



# Council Redistricting 2018

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Carmel City Council – Northeast District

Chair, Finance and Utilities

# What are we doing?

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Updating our district distribution to 6 districts from the current 5 as required by Indiana law.

# Why are we redistricting? And why now?

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- Carmel attained second-class city status in Jan, 2016 which requires redistricting to be completed one year prior to the next general election and requires 1 more council district and 1 more at-large councilor.
- The 2020 Carmel Common Council will consist of a total of 9 members, with 6 elected from individual districts and 3 elected at-large.
- Indiana State Code pertaining to annexation also requires Carmel to absorb Home Place and redistrict accordingly.

# Growth

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- Redistricting also allows us to better balance the district sizes due to our phenomenal growth.
  - 2016 partial federal census data set shows downtown and west Carmel have grown significantly.
  - Adding a council member allows for a lower ratio between councilor and population served.
- We are required to redistrict again in 2022 once we receive 2020 decennial census data – hopefully not as exhaustive of a process and a only a rebalancing of the 2019 districts.

# The Process

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On August 20, 2018 the Council adopted Guidelines designed to:

- Formally commence the redistricting process
- Appoint Sue Finkam as the Redistricting Coordinator for the Council
- Require public notice published in the Current, the Star and elsewhere
- Encourage the community to submit their own plans
- Require the Redistricting Coordinator's plan to be available on Oct. 5
- Introduce a council ordinance adopting the preferred plan on Oct. 15
- Require a final vote on the plan no later than Nov. 5

# Public Plan Submissions

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- Public plans must have been submitted in writing to the City Redistricting Coordinator through the Clerk's office during regular business hours between the date of adoption of the Guidelines and Noon on October 5, 2018.
- Precincts (or portions of partial precincts) contained in each proposed legislative body district must be clearly written on the form provided.
- Submitted plans must stand as a complete City-wide plan for districting i.e., all portions of the City must be accounted for in some district.
- Any plan must comply completely in all respects with the Guidelines and with the instructions attached as Exhibit "2."
- Any total deviation in excess of 5% from population equality must be justified in writing with reference to the objective criteria set forth in the Guidelines.

# Public plans

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Six plans were offered by the published deadline for public consideration:

- 1 by Sue Finkam, on behalf of the Carmel City Council
- 1 by Eric Morris
- 4 by Tom Kapostasy

# Redistricting Objectives

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The Guidelines require that districts:

- 1) Are compact
- 2) Are contiguous
- 3) Contain, as nearly as is possible, equal population
- 4) Respect precinct boundary lines
- 5) Comply with requirements prohibiting discrimination
- 6) Respect communities of interest

# Objective 1: Compactness

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- Numerous methods exist to measure compactness.
- The **Polsby Popper Test** is a mathematical compactness measure of a shape developed to quantify the degree of gerrymandering of political districts.
- The measurement is calculated as a ratio of the area of the district to the area of a circle whose circumference is equal to the perimeter of the district. This formula is put into GIS mapping software.
- Uniformity of compactness is also measured by comparing Minimum and Maximum compactness scores within a proposed district plan.

# Compactness Comparison

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Plan Name	Mean
	(0 = complete lack of compactness, 1 = maximally compact.)
Council Plan	0.44548
Morris Plan	0.39265
Kapostasy 1	0.30063
Kapostasy 2	0.35793
Kapostasy 3	0.32511
Kapostasy 4	0.35500

# Uniformity Comparison

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Plan Name	Standard Deviation  (the lower the #, the less the deviation)
Council	0.038632345
Morris	0.044421607
Kapostasy 1	0.138997994
Kapostasy 2	0.105090797
Kapostasy 3	0.126186085
Kapostasy 4	0.104097662

# Objective 2: Contiguity

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- Ind. Code §36-4-6-3 (the “City Districting Statute”) specifies that legislative body districts shall be "composed of contiguous territory, except for territory that is not contiguous to any other part of the city."
- The Guidelines interpreted this requirement to mean that a legislative body district cannot be made up of one or more areas that meet at the points of adjoining corners.
- The Resolution required legislative body districts that consist only of contiguous territory.

