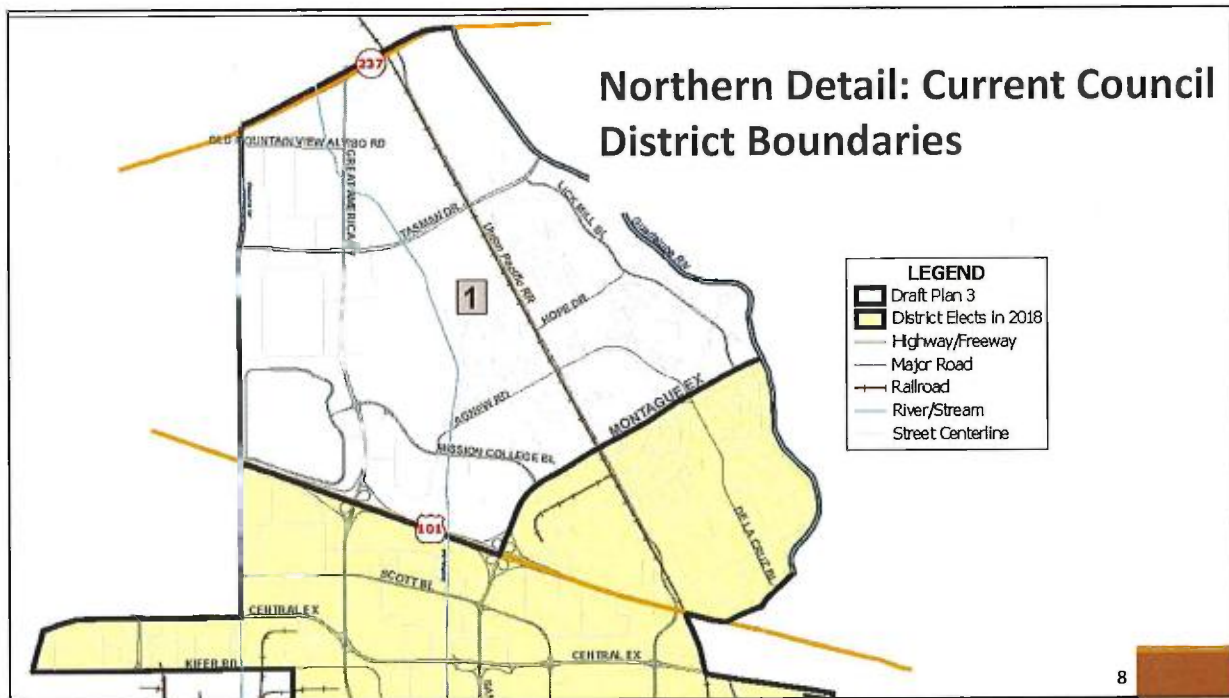


## Court-ordered Plan (current Council districts)

Used Nov. 2018 for District 2 and 3 elections.

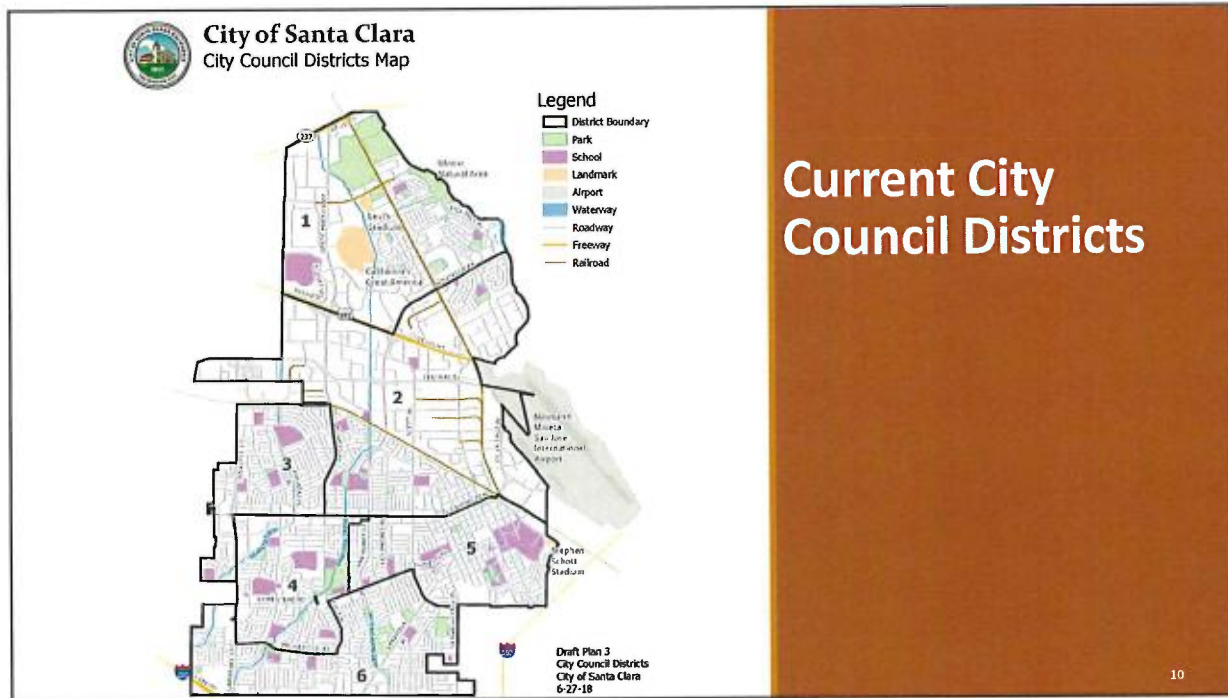
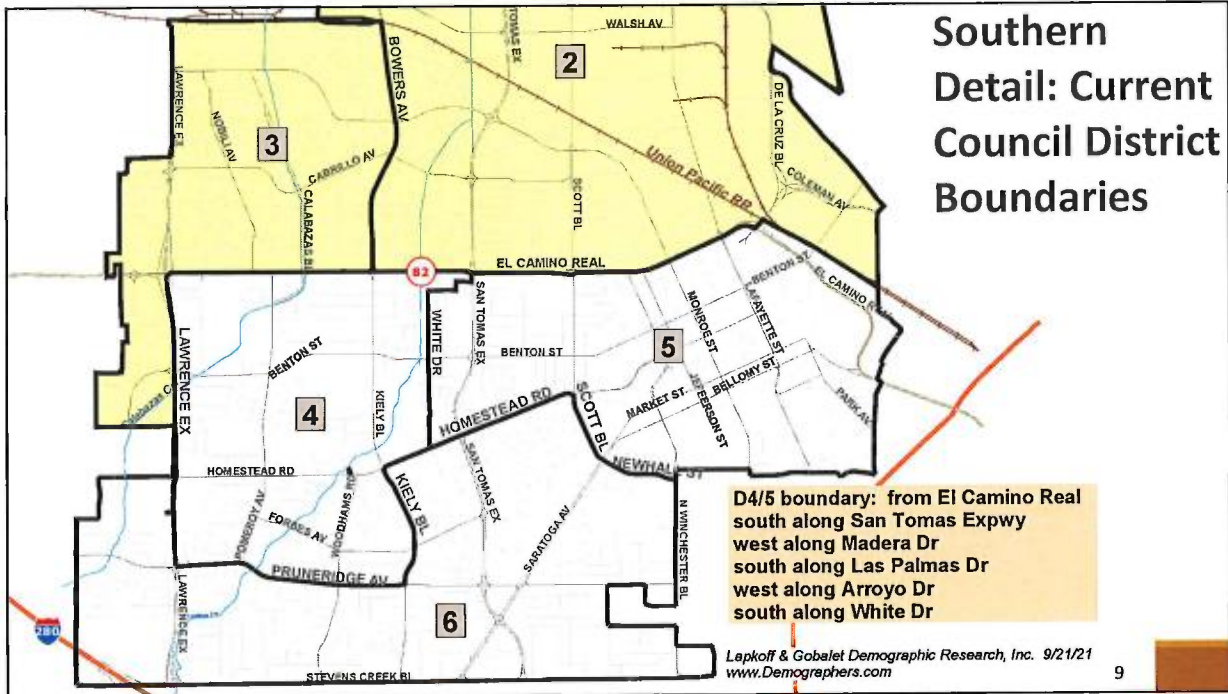
Used again in 2020 for Districts 1, 4, 5, & 6

