

REDISTRICTING IN LOUISIANA

September 17, 2021

Joint Governmental Affairs Committee Meeting

Overview

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- Apportionment
- 2020 Census Population and Population Trends
- Data Validation
- Population Allocation & Aggregation
- Redistricting terms, concepts, and law
- Redistricting Criteria
- Malapportionment Statistics & Illustrative Maps
- Timeline

Apportionment

Method of Equal Proportions

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- The primary mandate behind the conduct of the federal decennial census is the apportionment of the seats in the U.S. House of Representatives. Since the first census in 1790, five methods of apportionment have been used.
- The current method is called the Method of Equal Proportions and was adopted by Congress in 1941. This method assigns seats in the House of Representatives according to a priority value. The priority value is determined by multiplying the population of a state by a multiplier.
- First, each of the 50 states is given one seat out of the current total of 435. The next, or 51st seat, goes to the state with the highest priority value and becomes that state's second seat. This continues until all 435 seats have been assigned to a state.

Louisiana

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- ❑ On April 26, 2021, the Census Bureau released the apportionment data file following the 2020 federal decennial census
- ❑ Louisiana's Apportionment Population is 4,661,468 (included in this figure are 3,711 overseas military and civilian personnel and family members attributable to Louisiana)
- ❑ Louisiana's Resident Population is 4,657,757 (this is the state population number used to determine the "ideal" district population of each district in the various statewide redistricting plans)
- ❑ On May 3, 2021, the Clerk of the United States House of Representatives informed the Governor that Louisiana was entitled to 6 congressional seats in the U.S. House for 118th Congress and until the next apportionment takes effect

**APPORTIONMENT DATA
AND
P.L. 94-171 DATA FOR LOUISIANA**

State Level: 2020 Census Apportionment Data

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□ April 26, 2021: Census Data Release:

1. Apportionment Population

- Includes overseas personnel and dependents
- For allocation of the 435 Congressional Districts
 - **+2 = TX**
 - **+1 = CO, FL, NC, MT and OR**
 - **-1 = CA, IL, MI, NY, OH, PA and WV**

2. Resident Population

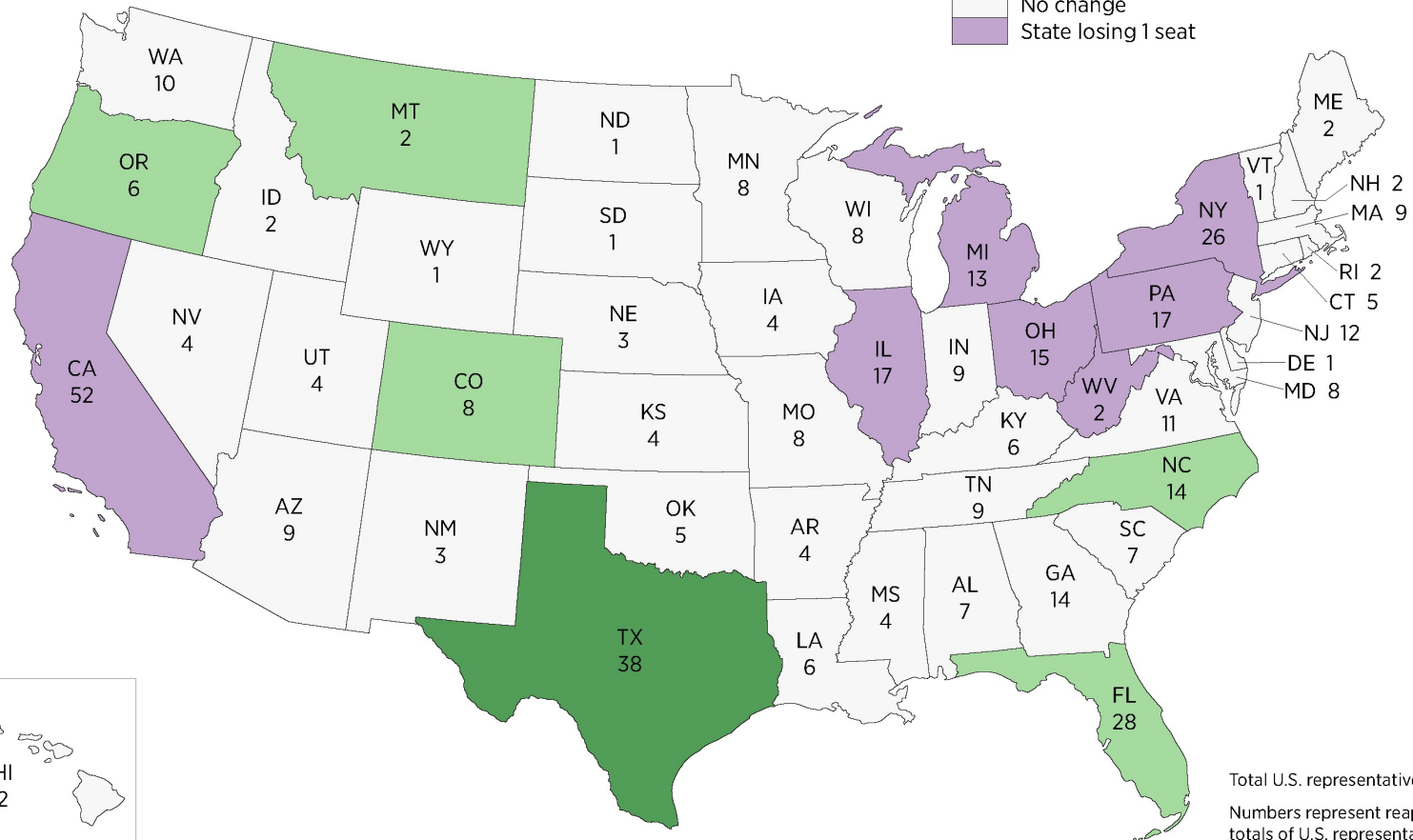
- Includes only the population at the state level in the respective states

Apportionment of the U.S. House of Representatives Based on the 2020 Census



Change from 2010 to 2020

- State gaining 2 seats
- State gaining 1 seat
- No change
- State losing 1 seat



Total U.S. representatives: 435
Numbers represent reapportioned totals of U.S. representatives.

Louisiana's 2020 Census Resident Data

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□ Census 2020 Resident Data:

■ Louisiana Growth Rate: **2.74%**

■ United States Growth Rate: **7.35%**

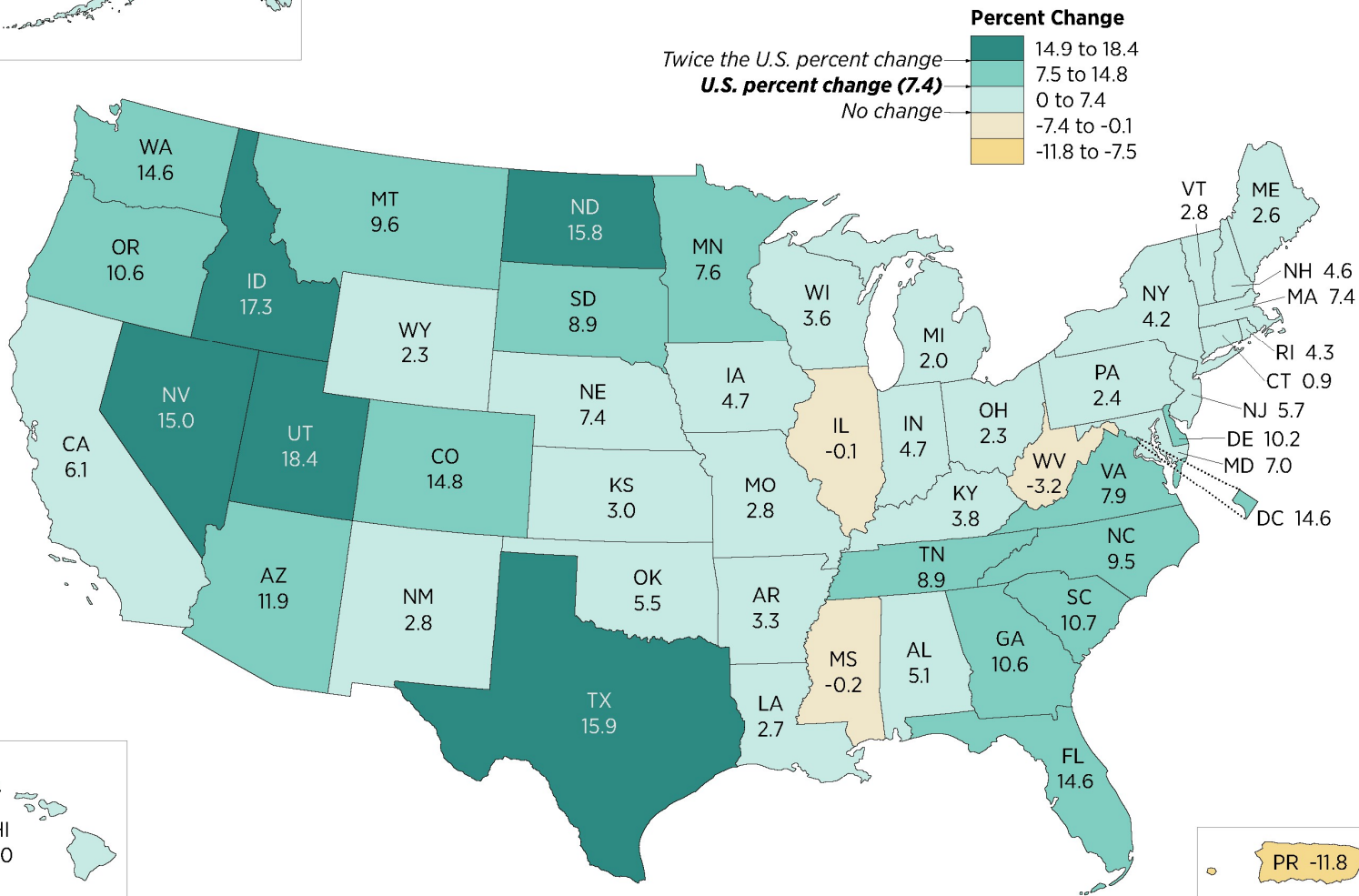
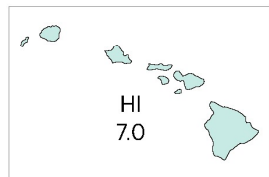
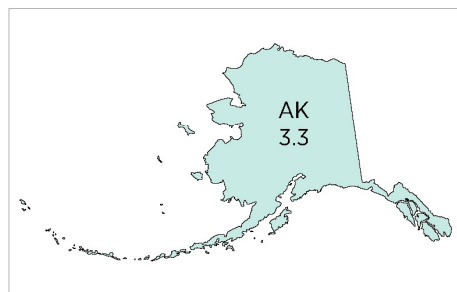
■ Southern Region Growth Rate: **10.22%**

■ *AL, AR, DE, DC, GA, KY, LA, MD, MS, OK, SC, TN, VA*

■ *FL (1), NC (1), and TX(2)*

■ *WV (1)*

Percent Change in Resident Population for the 50 States, the District of Columbia, and Puerto Rico: 2010 to 2020