# Contiguity Comparison

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All plans submitted contained completely contiguous districts.

# Objective 3: Equal Population

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- Districts shall “contain, as nearly as is possible, equal population.”
- Size of each precinct is used based on federal census data
  - 2010 – last federal decennial census
  - 2016 – last federal special census – high-growth precincts only
- Total population divided by six districts = 15,269 residents per district
- Therefore the “ideal district population” is **15,269** residents as determined by the 2010 census as updated by the 2016 special census

# Total Deviation

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- The term “total deviation” refers to the sum that is derived by adding the deviation from the ideal district size of the smallest and largest population districts (expressed as a percentage).

**2% over ideal + 1.5% under ideal = 3.5% total deviation**

- The Guidelines required any total deviation in excess of five percent (5%) to be justified in writing with reference to one or more of the rational objective criteria listed in the Guidelines.

Example: 6% deviation in order to respect a community of interest.

# Plan Deviation – Council Plan

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District	Population	Deviation	Deviation %	Plan Deviation
1	15081	-188	-1.23%	3.54%
2	15579	310	2.03%	
3	15410	141	0.92%	
4	15038	-231	-1.51%	
5	15181	-88	-0.58%	
6	15323	54	0.35%	

# Deviation Comparison

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Plan Name	Plan Deviation
Council	3.54%
Morris	7.19%*
Kapostasy 1	4.20%
Kapostasy 2	8.80%*
Kapostasy 3	6.36%*
Kapostasy 4	4.20%

\*Any total deviation in excess of five percent (5%) shall be justified in writing with reference to one or more rational objective criteria listed in the Guidelines. No such justification was submitted for the asterisked plans.

# Objective 4: Respect Precinct Boundaries

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- Precincts determine where people vote. Respect for precinct boundaries is essential to minimize voter confusion and expense on election day.
- Precinct boundaries are set by the Hamilton County Election Board and have not been changed in years.
- Precincts vary widely in shape, size and population.
- Precinct boundaries are frozen in anticipation of the 2020 decennial census.
- Several precincts make up each city district.
- A council member must reside in his/her district to serve in it.

# Comparison – Compliance with Respect for Precinct Boundaries

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None of the proposed plans split any precinct among more than one district and each submitted plan respected precinct boundaries.

# Objective 5: Comply with requirements prohibiting discrimination

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- No district shall be drawn to intentionally dilute the voting strength of any language or racial minority group.
- No district shall be drawn for the purpose of discriminating against an identifiable political group in such a way that the group's electoral influence is consistently degraded.

# Comparison – Compliance with Requirements Prohibiting Discrimination

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None of the proposed plans contained districts with identifiable, significant minority population or political groups based on available census data.

# Objective 6: Communities of Interest

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- The Guidelines recognized that the promotion and enhancement of community cohesiveness should be reflected in any districting plan so long as recognition of that interest does not conflict with the other districting criteria discussed above.
- Because of its recent history of cohesiveness on matters of mutual concern, the inclusion of Home Place for the first time in this redistricting cycle is arguably a recognizable community of interest.
- Two plans, the Council plan and the Morris plan maintained Home Place in a single district.

# Comparison – Communities of Interest

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Plan Name	Keep Home Place Intact
Council	YES
Morris	YES
Kapostasy 1	NO
Kapostasy 2	NO
Kapostasy 3	NO
Kapostasy 4	NO

