



# REDISTRICTING IN LOUISIANA

Committee on House & Governmental Affairs

Committee on Senate & Governmental Affairs

Houma

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# Overview



- Introduction
  - ▣ What Is Redistricting?
  - ▣ Who Is Redistricted?
  - ▣ Why Redistrict?
- Legal Issues
  - ▣ State Law
  - ▣ Federal Law
- Districts: BESE, PSC, Supreme Court, Courts of Appeal, Senate, House of Representatives, Congress
- Public Comment

# Introduction



- 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



- Who is redistricted?

- ▣ By the state legislature:

- House and Senate (R.S. 24:35.5 and 35.1)
    - Congress (R.S. 18:1276)
    - Public Service Commission (R.S. 45:1161.4)
    - State Board of Elementary and Secondary Education (R.S. 17:2.2)
    - Courts (R.S. 13:101, 312, and 477)

- ▣ Enacted by the state legislature as laws

# Introduction



## □ Why redistrict?

- ▣ Apportionment of Congress: change in the number of districts
- ▣ 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

# Legal Issues: State Law

## ■ 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, 2011 or any elector can petition the Supreme Court to do it
- Must use census population data

# Legal Issues: Federal Law



- Equal Population

- One Person, One Vote

- Population Equality—how is it measured?

- Ideal Population—total state population divided by the no. of districts
    - Deviation—amount by which a single district's population differs from the ideal



# Legal Issues: Federal Law

## □ 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

## □ 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))

# Where do we get the word "Gerrymandering?"



- From Elbridge Gerry
  - Signer of the American Declaration of Independence
  - Fifth vice president of the United States (1813–14)
- After four attempts to win election as governor of Massachusetts, Gerry succeeded in 1810 and was reelected in 1811.
- His administration was notable for its use of what became known as gerrymandering.
- The division of electoral districts for partisan political advantage.





- Gerrymandering

- Political Gerrymandering

- Racial Gerrymandering

# Legal Issues: Federal Law

## □ Racial Gerrymandering

### ▣ What is "racial gerrymandering"?

- The "deliberate and arbitrary distortion of district boundaries . . . for [racial] purposes" ((*Shaw v. Reno*, 509 U.S. 630, 640 (1993))

### ▣ Initially, used to circumvent application of the 15th Amendment

### ▣ More recently, challenges made to districts drawn following the 1990 Census in an effort to maximize the number of minority districts

- *Shaw v. Reno* (Shaw I), 509 U.S. 630 (1993) (North Carolina); *U.S. v. Hays*, 515 U.S. 737 (1995) (Louisiana); *Miller v. Johnson*, 515 U.S. 900 (1995) (Georgia); *Bush v. Vera*, 517 U.S. 952 (1996) (Texas); *Shaw v. Hunt* (Shaw II), 517 U.S. 899 (1996) (North Carolina); *Lawyer v. Dept. of Justice*, 521 U.S. 567 (1997) (Florida)

# Legal Issues: Federal Law



- Racial Gerrymandering
  - ▣ Equal Protection Clause of the 14th Amendment
  - ▣ Courts attempt to balance constitutional interests:
    - no state shall purposefully discriminate against a person on the basis of race and
    - members of a minority group shall be free from discrimination in the electoral process

# Legal Issues: Federal Law

## □ Racial Gerrymandering

### □ What was the rationale in drawing district lines?

#### ■ Race-conscious redistricting is not *per se* unconstitutional

- "[T]he legislature is always aware of race when it draws district lines, just as it is aware of age, economic status, religious and political persuasion, and a variety of other demographic factors." (*Shaw v. Reno (Shaw I)*, 509 U.S. at 646)

#### ■ Consideration of race-neutral districting principles

- Compactness, contiguity, communities of interest, respect for political subdivisions, protection of core districts



# Legal Issues: Federal Law



## □ Racial Gerrymandering

- ▣ If race is found to be the “predominant overriding factor,” strict scrutiny will apply
  - Where the legislature subordinates traditional race-neutral districting principles to racial considerations
- ▣ What must a state prove for the plan to survive strict scrutiny?
  - A law narrowly tailored to serve a compelling state interest

# Legal Issues: Federal Law

## □ Discrimination Against Minorities

### ▣ The Voting Rights Act of 1965

#### ■ Section 5

- Prohibits the enforcement in a covered jurisdiction of any voting qualification or prerequisite to voting, or standard, practice, or procedure with respect to voting different from that in force or effect on the date used to determine coverage, until either:
  - A declaratory judgment is obtained from the U.S. District Court for the District of Columbia that such qualification, prerequisite, standard, practice, or procedure does not have the purpose and will not have the effect of denying or abridging the right to vote on account of race, color, or membership in a language minority group, or
  - It has been submitted to the Attorney General and the Attorney General has interposed no objection within a 60-day period following submission

# Legal Issues: Federal Law

## □ Discrimination Against Minorities

### ▣ The Voting Rights Act of 1965

#### ■ Section 5

- Louisiana is a covered jurisdiction, as are all of its political subdivisions
- Jurisdiction has burden of showing that the plan neither has the **purpose** nor the **effect** of denying or abridging the right to vote on account of race, color, or membership in a language minority group
- Retrogression
- “Any discriminatory purpose”