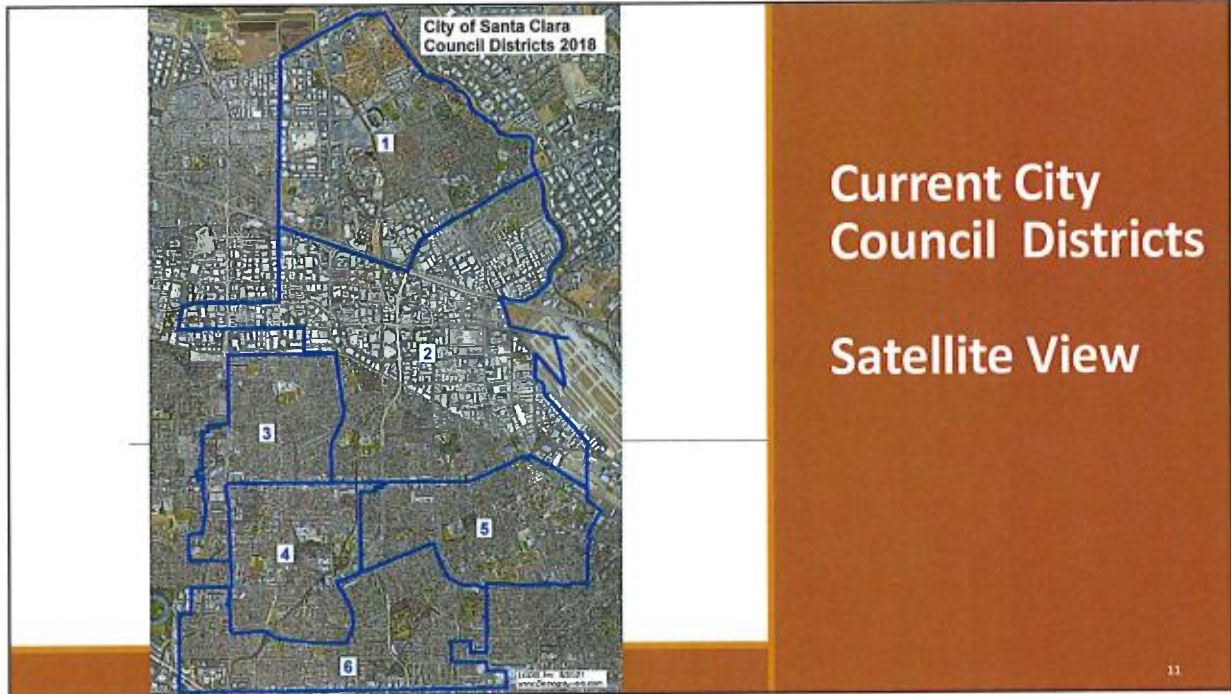
7



## Northern Detail: Current Council District Boundaries

8

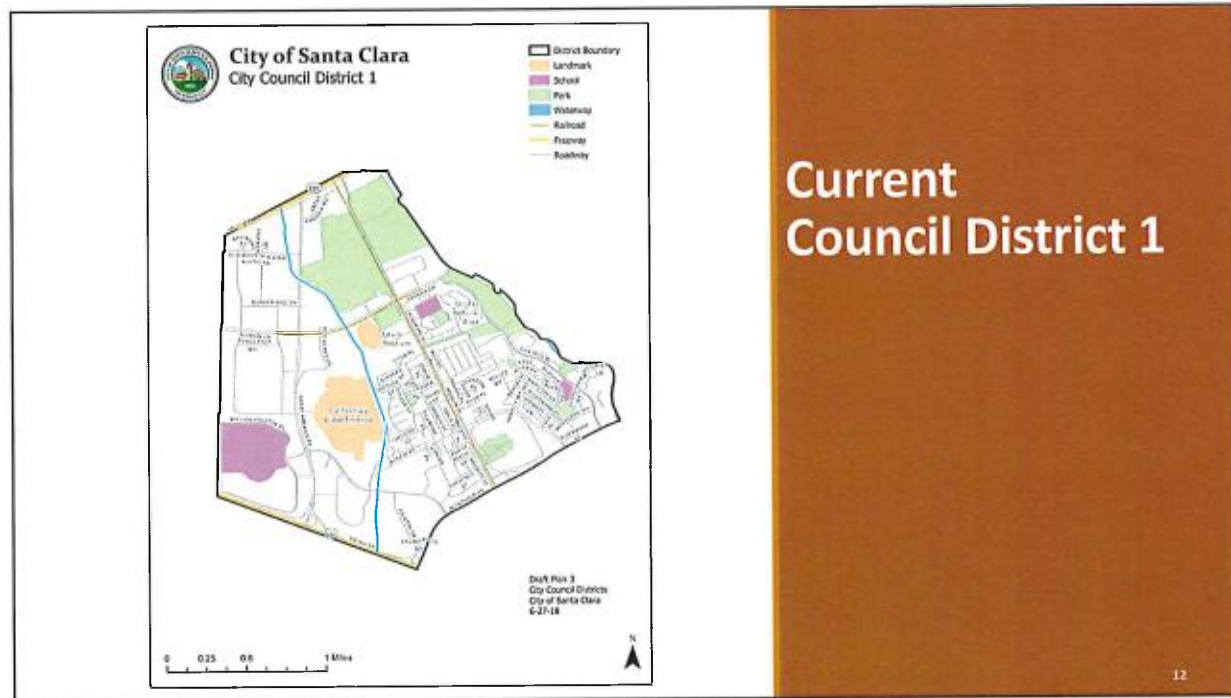




## Current City Council Districts

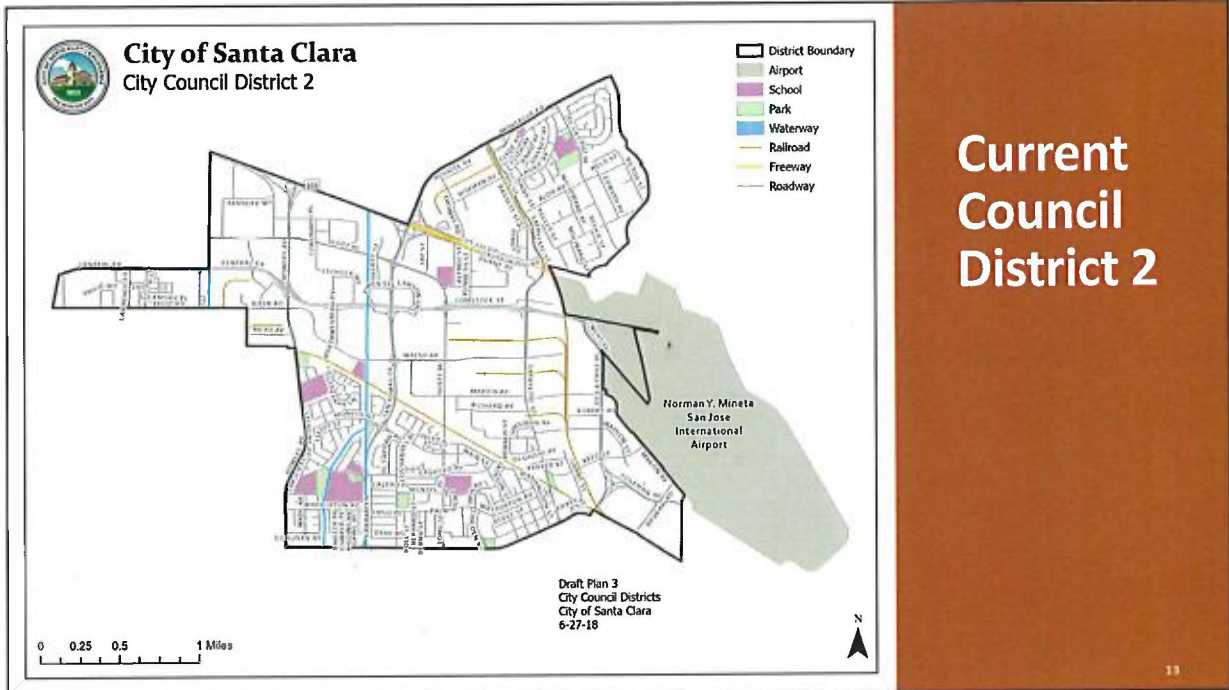
### Satellite View

11

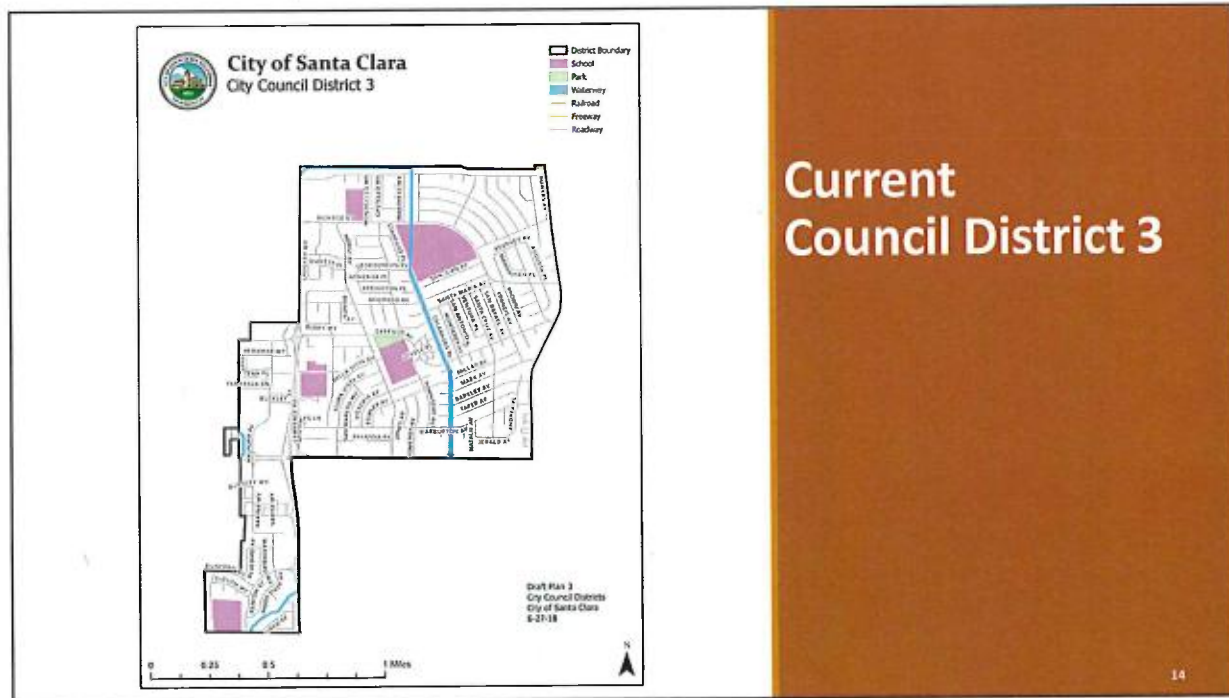


## Current Council District 1

12



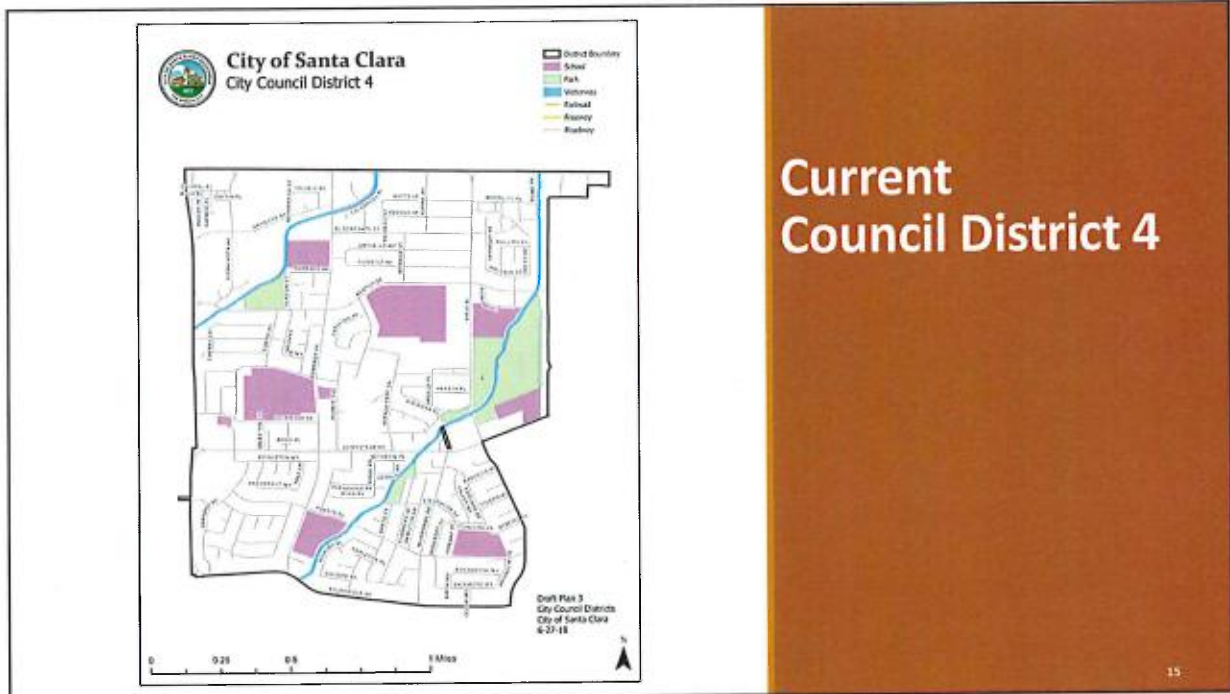
13



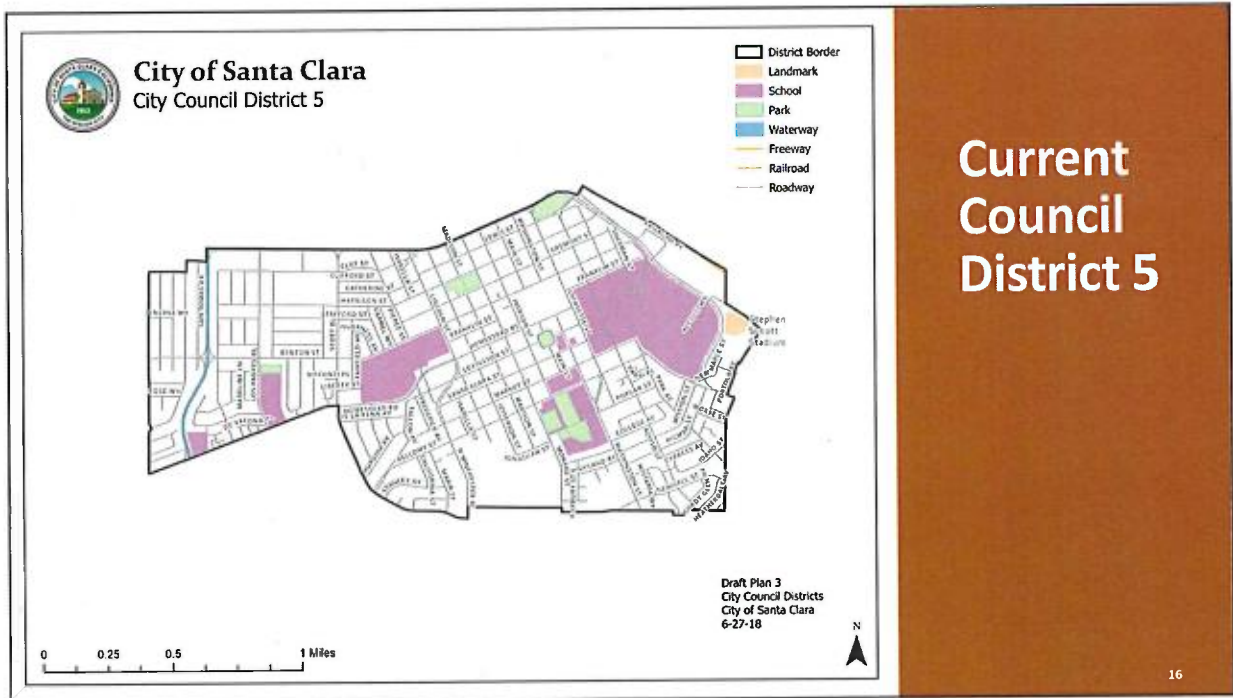
14

## Current Council District 2

## Current Council District 3

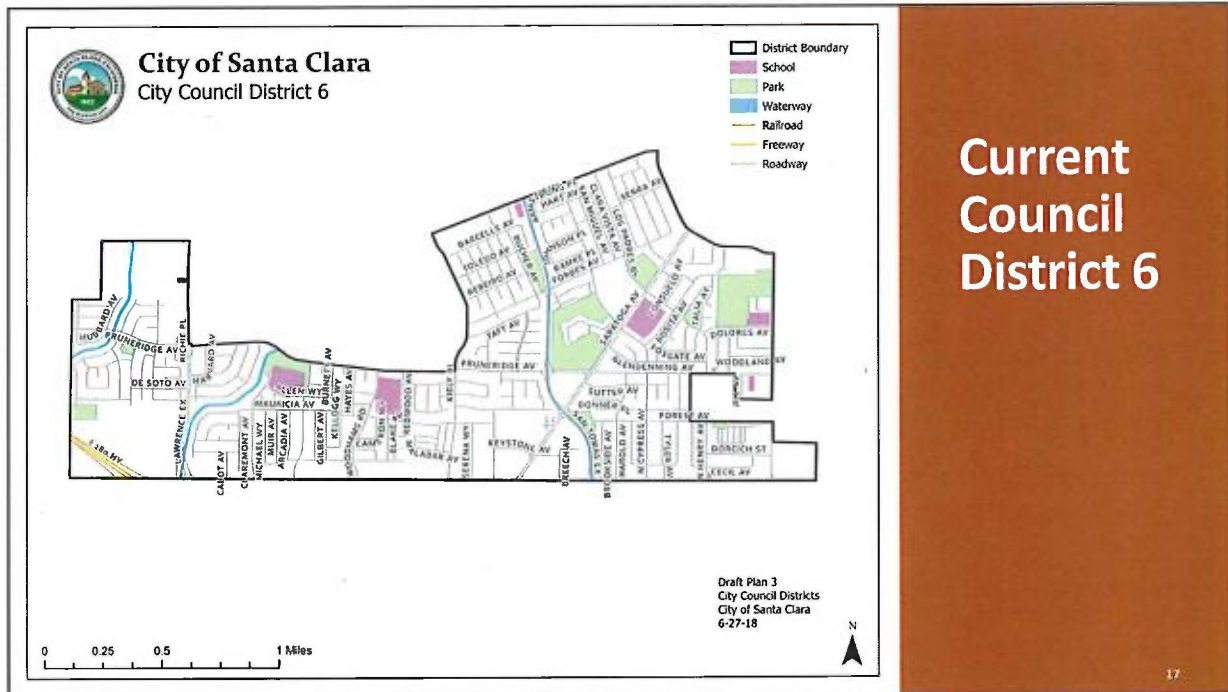


15



16





## Current Council District 6

17

## Legal guidelines that demographers follow:

- ✓ **Federal Law & Supreme Court Decisions:**
  - Population equality
  - Voting Rights Act
  - No Racial Gerrymandering
