

REDISTRICTING PRINCIPLES

EQUAL POPULATION

congressional districts

- Article 1, § 2 of the U.S. Constitution requires congressional districts be a nearly equal in population as practicable. This difference in population between districts is referred to as the district deviation.
- State legislative districts as well as local districts are required to be “substantially” equal in population allowing them a greater degree of deviation under the Equal Protection Clause of the Fourteenth Amendment. A “safe harbor” of no more than 10% (deviation of the most populated and least populated district) has been presumptively constitutional.

Deviation example for a state legislative or local government district:

Total Pop = 100

of Districts = 5

Ideal District Size = 20

DISTRICT	POP	DEV
District 1 =	20 people (0)	0.00
District 2 =	25 people (+5)	+0.25
District 3 =	18 people (-2)	-0.10
District 4 =	22 people (+2)	+0.10
District 5 =	15 people (-5)	-0.25

TOTAL DEV 0.50 (violates deviation standard of 0.10)

COMPACTNESS

Compactness refers to the shape of a district or the degree to which a district is dispersed from its central core. Several measures are used to derive compactness scores. However, many are immediately

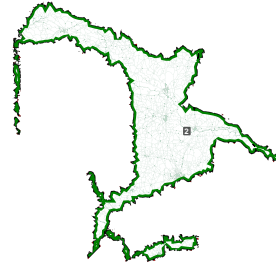
drawn to question a district's compactness when odd or “bizarre” lines and shapes help define the district boundaries.

Compactness Example

Compact



Less Compact



CONTIGUITY

Contiguity basically refers to all parts of a district connected at some point. Basic geographic features like water or mountain ranges may prevent districts from being connected, but those exceptions don't usually violate the compactness standard.

THE VOTING RIGHTS ACT

The Voting Rights Act of 1965 (VRA) is a landmark piece of federal legislation in the United States that prohibits racial discrimination in voting. Specifically, **Section 2** of the VRA prohibits voting practices or procedures that discriminate on the basis of race, color, or membership in one of the language minority groups identified in Section 4(f)(2) of the Act. The Lawyers' Committee and other nonprofit organizations bring Section 2 challenges to the Courts to address adopted redistricting plans in violation of the VRA.

Section 5 of the VRA once required certain areas of the country to obtain preclearance from the U.S. Department of Justice or the U.S. District Court for the District of Columbia for

any changes with reference to voting. Unfortunately, the ***Shelby County v. Holder*** decision in 2013 invalidated this method to combat jurisdictions that had a history of discrimination in voting. Under Section 5 regulations, “covered” states and localities had to demonstrate that enacted plans did not dilute minority voting strength.

PRESERVATION OF COUNTY BOUNDARIES AND OTHER POLITICAL SUBDIVISIONS

States have a longstanding principle of preserving counties and political subdivisions. However, adherence to avoiding splits in counties and cities where possible does not necessarily justify large deviations or the diminution of other redistricting principles.

PRESERVATION OF CORES OF PRIOR DISTRICTS

Preserving cores of prior districts is also a guiding principle as incumbency may be an additional state guideline, as well as ensuring the basic district structures aren’t drastically changed every 10 years.

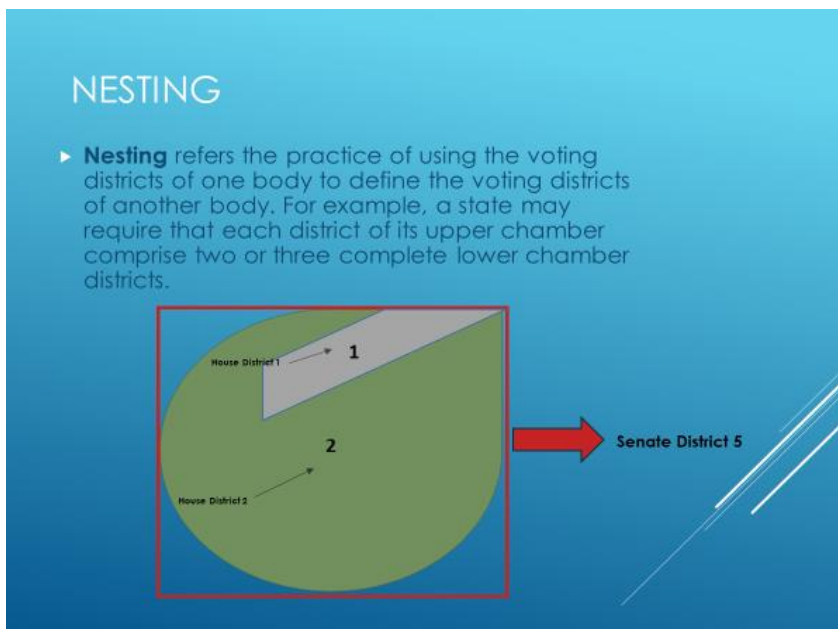
PRESERVATION OF COMMUNITIES OF INTEREST

Communities of interest, though without a clear definition, can be described as communities that have designated commonalities, or “shared” interests, e.g. farmers, students, artists, manufacturing workers, etc. These individuals are geographically near one another and bond over certain mutual activities or concerns.

STATE GUIDELINES

Many states offer additional guidelines that govern how districts may be drawn in a particular state. For example, some states allow multi-member districts for the state legislature whereby one district may elect 2 or more members. This process reduces the number of districts drawn since districts are not relegated to sending one person to the state legislative chamber.

In another example, Maryland uses a process known as “nesting” for the state legislative chamber.