# Legal Issues: Federal Law



- 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



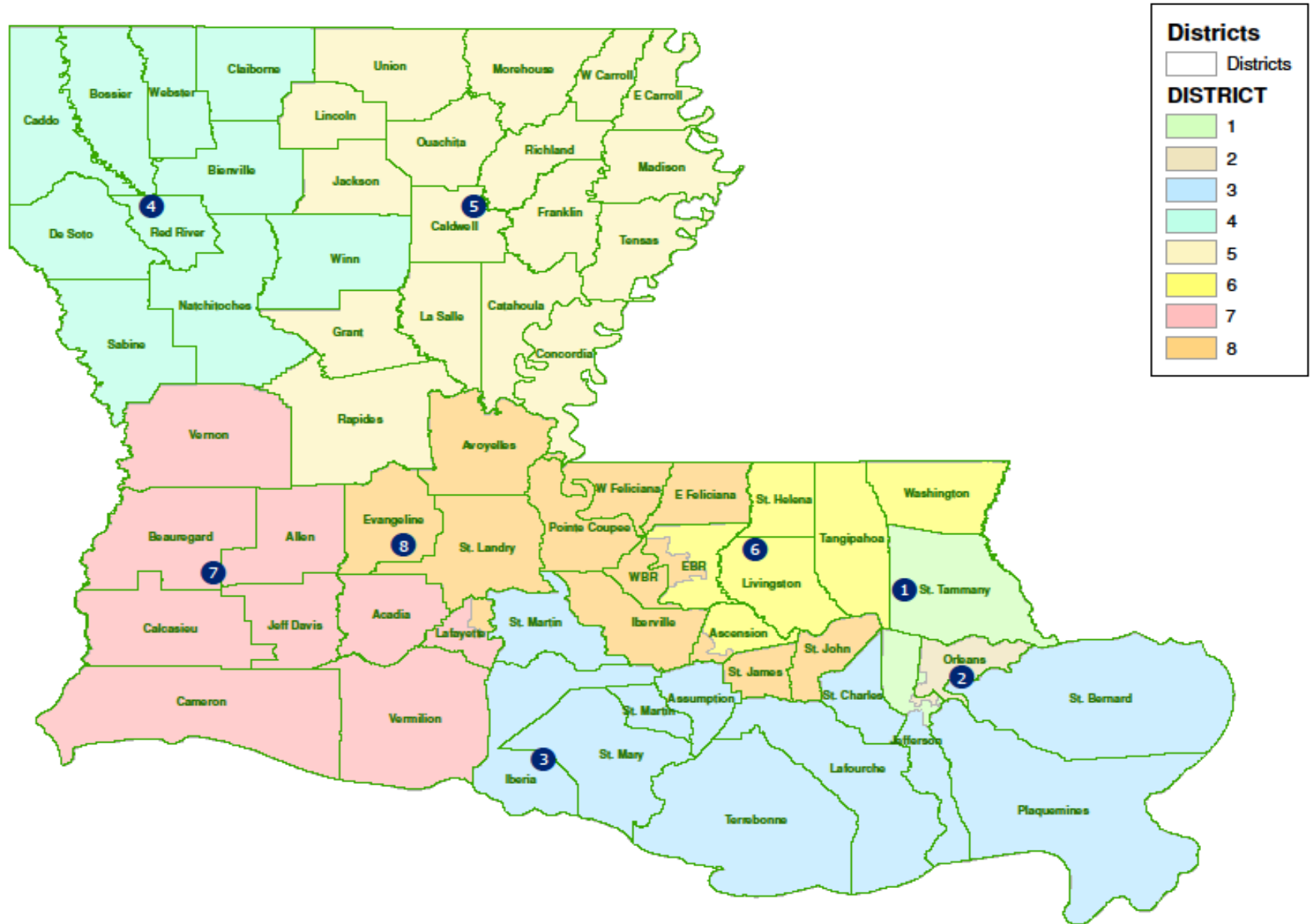
## □ Discrimination Against Minorities

### ▣ 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

# BESE Districts 2000s



# BESE Ideal District Population



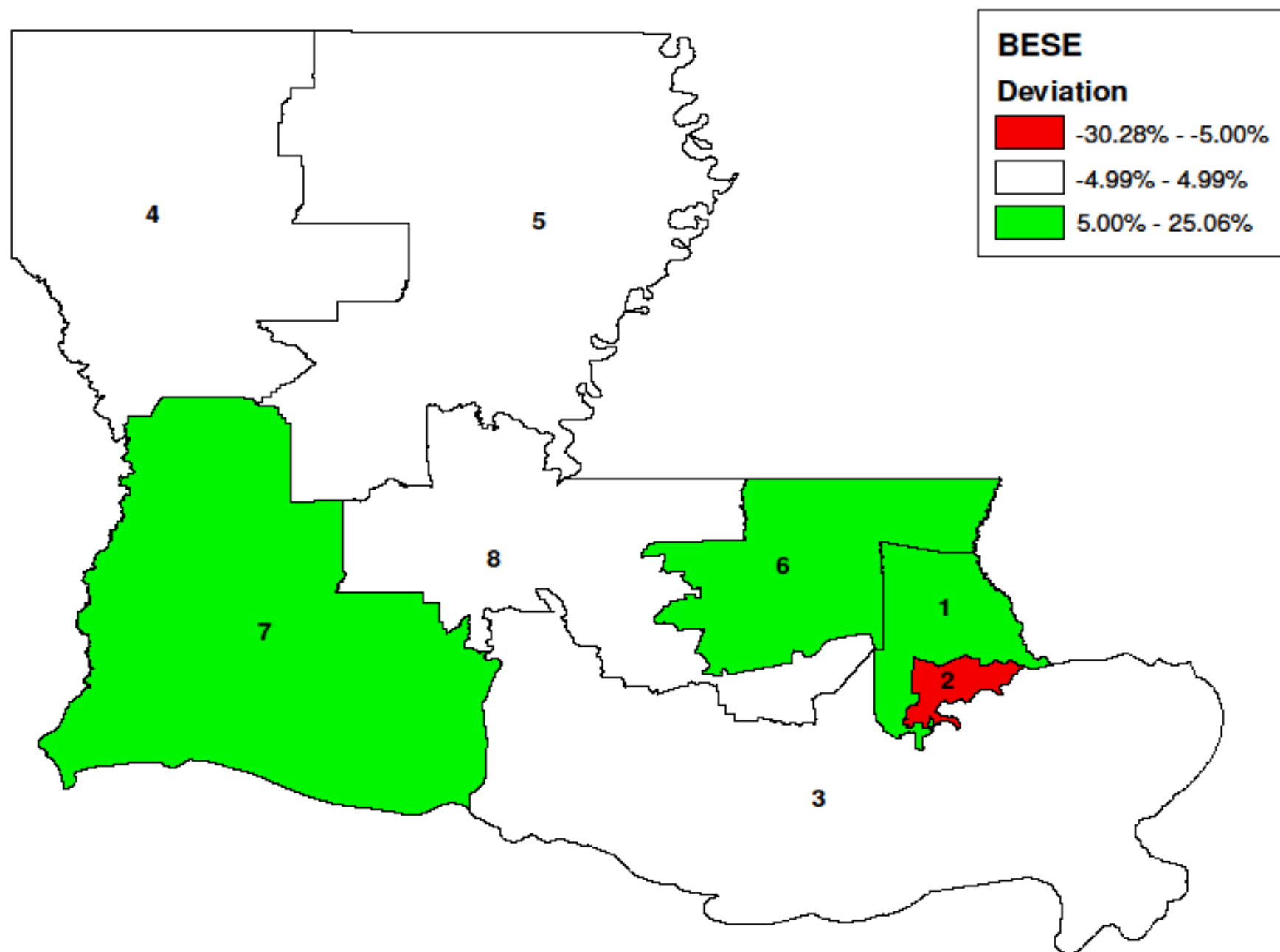
2000 Ideal: 558,622

2010 Ideal: 566,671

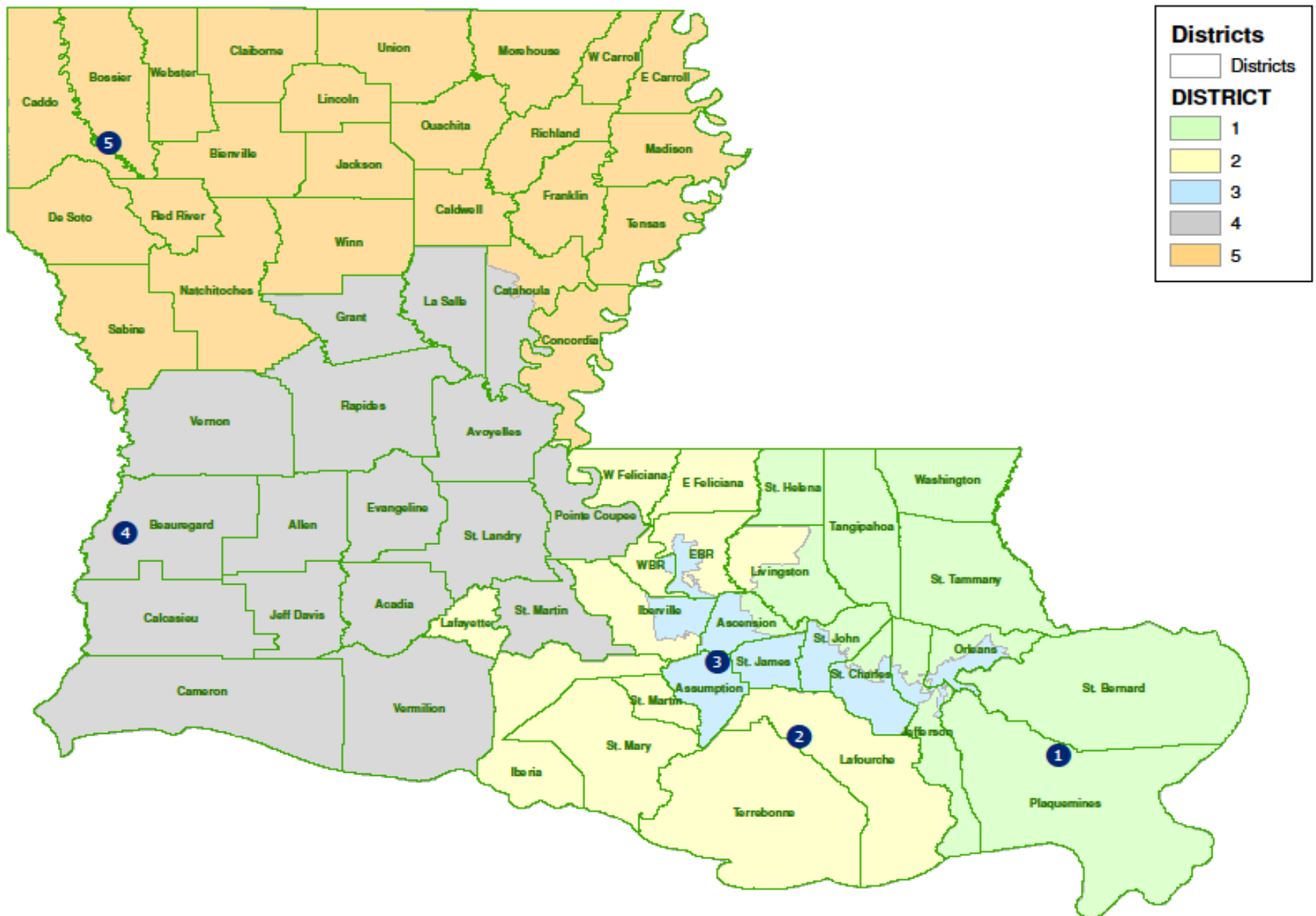
# Deviations of BESE Districts

District	Member	Actual Pop	Ideal Pop	Difference	Percent
District 1	Garvey	595,463	566,671	28,792	5.08%
District 2	Givens	395,097	566,671	-171,574	-30.28%
District 3	Buquet	542,929	566,671	-23,742	-4.19%
District 4	Lee	559,562	566,671	-7,109	-1.25%
District 5	Guice	555,802	566,671	-10,869	-1.92%
District 6	Roemer	708,651	566,671	141,980	25.06%
District 7	Bayard	632,891	566,671	66,220	11.69%
District 8	Johnson	542,977	566,671	-23,694	-4.18%





## Public Service Commission Districts 2000s



# Public Service Commission

## Ideal District Population Through the Decades

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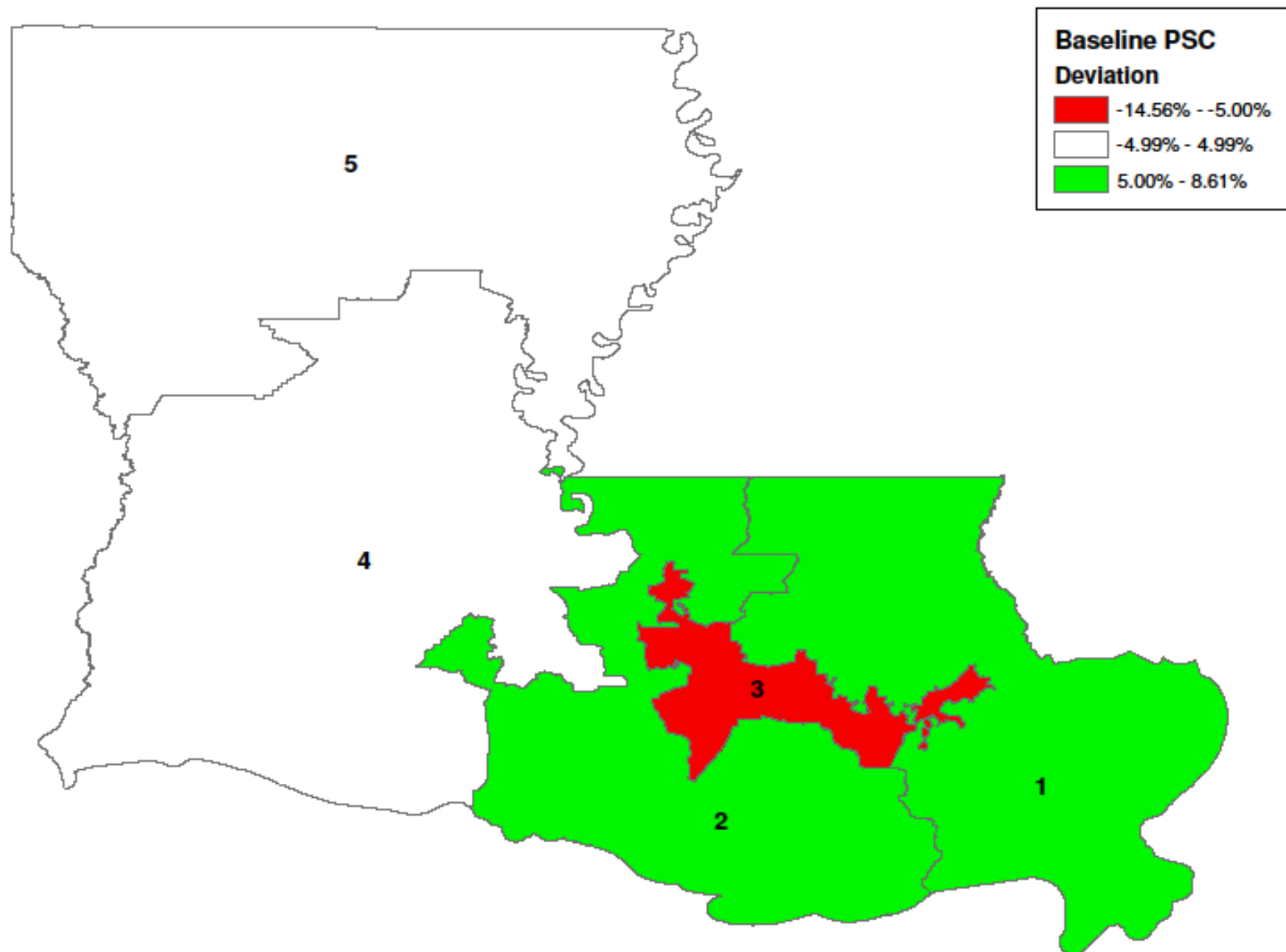
2000 Ideal: 893,795

2010 Ideal: 906,674

# Deviations of PSC Districts



District	Member	Actual Pop	Ideal Pop	Difference	Percent
District 1	Skrmetta	960,918	906,674	54,244	5.98%
District 2	Field	984,783	906,674	78,109	8.61%
District 3	Boissiere	774,622	906,674	-132,052	-14.56%
District 4	Holloway	872,823	906,674	-33,851	-3.73%
District 5	Campbell	940,226	906,674	33,552	3.70%



