

# Memorandum



DATE July 30, 2010

TO Honorable Mayor and Members of the City Council

SUBJECT Redistricting 2010/11 Proposed Work Plan and Budget

On Wednesday, August 4, 2010, you will be briefed on the proposed redistricting project work plan and budget. The presentation materials are attached for your review.

If you have questions or need additional information, please let me know.



Mary K. Suhm  
City Manager

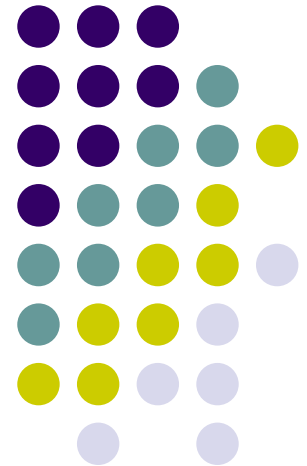
cc: Deborah A. Watkins, City Secretary  
Thomas P. Perkins, Jr., City Attorney  
Craig D. Kinton, City Auditor  
C. Victor Lander, Administrative Judge  
Ryan S. Evans, First Assistant City Manager  
A.C. Gonzalez, Assistant City Manager  
Jill A. Jordan, P.E., Assistant City Manager  
Forest Turner, Assistant City Manager  
Jeanne Chipperfield, Chief Financial Officer  
Frank Libro, Public Information Office  
Helena Stevens-Thompson, Assistant to the City Manager

# Redistricting

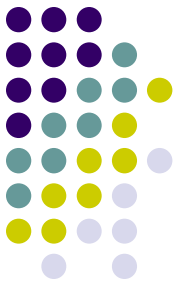
2010/11 Proposed Work Plan & Budget



City Council Briefing  
August 4, 2010

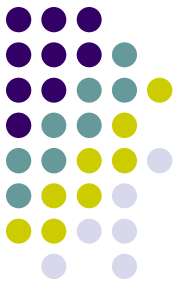


# Purpose



- Provide an overview of the City of Dallas' upcoming redistricting responsibilities
  - Overview
    - Purpose of Redistricting
    - Voting Rights Act of 1965 & Preclearance
    - Redistricting Commission
    - Redistricting Process
  - Proposed Redistricting Timeline & Work Plan
  - Proposed Redistricting Budget
  - Appendix

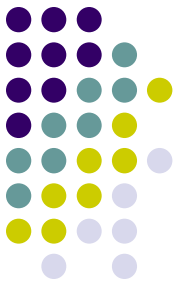
# Redistricting Overview



- Purpose
  - Redistricting is the revision or replacement of existing districts, resulting in new districts with different geographical boundaries.
  - The basic purpose is to equalize the population among electoral districts after publication of the United States census indicates an increase or decrease in or shift of population.
  - Resource: *Texas Legislative Council Guide to 2011 Redistricting*

# Redistricting Overview

## Voting Rights Act of 1965



- Enacted to
  - Ensure that no person is denied the right to vote on account of race or color.
  - Outlaw voting qualifications or prerequisites to voting,
    - Examples:
      - The requirement that voters take literacy tests to qualify for the right to vote
      - The requirement of payment of poll taxes to vote
  - Provide pre-clearance from the United States District Court for the District of Columbia or the Department of Justice for districting plans in areas with a history of voting-related discrimination

# Redistricting Overview

## Voting Rights Act of 1965

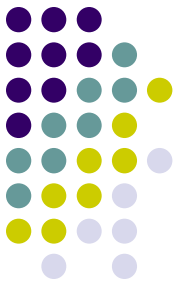


- Redistricting “preclearance” is required in all “covered jurisdictions” – those jurisdictions that were determined to have enforced discriminatory practices
  - Texas falls under this requirement
  - Preclearance requires covered jurisdictions to obtain pre-approval of any changes to voting standards, practices, or procedures before they become legally effective
  - Preclearance can be obtained by
    - Declaratory Judgment Action filed by the covered jurisdiction in the United States District Court for the District of Columbia
      - Seldom used, very costly and time consuming
    - Submitting the districting plan to the Civil Rights Division of the Department of Justice
      - Most common, least expensive

