City of Cambridge
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The City of Cambridge **Ward Realignment Committee** meeting will be held **on Thursday, September 7th at 6:00 pm at Council Chamber 305 Gay Street, Cambridge**, Maryland These are the following items scheduled:

<u>AGENDA</u>

1. Committee formation
    a. Introductions
    b. Establish Committee Governance/by-laws
        i. Election of a Chairperson & Vice Chairperson
        ii. Establish meeting schedule – date & time
        iii. Attendance and participation expectations
2. Review of Committee's mission
    a. Federal & State guiding principles
    b. Review of current district map
    c. Review of 2020 data
3. Discussion of Approach to Redistricting
    a. Identify potential scenarios to be mapped
4. Adjourn

* Please note the agenda is subject to change, the final agenda will be approved by the Committee at the Meeting.

City of Cambridge - Ward Redistricting

This document covers redistricting basics and discusses how the City has grown in population over the last ten years (2010-2020).

What is redistricting?
- **Redistricting** takes place every **10 years** after completion of the decennial **U.S. Census**.
- District lines are **redrawn** to ensure the population of each district is **close to equal.**
- Block level census data that will be used for redistricting was released by the U.S. Census Bureau in late **2021**.

Why redistrict?
- To meet the constitutional requirement of **one-person, one-vote**.
- In order for everyone's vote to count equally, voting district **populations** need to be **equal**.
- Over time, district populations **change** and become **unbalanced**.

How?
City Council must **approve** new district boundaries that follow **constitutional** and **statutory principles:**

Key Principals[1]:
- **Equal Population:** The new wards will need to have equal populations with no two districts having a deviation greater than 10%. Based on the 2020 census numbers the new districts will have a population close to **2,628.**
- **Contiguity:** All parts of a ward must be connected.
- **Compactness:** Attempt to have the minimum distance between all the parts of a ward. The constituents within a ward should live as near to one another as practicable. A circle or square is a compact shape.
- **Constituent Consistency:** Attempt to maintain the wards as previously drawn when possible so constituents have a continuity of representation.
- **Natural features:** Due regard is given to natural boundaries, such as waterways or mountains, to not have wards divided by these boundaries.
- **Preserve Communities of Interest:** Attempt to preserve geographical areas, such as neighborhoods, where the residents have common political interests. A community of interest is defined by FairVote as a "group of people in a geographical area, such as a specific region or neighborhood, who have common political, social or economic interests."
- **Avoiding pairing incumbents:** Avoid drawing wards that have more than one incumbent or no incumbent.
- **Race and Ethnicity:** Section 2 of the Voting Rights Act of 1965 mandates that electoral district lines cannot be drawn in such a manner as to "improperly dilute minorities' voting power."

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[1] Extrapolated from https://ballotpedia.org/Redistricting_in_Maryland#State_process

States and other political subdivisions may create majority-minority districts in order to comply with Section 2 of the Voting Rights Act. A majority-minority district is a district in which minority groups compose a majority of the district's total population.

Proponents of majority-minority districts maintain that these districts are a necessary hindrance to the practice of "*cracking*", which occurs when a constituency is divided between several districts in order to prevent it from achieving a majority in any one district. In addition, supporters argue that the drawing of majority-minority districts has resulted in an increased number of minority representatives in elected offices.

Critics, meanwhile, contend that the establishment of majority-minority districts can result in "*packing*," which occurs when a constituency or voting group is placed within a single district, thereby minimizing its influence in other districts. Because minority groups tend to vote Democratic, critics argue that majority-minority districts ultimately present an unfair advantage to Republicans by consolidating Democratic votes into a smaller number of districts.

The Process and Community Input
- The Ward Realignment Committee will **define one or more** proposed maps for consideration by the community and the Commissioners of Cambridge.
- These will be **posted for feedback** as well as one or more work sessions will be scheduled to collect community input.
- The maps will be **reviewed and revised** based on feedback and then presented to **City Council for** public hearing and **adoption.**
- The **City Charter** will be **amended** to reflect the new district boundaries.