- ✓ **California Fair Maps Act (AB 849, 2019), as amended by AB 1276 (2020):**
  - Redistricting criteria
  - Public outreach
  - Charter Cities: Elections Code §§ 21620 et seq.

18

18

## California Elections Code Section 21621(a):

*“Following each federal decennial census, and using that census as a basis, the council shall, by ordinance or resolution, adopt boundaries for all of the council districts of the city so that the council districts shall be substantially equal in population as required by the United States Constitution”*

19

19

### #1 Priority: Population Equality

Council Districts need to be fairly equal in population  
(some leeway is permitted)

**Ideal district size** = 1/6 of the 2020 Census population

City of Santa Clara=127,853 total population;  $1/6=21,309$  is  
ideal district size

**Plan deviation** = Difference between the least and most  
populous districts, divided by the ideal trustee size

**10%** deviation is permitted = 2,131 persons ( $21,309 \times 10\%$ )

20

## Current Council Districts using Official 2020 Redistricting Data

### City of Santa Clara Current Plan - Population Balance

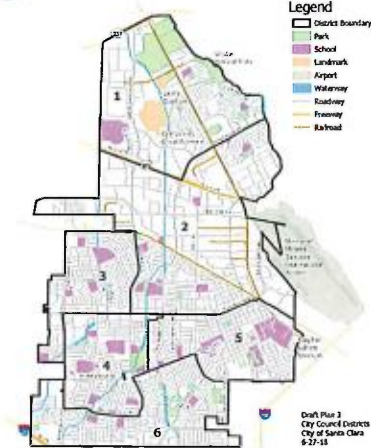
| District     | 2020 Population | Deviation    | % Deviation  |
|--------------|-----------------|--------------|--------------|
| 1            | 19,680          | -1,629       | -7.6%        |
| 2            | 22,752          | 1,443        | 6.8%         |
| 3            | 20,879          | -430         | -2.0%        |
| 4            | 21,564          | 255          | 1.2%         |
| 5            | 20,592          | -717         | -3.4%        |
| 6            | 22,386          | 1,077        | 5.1%         |
| <b>Total</b> | <b>127,853</b>  | <b>3,072</b> | <b>14.4%</b> |

21,309 Ideal Population for City Council District

*Using official redistricting data (2020 Census data adjusted by California's Statewide Database for inmate populations)*



City of Santa Clara  
City Council Districts Map



21

21

## Federal Voting Rights Act (VRA)

### ✓ Federal Voting Rights Act prohibits:

- Districts that have a racially discriminatory effect
- Districts that came about because of discriminatory intent

✓ Section 2: no local government's redistricting map can deny or abridge the right to vote on account of race, color, or membership in a language minority group.