Remember to refer to your state legislature website or other state resources for more information about redistricting

Redistricting Principles For a More Perfect Union

Throughout our history, Americans have aspired to "form a more perfect union." We as a people have sought to achieve a fair, representational democracy where the citizens fairly select their representatives; where our elected officials are responsive to the needs and concerns of their constituents; and where the vestiges of historic and ongoing racial discrimination are removed.

Yet even now, current redistricting practices too often pose new and daunting threats to our democracy's vibrancy, inclusiveness, transparency and accountability of its elected officials. Instead, in many cases, the process is used as a means for those with disproportionate political power to maintain that clout. Closed-door processes exacerbate the disconnect between the self-interested and the ideal of representative democracy. The public is cut out of the process and disillusioned as entrenched forces draw lines to maintain the status quo. The resulting district lines can ignore changes in U.S. demographics, which results in disenfranchisement of communities of color and others. Citizens lose a true sense of ownership of our democracy.

Improved redistricting practices can enhance and expand civic participation, help restore public confidence and participation in elections and governance, and build a modern democracy that serves as a beacon of inclusion and representation.

The undersigned organizations, which are committed to defending our democracy, agree on the following baseline principles to inform redistricting in this decade and future decades, as well as to present a framework upon which to build possible reforms in coming years as we as a nation move toward that more perfect union.

1. Consistent with the requirements of the Constitution, all persons who reside in a state or local jurisdiction -- regardless of age, citizenship, immigration status, ability or eligibility to vote -- should be counted for purposes of reapportionment and redistricting. Districts should be populated equally, as defined by law, counting all residents as constituents to be represented by elected officials.
2. The Census Bureau should continue to improve its outreach and data collection to ensure as full and accurate a count of all communities as possible, including a full and accurate count of the population by race, ethnicity, and national origin. Redistricting decision-makers should use legally-permitted population deviation among districts in state and local redistricting to serve legitimate redistricting considerations, including underpopulation of districts to ensure adequate representation of undercounted communities.
3. Incarcerated or detained persons should be considered residents of their immediate pre-incarceration location or their family residence for purposes of reapportionment and redistricting. The Census Bureau should collect and release the data necessary to implement this principle in all jurisdictions.
4. Compliance with the letter and spirit of the federal Voting Rights Act and its prohibition of vote dilution and of retrogression must remain a primary consideration in redistricting. While the elimination of racial discrimination in voting is a critical goal, that goal and the protection of civil rights are undermined by decision-makers who deny, without sufficient evidentiary proof, the continued existence of factors, including racially polarized voting, that support the creation of

remedial districts under the Voting Rights Act. In light of long-established historical pattern, the prudent course, absent compelling evidence of changed circumstances, is for decision-makers to preserve extant remedial districts under the Voting Rights Act and to create new opportunity districts consistent with growth in relevant populations. Moreover, the requirements of the Voting Rights Act should be viewed as a floor, and not a ceiling, with respect to the voting rights of voters of color in redistricting. To advance these foundational goals, redistricting decision-makers should always make it a priority to exercise their considerable latitude within the law to create coalition and/or influence districts for voters of color where the creation of Voting Rights Act-compliant opportunity districts, in which voters of color comprise the majority of the voting-age population in a district, is not possible.

5. Consideration of communities of interest is essential to successful redistricting. Maintaining communities of interest intact in redistricting maps should be second only to compliance with the United States Constitution and the federal Voting Rights Act as a consideration in redistricting.

6. Transparency in redistricting is essential to a successful process. Meetings of decision-makers, among themselves or with legal and mapping consultants, must be open and accessible to the public in all but the most limited of circumstances.

7. Full access requires the development and implementation of measures to facilitate public attendance and meaningful participation. This includes outreach, informational materials, and interpretation services provided in languages other than English where the constituency involved warrants the provision of such services. This also includes means to permit the participation of constituents in remote locations. All efforts must recognize that certain communities face greater barriers to full participation, and outreach, education, and weighting of input should reflect this recognition. Full access to the redistricting process must also include maximized opportunity for input and participation. This requires facilitating participation through the availability of data and equipment well in advance of the consideration of specific proposals. This also requires timely disclosure of proposed maps being voted upon to allow ample opportunity for public input before adoption. Finally, meaningful participation requires that the decision-making body demonstrate its due consideration of the public input provided.

8. Public confidence in redistricting requires the decision-makers to reflect a broad range of viewpoints and be representative and appreciative of the full diversity of the population. Public confidence is furthered when relevant financial and other information about decision-makers and their paid retained consultants is disclosed. Fairness requires the development of clear conflict-of-interest criteria for disqualification of decision-makers and consultants.

9. Public trust in redistricting requires disclosure of information about any relationships between decision-makers and significant non-decision-making participants. Transparency requires the avoidance of rules that provide an incentive for outside participants to conceal their relationship to incumbents or candidates for the offices being redistricted. Rules that require participants in the redistricting process to disclose information must be applied evenly.

10. Accountability in redistricting requires public access to information about any non-public discussions of redistricting between redistricting decision-makers. This requires advance abrogation of any statutory or common-law legislative privilege that would protect such discussions of redistricting by decision-makers from disclosure during or after conclusion of the process.

Endorsing Organizations

Advancement Project
American Civil Liberties Union (ACLU)
Asian American Legal Defense and Education Fund (AALDEF)
Asian Americans Advancing Justice (AAJC)
Brennan Center for Justice
Campaign Legal Center
CHANGE Illinois
Common Cause
Demos
Lawyers' Committee for Civil Rights Under Law
Lawyers' Committee for Civil Rights of the San Francisco Bay Area
LatinoJustice PRLDEF
Mexican American Legal Defense and Educational Fund (MALDEF)
NAACP LDF
NALEO Educational Fund
Prison Policy Initiative
Sierra Club
Southern Coalition for Social Justice