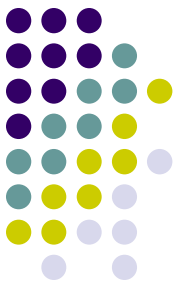
# Redistricting Overview

## Voting Rights Act of 1965

- Covered jurisdictions
  - Entire state
    - Alabama
    - Alaska
    - Arizona
    - Georgia
    - Louisiana
    - Mississippi
    - South Carolina
    - Texas
    - Virginia
  - Political subdivisions/partial coverage
    - California
    - Florida
    - Hawaii
    - Idaho
    - Michigan
    - New York
    - North Carolina
    - South Dakota



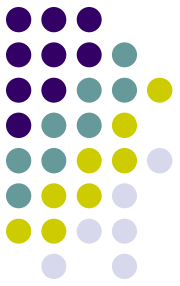
# Redistricting Commission



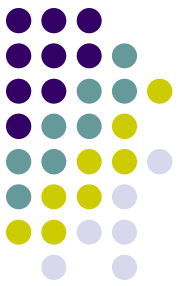
- Dallas City Charter Requirements
  - Each member of the City Council shall appoint one member of the redistricting commission
    - The Mayor shall designate the chair, subject to confirmation by a majority of the City Council.
    - The City Council and the Mayor shall provide fair and balanced representation of all geographical areas of the city in the redistricting process and provide a total membership that reflects the racial and ethnic makeup of the city's population
  - Appointed members serve a term that will end upon completion of the commission's work



# Redistricting Commission

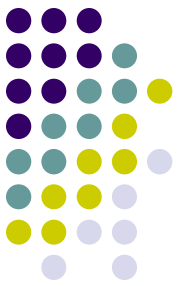


- Dallas City Charter Requirements
  - Redistricting Commission members
    - Each member must meet all basic requirements for service on a City of Dallas board or commission
    - Each member shall meet the requirements of Chapter 8 and 12A of the City Code
    - A member of the city council is not eligible for appointment to the redistricting commission
    - A member of the redistricting commission is not eligible to be a candidate for a place on the city council in the next succeeding general election of the city
    - A member of the redistricting commission may not be appointed or elected to the city council or to any other official board or commission of the city for a period of one year after service on the redistricting commission



# Redistricting Process

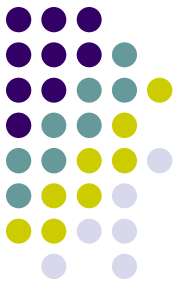
- Dallas City Charter Requirements
  - The Redistricting Commission will hold sessions, including public hearings, to develop, prepare, and recommend a districting plan that proposes the respective boundaries of the 14 districts comprising the Dallas City Council
  - Upon completion, the Redistricting Commission shall file its recommended districting plan with the Mayor
  - Mayor will present the recommended plan at the next city council meeting



# Redistricting Process

- Dallas City Charter Requirements
  - Council shall approve or modify and approve the plan within 45 days after receipt from the Mayor
  - If no action is taken, the plan recommended by the Redistricting Commission becomes final and the City Attorney will forward the plan to the Department of Justice for preclearance
    - The Department of Justice has 60 days to review the plan and interpose any objections
  - After 60 days, with no objections, the plan is considered to be effective
    - The effective districting plan must be implemented at the next general election
    - Election must be held at least 90 days after the plan becomes effective

# Proposed Redistricting Timeline



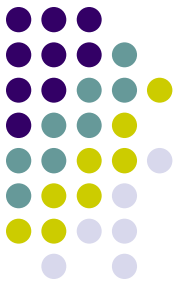
- **August- November 2010**

- Establish Redistricting Project Office
- Redistricting staff hired
- Redistricting staff training
  - GIS mapping and redistricting simulation exercises
  - ArcView software (see appendix)
  - Redistricting regulations and open meetings requirements
  - Service area and council district tours