612

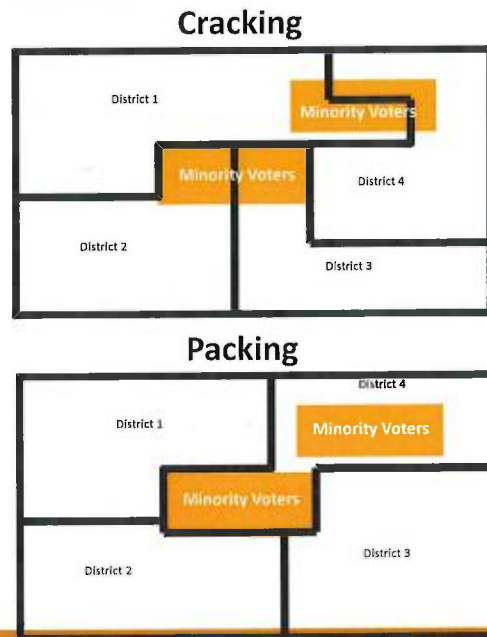
22

22

## The Voting Rights Act “Cracking” and “Packing” are prohibited

“‘Packing’ refers to the practice of filling a district with a supermajority of a given group or party. ‘Cracking’ involves the splitting of a group or party among several districts to deny that group or party a majority in any of those districts.”

-*Vieth v. Jubelirer*,  
541 U.S. 267, 286 n.7 (2004)

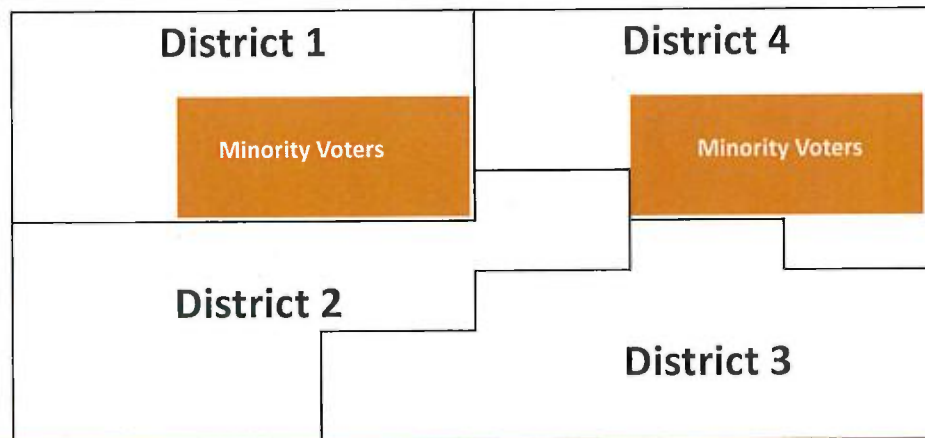


23

23

**Best Practice:** Each orange block representing minority voters is kept intact and in a separate District.

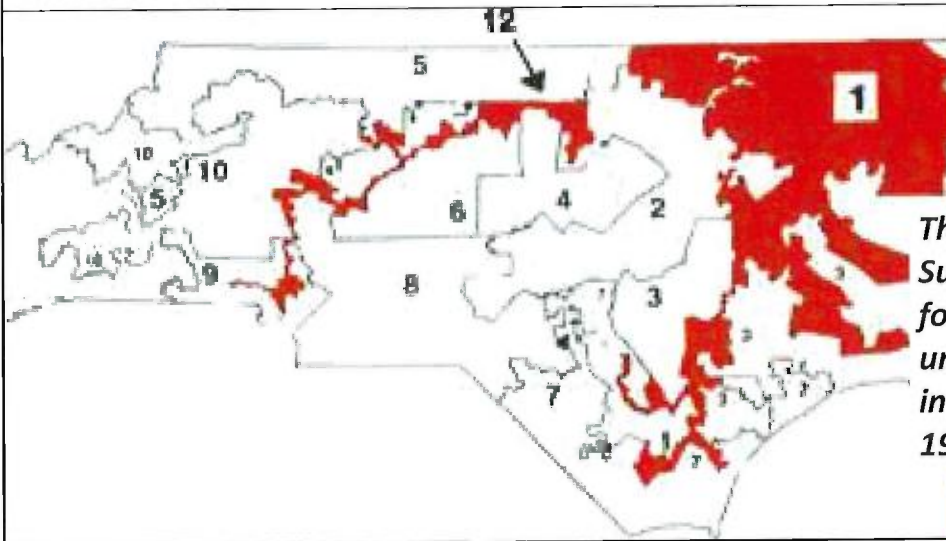
## The Voting Rights Act



24

24

## Racial Gerrymandering is not Permitted: North Carolina's proposed Congressional Districts after Census 1990



*The U.S. Supreme Court found District 12 unconstitutional in Shaw v. Reno, 1993*

25

25

## California's FAIR MAPS Act (AB 849, 2019) applies to cities and counties. It requires that cities:

1. Encourage residents to participate in the redistricting process by
  - Maintaining a redistricting website for 10 years
  - Providing translation services upon request
  - Offering multiple ways for the public to provide testimony and feedback (in writing and electronically)
  - Public access to demographic/mapping data and software

26

26

## **California's FAIR MAPS Act (AB 849, 2019) - continued**

### **The law requires that cities:**

- 2. Hold at least 4 public hearings, with specific protocols**
  - a) At least one meeting held before the IRC and demographers begin to draft maps**
  - b) At least one meeting after 6 pm or on a weekend**
  - c) Meetings have definite start times**
  - d) 5 day's notice for public hearings; Adopted plan must be published and available 7 days prior to adoption**

