

City of Orland

Introduction to Districting

March 17, 2026

Election Systems

1. “At Large”
2. “From District” or “Residence” Districts
3. “By District”

**The California Voting Rights Act
was written to specifically
encourage by-district elections.**

California Voting Rights Act (CVRA)

- ❑ Under the Federal Voting Rights Act (passed in 1965), a jurisdiction must fail 4 factual tests before it is in violation of the law.

- ❑ The California VRA makes it significantly easier for plaintiffs to force jurisdictions into “by-district” election systems by eliminating two of the US Supreme Court Gingles tests:
 - ❑ ~~Can the protected class constitute the majority of a district?~~
 - ❑ Does the protected class vote as a bloc?
 - ❑ Do the voters who are not in the protected class vote in a bloc to defeat the preferred candidates of the protected class?
 - ❑ ~~Do the “totality of circumstances” indicate race is a factor in elections?~~

- ❑ Liability is now determined only by the presence of racially polarized voting and dilution of the protected class’s voting strength

CVRA Impact

- **Switched (or in the process of switching) as a result of CVRA:**
 - At least 343 school districts
 - 46 Community College Districts
 - 209 cities
 - 1 County Board of Supervisors
 - 78 water and other special districts.

- **Palmdale, Santa Clara and Santa Monica fought “on the merits.”**
 - Santa Monica: back in Superior Court.
 - Palmdale spent about \$1.8 million, Santa Clara \$1.37 million, and Santa Monica over \$12 million, just on their defense.
 - Santa Monica plaintiffs requested \$22 million
 - So far, no jurisdiction has won a case.
 - Huntington Beach and Burbank trials scheduled.

- **Key settlements:**
 - Palmdale: \$4.7 million
 - Santa Clara: \$3.8 million
 - Modesto: \$3 million
 - Highland: \$1.3 million
 - Anaheim: \$1.1 million
 - Whittier: \$750,000
 - Santa Barbara: \$600,000
 - Tulare Hospital: \$500,000
 - Camarillo: \$233,000
 - Compton Unified: \$200,000
 - Madera Unified: about \$170,000
 - Hanford Joint Union Schools: \$118,000
 - Merced City: \$42,000

- **An estimated \$20 million in total settlements and court awards so far.**

Districting Process

Step	Description
Adopt Resolution	Approve resolution of intention within 45 days of demand letter.
Two Initial Hearings March 3 & March 17	Held prior to release of draft maps. Education and to solicit input on the composition of districts.
Submit draft maps March 27	Deadline for residents to submit initial draft maps for Council consideration at the April 7 hearing. (April 10 submission deadline for consideration at the hearing on April 21.)
Post draft maps online March 31	Maps must be posted at least 7 days prior to consideration at a Council hearing.
Two hearings on draft maps April 7 & April 21	Two meetings to discuss and revise the draft maps and to discuss the election sequence.
Map adoption May 5	Map adopted via ordinance or resolution. Final map must be posted at least 7 days prior to adoption. Adopt within 90 days of Resolution of Intention.

Districting Rules and Goals

1. Federal Laws

Equal Population
Federal Voting Rights Act
No Racial Gerrymandering



2. California Criteria

In prioritized order:

1. **Geographically contiguous**
2. **Avoid division of neighborhoods and “communities of interest”**
(Socio-economic geographic areas that should be kept together)
3. **Easily identifiable boundaries**
4. **Compact**
(Do not bypass one group of people to get to a more distant group of people)

2. California Prohibition

“Shall not adopt election district boundaries for the purpose of favoring or discriminating against an incumbent, political candidate, or political party.”