- **December 2010**

- Redistricting Project Office opens
- Census Population Count delivered to the President for apportionment per federal law

# Proposed Redistricting Timeline



- **January 2011**
  - City of Dallas Redistricting Commission appointed
- **February 2011**
  - Redistricting Commission Retreat
    - Team Building
    - Familiarization with city charter and commission expectations
    - Software Training
  - Redistricting Commission holds first meeting
    - Redistricting guidelines developed – will provide the Commission with a framework within which to draw new district lines
    - A copy of the 2001 approved guidelines can be found in the appendix section of this presentation
  - City Council software training

# Proposed Redistricting Timeline



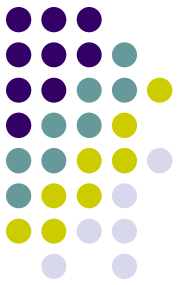
- **March – August 2011**

- Redistricting Commission meetings
  - The 2001 Redistricting Commission met once per week and more frequently (twice per week) nearer to finalization of plan
  - The 2011 Redistricting Commission will determine its meeting schedule

- **March 2011**

- Census data delivered to states per federal law
  - No later than April 1
- Staff presentation of census results to Redistricting Commission/City Council
- Commission presents recommended redistricting criteria guidelines for approval
  - During the 2001 redistricting project the Redistricting Commission presented suggested guidelines to the Legislative Affairs Committee and then to the full council

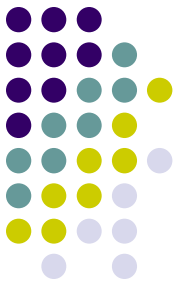
# Proposed Redistricting Timeline



- **Early April 2011**
  - City Council consideration of a resolution adopting redistricting guidelines
- **April – July 2011**
  - Public hearings held on alternative redistricting plans
- **August 2011**
  - Redistricting Commission completes work and files recommended districting plan with the Mayor

(Dallas City Charter, Chapter IV, Section 5 (b)(3))

# Proposed Redistricting Timeline



- **September 2011**

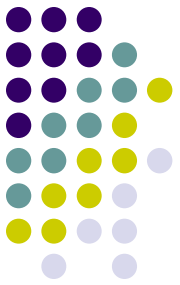
- Mayor presents recommended plan to the City Council at its next meeting (Dallas City Charter, Chapter IV, Section 5(b)(3))
  - This begins the 45 day countdown for final adoption, or modification and adoption, of the plan by the City Council

- **October/November 2011**

- City Council takes action on recommended plan
  - If no action is taken within the 45 period the recommended plan of the Redistricting Commission becomes the final districting plan for the city.
- City Attorney's Office submits City Council-approved districting plan to the Department of Justice for approval
  - **Department of Justice has 60 calendar days to review**
  - Extensions may be required by Department of Justice if additional time is needed



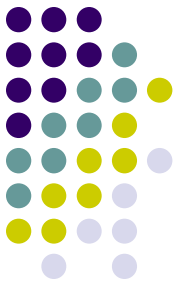
# Proposed Redistricting Timeline



- **January/February 2012**
  - End of 60-day review period required by Department of Justice
    - Plan must be in effect 90 days prior to the next City Council election
- **May 2013**
  - City Council election under new district plan

# Redistricting FY2001/02

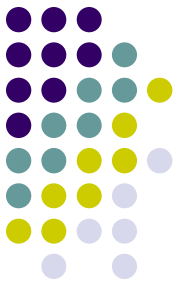
Approved Budget: \$712,324.00



- The approved budget for the 2001/02 redistricting effort funded
  - Support staff (7 FTEs)
  - Attorney (1 FTE)
  - Computer lab and mapping software
  - Training
  - Supplies and materials