27

27

## **FAIR MAPS Act criteria, in order of priority, that should/should not be used during plan drawing.**

- 1. Federal Law (population equality, Voting Rights Act)**
- 2. Geographical contiguity**
- 3. Geographic integrity of communities of interest (especially do not split communities of protected groups)**
- 4. Geographic integrity of cities and unincorporated communities**
- 5. Easily identifiable and understood boundaries**
- 6. Geographic compactness**
- 7. No political party considerations**

28

28

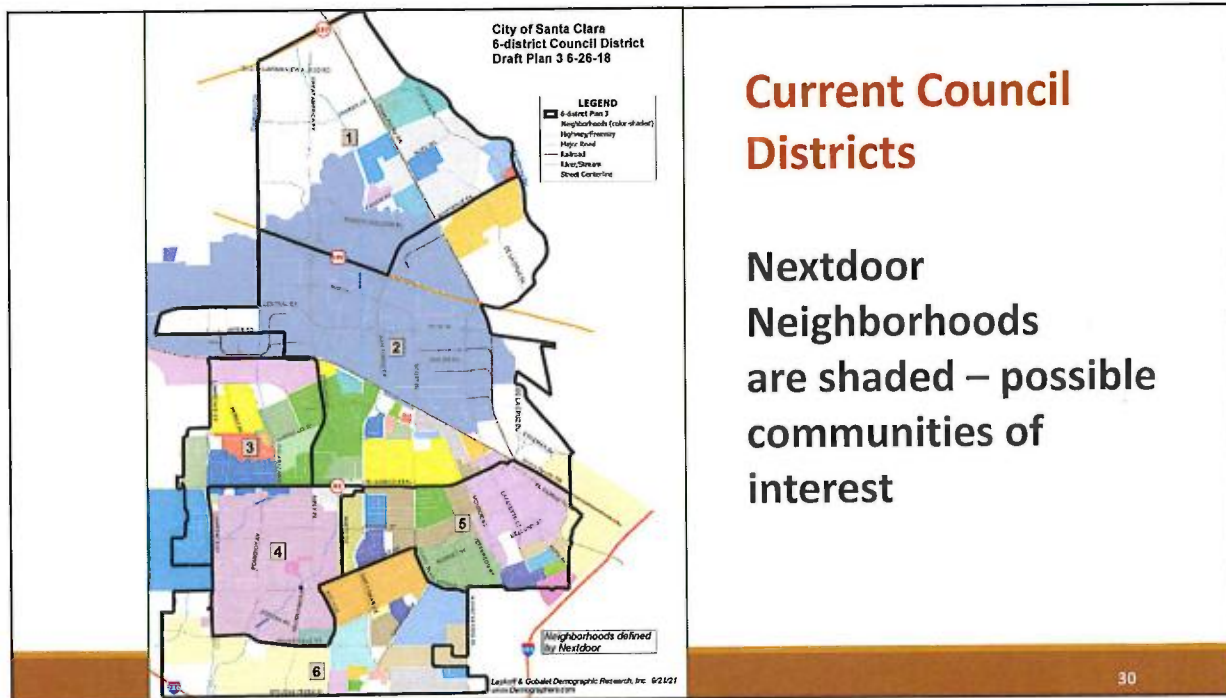
## Communities of Interest (COIs) - Examples

*A “community of interest” is a population that shares common social or economic interests that should be included within a single city council district for purposes of its effective and fair representation. Communities of interest do not include relationships with political parties, incumbents, or political candidates. -AB 1276*

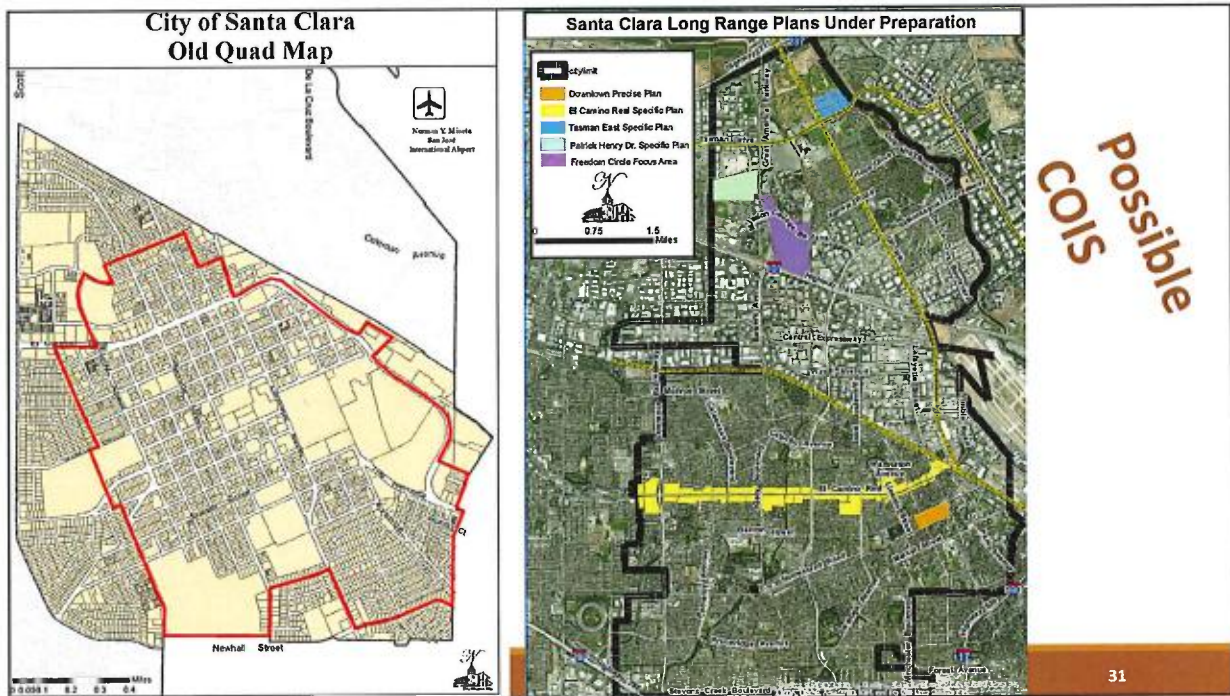
- ❑ Recognized neighborhoods
- ❑ Areas with similar living standards, including similar income and educational levels, similar race/ethnicities

29

29



30



Possible  
COIS

31

**We must comply with the laws, but there are tradeoffs:**

Redistricting criteria can rarely (if ever) be optimized simultaneously.