Timeline
- Starting in **September, the Ward Realignment Committee** will begin meeting, discussing objectives, and preparing **drafts** for **feedback**.
- A target of late-October 2021 to have options available for public feedback. This will allow time for public feedback and City Council review, public hearing, and adoption in 2023.
- This timing is important so potential candidates for the 2024 election will know with plenty of time before the elections in October 2024 where the boundaries are for the district they may be interested in serving.

Demographics
The City's **demographics** also changed between 2010 and 2020.

The next page shows a demographic breakdown for the City as a whole and also by each (current) ward:

City of Cambridge

Ward Sizes   RACIAL COMPOSITION

CITY OF CAMBRIDGE TOTAL					
	2010	2020	Difference	2010	2020	Difference
Black	5,941	6,285	344	48.2%	47.8%	-0.4%
White	5,611	4,963	(648)	45.5%	37.8%	-7.7%
Other	777	1,893	1,116	6.3%	14.4%	8.1%
Total	12,329	13,141	812	100%	100%	

| WARD 1					
	2010	2020	Difference	2010	2020	Difference
Black	572	736	164	23%	27%	3.5%
White	1,785	1,647	(138)	72%	60%	-12.6%
Other	115	382	267	5%	14%	9.2%
Total	2,472	2,765	293	100%	100%	

WARD 2					
	2010	2020	Difference	2010	2020	Difference
Black	1,874	1,975	101	78%	73%	-5.4%
White	401	391	(10)	17%	14%	-2.3%
Other	114	337	223	5%	12%	7.7%
Total	2,389	2,703	314	100%	100%	

WARD 3					
	2010	2020	Difference	2010	2020	Difference
Black	1,501	1,348	(153)	60%	52%	-7.7%
White	819	862	43	33%	33%	0.7%
Other	186	372	186	7%	14%	7.0%
Total	2,506	2,582	76	100%	100%	

WARD 4					
	2010	2020	Difference	2010	2020	Difference
Black	1,192	1,350	158	50%	50%	0.6%
White	1,053	857	(196)	44%	32%	-12.0%
Other	154	480	326	6%	18%	11.4%
Total	2,399	2,687	288	100%	100%	

WARD 5					
	2010	2020	Difference	2010	2020	Difference
Black	802	876	74	31%	36%	5.1%
White	1,553	1,206	(347)	61%	50%	-10.4%
Other	208	322	114	8%	13%	5.3%
Total	2,563	2,404	(159)	100%	100%	