# Redistricting FY2010/11

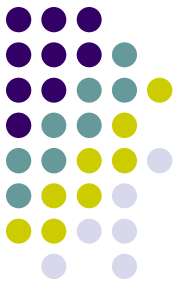
Proposed Budget: \$649,358



1000	Salaries & Benefits	\$441,160.00
2000	Supplies & Materials	\$41,401.00
3000	Services & Charges	\$166,797.00
4000	Capital Outlay	\$0.00
5000	Reimbursements	\$0.00
		<b>\$649,358.00</b>

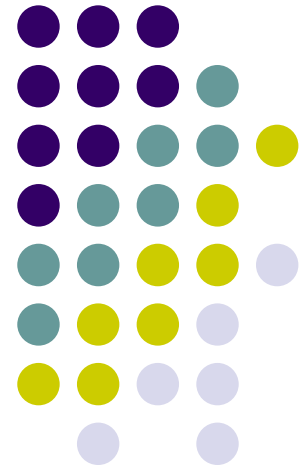
- Project Staff (6 FTEs)
  - Project Staff
    - Manager, (2) Coordinators, Demographer, Office Assistant
  - Attorney
- Equipment and supplies
  - Plotter and materials for printing large maps
  - ArcView software and licenses
- Utilization of COD department professional services
  - Continuous project support (GIS)

# Redistricting Project Staff



- Responsible for
  - Providing legal guidance for duration of the project (attorney only)
  - Data management
  - Providing support to the Redistricting Commission through the coordination of
    - Necessary trainings
    - Staffing Commission and public meetings
  - Making changes to and printing maps as directed by the Redistricting Commission and/or City Council
  - Troubleshooting software problems and providing technical support for the Redistricting Commission lab
  - Ensuring proper archiving of all materials, official documents, and maps

# Appendix



# Appendix A

## Dallas City Charter: Chapter IV, Section 5

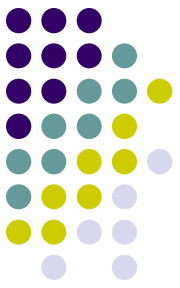


- Redistricting Commission

- (a) The city shall be divided into 14 districts, known as Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, and 14.
- (b) Redistricting commission.
  - (1) Not later than the date of receipt of any federal census, each member of the city council shall appoint one member of a redistricting commission. The mayor shall designate the chair of the redistricting commission, subject to confirmation by a majority of the city council. In making such appointments, the city council and the mayor shall, as nearly as may be practicable, provide fair and balanced representation of all geographical areas of the city in the redistricting process and provide a total membership that reflects the racial and ethnic makeup of the city's population. Members of the redistricting commission shall be appointed to serve a term that will end upon completion of the commission's work.
  - (2) A member of the city council is not eligible for appointment to the redistricting commission. A member of the redistricting commission is not eligible to be a candidate for a place on the city council in the next succeeding general election of the city, and may not be appointed or elected to the city council or to any other official board or commission of the city for a period of one year after service on the redistricting commission.