Census: Actual vs Estimates

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- *1999 LA Census Estimate:* 4,460,811 (5.71%)
- **2000 LA Census Population:** 4,469,035 (5.90%)
- *2009 LA Census Estimate:* 4,491,648 (0.51%)
- **2010 LA Census Population:** 4,533,372 (1.44%)
- *2019 LA Census Estimate:* 4,648,794 (2.55%)
- **2020 LA Census Population:** 4,657,757 (2.74%)

Louisiana's 2020 Census Redistricting Data

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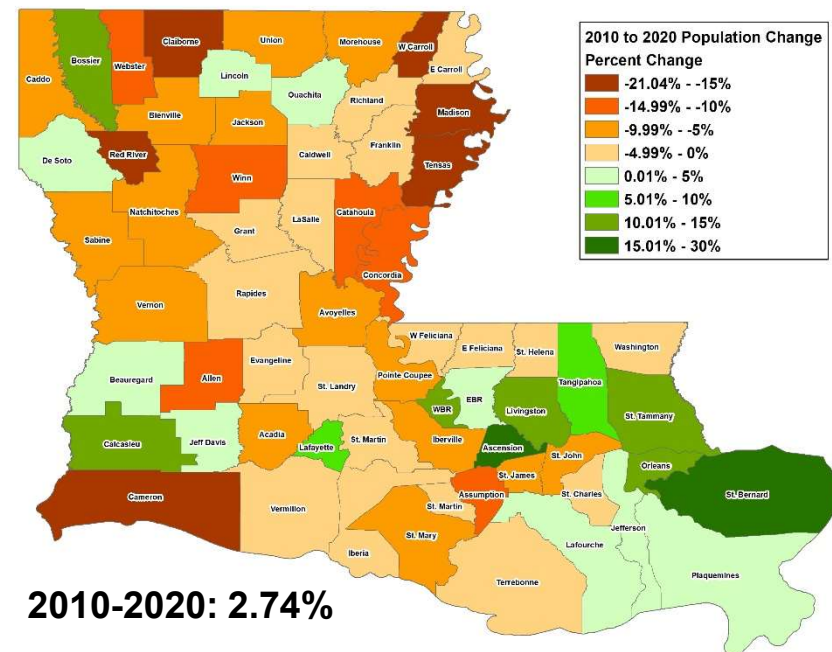
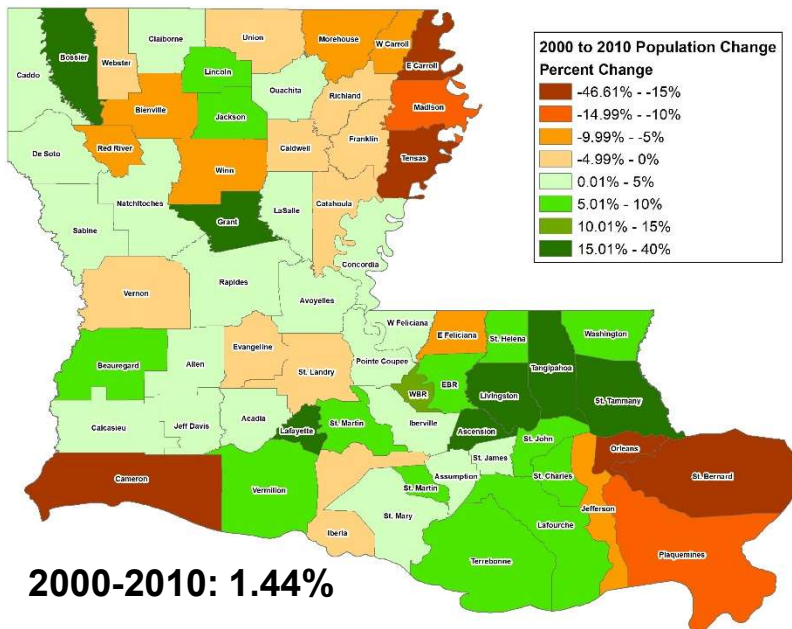
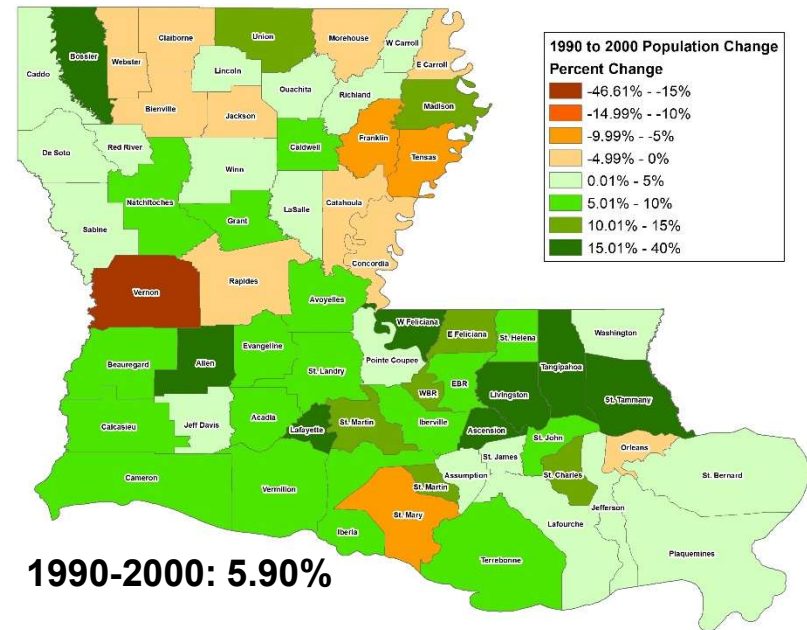
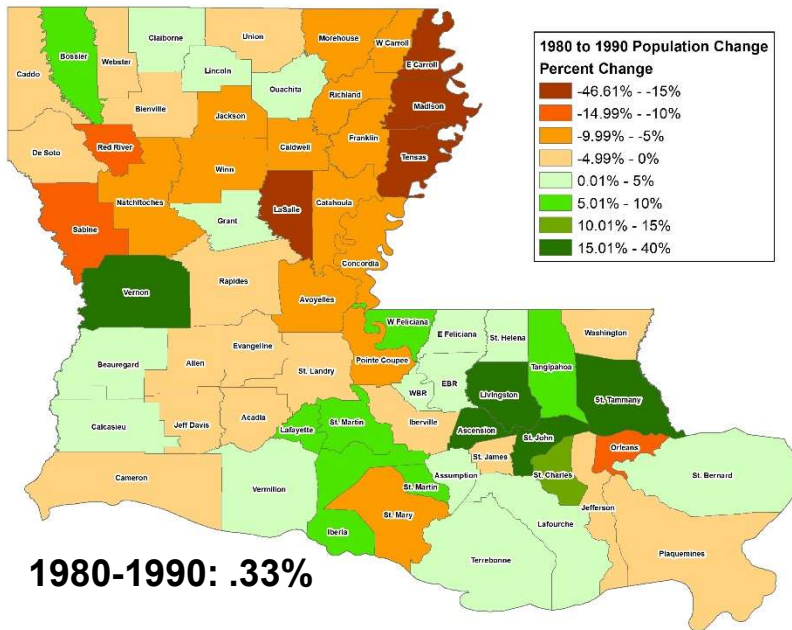
□ Louisiana's Redistricting Data:

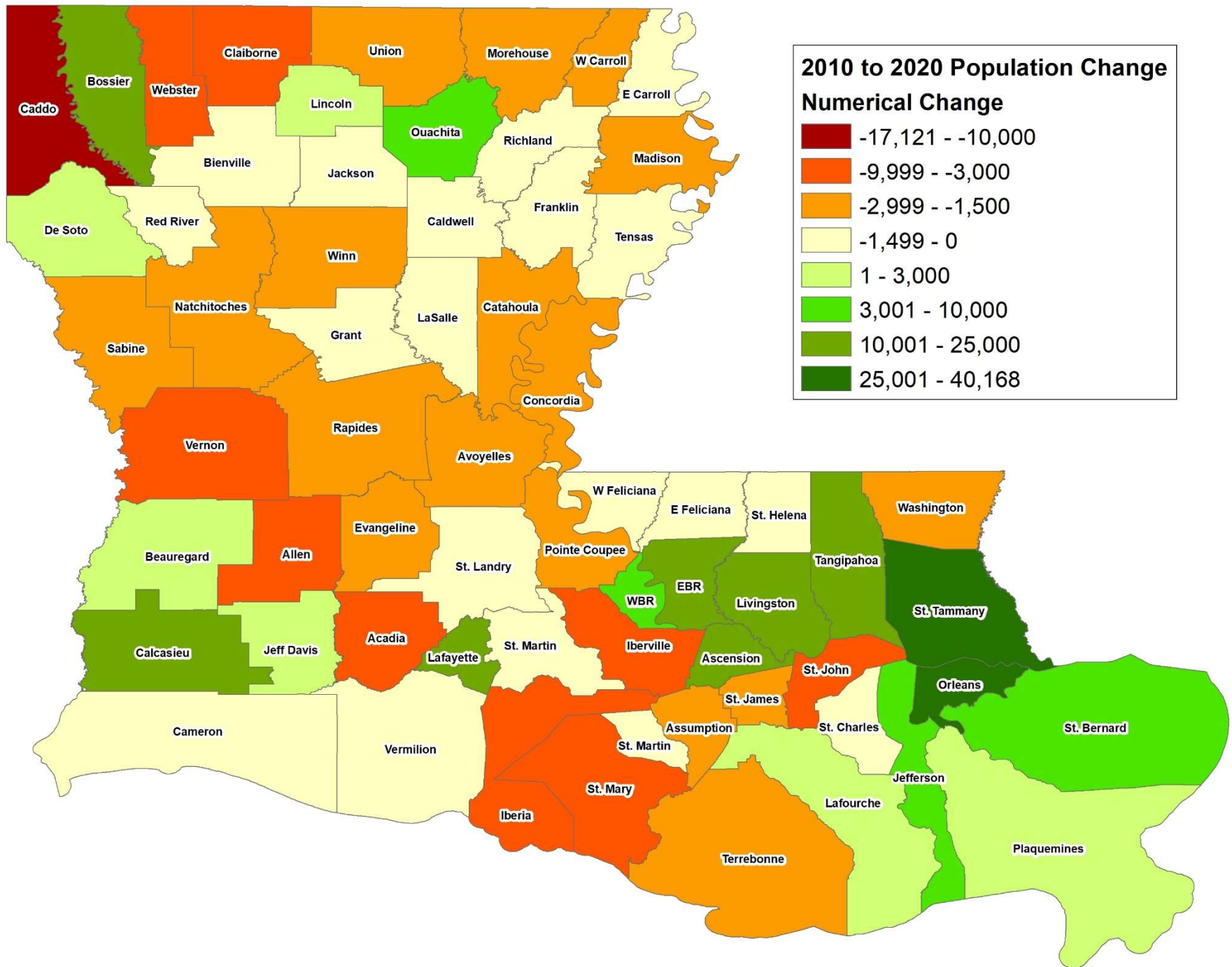
- Released on **August 12** in a legacy format
 - Sub-State Level Data Release
 - P.L. 94-171 Redistricting Data
- Released on **September 16** in easier-to-use formats and available through the Census Bureau's primary data dissemination tool at data.census.gov.