The ward boundaries set after the 2010 Census are as follows:
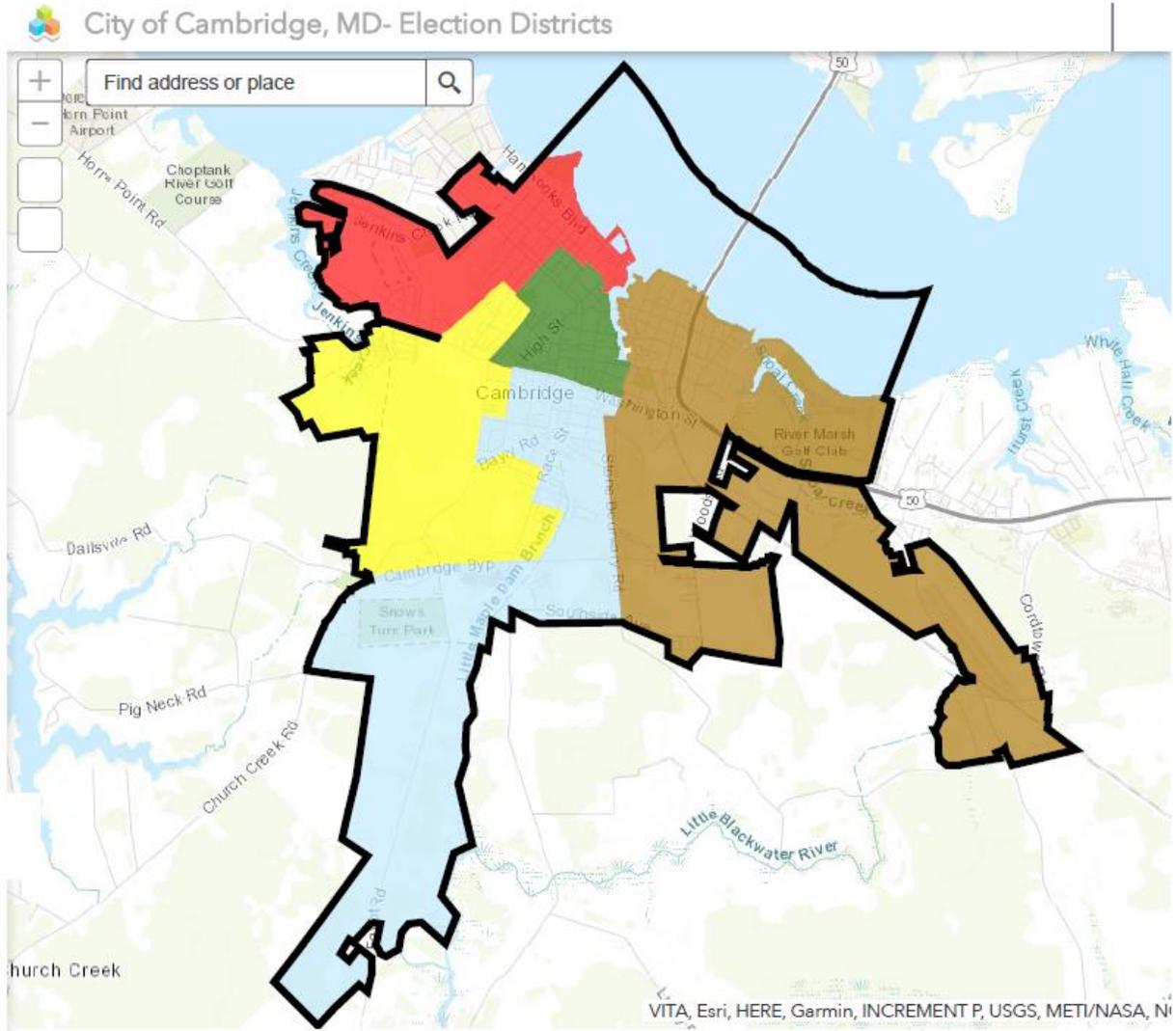
Approaches

The following are a few sample scenarios City Staff identified for consideration, these can be accepted or replaced with alternative approaches.

City of Cambridge
Ward Sizes

TOTAL POPULATION

	1	2	3	4	5	Total
2010	2,472	2,389	2,506	2,399	2,583	12,349
2020	2,765	2,703	2,582	2,687	2,404	13,141
Difference	293	314	76	288	(179)	792

	2010	2020	
Total	12,349	13,141	
Divided by 5	2,470	2,628	
+5%	2,593	2,760	Allowable tolerance threshhold
-5%	2,346	2,497	of variance per election law.

Ward population compared to "ideal" population (outside +/-5% are highlighted in red)

		2010	2020	
"Ideal" or equal ward sizes:		2,470	2,628	
	1	100.1%	105.2%	*Requires Adjustment
	2	96.7%	102.8%	
	3	101.5%	98.2%	
	4	97.1%	102.2%	
	5	104.6%	91.5%	*Requires Adjustment

POTENTIAL APPROACHES TO WARD REALIGNMENT

APPROACH 1: Equal populations in each ward						
Ward	**1**	**2**	**3**	**4**	**5**	**TOTAL**
CURRENT	2,765	2,703	2,582	2,687	2,404	13,141
Maximum Adj. to make Equal	(137)	(75)	46	(58)	224	-
New Total	2,628	2,628	2,628	2,629	2,628	13,141
Ratio	100.0%	100.0%	100.0%	100.0%	100.0%	