# Appendix A

## Dallas City Charter: Chapter IV, Section 5 (con't)

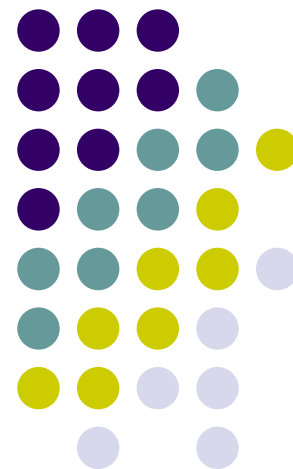


- (b) Redistricting commission con't
  - (3) The redistricting commission shall promptly convene in such sessions as are necessary, including public hearings, to develop, prepare, and recommend a districting plan that proposes the respective boundaries of the various districts comprising the city council under this Charter. Upon completion of its work, the redistricting commission shall file its recommended districting plan with the mayor. The mayor shall present the recommended plan to the city council at its next meeting. The city council shall adopt the plan as submitted or shall modify and adopt the plan, in either case within 45 days of receipt by the mayor. If neither of such actions is taken within 45 days, then the recommended plan of the redistricting commission will become the final districting plan for the city.
  - (4) The districting plan developed in accordance with this section must be implemented at the next general election of the city council conducted at least 90 days following the date the final districting plan becomes effective for the city. (Amend. of 8-12-89, Prop. Nos. 1 and 4; Amend. of 5-1-93, Prop. No. 1; Amend. of 11-8-05, Prop. No. 7)

# Appendix B

## 2001 Redistricting Guidelines

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## Redistricting Guidelines for 2001

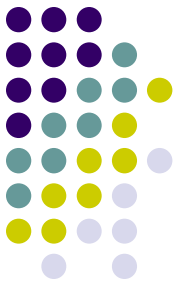
The following criteria shall be observed, to the greatest extent possible, in the refiguring of district boundaries:

- a. The districts should be configured so that they are relatively equal in the total population according to the 2000 federal census. In no event should the total deviation between the largest and the smallest district exceed ten percent.
- b. The districts should be geographically compact and composed of contiguous territory. Compactness and contiguity, however, involve a functional as well as geographic dimension. Functional compactness and contiguity includes but are not limited to consideration of factors such as:
  - ✓ the availability of transportation and communication.
  - ✓ the existence of common social, cultural, community and economic interests.
  - ✓ the ability of the citizens of a council district to relate to each other and to their representative on the council and the ability of the council member to relate effectively to his or her constituency.
  - ✓ the existence of shared interests, including a history and tradition of working together.
- c. Communities of interest should be maintained in a single district, where possible; and attempts should be made to avoid splitting neighborhoods.
- d. Where possible, easily identifiable geographic boundaries and other unique geographical configurations should be followed.
- e. Districts may not be created that split up a minority community if:
  - ✓ a reasonably compact district could be drawn in which voters of the minority group could constitute a majority of the electorate,
  - ✓ the minority community is politically cohesive and usually votes together, and
  - ✓ other voters in the area generally vote as a bloc against the minority community's preferred candidates.
- f. As required under the Voting Rights Act, voting strength of racial and language minorities should not be diminished.
- g. Districts may not be drawn predominately on the basis of race; while race may be a factor in drawing districts, due consideration must be given to other traditional districting criteria.

- h. The new plan should, to the extent possible, be based on the existing council districts.
- i. Consideration should be given to the preservation of incumbent-constituency relations by recognition of the residence of existing members of the council and their history in representing certain areas; e.g. incumbents' districts shall be preserved to the greatest extent possible.
- j. Contests between incumbents should be avoided.
- k. Consideration should be given to any other criteria unique to Dallas as determined by the City Council and the Redistricting Commission.
- l. The commission acknowledges that traditional redistricting principles may conflict with one another.
- m. The commission intends to apply the guidelines as consistently as possible to all districts.

# Appendix C

## ArcView Software



- **ArcView** and **Districing ArcView** add on component are geographic information system (GIS) software for visualizing, managing, creating, and analyzing geographic data.
- Software allows users to:
  - Redraw political boundaries
  - Define districts for voting, schools, and fire services
  - Analyze statistics and data concerning population densities, housing breakdowns, income, and race
  - Author maps and interact with data by generating reports and charts
  - Print and embed maps into other documents and applications
  - Build process models, scripts, and workflows to visualize and analyze data
  - Read, import, and manage more than 70 different data types and formats including demographics, facilities, CAD drawings, imagery, Web services, multimedia, and metadata
  - Communicate more efficiently by printing, publishing, and sharing GIS data and dynamic content with others
  - Use tools such as Find, Identify, Measure, and Hyperlink to discover information not available when working with static paper maps
  - Make better decisions and solve problems faster