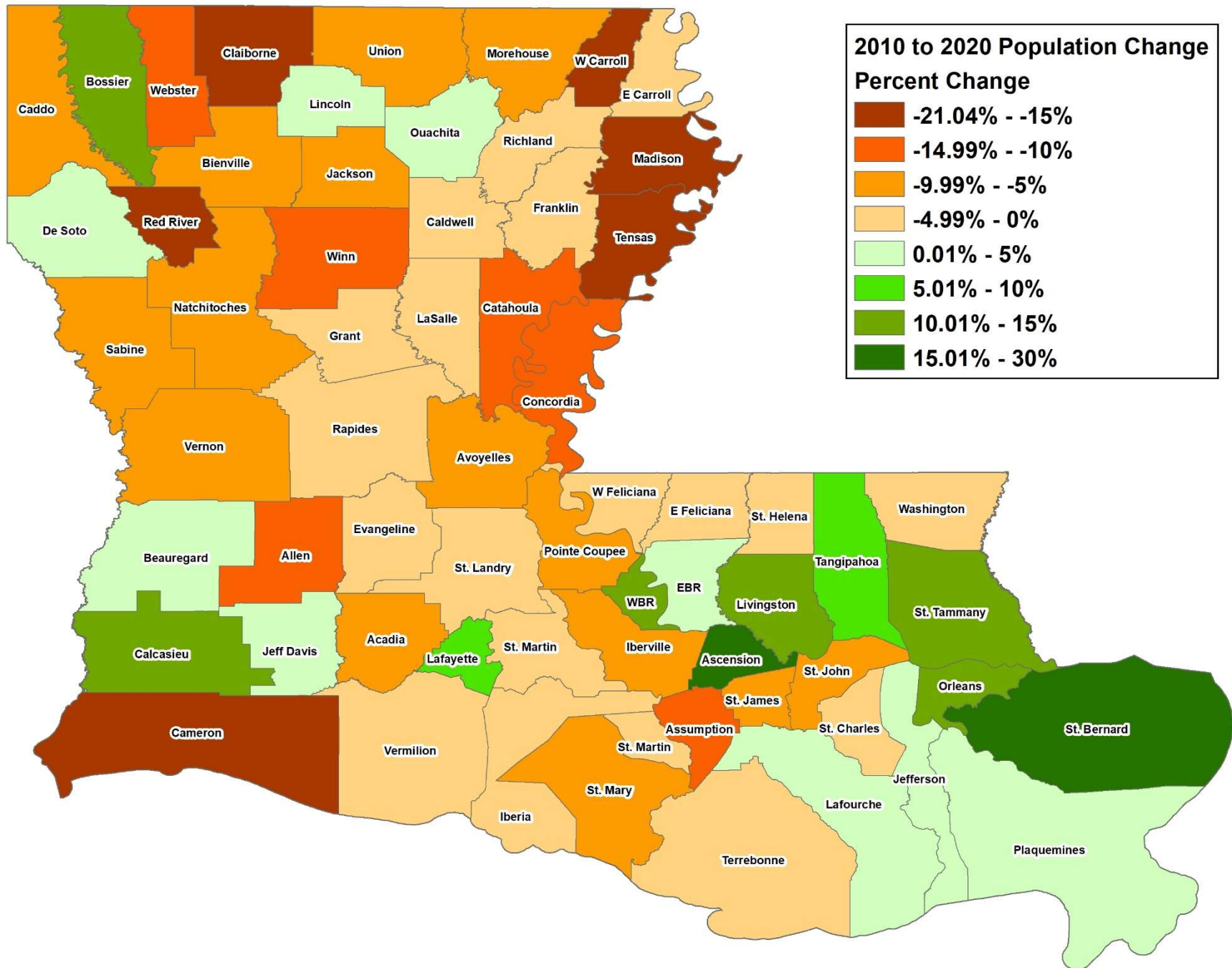
□ Demographic Trends:

- Continuation of Intra-State **Population Shifts**
- Continuation of Population **Composition Change**
- Increasing Diversity Within Louisiana

1980 to 2020 Census Population Changes







Census 2010 to 2020

Parish Population Numerical Decline

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Parish	Change	% Change
Caddo	(17,121)	-6.71%
St. Mary	(5,244)	-9.60%
Webster	(4,240)	-10.29%
Acadia	(4,197)	-6.79%
Vernon	(3,584)	-6.85%
St. John	(3,447)	-7.51%
Iberia	(3,311)	-4.52%
Iberville	(3,146)	-9.42%
Claiborne	(3,025)	-17.59%
Allen	(3,014)	-11.70%
Assumption	(2,382)	-10.17%
Avoyelles	(2,380)	-5.66%

Census 2010 to 2020

Parish Population Numerical Growth

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Parish	Change	% Change
Orleans	40,168	11.68%
St. Tammany	30,830	13.19%
Calcasieu	24,017	12.46%
Lafayette	20,175	9.11%
Ascension	19,285	17.99%
EBR	16,610	3.77%
Livingston	14,256	11.14%
Tangipahoa	12,060	9.96%
Bossier	11,767	10.06%
Jefferson	8,229	1.90%
St. Bernard	7,867	21.92%
Ouachita	6,648	4.32%

Census 2020

Top 12 Census Place Population

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Census Place	2010	2020	# Growth	% Growth
New Orleans	343,829	383,997	40,168	11.68%
Baton Rouge	229,493	227,470	(2,023)	-0.88%
Shreveport	199,311	187,593	(11,718)	-5.88%
Metairie	138,481	143,507	5,026	3.63%
Lafayette	120,623	121,374	751	0.62%
Lake Charles	71,993	84,872	12,879	17.89%
Kenner	66,702	66,448	(254)	-0.38%
Bossier City	61,315	62,701	1,386	2.26%
Monroe	48,815	47,702	(1,113)	-2.28%
Alexandria	47,723	45,275	(2,448)	-5.13%
Houma	33,727	33,406	(321)	-0.95%
Prairieville	26,895	33,197	6,302	23.43%

DEMOGRAPHIC TRENDS

Census 2010 to 2020 Demographic Change

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2010 Census Population						
Total Population	White	Black	Asian	Am Indian	Other	Hispanic
4,533,372	2,836,192	1,486,884	81,551	46,553	82,191	192,559
	62.56%	32.80%	1.80%	1.03%	1.81%	4.25%
2020 Census Population						
Total Population	White	Black	Asian	Am Indian	Other	Hispanic
4,657,757	2,657,652	1,543,119	107,288	87,060	262,638	322,549
	57.06%	33.13%	2.30%	1.87%	5.64%	6.92%
2010 to 2020 Census Population Change						
Total Population	White	Black	Asian	Am Indian	Other	Hispanic
124,385	-178,540	56,235	25,737	40,507	180,447	129,990
2.74%	-6.30%	3.78%	31.56%	87.01%	219.55%	67.51%

CENSUS VALIDATION AND GEOGRAPHY

2020 Census Data Validation

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□ Precincts and Plans

- Precincts and Plans were validated due to extensive geography changes from 2010 to 2020 due to a quality control process by the Census Bureau to provide better and more useful data while limiting geography that served no purpose
 - Realignments of line geography
 - Consolidation of Census Blocks
 - Precinct adjustments were made to the original Census 2020 Precinct data to reconcile this geography with the Secretary of State's Voter Registration File
 - Precinct changes are available on the Joint Legislative Redistricting Webpage: <https://redist.legis.la.gov/>
 - Under the **Shape Files & Block Equivalency Files Section**

POPULATION ALLOCATION AND AGGREGATION

Population Aggregation and Allocation

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- The U.S. Census Bureau reports P.L. 94-171 population data in hundreds of fields
- These fields include the categories of:
 - ▣ Total Population
 - ▣ Voting Age Population: Those Age 18 and Over
- Each of these categories contains population data by each of the following 6 single race responses:
 - White
 - Black or African American
 - American Indian and Alaska Native
 - Asian
 - Native Hawaiian and Other Pacific Islander
 - Some other race
- Further a person may report being any combination of races up to all six and there are fields for each possible combination
- In addition, a person may respond being of Hispanic or Latino origin and there are fields to reflect each possible combination

REDISTRICTING TERMS, CONCEPTS, AND LAW

Introduction

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- What is redistricting?
 - ▣ Apportionment: process of allocating seats in a legislature
 - ▣ Districting: process of drawing the lines of each district
- Districts - Geographical territories from which officials are elected

Introduction

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- Why redistrict?
 - Specific Legal Requirements Involving Redistricting
 - Article III, Section 6 of the Constitution of Louisiana includes a duties and deadlines for legislative redistricting
 - Various statutes involving local districting bodies contain redistricting duties and deadlines
 - General Legal Requirements
 - Equal Protection
 - Voting Rights Act of 1965

Introduction

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- Who is redistricted?

- By the state legislature:

- House and Senate

- Congress

- Public Service Commission

- State Board of Elementary and Secondary Education

- Courts

- Enacted by the state legislature as laws

Legal Issues: State Law

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▣ Louisiana Legislature (La. Constitutional Provisions)

■ Article III, §1

- Requires single member districts

■ Article III, §3

- Provides a maximum number of members: 39 senators and 105 representatives

■ Article III, §6

- Legislature must be redistricted by Dec. 31, 2022
- Must use census population data

Legal Issues: Federal Law

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- Equal Population
 - One Person, One Vote
 - Population Equality—how is it measured?
 - Ideal Population—total population of the jurisdiction divided by the number of districts
 - Deviation—amount by which a single district's population differs from the ideal

Legal Issues: Federal Law

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□ Equal Population

■ Standards—Different standards for congress and state legislative districts

■ Based on different legal provisions

■ **Congress:** as nearly equal in population as practicable (*Wesberry v. Sanders*, 376 U.S. 1 (1964))

■ Based on Article I, Section 2 and 14th Amendment

■ “Representatives ... shall be apportioned among the ... states ... according to their respective numbers”

■ Deviation and overall range: as close to zero as possible

Legal Issues: Federal Law

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□ Equal Population

▣ Standards—Different standards for congress and state legislative districts

■ **State Legislatures:** "substantial equality of population among the various districts" (*Reynolds v. Sims*, 377 U.S. 533, 579 (1964))

- Based on the Equal Protection Clause of the 14th Amendment

- 10-Percent Standard: Generally, a legislative plan with an **overall range** of less than 10% is not enough to make a prima facie case of invidious discrimination under the 14th Amendment (*Brown v. Thompson*, 462 U.S. 835 (1983))

- Not a safe-harbor (*Larios v. Cox*, 300 F.Supp.2d 1320 (N.D. Ga.), *aff'd* 542 U.S. 947 (2004))

Legal Issues: Federal Law

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- Equal Population
 - Equality of population must be the “overriding objective” of districting, and deviations from this principal are permissible only if incident to the effectuation of a rational state policy (*Reynolds v. Sims*, 377 U.S. 533, 579 (1964))
 - State policies that have been referenced:
 - Allowing representation to political subdivisions
 - Compactness
 - Preserving cores of prior districts
 - Avoiding contests between incumbents

Legal Issues: Federal Law

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- Equal Population
 - The one person, one vote standard does not apply to judicial districts (*Wells v. Edwards*, 347 F.Supp. 453 (M.D. La. 1972), *aff'd*, 409 U.S. 1095 (1973))

Legal Issues: Federal Law

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- Discrimination Against Minorities