APPROACH 2: Minimum adjustments to bring all wards within +/-5% threshold. Would require impacting individuals in Ward 3 which adjoins both 1 &5.						
Ward	**1**	**2**	**3**	**4**	**5**	**TOTAL**
CURRENT	2,765	2,703	2,582	2,687	2,404	13,141
Minimum Adj. to make compliant	(93)	-	-	-	93	-
New Total	2,672	2,703	2,582	2,687	2,497	13,141
Ratio	101.7%	102.8%	98.2%	102.2%	95.0%	

NOTE: Based on the above, we will need to make more than the minimum adjustments to some wards in order to balance the population realignment

APPROACH 3: Reducing the two largest wards (1 & 2) to provide the population to make the smallest ward (5) within the +/- 5% tolerance.						
Ward	**1**	**2**	**3**	**4**	**5**	**TOTAL**
CURRENT	2,765	2,703	2,582	2,687	2,404	13,141
Adj to balance required pop. movement	(78)	(15)	-		93	-
New Total	2,687	2,688	2,582	2,687	2,497	13,141
Ratio	102.2%	102.3%	98.2%	102.2%	95.0%	

To achieve this the boundary lines for all wards may change slightly since wards 1 & 2 are not contiguous to ward 5. Therefore some population may be added to wards 3 and 4 on one side and then removed on the side adjacent to ward 5.

Finally, here is a copy of the memo from City Manager presented to City Council at the July 24, 2023 work session:

COUNCIL AGENDA REPORT

To:	The Honorable Mayor Rideout and the Commissioners of Cambridge
From:	Tom Carroll, City Manager
Date:	July 21, 2023
Subject:	Council Agenda Report, Cambridge Ward Realignment Process

In March, while discussing possible changes to the City's charter addressing special elections, staff noted that the City should devote attention to adjusting the ward boundaries because of changes in population between 2010 and 2020. While the Council had a robust conversation around the charter in March, the imminent need for a special election required these topics to be deferred until after the June special election.

A work session will be held at 5 p.m. on August 14th to discuss possible charter amendments to clarify special elections, vacancies, etc. The City Attorney and I have been working since the special election with staff from the Board of Elections to propose amendments for Council consideration and additional public input. (Please note that a work session on this topic was contemplated for July 24th but additional time is necessary to prepare staff recommendations so this charter-focused work session will be held on August 14th instead.) Nevertheless, the City should address ward readjustments with a heightened sense of urgency given that the 2024 city general election is approaching.

Attached to this CAR is an excellent working paper from Special Projects Coordinator Cheryl Hannan on three general approaches to rebalancing the five wards. Because of our community's history of racial discrimination, the work of an *ad hoc* committee should be done with great sensitivity and full transparency. Ms. Hannan frames three approaches:

1. **Equal populations in all five wards.** This approach would require all five ward boundaries to change but would mean that each commissioner represents the same number of constituents, 2,628 persons.[2]

2. **Minimal change to 2010 remain within +/- 5%.** This approach falls within the plus or minus 5% legal requirement and keeps the maximum number of residents in their current ward. Difference in population by ward would be similar to 2010's population distribution.

3. **Reducing the two largest wards (1 and 2) slightly to increase the smallest ward (5).** This is somewhat of a modification to the second approach, but attempts to make sure that Ward 2 does not have the most people represented by one commissioner. This would lead to an outcome where 1, 2, and 4 are very close in population, and wards 3 and 5 have smaller populations per commissioner. Again, this would be done within the +/- 5% tolerances. This slight modification to the minimal change approach described above recognizes that Ward 2 has had a history of higher populations with diluted representation.

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[2] Please keep in mind that platted subdivisions that are experiencing new home construction are likely to have significant changes to ward populations in wards 1, 2, 4, and 5 by 2030. It is probable growth between now and 2030 will necessitate a more substantial readjustment and ward realignment after the 2030 Census.

Staff Approach Recommendation

I recommend that a diverse and representative *ad hoc* committee be established to recommend to the Commissioners of Cambridge revised ward boundaries by the end of October, 2023. This will provide three months for this committee to complete its work and another three months for charter changes to be implemented in early 2024.