# Supreme Court Ideal District Population



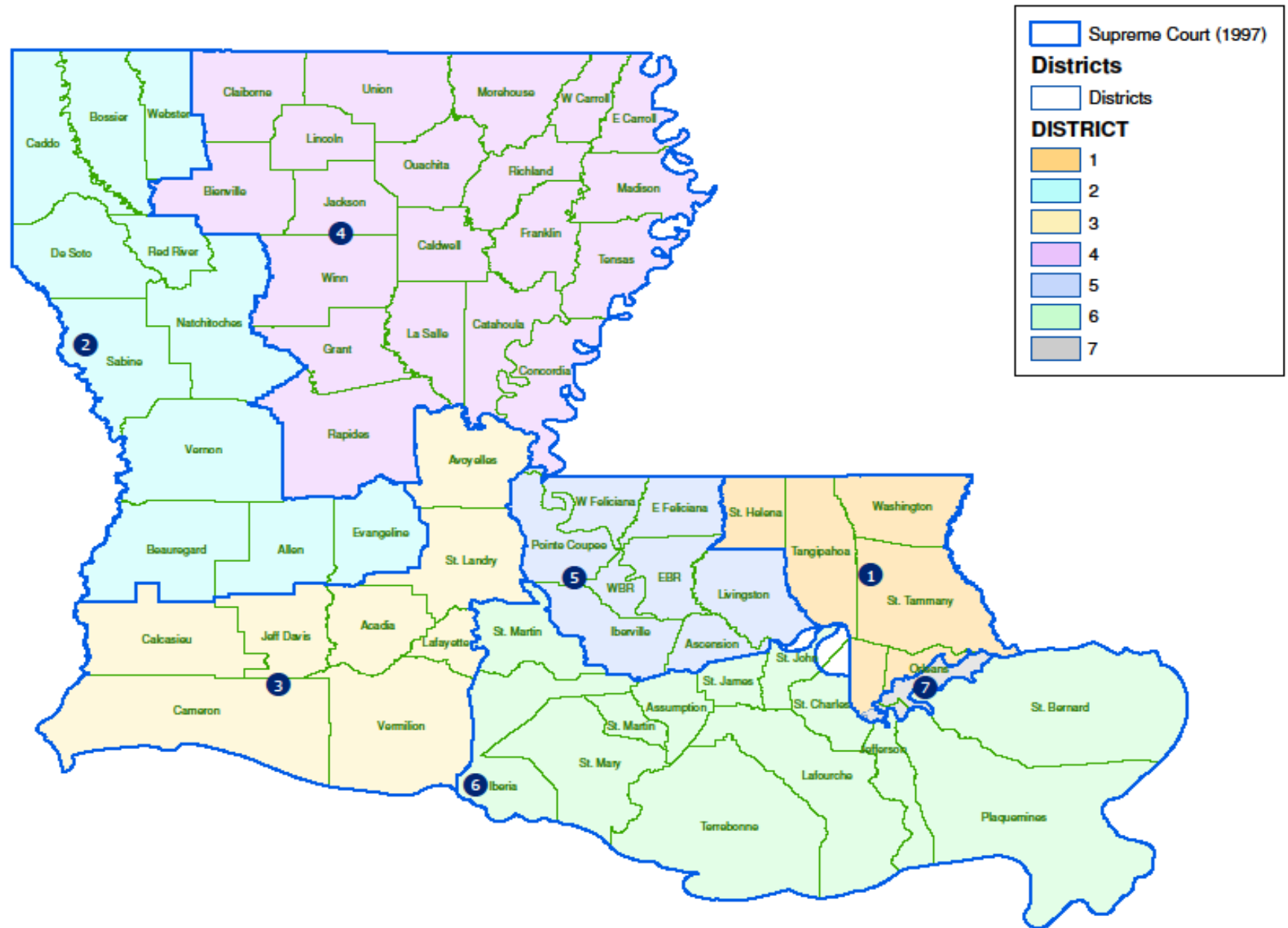
1990 Ideal: 602,853

2000 Ideal: 638,425\*

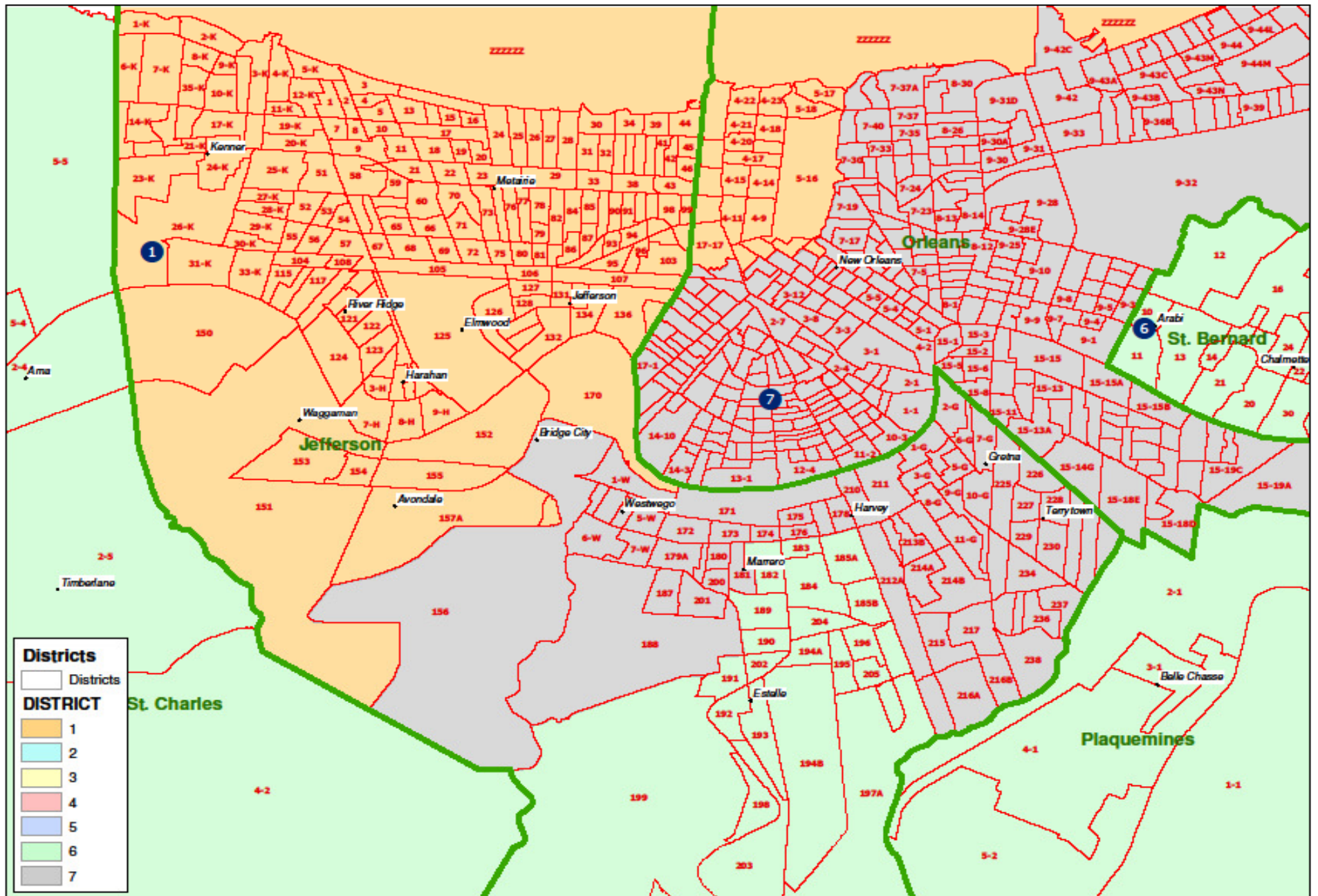
2010 Ideal: 647,624

(\*Note: Supreme Court Districts were not redrawn following the 2000 Census)

# Baseline Supreme Court Districts



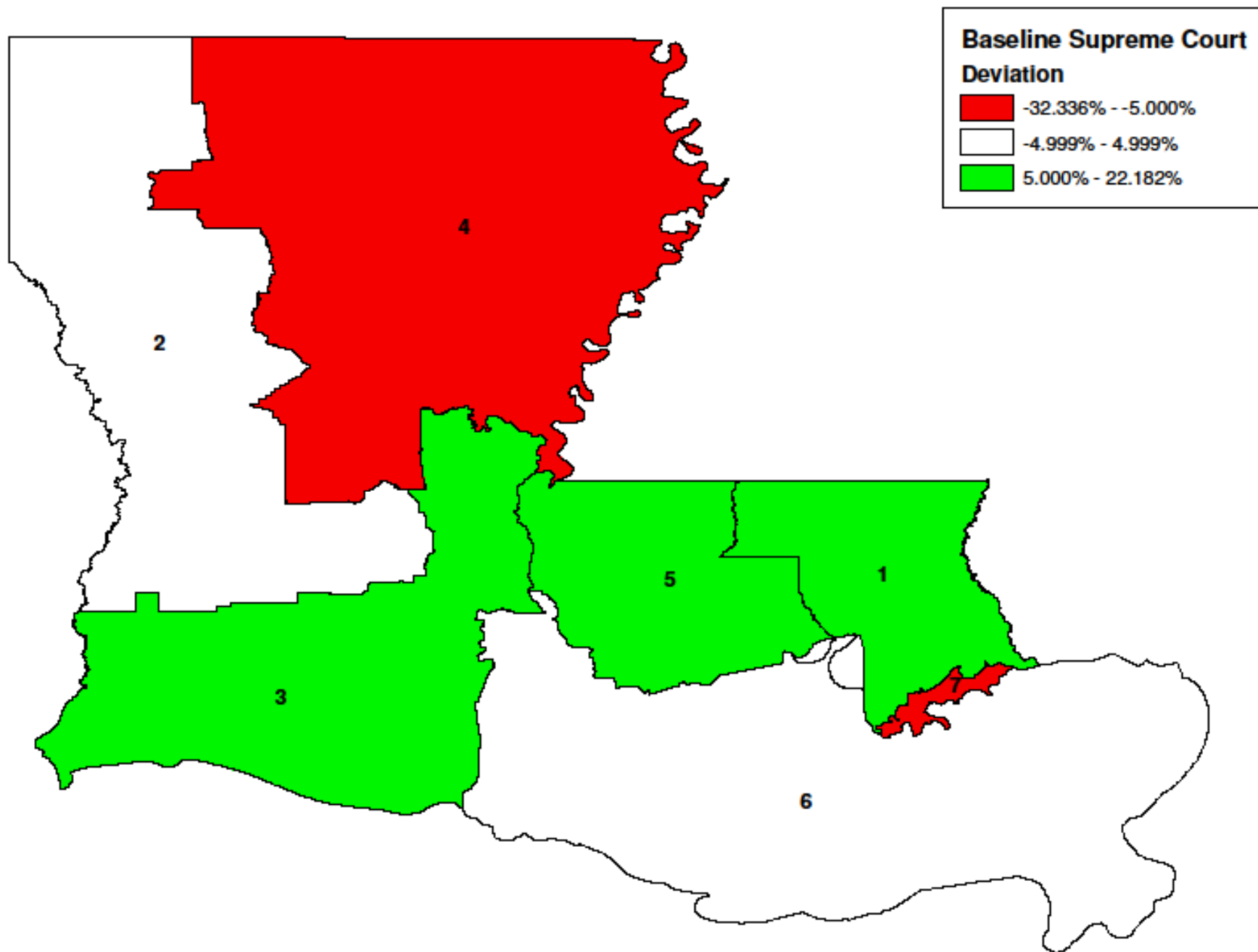
## Baseline Supreme Court Districts: Jefferson/Orleans