- ▣ The Voting Rights Act of 1965

- Section 2

- Prohibits any state or political subdivision from imposing a voting qualification, standard, practice, or procedure that results in the denial or abridgment of any U.S. citizen's right to vote on account of race, color, or status as a member of a language minority group

Legal Issues: Federal Law

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□ Discrimination Against Minorities

▣ The Voting Rights Act of 1965

■ Section 2

- *Gingles* preconditions (*Thornburg v. Gingles*, 478 U.S. 30 (1986))
 - Size and geographical compactness
 - Political cohesion
 - Majority votes as a bloc to defeat minority's preferred candidate
- Totality of the circumstances

Legal Issues: Federal Law

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- Racial Gerrymandering
 - Equal Protection Clause of the Fourteenth Amendment
 - If race is found to be the predominant overriding factor, strict scrutiny will apply
 - What must a state prove for the plan to survive strict scrutiny?
 - A law narrowly tailored to serve a compelling state interest

REDISTRICTING CRITERIA

Joint Rule No. 21 of the Joint Rules of the
Senate and House of Representatives

Redistricting Criteria

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□ All Redistricting Plans Shall

- Comply with the Equal Protection Clause of the 14th Amendment and the 15th Amendment to the U.S. Constitution; Section 2 of the Voting Rights Act of 1965, as amended; and all other applicable federal and state law
- Be composed of contiguous geography
- Contain whole VTDs (election precincts) to the extent practicable. If a VTD must be divided, it shall be divided into as few districts as practicable using a visible census tabulation boundary or boundaries

Redistricting Criteria (continued)

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□ All Redistricting Plans Shall

- Respect established boundaries of parishes, municipalities, and other political subdivisions and natural geography of this state to the extent practicable; however, this criterion is subordinate to and shall not be used to undermine the maintenance of communities of interest within the same district to the extent practicable
- Utilize the most recent P.L. 94-171 data released by the United States Bureau of the Census, as validated through the data verification program of the House and Senate
- If submitted by the public, shall be submitted electronically in a comma-delimited block equivalency file

Redistricting Criteria (continued)

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- **Each Redistricting Plan for the House, Senate, PSC, BESE, Congress, and the Supreme Court Shall:**
 - Be a whole plan which assigns all of the geography of the state
- **Each Redistricting Plan for the House, Senate, PSC, and BESE Shall:**
 - Contain single-member districts
 - Contain districts that are substantially equal in population (at least within plus or minus 5% of the ideal district population)
 - Give due consideration to traditional district alignments to the extent practicable

Redistricting Criteria (continued)

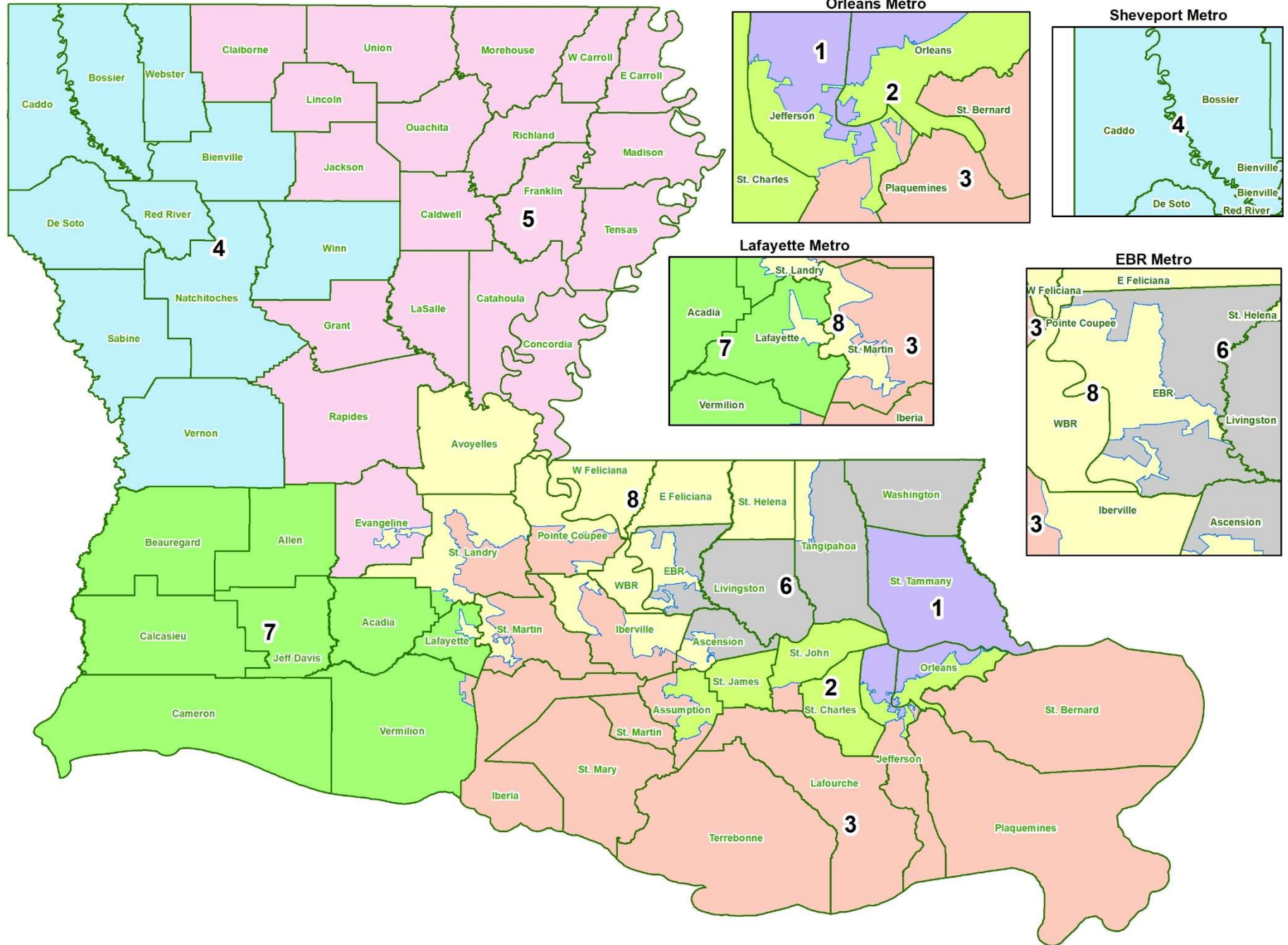
41

- **Each redistricting plan for Congress shall:**
 - Contain single-member districts
 - Contain districts with as nearly equal to the ideal district population as practicable