Because of increased scrutiny around gerrymandering, public administration and policy research recommends a number of principles govern these processes. The following principles are considered best practices when adjusting election maps:

- Current boundaries should be changed as little as possible to promote continuity of political representation (unless of course current boundaries were drawn unfairly).

- Districts or wards should be compact, contiguous, and areas within the same district should have some common set of interests and logical association with each other to the greatest extent possible.

- Any adjustments to boundaries should not, to the extent possible, change the racial majority of the existing district (unless of course current boundaries were drawn to discriminate).

As Ms. Hannan points out in the attached analysis, the population in each Cambridge ward can be plus or minus 5% from the mean population of each ward, which in 2020 is 2,628 residents. Thus, each ward has to have no fewer than 2,497 residents and no more than 2,760 residents. Wards 2-4 have 2020 populations that fall within the 2,497 to 2,760 person range. Ward 1 has a surplus of five residents and Ward 5 has a deficit of 93 people to be within this 5% tolerance.

Using the above best practice principles, the rebalancing process should explore ways to effectively shift about 100 people from Ward 1 to Ward 5. This approach would leave wards 2-4 unchanged. But this presents a challenge in that Wards 1 and 5 only border each other near Yacht Maintenance and Clayton's Seafood but are separated by Cambridge Creek. While it may be possible to redraw a ward line to add residents along High Street into Ward 5, such a redrawing seems to go against the principle of "common set of interests and logical association."

One way to resolve this concern is to shift about 100 residents from Ward 1 into Ward 3 and then shift a different 100 residents from Ward 3 into Ward 5. This would work somewhat similar to Newton's Cradle, the steel ball device that shows the transfer of energy from one side of a string of five balls to the other. Such an approach would have no change to Wards 2 and 4, would have the least impact to Wards 1, 3, and 5. Ward 3 would add a bit of area on its western edge formerly in Ward 1 and lose a bit of area on its eastern edge to achieve this Newtonian transfer to Ward 5. This approach would be the simplest way to accomplish the minimal change practice while also maintaining logical associations.

It is possible, with more analysis, that some residents in Ward 2 could also be shifted into Ward 3 so that Ward 2 would not have the highest population with one Commissioner. If 100 residents shifted from Ward 1 to Ward 3 using the above approach, then Ward 2 would have one representative for its 2,703 residents, the highest population per commissioner of the five wards. While this is consistent with the "changing wards as little as possible" principle described above, it also could be argued that the political voice of the disproportionately Black residents of Ward 2 is again diluted through this approach. Some variation of moving a few residents from Wards 1 and 2 into Ward 3 could be

explored, with the same Newton's Cradle approach happening on the other end of Ward 3 to add population to Ward 5.

Recommended Action Item
Staff recommends that the Commissioners move to undertake the following actions:

1. Invite community members to volunteer to serve in this *ad hoc* working group knowing that it will require several meetings between August and October to complete its charge. These expressions of interest should be submitted to Ms. Tyasia Johnson tjohnson@choosecambridge.com no later than Monday, August 7th so that these can be shared with Council a week in advance of your August 14th meeting.

2. Appoint this *ad hoc* Ward Realignment Committee on August 14th and direct this group to propose recommendations to Council no later than the end of October, 2023.

3. Staff further recommends the Commissioners provide this *ad hoc* group guidance as to which principles of realignment Council prefers from a policy perspective.
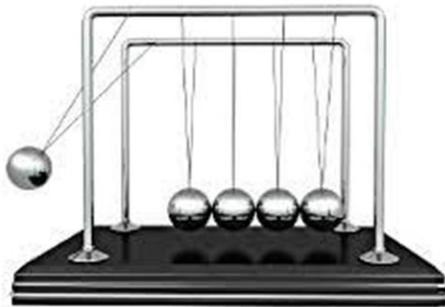
Fiscal Impact
Staff time is available to support this effort and there is no immediate fiscal impact.

Equity Impact
Whatever process is set forth, realigning our ward shall achieve an equitable result.

Environmental Impact
N/A

An image of Newton's Cradle.