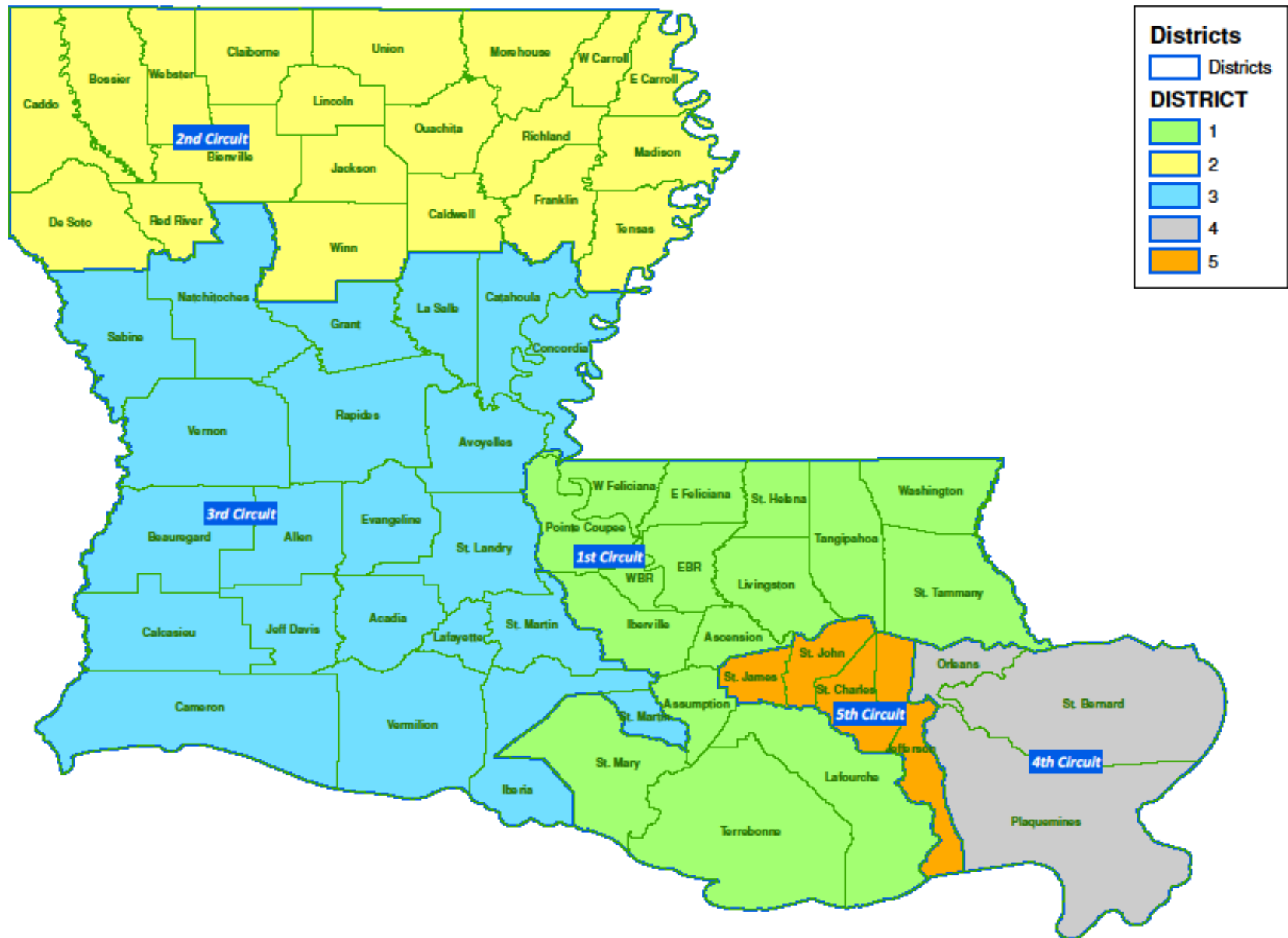


# Deviations of Baseline Supreme Court Districts

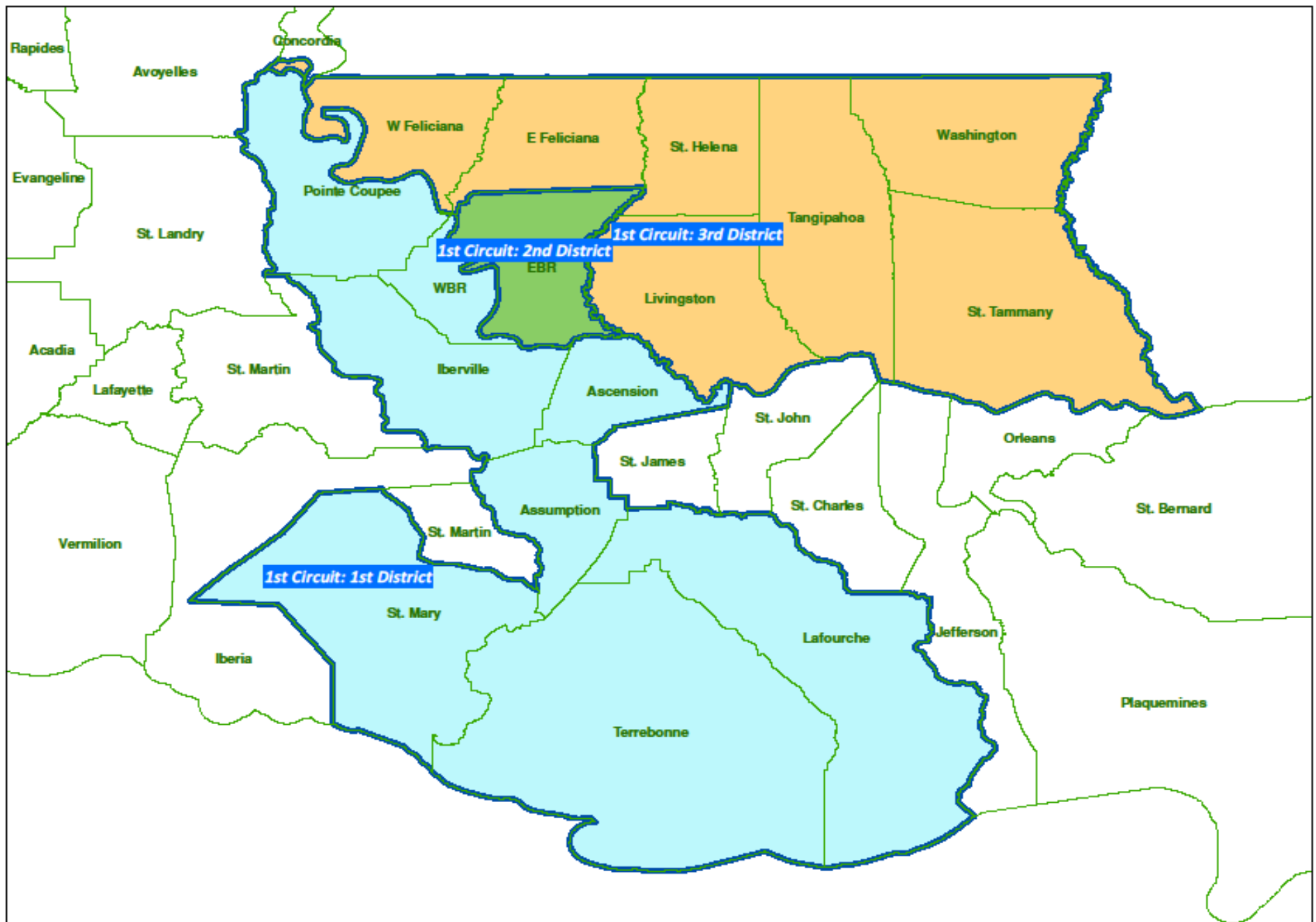
District	Justice	Actual Pop	Ideal Pop	Difference	Percent
District 1	Guidry	696,812	647,624	49,188	7.60%
District 2	Victory	660,437	647,624	12,813	1.98%
District 3	Knoll	698,008	647,624	50,384	7.78%
District 4	Clark	602,663	647,624	-44,961	-6.94%
District 5	Kimball	791,281	647,624	143,657	22.18%
District 6	Weimer	645,962	647,624	-1,662	-0.26%
District 7	Johnson	438,209	647,624	-209,415	-32.34%