MALAPPORTIONMENT DATA

MALAPPORTIONMENT: STATE BOARD OF ELEMENTARY AND SECONDARY EDUCATION

State Board of Elementary and Secondary Education



BESE Ideal Population Change

45

- **2010 BESE Ideal Population:**

- 566,671

- **2020 BESE Ideal Population:**

- 582,219

- **2010 to 2020 Change:**

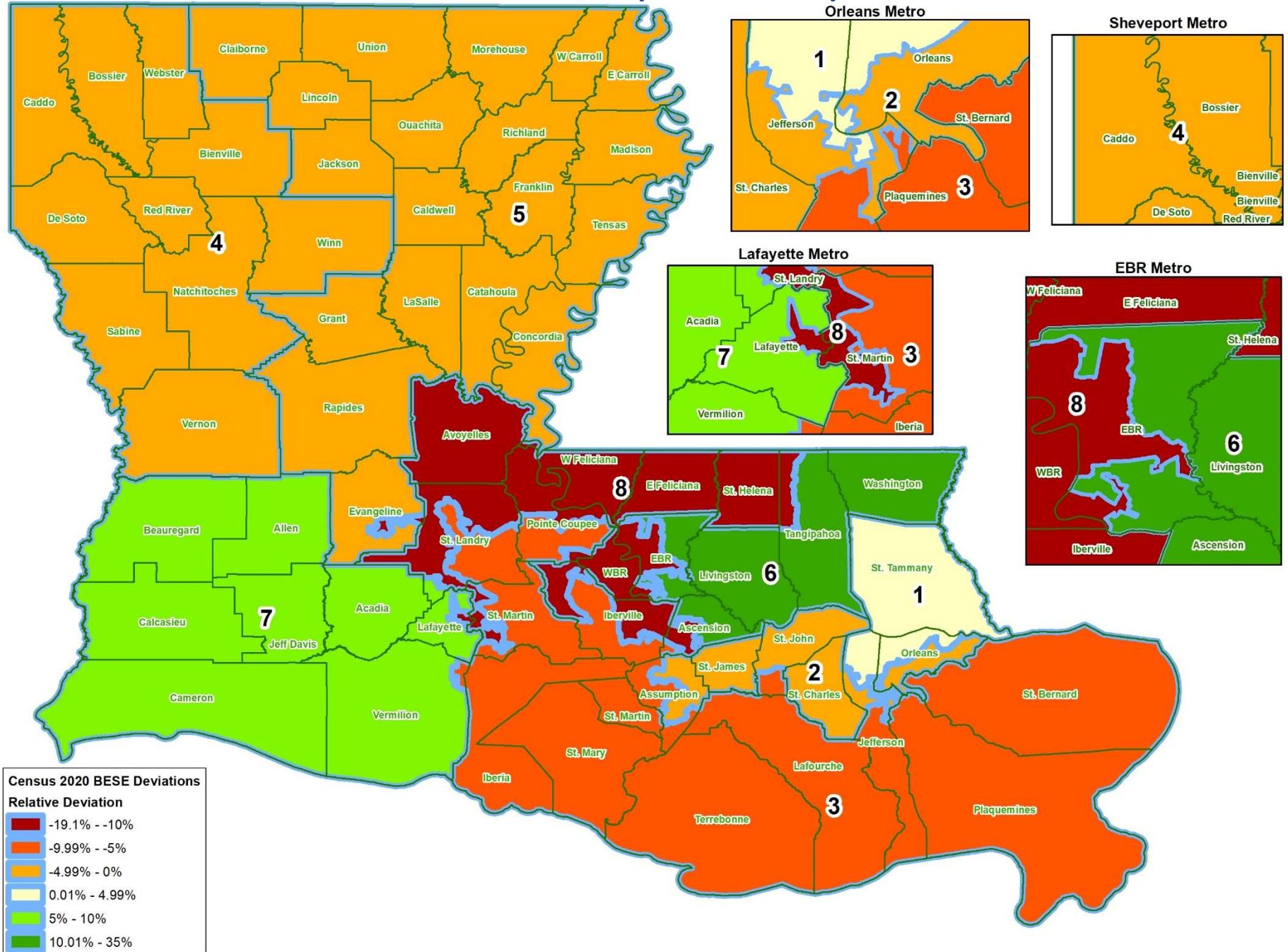
- 15,548

BESE Malapportionment

46

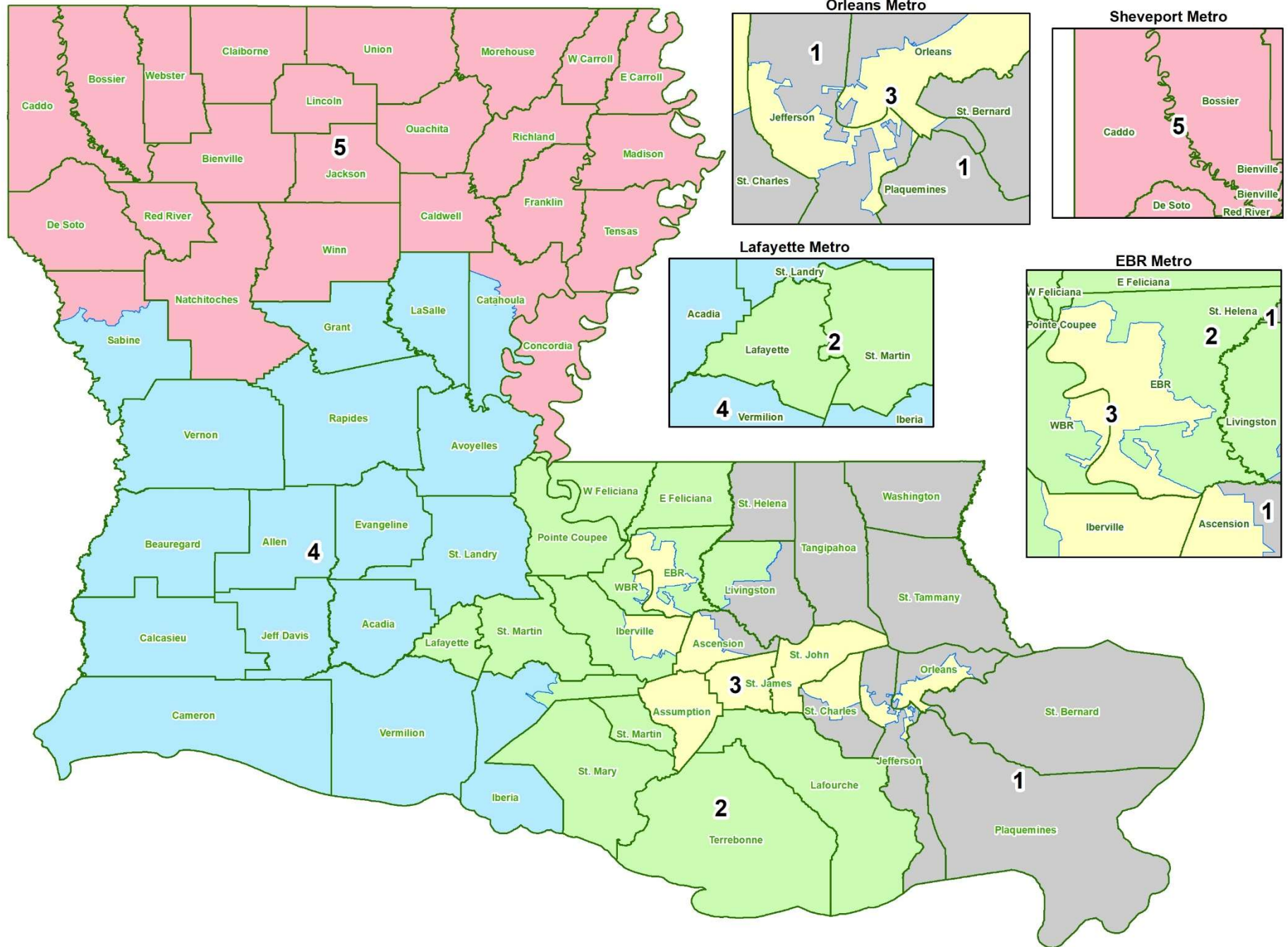
Districts	Total Pop	Ideal	Difference	Percent
1	582,428	582,219	209	0.04%
2	566,858	582,219	-15,361	-2.64%
3	540,723	582,219	-41,496	-7.13%
4	573,149	582,219	-9,070	-1.56%
5	581,559	582,219	-660	-0.11%
6	658,313	582,219	76,094	13.07%
7	630,876	582,219	48,657	8.36%
8	523,851	582,219	-58,368	-10.03%

State Board of Elementary and Secondary Education



MALAPPORTIONMENT: PUBLIC SERVICE COMMISSION

Public Service Commission



PSC Ideal Population Change

50

- **2010 PSC Ideal Population:**

- 906,674

- **2020 PSC Ideal Population:**

- 931,551

- **2010 to 2020 Change:**

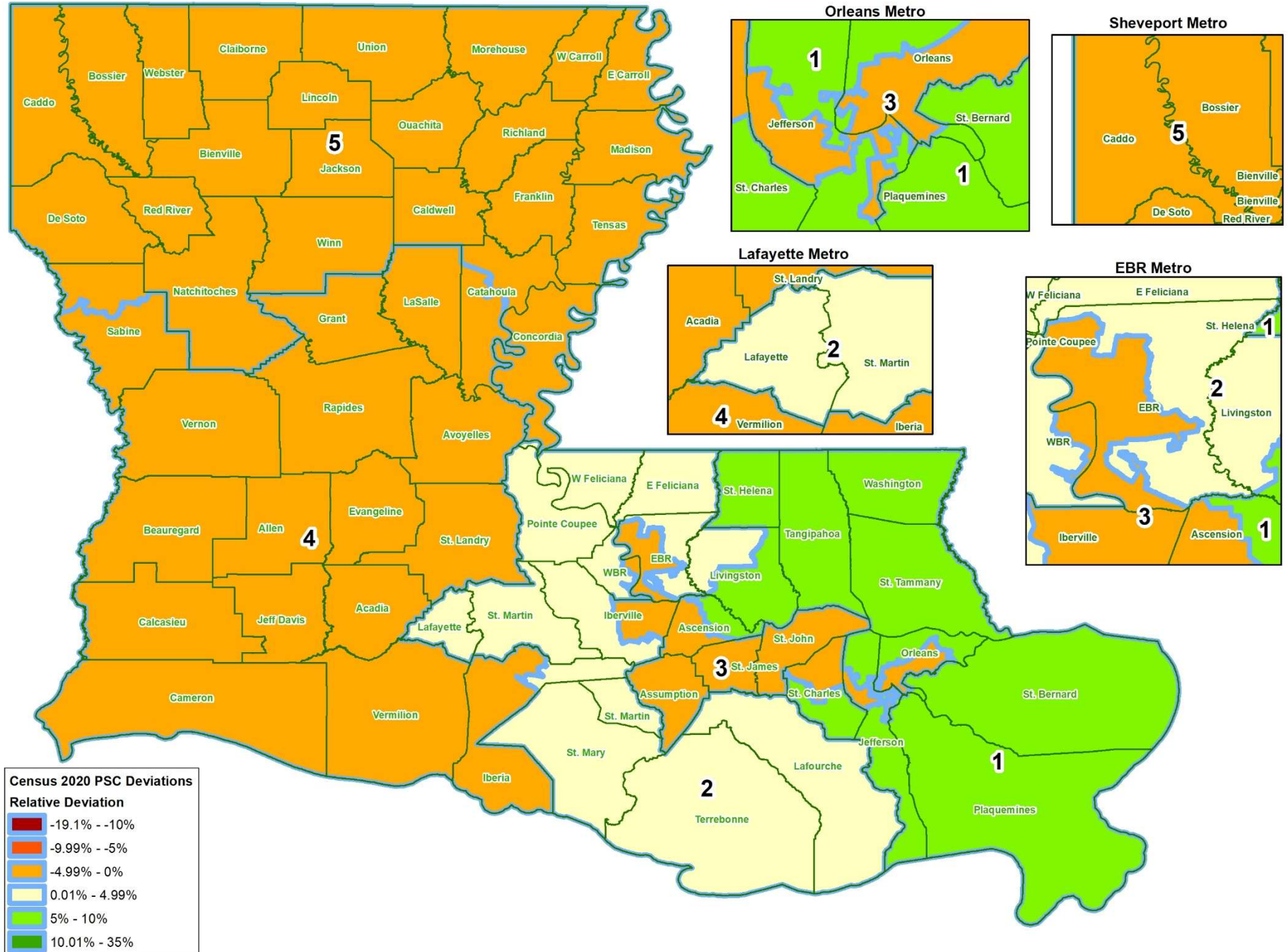
- 24,877

PSC Malapportionment

51

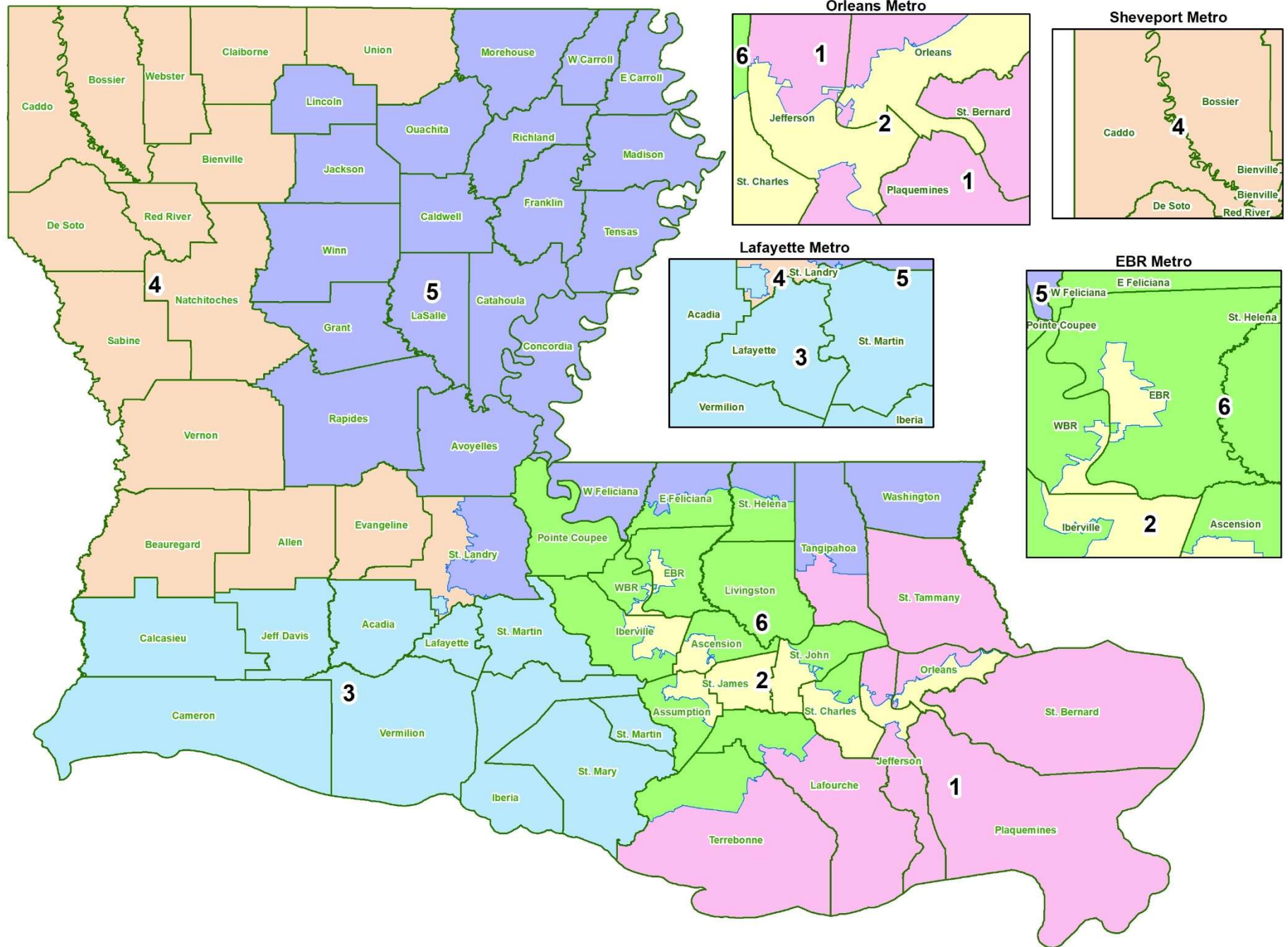
Districts	Total Pop	Ideal	Difference	Percent
1	1,008,478	931,551	76,927	8.26%
2	967,517	931,551	35,966	3.86%
3	896,082	931,551	-35,469	-3.81%
4	888,916	931,551	-42,635	-4.58%
5	896,764	931,551	-34,787	-3.73%