Demographers identify tradeoffs when comparing scenarios and give impartial evaluations.

**IRC will need to understand tradeoffs & explain them to the public**

32

32



## Timeline

|                          |   |
|--------------------------|---|
| Thursday, Sept. 23, 6pm  | Commission Training   |
| Saturday, Oct. 23, 10 am | Public Hearing - Community of Interest Testimony  |
| Thursday, Dec. 9, 6 pm   | Public Hearing - Community of Interest Testimony  |
| Thursday, Jan. 13, 6 pm  | Public Hearing - Commissioners review draft plans and begin deliberations                         |
| Saturday, Jan. 29, 10 am | Public Hearing - Commissioners continue deliberations and potential adoption of final map         |
| Thursday, Feb. 10, 6 pm  | Public Hearing - If needed, Commissioners continue deliberations; potential adoption of final map |
| Monday, Feb. 28, 6 pm    | Public Hearing - Commission must adopt final map by this meeting                                  |
| March or April, 2022     | Commission Presents to Council; Adoption of Ordinance Amending the District Map                   |

33

33

## Questions?

---

34

# Appendix

35

## Definitions

|   |  |
|---|--|
| Redistricting                           | Adjusting election district boundaries to equalize total populations. Required after each new U.S. Census.   |
| Community of interest                   | Geographical area where people share common social and economic interests and should be in a single District or be considered when drawing boundaries. |
| Advisory Redistricting Commission (ARC) | Appointed group that will recommend a plan to the Board of Supervisors (3 members per Sup. District) in late November                                  |
| Population equality                     | Districts need to have (almost) equal Census 2020 populations  |
| Voting Rights Act                       | Federal law that protects minority voting rights   |
| Gerrymander                             | To design odd-shaped election districts to achieve a purpose like reducing minority voting power or increasing a political party's representation      |
| Deviation/plan deviation                | A measure of how equal the Districts' total populations are  |
| Redistricting criteria                  | Legally required things to consider when drawing boundaries  |

36

36

**Draft Plan 3 data (became the 2018 court-ordered plan) using 2010 Census Data - Plan deviation was = 8.8%**

| Draft Plan 3<br>6 Council Districts                        |                              |  |                           |                           |                           |                 |              |                              |                              |               |                     |
|--|------------------------------|--|---------------------------|---------------------------|---------------------------|-----------------|--------------|------------------------------|------------------------------|---------------|---------------------|
| District   | Census 2010 total population | Deviation (ideal district pop. = 19,411) | % Deviation               | NH Asian                  | NH White                  | Hispanic origin | NH Black     | NH Native American AK native | NH Hawaiian Pacific Islander | NH Other race | NH Other mixed race |
| 1  | 19,271                       | -140                                     | -0.7%                     | 11,811                    | 4,221                     | 2,213           | 591          | 41                           | 72                           | 83            | 239                 |
| 2  | 20,070                       | 659                                      | 3.4%                      | 6,877                     | 5,779                     | 6,125           | 690          | 89                           | 223                          | 53            | 234                 |
| 3  | 18,614                       | -797                                     | -4.1%                     | 7,811                     | 5,815                     | 4,005           | 404          | 99                           | 160                          | 110           | 210                 |
| 4  | 18,649                       | -762                                     | -3.9%                     | 7,719                     | 6,819                     | 3,205           | 503          | 87                           | 81                           | 66            | 169                 |
| 5  | 19,535                       | 124                                      | 0.6%                      | 3,917                     | 10,137                    | 4,343           | 652          | 119                          | 130                          | 64            | 173                 |
| 6  | 20,329                       | 918                                      | 4.7%                      | 7,546                     | 9,255                     | 2,698           | 494          | 57                           | 79                           | 44            | 156                 |
| <b>Total</b>   | <b>116,468</b>               | <b>1,715</b>                             | <b>8.8%</b>               | <b>45,681</b>             | <b>42,026</b>             | <b>22,589</b>   | <b>3,334</b> | <b>492</b>                   | <b>745</b>                   | <b>420</b>    | <b>1,181</b>        |
| Citizen Voting Age Population (CVAP) - estimated 2012-2016 |                              |  |                           |                           |                           |                 |              |                              |                              |               |                     |
| District   | est total CVAP 2012-16       | est NH Asian CVAP 2012-16                | est NH White CVAP 2012-16 | est Hispanic CVAP 2012-16 | est NH Other CVAP 2012-16 | Row Total       |              |                              |                              |               |                     |
| 1  | 9,707                        | 51%                                      | 35%                       | 11%                       | 4%                        | 100%            |              |                              |                              |               |                     |
| 2  | 10,823                       | 27%                                      | 42%                       | 27%                       | 4%                        | 100%            |              |                              |                              |               |                     |
| 3  | 10,018                       | 33%                                      | 46%                       | 19%                       | 2%                        | 100%            |              |                              |                              |               |                     |
| 4  | 10,527                       | 31%                                      | 51%                       | 15%                       | 3%                        | 100%            |              |                              |                              |               |                     |
| 5  | 12,980                       | 14%                                      | 65%                       | 18%                       | 3%                        | 100%            |              |                              |                              |               |                     |
| 6  | 11,982                       | 25%                                      | 61%                       | 11%                       | 3%                        | 100%            |              |                              |                              |               |                     |
| <b>Total</b>   | <b>66,036</b>                | <b>29%</b>                               | <b>51%</b>                | <b>17%</b>                | <b>3%</b>                 | <b>100%</b>     |              |                              |                              |               |                     |