# Conclusion

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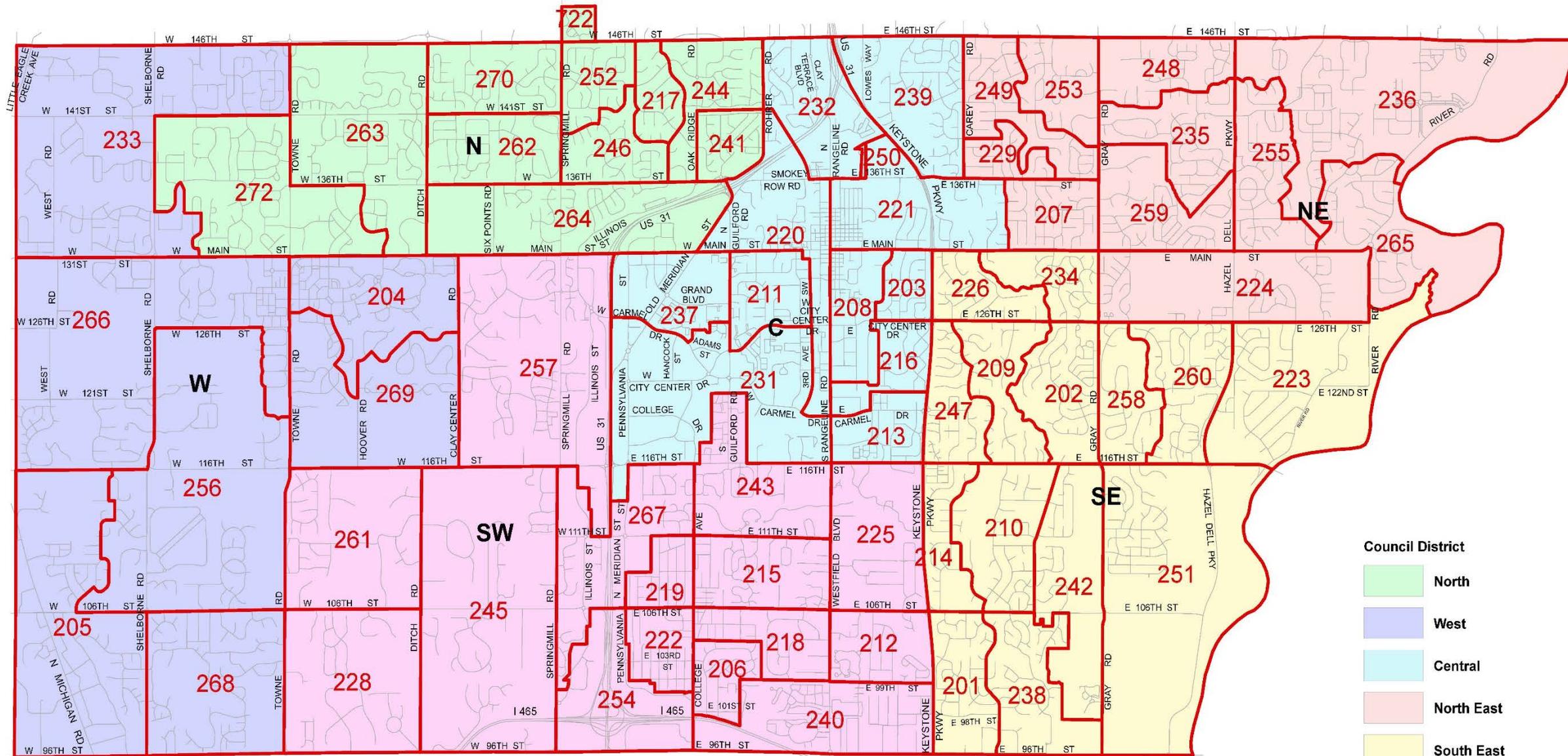
Three of the submitted plans met the Guideline requirements for equal population and each of the submitted plans met the minimum criteria for other requirements.

The Council plan:

- contains the lowest population deviation of 3.54%
- has the greatest mean value for compactness at 0.44548
- is overall the most compact and equally populated district plan of all plans
- was significantly more uniform than the others with the smallest compactness standard deviation of 0.038632345
- maintains the arguable community of interest in Home Place

# Recommendation – Council Plan

Plan	Compact	Contiguous	Population	Precinct Boundaries	Discrimination Compliance	Communities of Interest
<b>Council</b>	X	X	X	X	X	X
<b>Morris</b>		X		X	X	X
<b>Kapostasy 1</b>		X	X	X	X	
<b>Kapostasy 2</b>		X		X	X	
<b>Kapostasy 3</b>		X	X	X	X	
<b>Kapostasy 4</b>		X		X	X	



# Proposed Carmel City Council Districts