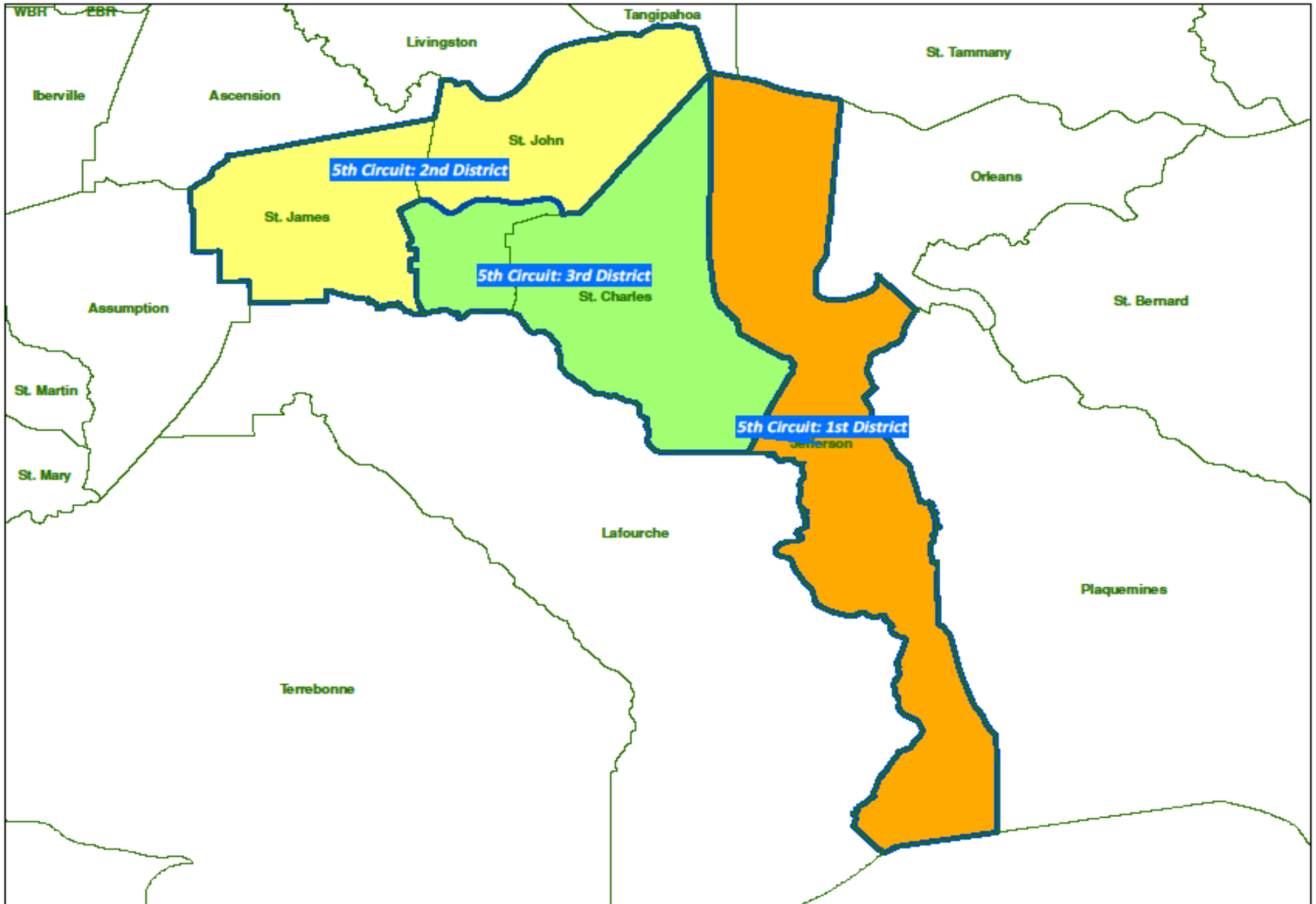
# Courts of Appeal



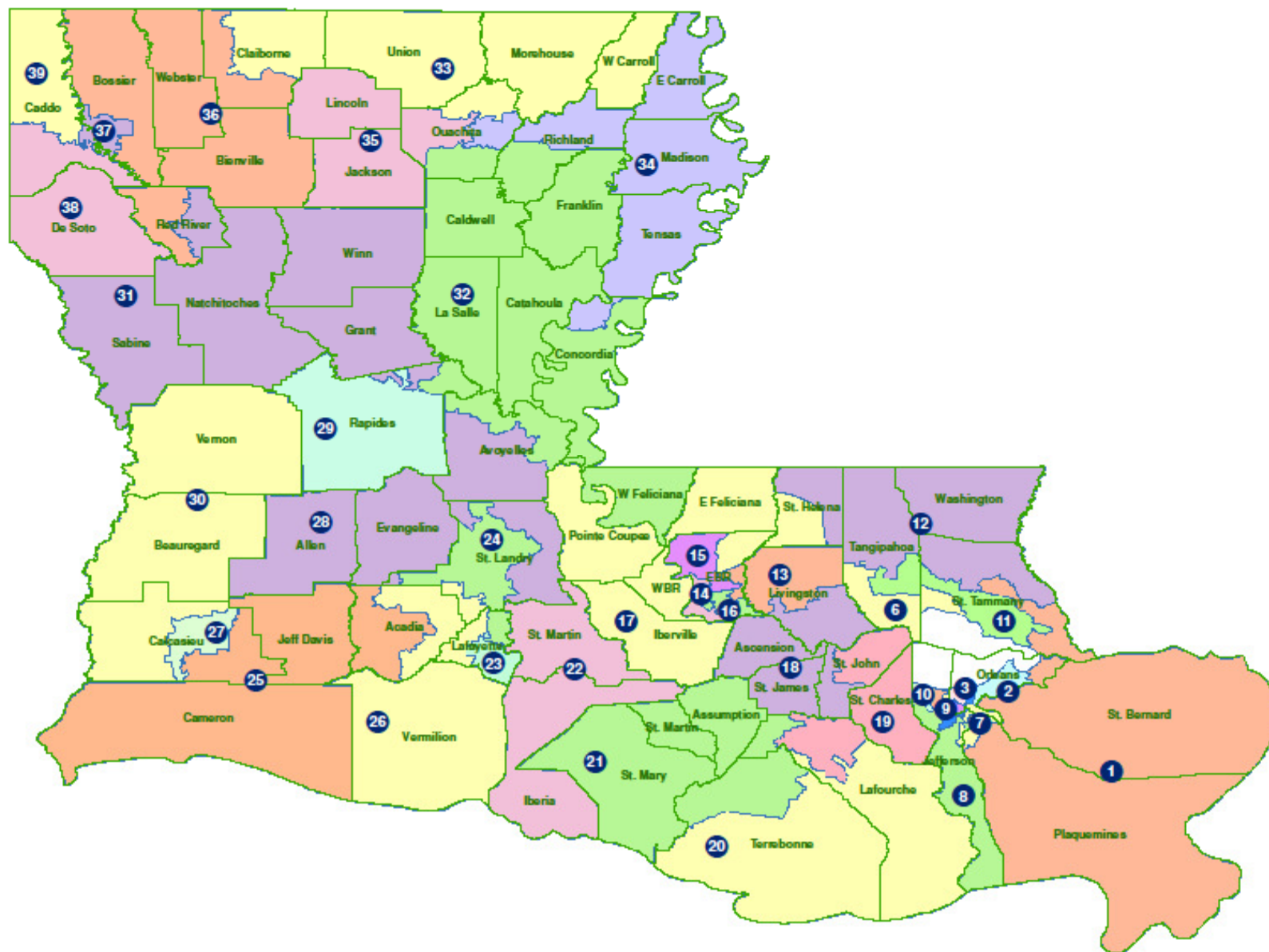
# First Circuit Court of Appeal



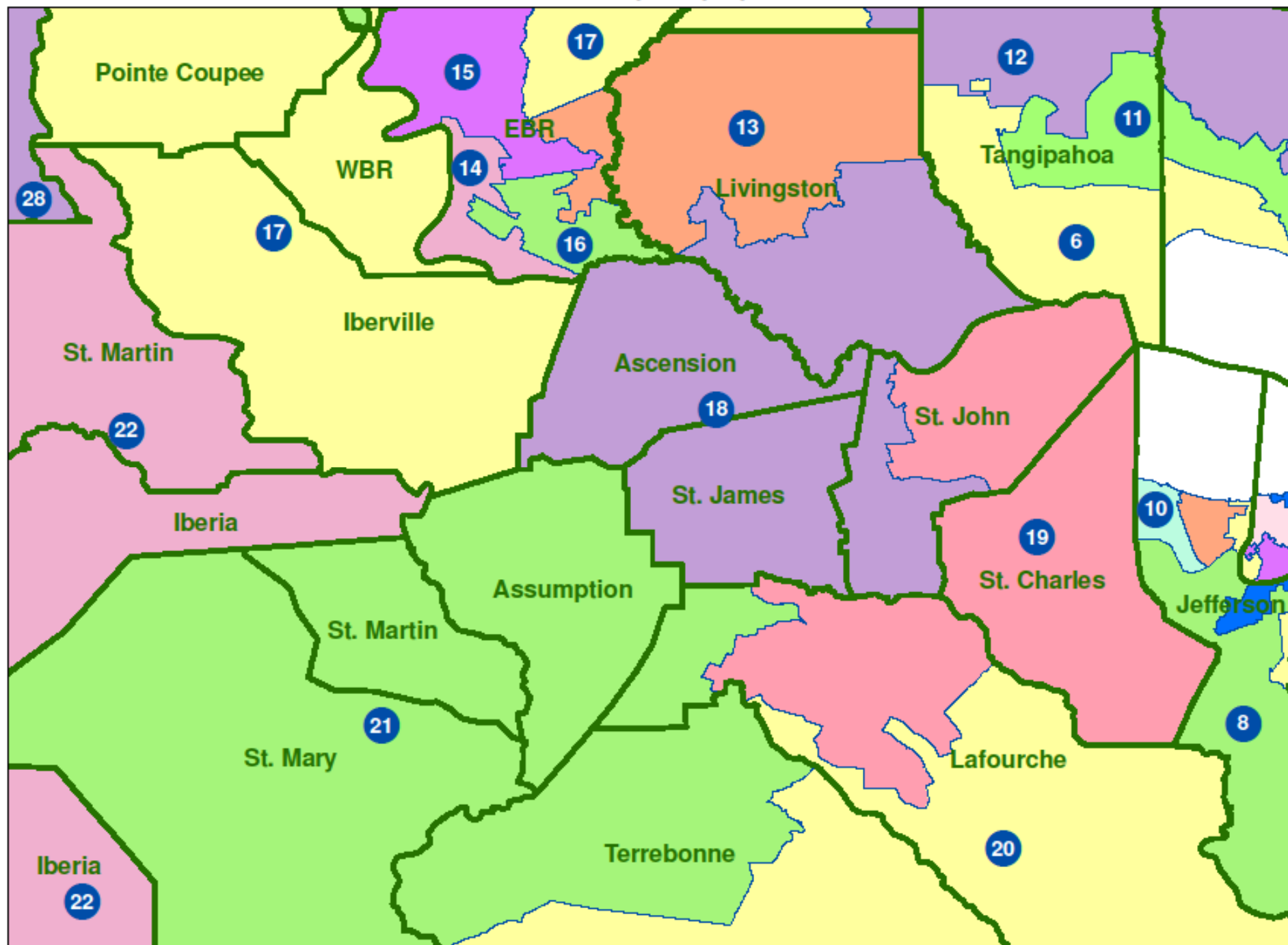
## Fifth Circuit Court of Appeal



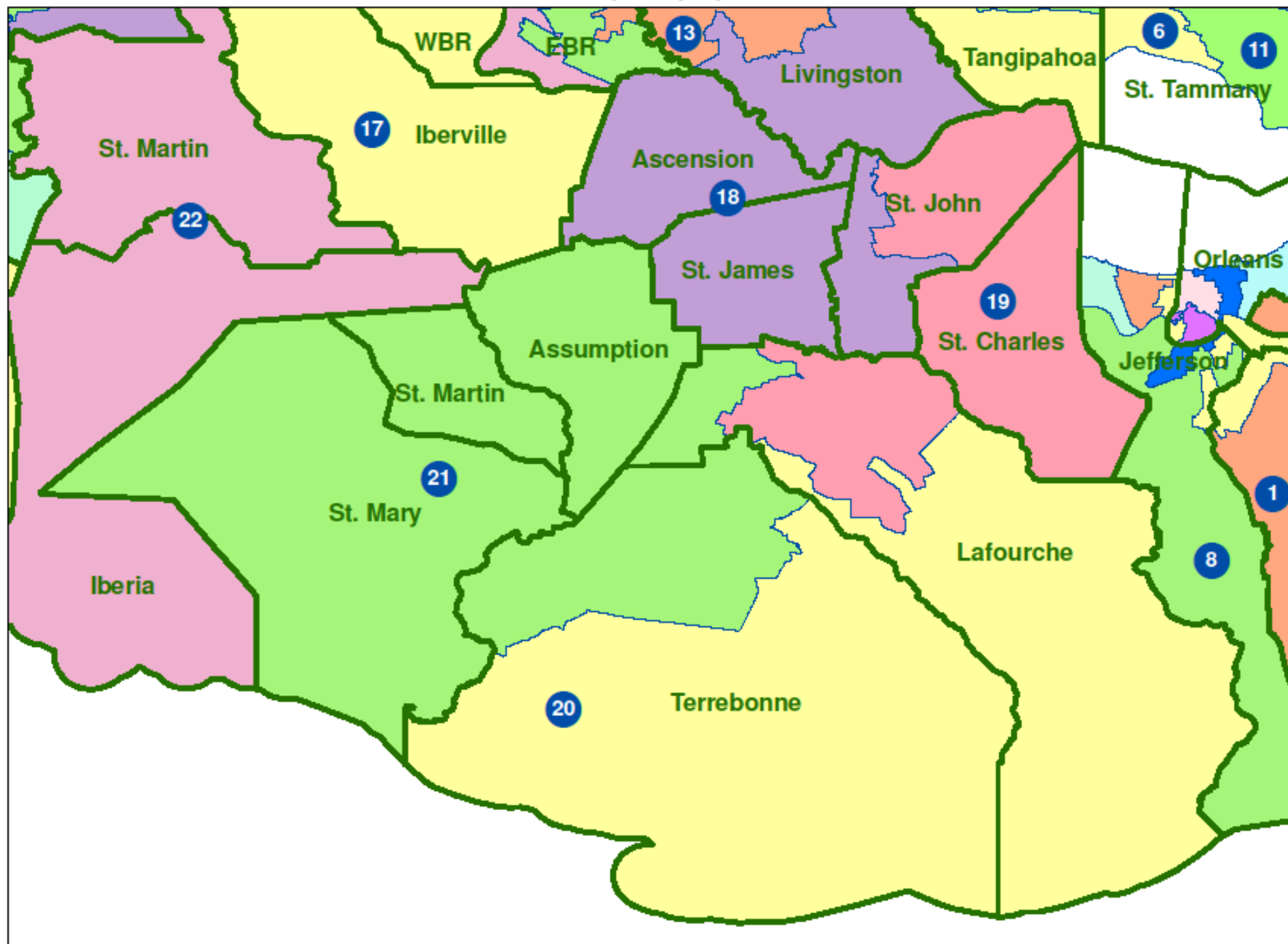
# Louisiana Senate Baseline Plan



### Baseline Senate Districts: River



### Baseline Senate Districts: Acadiana





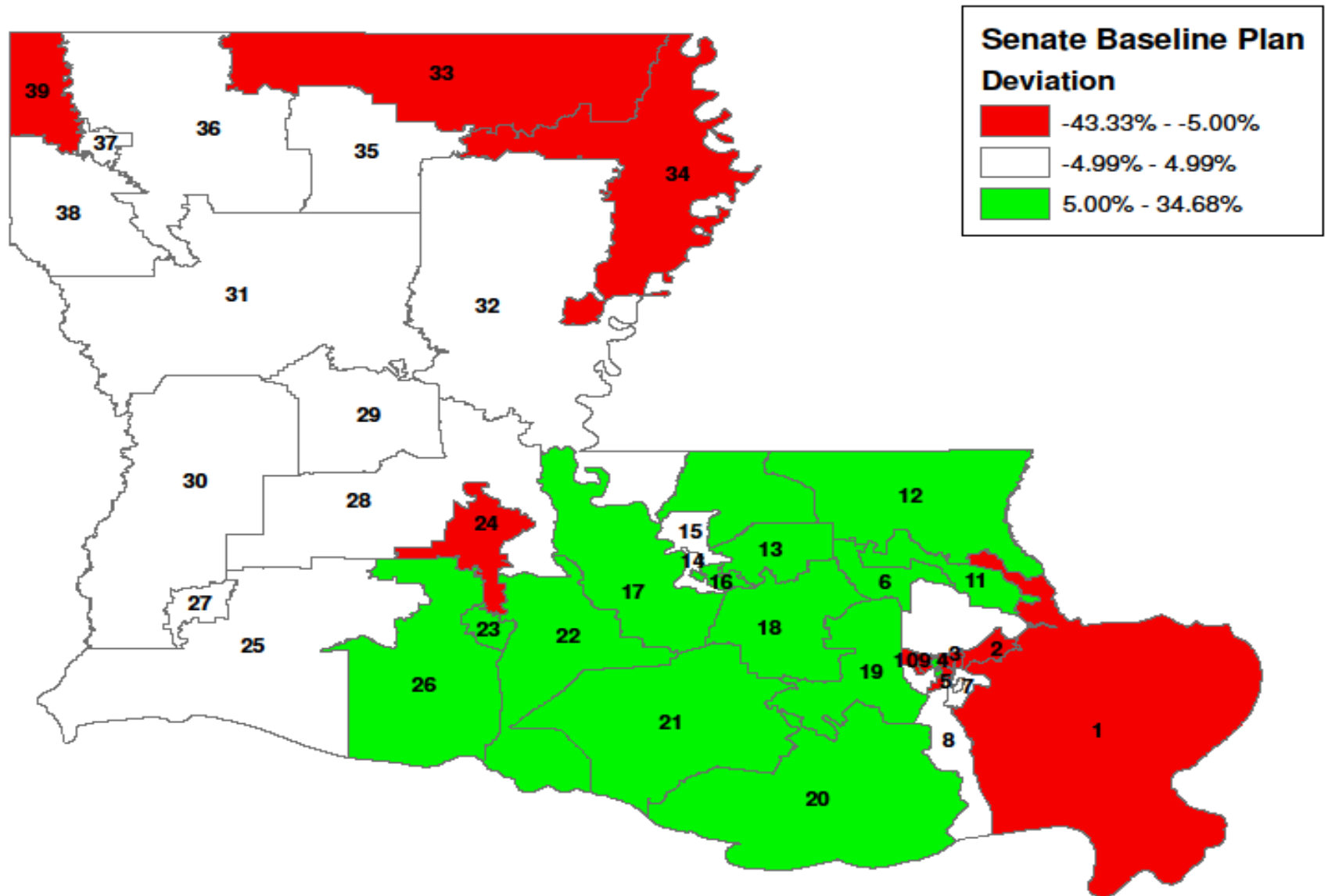
# Senate Baseline Plan Ideal District Population

Decade	Ideal Population
2000	114,589
2010	116,240