Public Service Commission



MALAPPORTIONMENT: CONGRESS

Congress



Congress Ideal Population Change

55

- **2010 Congress Ideal Population:**

- 755,562

- **2020 Congress Ideal Population:**

- 776,292

- **2010 to 2020 Change:**

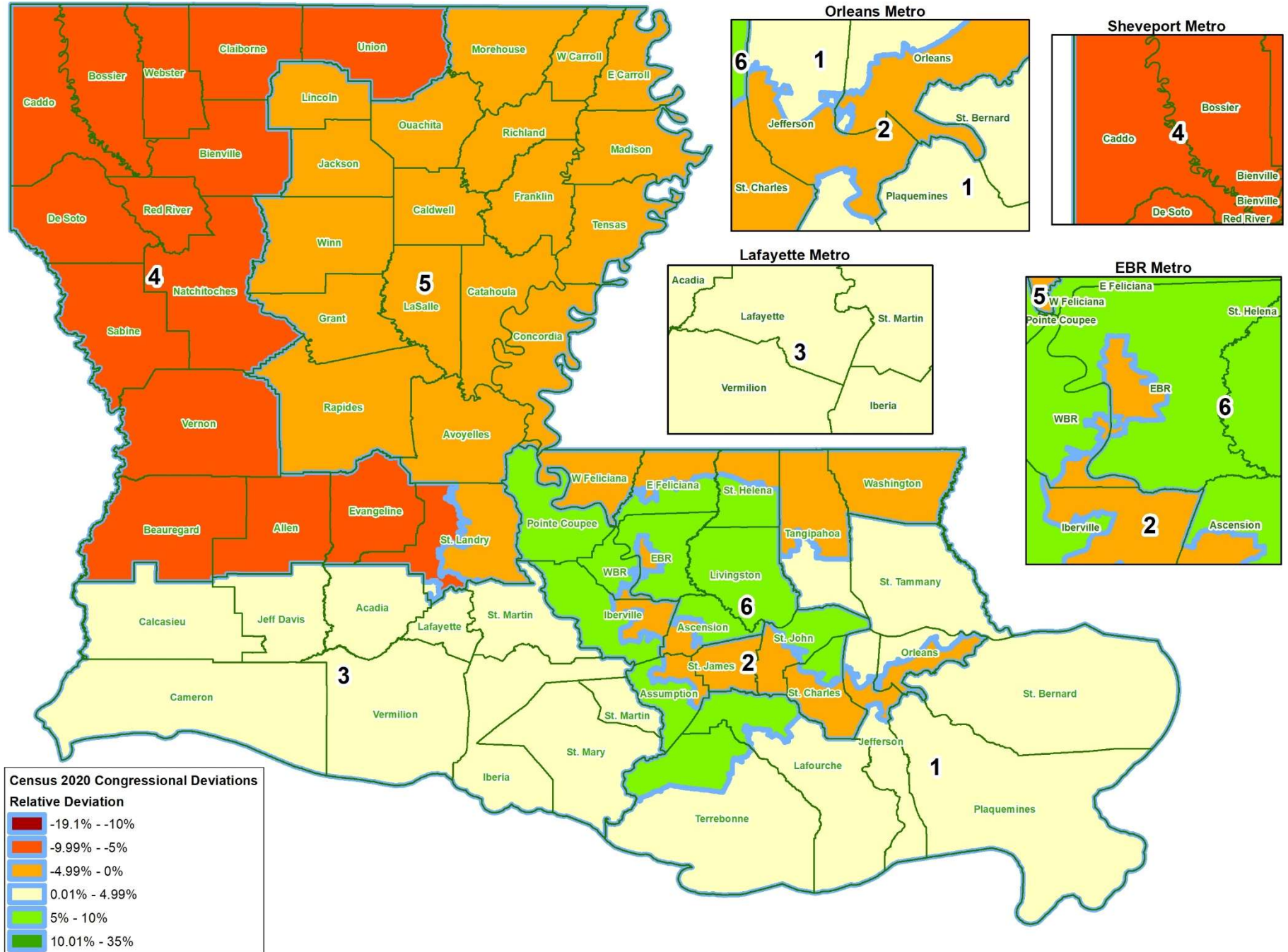
- 20,730

Congress Malapportionment

56

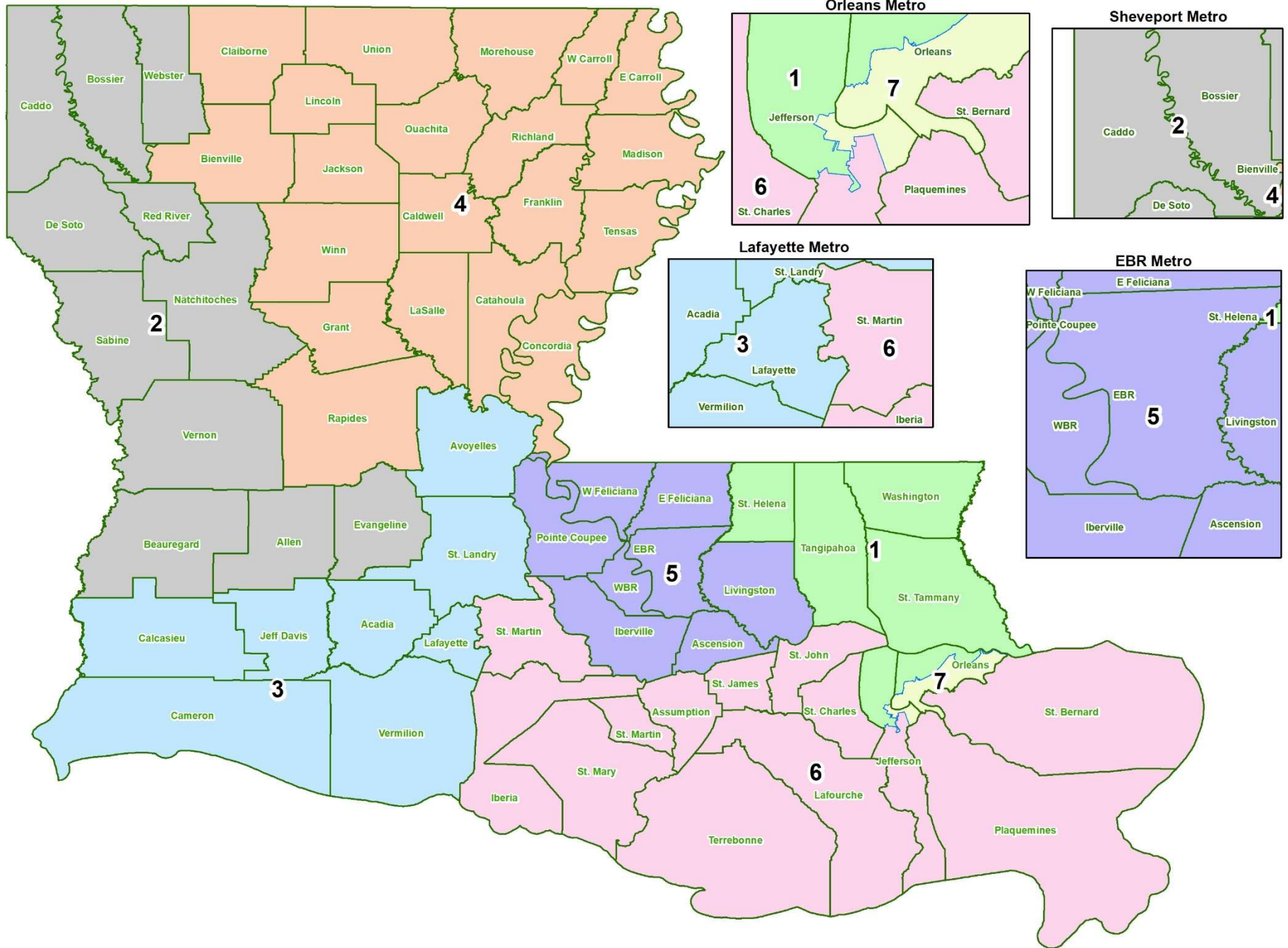
Districts	Total Pop	Ideal	Difference	Percent
1	812,585	776,292	36,293	4.68%
2	775,292	776,292	-1,000	-0.13%
3	785,824	776,292	9,532	1.23%
4	728,346	776,292	-47,946	-6.18%
5	739,244	776,292	-37,048	-4.77%
6	816,466	776,292	40,174	5.18%