3. Other Traditional Redistricting Principles

Future population growth

Demographic Summary

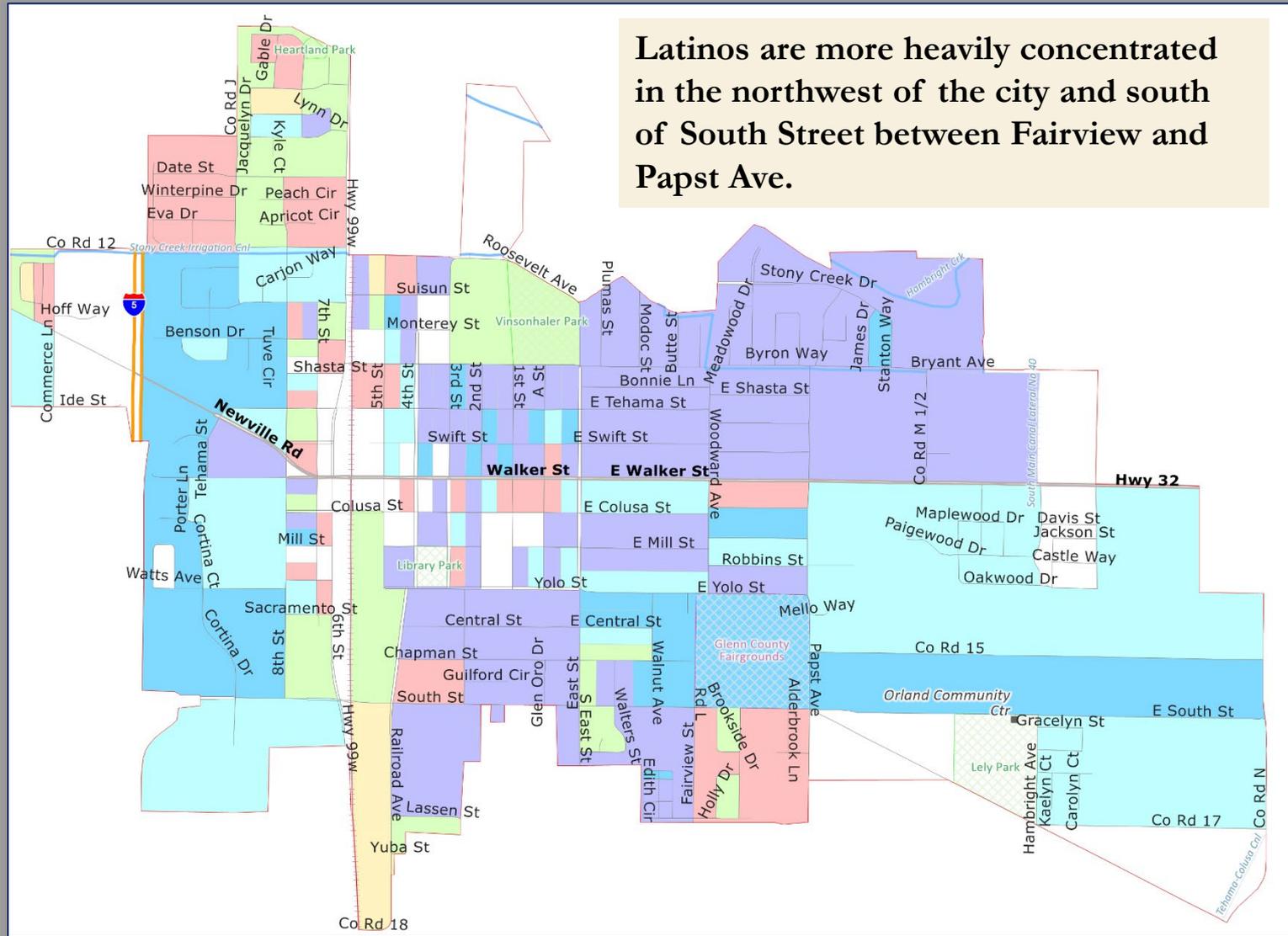
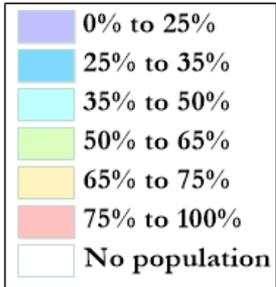
With five Council districts, each district must contain about 1,668 people.

If there are four Council districts (with a citywide-elected Mayor), each district must contain about 2,085 people.