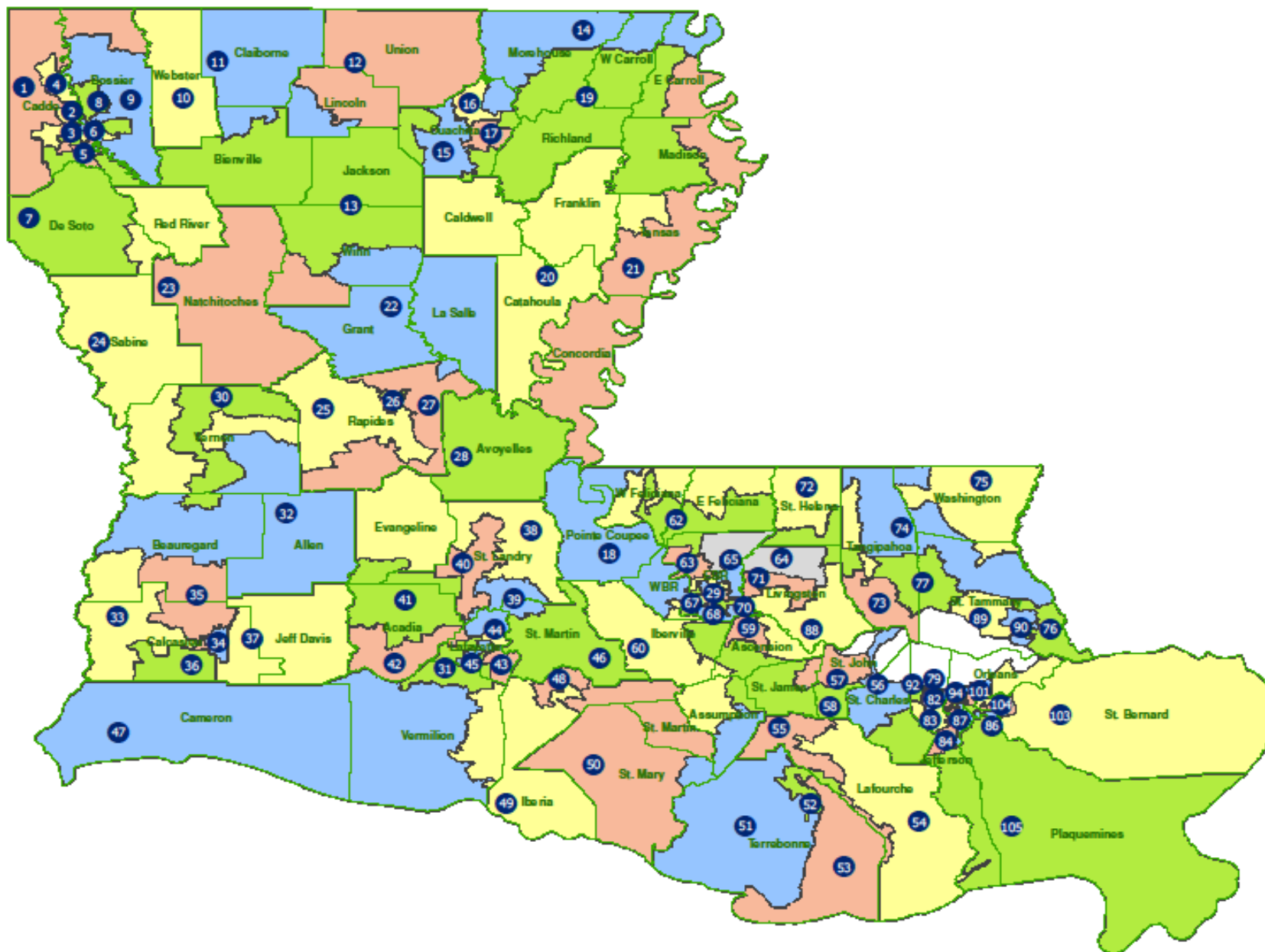
# Deviations of Area Districts

District	Member	Actual Pop	Ideal Pop	Difference	Percent
18	Amedee	156,556	116,240	40,316	34.68%
21	Gautreaux	129,415	116,240	13,175	11.33%
19	Chaisson	127,628	116,240	11,388	9.80%
22	Mills	123,957	116,240	7,717	6.64%
20	Chabert	123,145	116,240	6,905	5.94%
17	Marionneaux	122,268	116,240	6,028	5.19%
8	Alario	113,097	116,240	-3,143	-2.70%

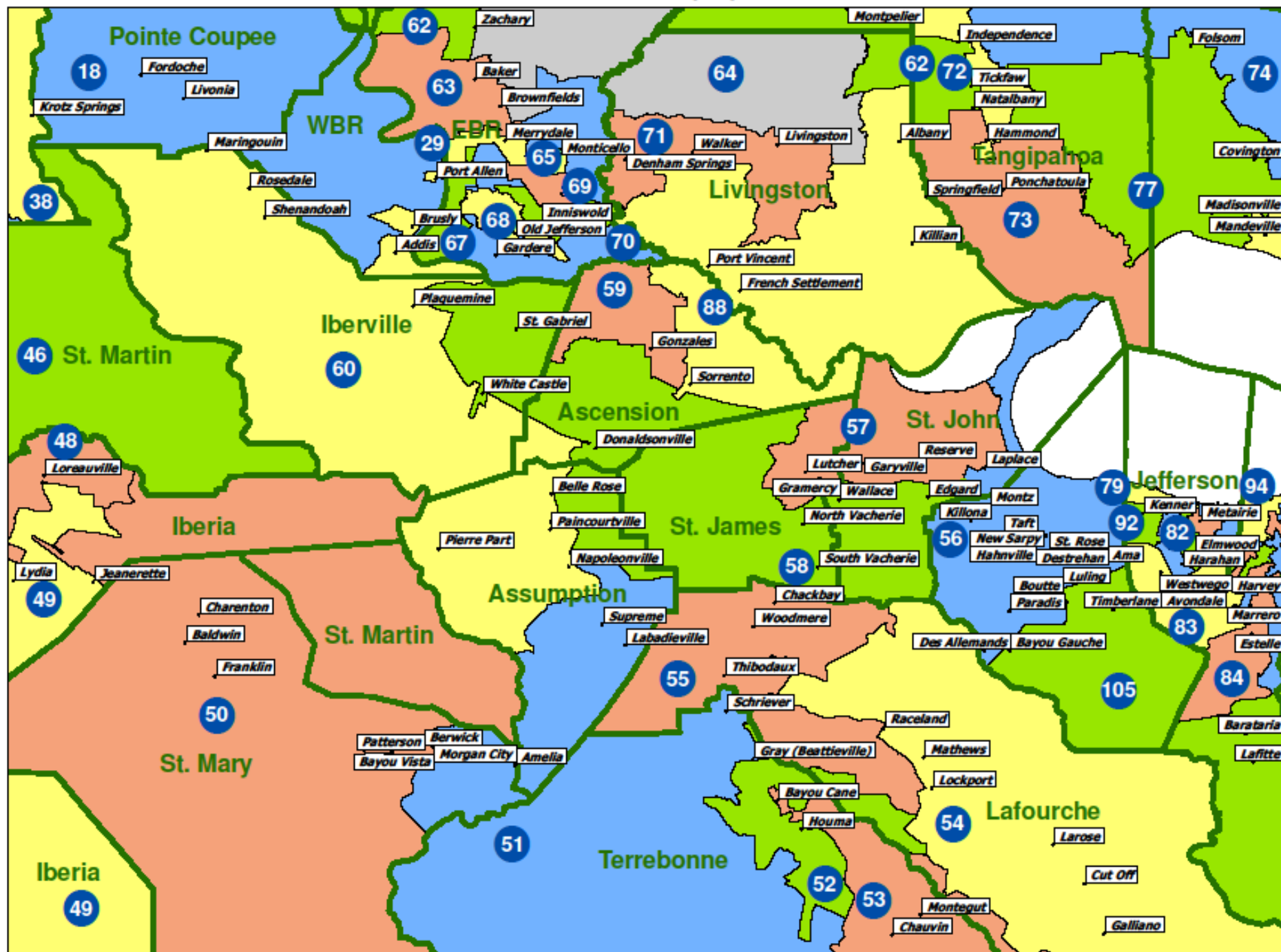
## Louisiana Senate Baseline Plan: Deviation from the Ideal