Congress



MALAPPORTIONMENT: SUPREME COURT

Supreme Court



Supreme Court Ideal Population Change

60

- **2010 Supreme Court Ideal Population:**
 - 647,624

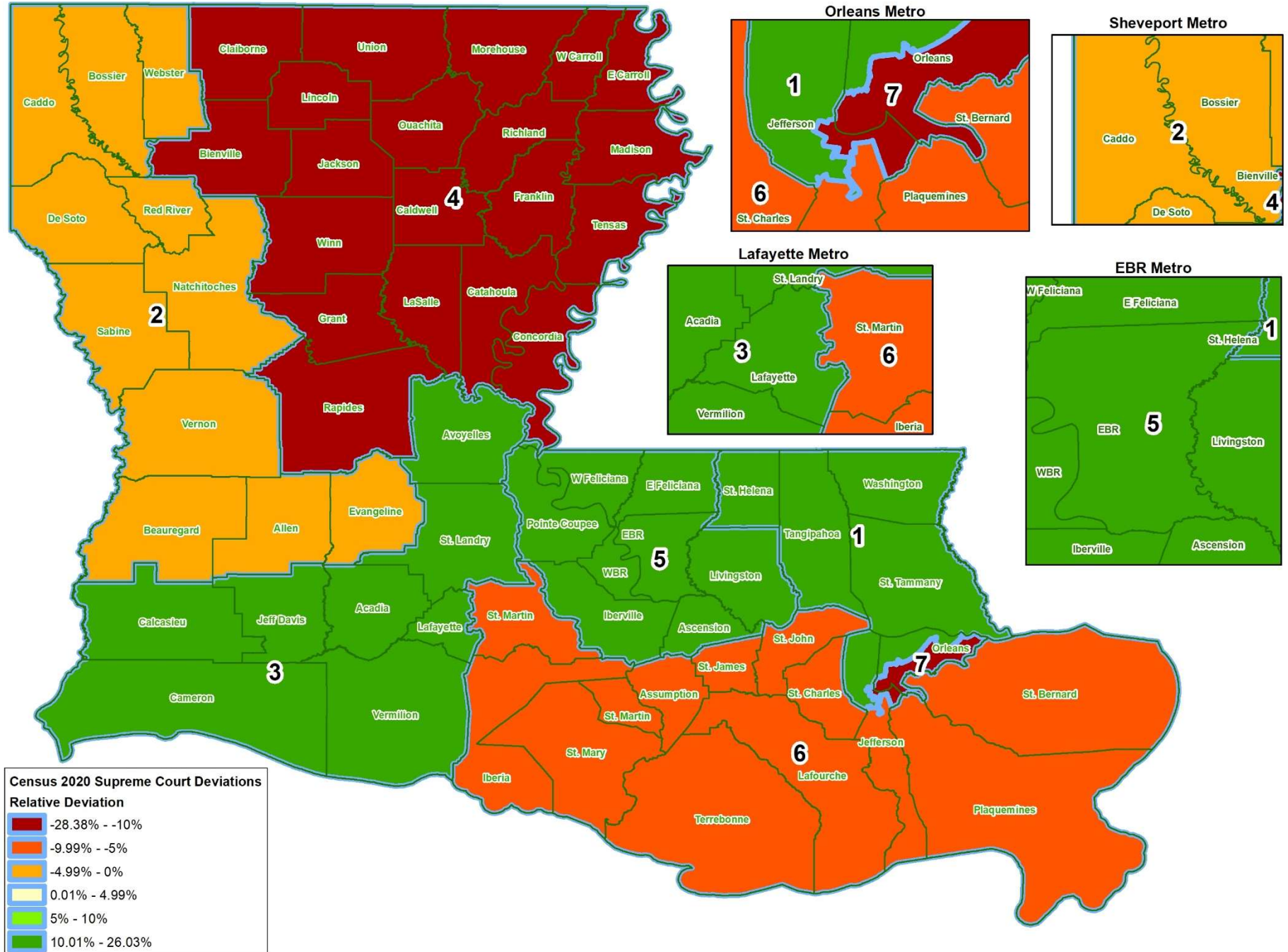
- **2020 Supreme Court Ideal Population:**
 - 665,393

Supreme Court Malapportionment

61

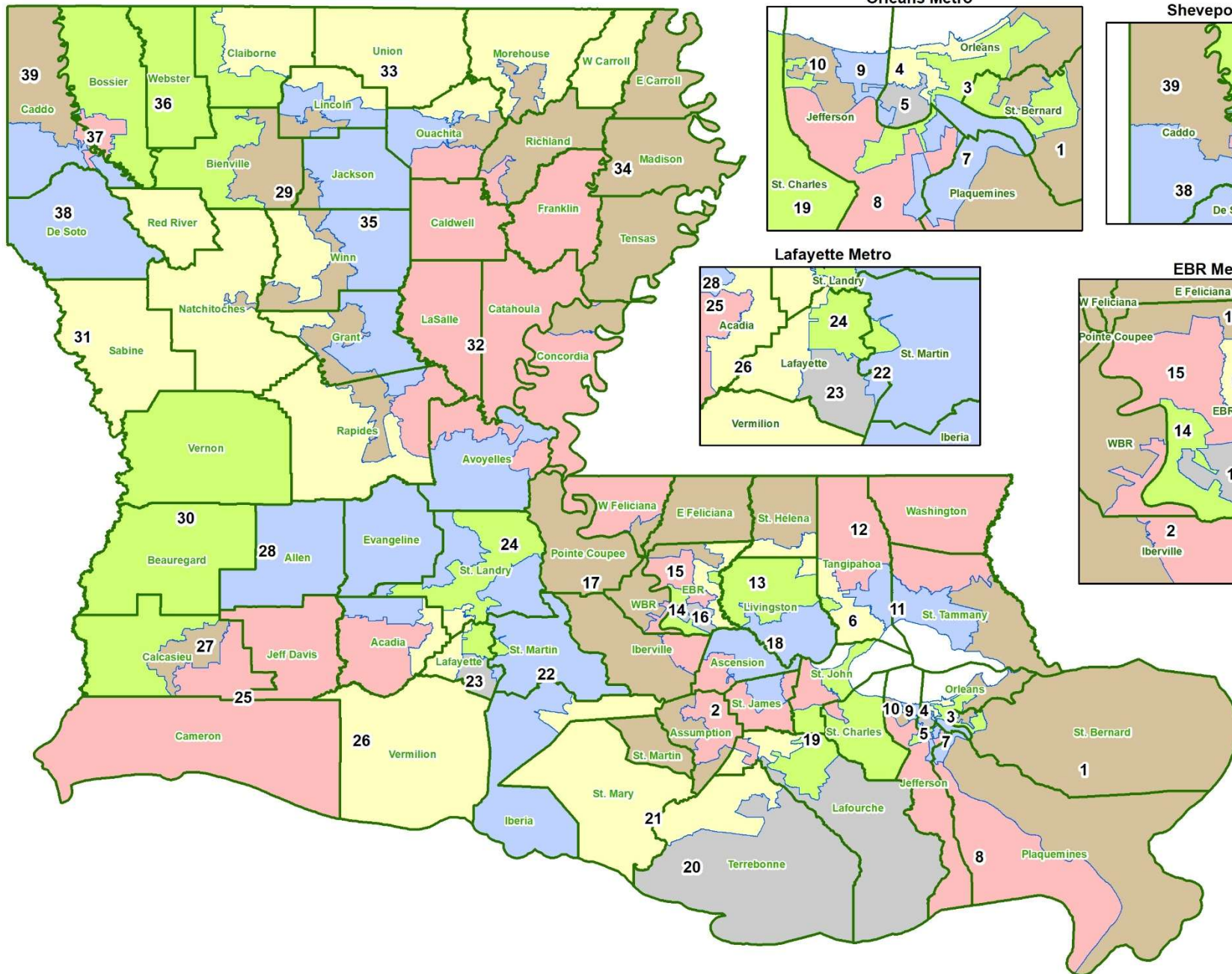
Districts	Total Pop	Ideal	Difference	Percent
1	752,775	665,393	87,382	13.13%
2	638,062	665,393	-27,331	-4.11%
3	733,573	665,393	68,180	10.25%
4	586,849	665,393	-78,544	-11.80%
5	838,610	665,393	173,217	26.03%
6	631,334	665,393	-34,059	-5.12%
7	476,554	665,393	-188,839	-28.38%