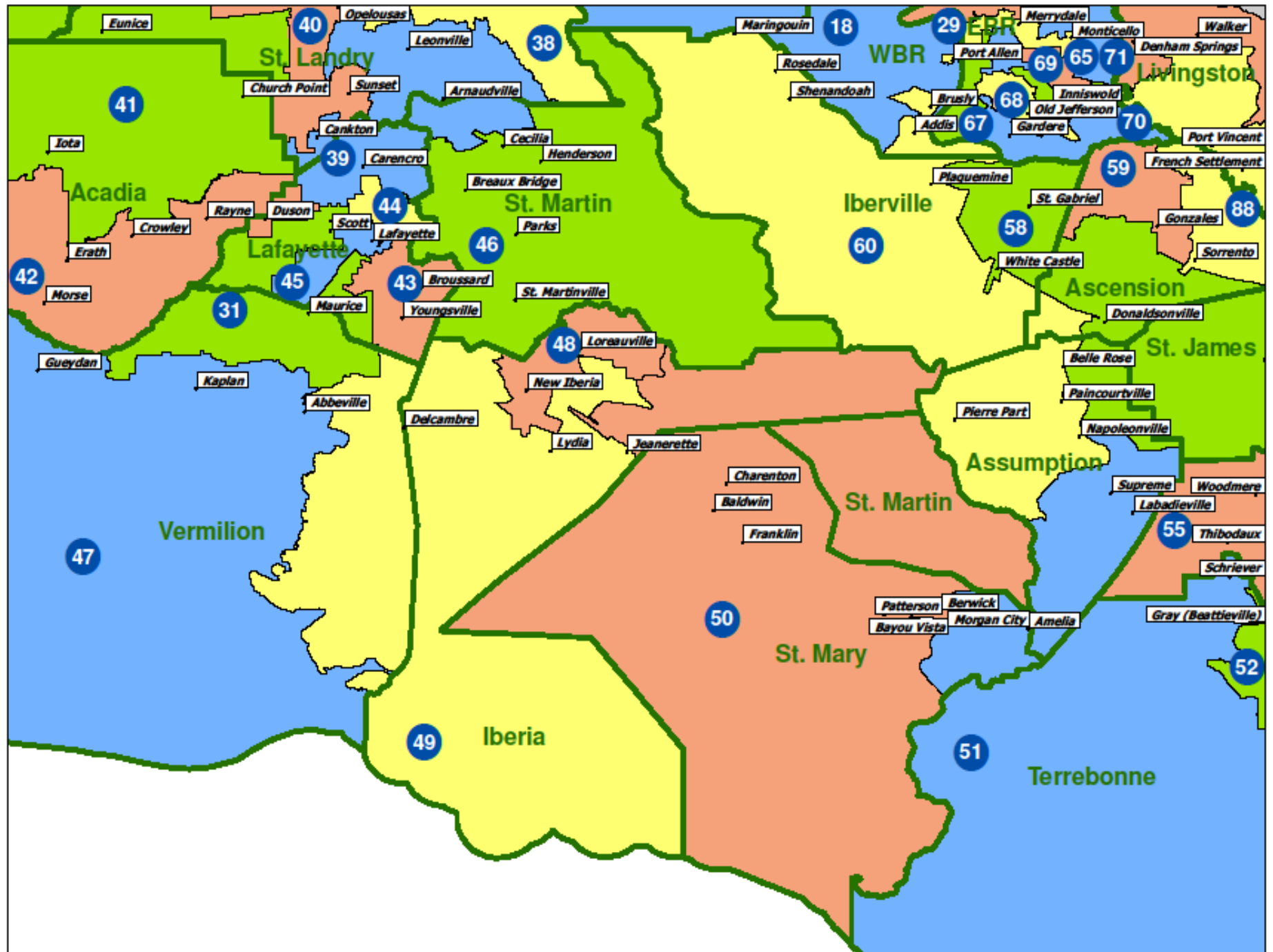
## House Districts: 2000s



### Baseline House Districts: River

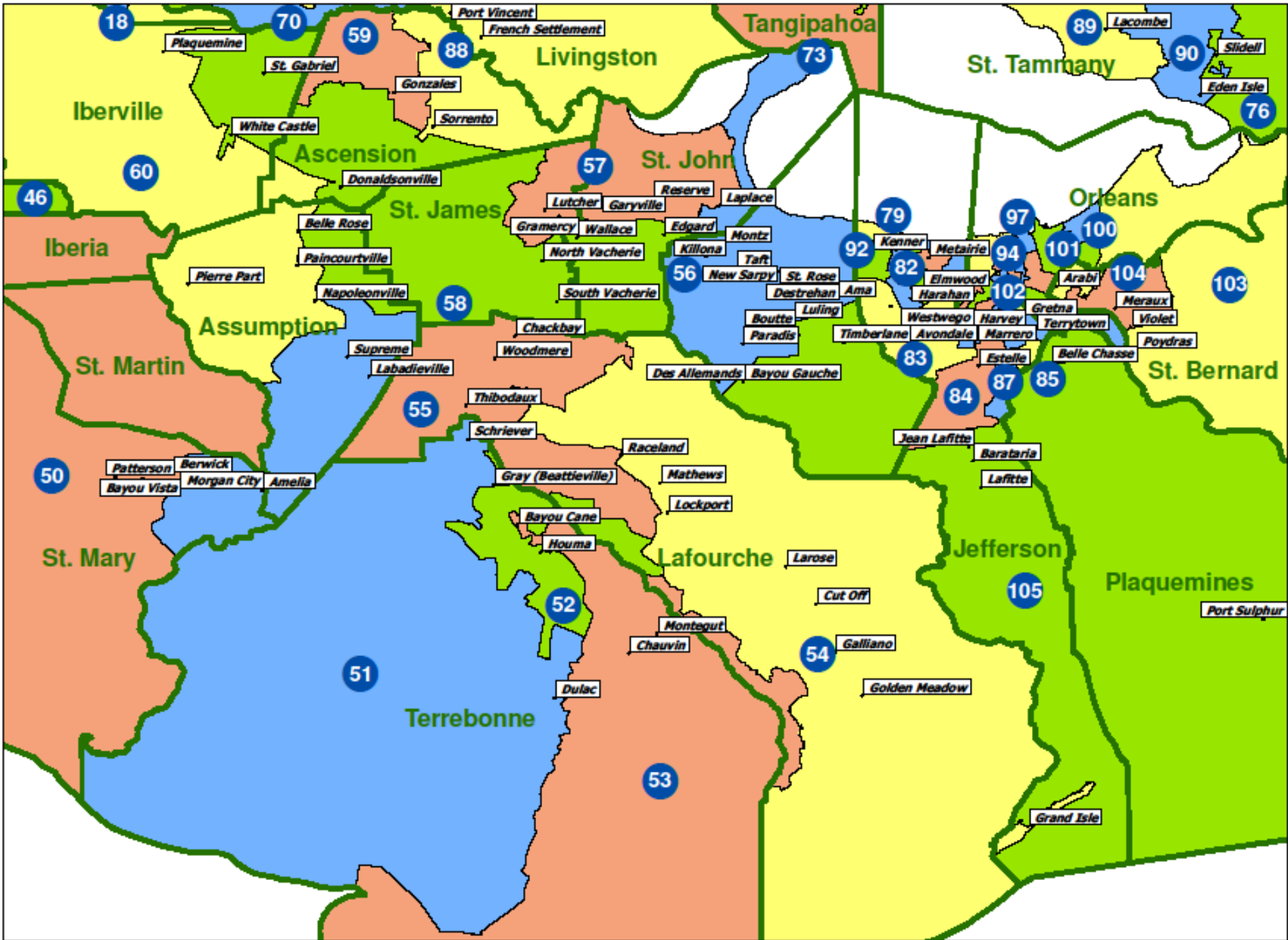


## Baseline House Districts: South



This map of Louisiana displays the following parishes and their numbers:

- 18** Iberville
- 19** Iberville
- 20** Iberville
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- 64** Iberville



## House Ideal District Population



Decade	Ideal Population
2000	42,561
2010	43,174



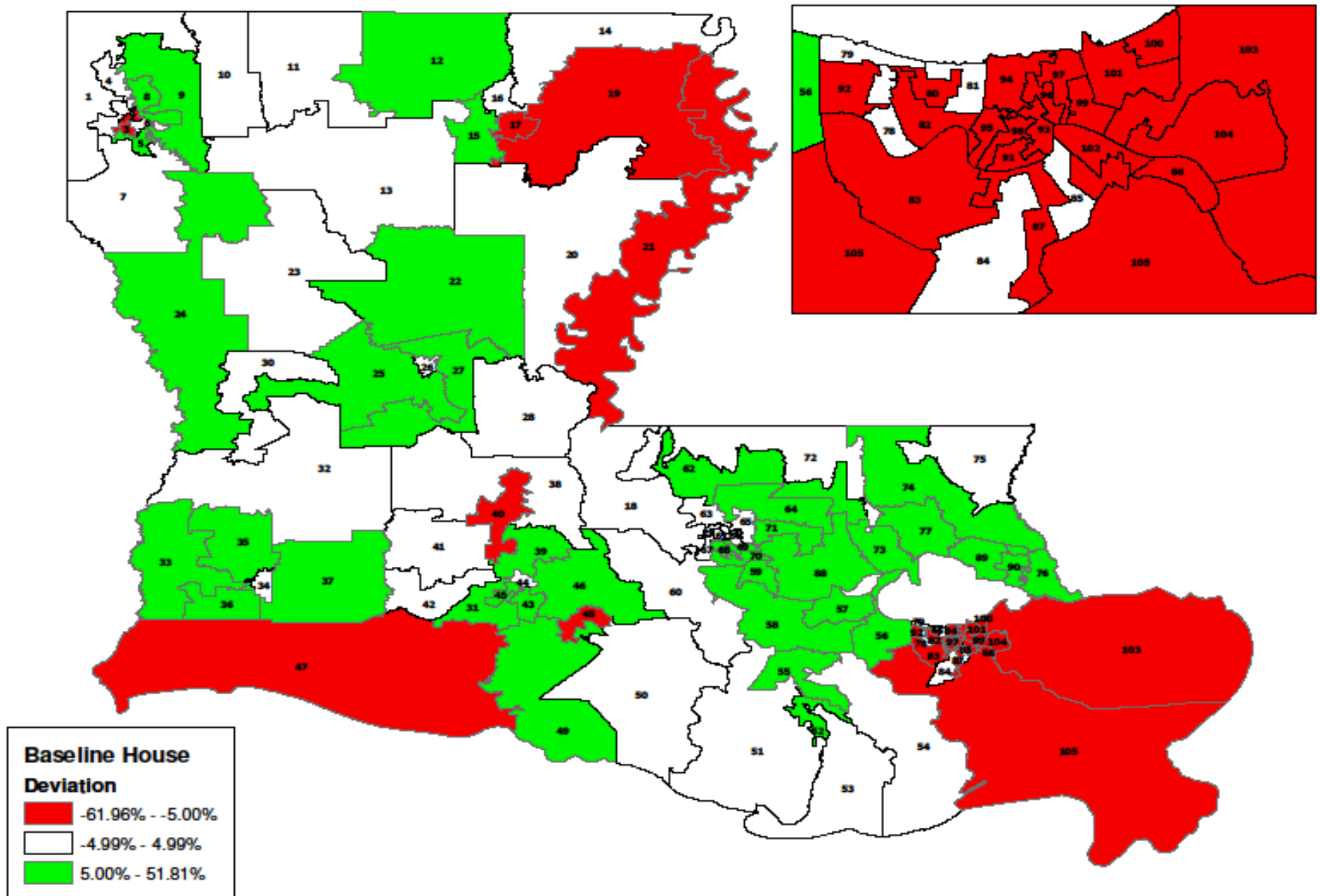
# Deviations of Area House Districts

District	Member	Actual Pop	Ideal Pop	Difference	Percent
50	Sam Jones	41,685	43,174	-1,489	-3.45%
51	Harrison	42,772	43,174	-402	-0.93%
52	Dove	53,224	43,174	10,050	23.28%
53	Baldone	43,877	43,174	703	1.63%
54	Gisclair	44,453	43,174	1,279	2.96%
55	Richard	48,190	43,174	5,016	11.62%

# Deviations of Area House Districts

District	Member	Actual Pop	Ideal Pop	Difference	Percent
56	Gary Smith	47,201	43,174	4,027	9.33%
57	Monica	48,553	43,174	5,379	12.46%
58	Aubert	48,350	43,174	5,176	11.99%
59	Lambert	65,543	43,174	22,369	51.81%
60	St. Germain	44,156	43,174	982	2.27%
105	Wooton	37,438	43,174	-5,736	-13.29%

## House Districts: Deviation from the Ideal



# Population changes

## The Nation v. Louisiana

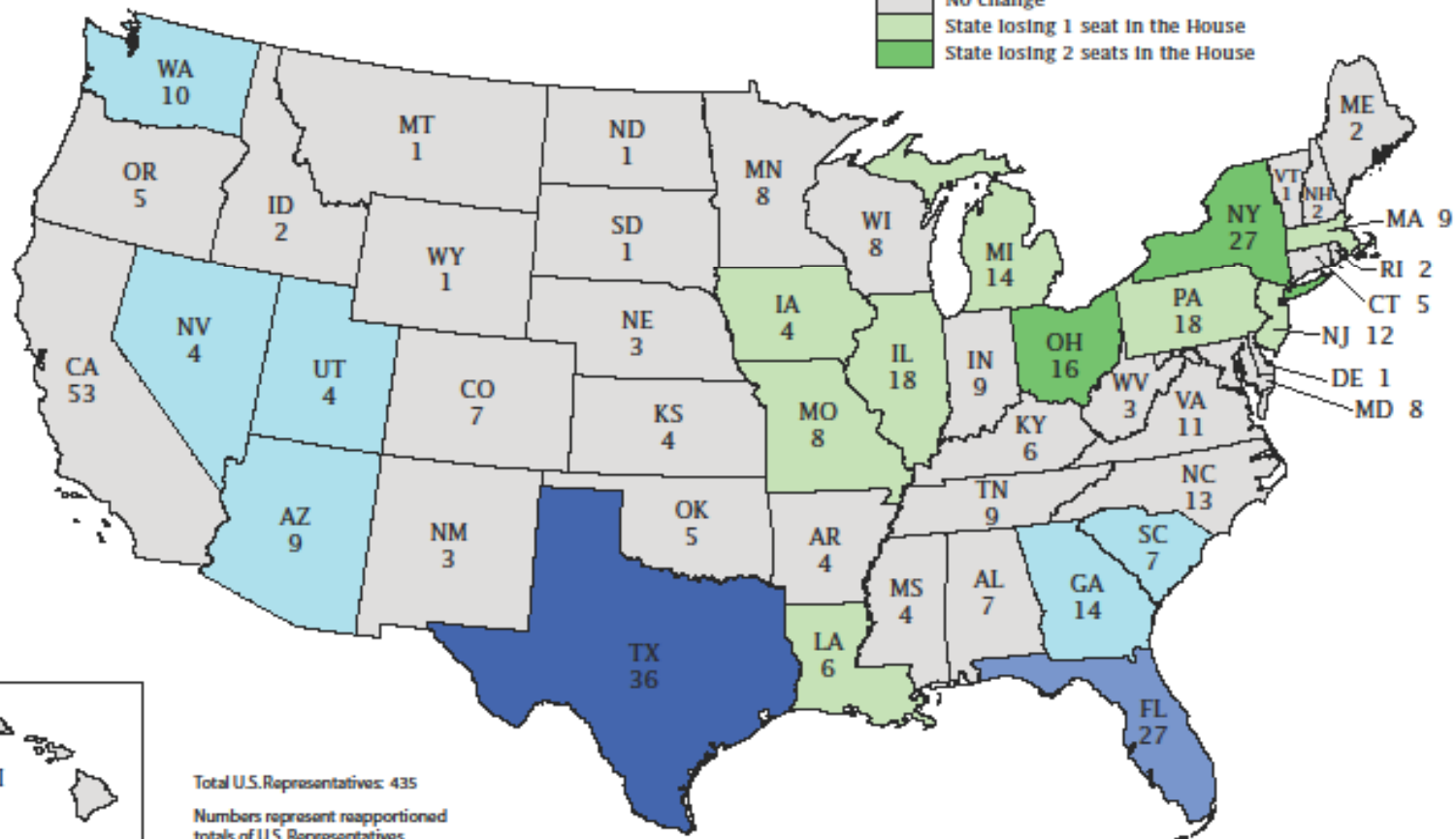
Decade	U.S.	Louisiana	Difference	South
1970 to 1980	11.48%	15.51%	4.02%	20.03%
1980 to 1990	9.78%	0.33%	-9.45%	13.37%
1990 to 2000	13.15%	5.90%	-7.25%	17.3%
2000 to 2010	9.71%	1.44%	-8.27%	14.29%

## Apportionment of the U.S. House of Representatives Based on the 2010 Census



Change from 2000 to 2010

- State gaining 4 seats in the House
- State gaining 2 seats in the House
- State gaining 1 seat in the House
- No change
- State losing 1 seat in the House
- State losing 2 seats in the House



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

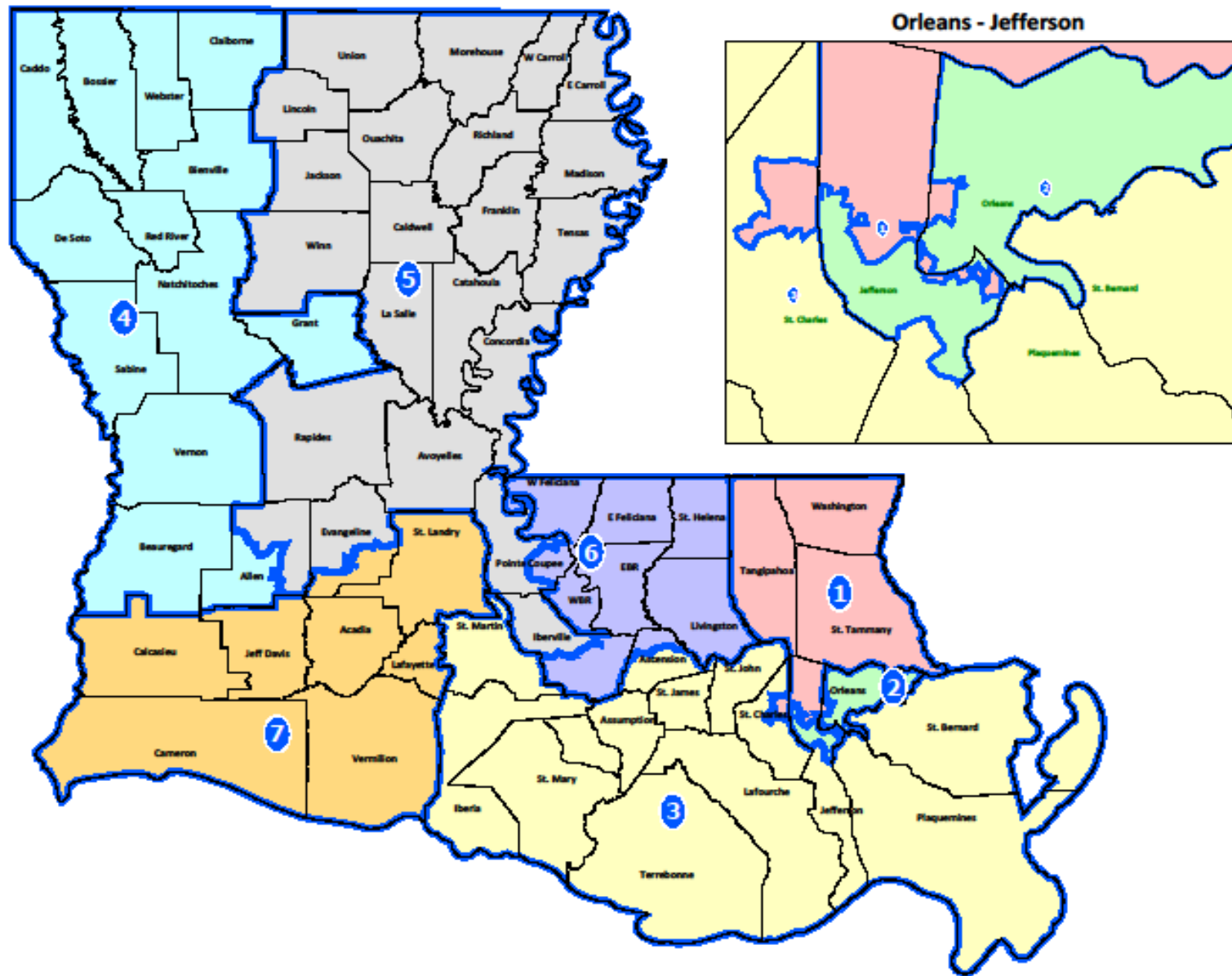
# Congress

## Ideal District Population



Decade	Districts	Ideal Population
2000	7	638,425
2010	6	755,562

## Congress - 2001



# Current Congressional District Statistics

Six District Ideal: 755,562

District	Member	Actual Pop
District 1	Scalise	686,961
District 2	Richmond	493,352
District 3	Landry	637,371
District 4	Fleming	667,109
District 5	Alexander	644,296
District 6	Cassidy	727,498
District 7	Boustany	676,785





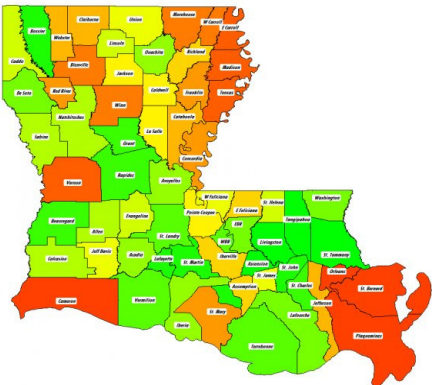
**To get more information regarding the Louisiana Senate redistricting process go to:**

<http://senate.legis.state.la.us/redist2011/>



**To get more information regarding the Louisiana House of Representatives redistricting process go to:**

[http://house.louisiana.gov/H\\_Redistricting2011](http://house.louisiana.gov/H_Redistricting2011)



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- ▣ Mark Mahaffey Attorney  
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- ▣ Alfred Speer Clerk of the House  
225-342-7259
- ▣ Stephanie Little Attorney  
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- ▣ Dr. William Blair Demographer  
225-342-2591

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59

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- ▣ Sue Morain Executive Assistant to the Secretary  
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# Public Comment