Supreme Court

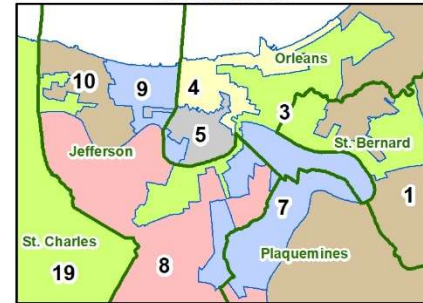


MALAPPORTIONMENT: SENATE

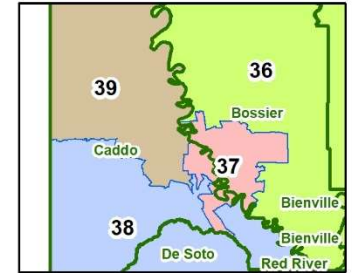
Senate



Orleans Metro



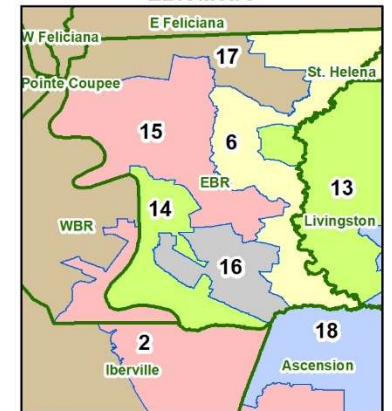
Shreveport Metro



Lafayette Metro



EBR Metro



Senate Ideal Population Change

65

- **2010 Senate Ideal Population:**

- 116,240

- **2020 Senate Ideal Population:**

- 119,429

- **2010 to 2020 Change:**

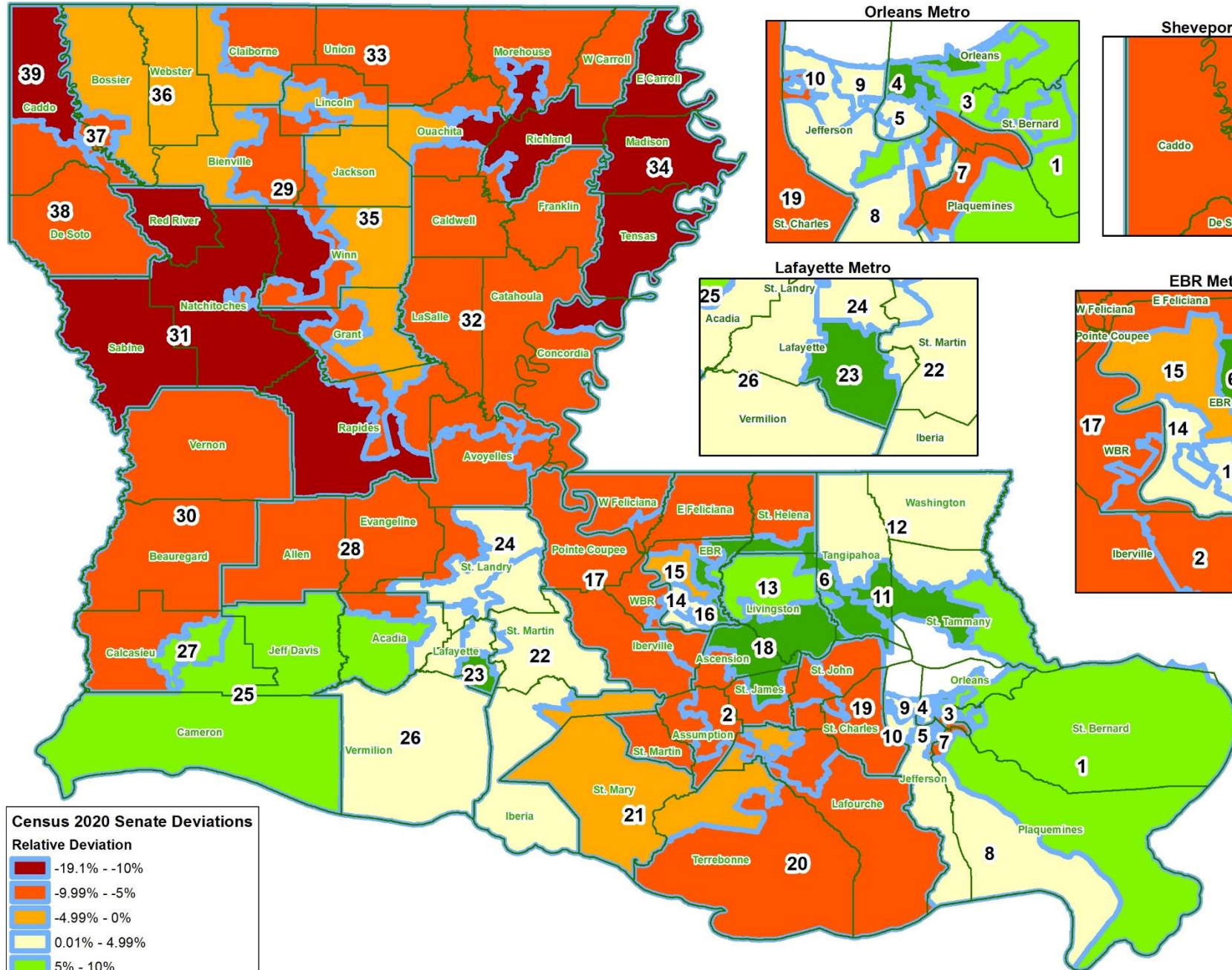
- 3,189

Senate Malapportionment

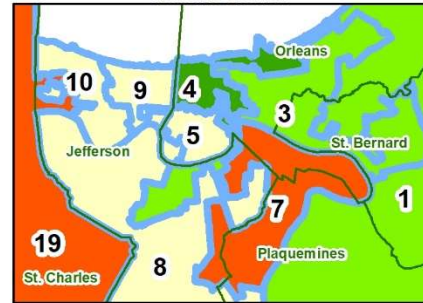
66

Above Deviation	10
Within Deviation	14
Below Deviation	15

Senate



Orleans Metro



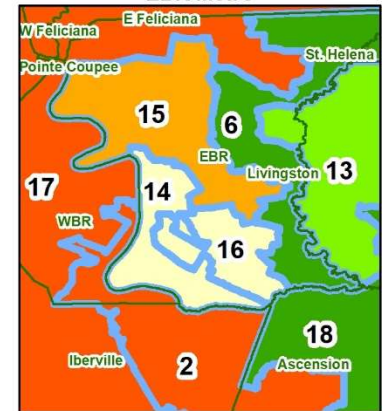
Sheveport Metro



Lafayette Metro

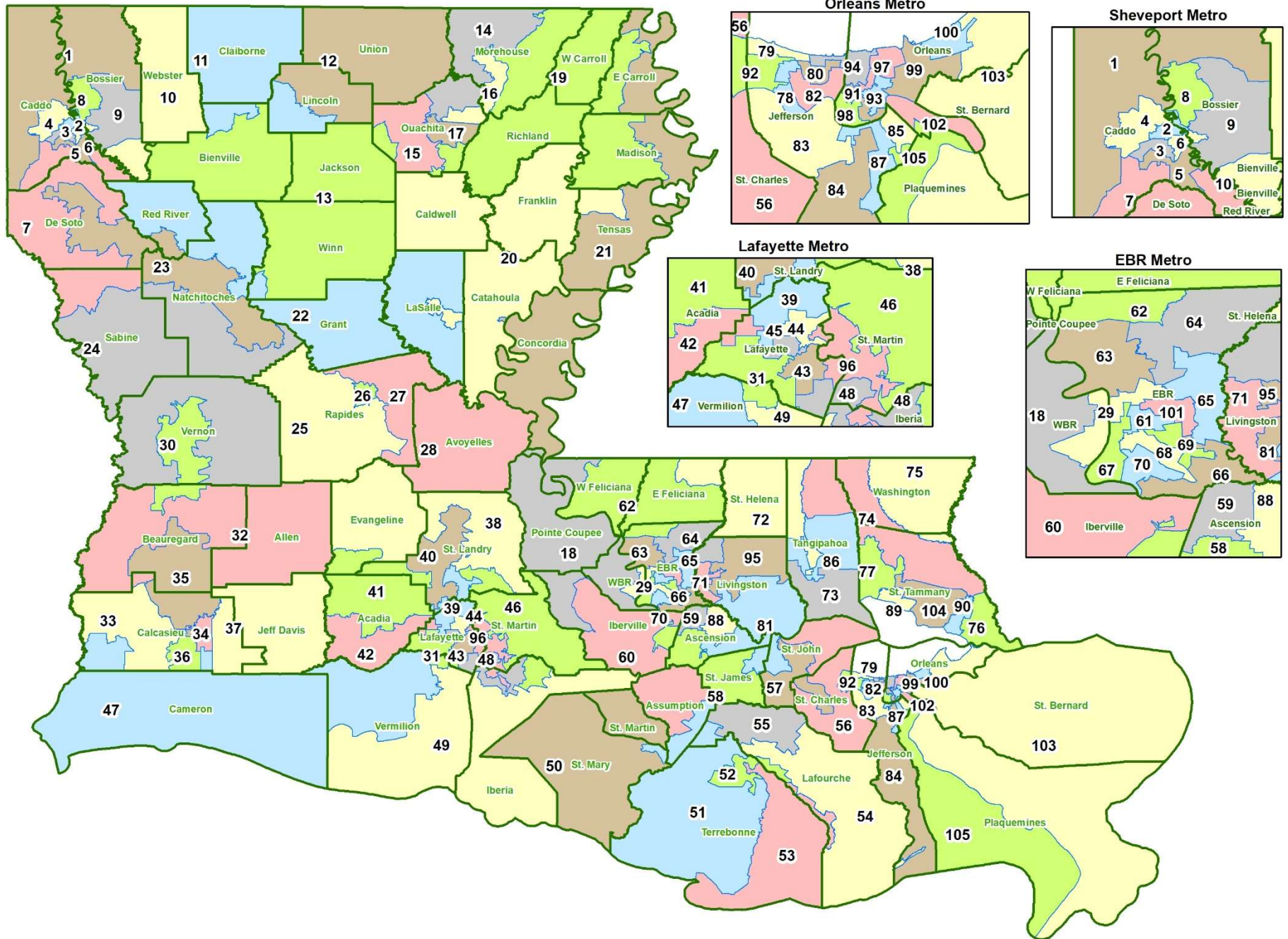


EBR Metro



MALAPPORTIONMENT: HOUSE OF REPRESENTATIVES

House of Representatives



House Ideal Population Change

70

- **2010 House Ideal Population:**

- 43,174

- **2020 House Ideal Population:**

- 44,359

- **2010 to 2020 Change:**

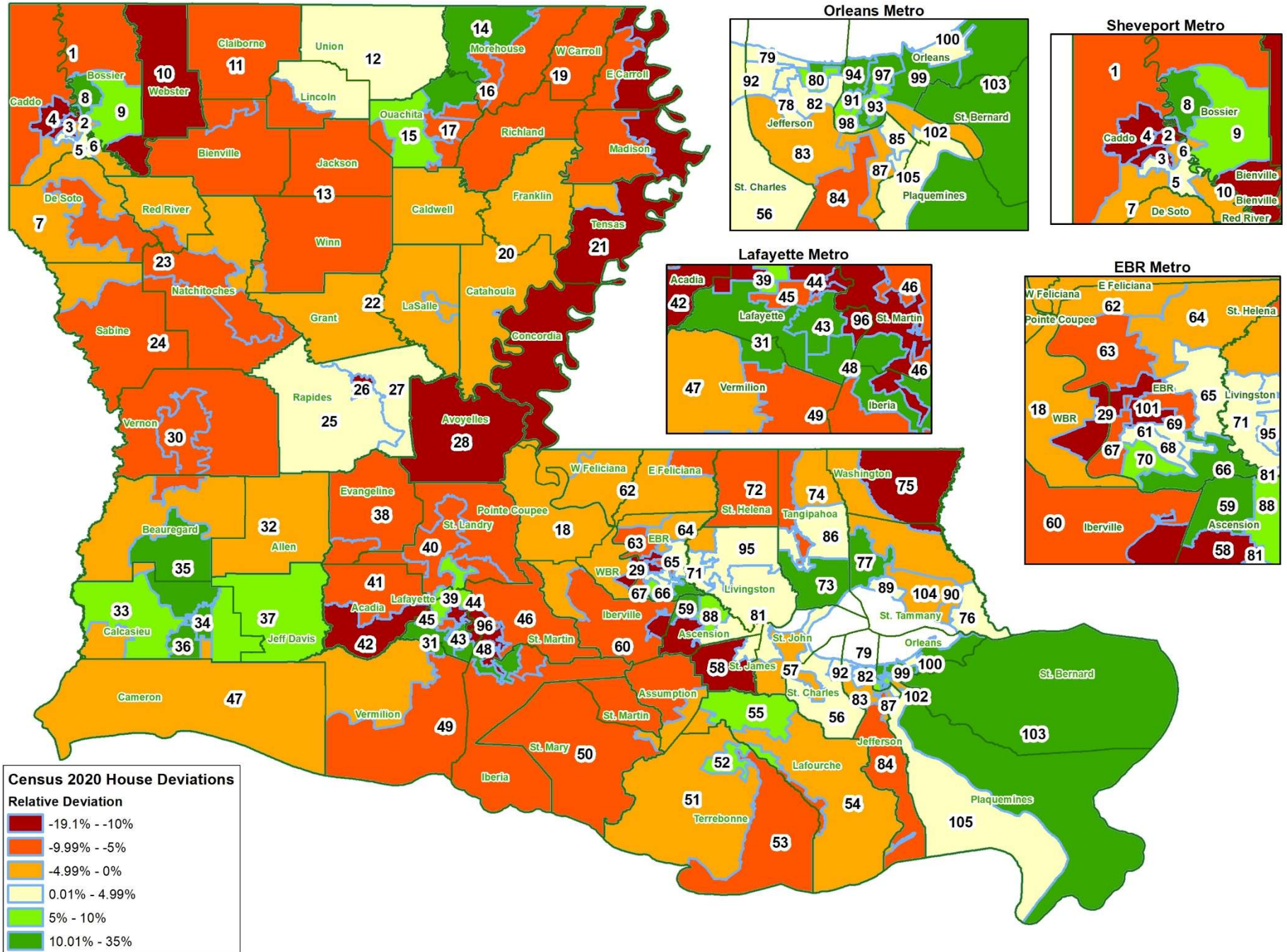
- 1,185

House Malapportionment

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Above Deviation	29
Within Deviation	39
Below Deviation	37

House of Representatives



Timeline and Roadshow Hearings

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Date	Time	Area/City	Venue
Wednesday, October 20, 2021	5:30pm – 8:30pm	Northeast La./Monroe	University of Louisiana Monroe
Thursday, October 21, 2021	5:30pm – 8:30pm	Northwest La./Shreveport	Louisiana State University Shreveport
Tuesday, October 26, 2021	5:30pm – 8:30pm	Acadiana/Lafayette	University of Louisiana Lafayette
Tuesday, November 9, 2021	5:30pm – 8:30pm	CenLa/Alexandria	Louisiana State University Alexandria
Tuesday, November 16, 2021	5:30pm – 8:30pm	Capital Area/Baton Rouge	Southern University
Tuesday, November 30, 2021	5:30pm – 8:30pm	Northshore/Covington	Fuhrmann Auditorium
Wednesday, December 15, 2021	5:30pm – 8:30pm	Southwest La./Lake Charles	TBD
Wednesday, January 5, 2022	5:30pm – 8:30pm	Orleans Metro/New Orleans	University of New Orleans
Tuesday, January 11, 2022	5:30pm – 8:30pm	Bayou Region/Thibodaux	Nicholls State University
Thursday, January 20, 2022	11:00 am	Baton Rouge	State Capitol
Early 2022 (TBD)	TBD	Baton Rouge (Extraordinary Session for Redistricting)	State Capitol

Legislative Redistricting Information

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For information regarding redistricting, including key contact information, please visit the Louisiana Legislature's redistricting page:

<https://redist.legis.la.gov/>