Category	Field	Total	Category	Field	Total
2020 Census	Total Population	8,338	Age	age0-19	34%
Total Pop.	Hispanic/Latino	53%		age20-60	46%
	NH White	39%		age60plus	21%
	NH Black	1%	Immigration	immigrants	18%
	NH Asian/Pac.Isl.	4%		naturalized	34%
	NH Native Amer.	3%	Language spoken at home	english	57%
Citizen Voting Age Pop	Total	4,374		spanish	41%
	Hisp	35%		asian-lang	1%
	NH White	61%		other lang	1%
	NH Black	0%	Language Fluency	Speaks Eng. "Less than Very Well"	15%
	Asian/Pac.Isl.	1%		Education (among those age 25+)	hs-grad
Native Amer.	2%	bachelor	12%		
Voter Registration (Nov 2024)	Total	3,763	graduatedegree		3%
	Latino est.	33%	Child in Household	child-under18	44%
	Spanish-Surnamed	29%	Pct of Pop. Age 16+	employed	60%
	Asian-Surnamed	1%		Household Income	income 0-25k
	Filipino-Surnamed	1%	income 25-50k		22%
	NH White est.	63%	income 50-75k		23%
NH Black	0%	income 75-200k	36%		
Voter Turnout (Nov 2022)	Total	2,036	income 200k-plus		4%
	Latino est.	21%	Housing Stats	single family	85%
	Spanish-Surnamed	19%		multi-family	15%
	Asian-Surnamed	1%		rented	34%
	Filipino-Surnamed	1%		owned	66%
Voter Turnout (Nov 2024)	Total	2,651	Total population data from California's adjusted 2020 Census data. Citizen Voting Age Population, Age, Immigration, and other demographics from the 2020-2024 American Community Survey and Special Tabulation 5-year data. Turnout and Registration data from California Statewide Database. "Latino" figures calculated by NDC using Census Bureau's Latino undercount by surname estimate.		
	Latino est.	29%			
	Spanish-Surnamed	26%			
	Asian-Surnamed	1%			
	Filipino-Surnamed	1%			
	NH White est.	67%			
NH Black est.	0%				

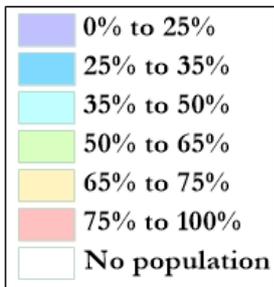
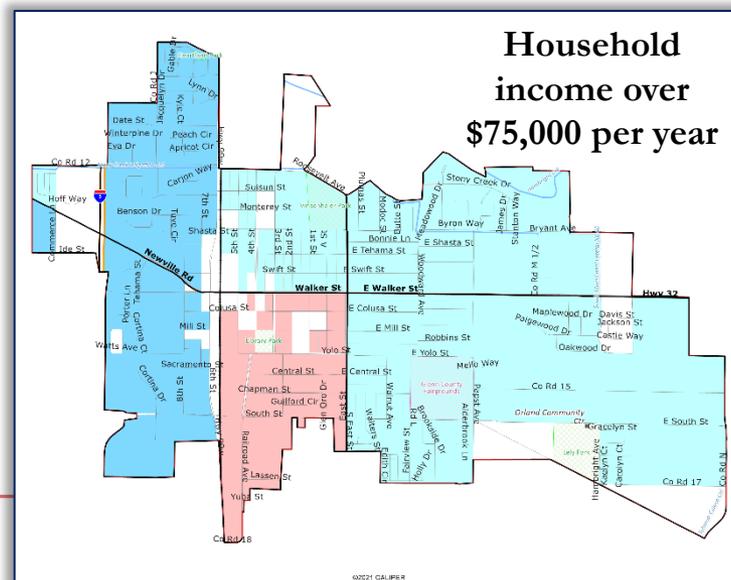
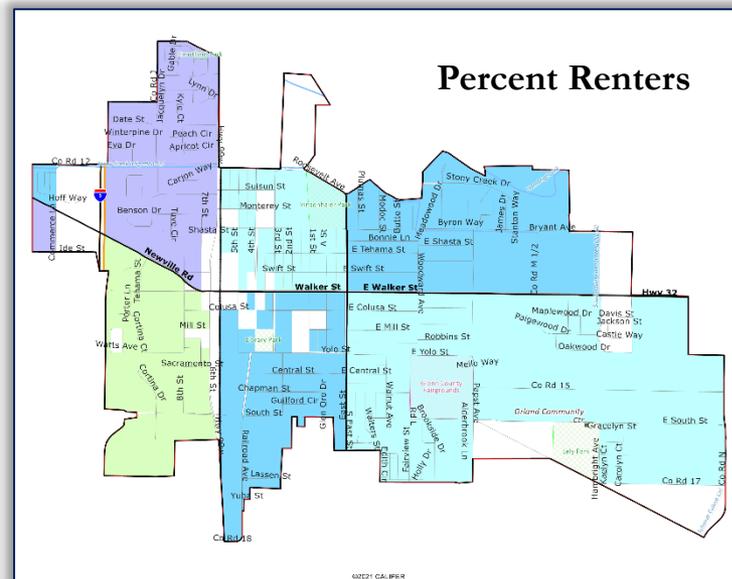
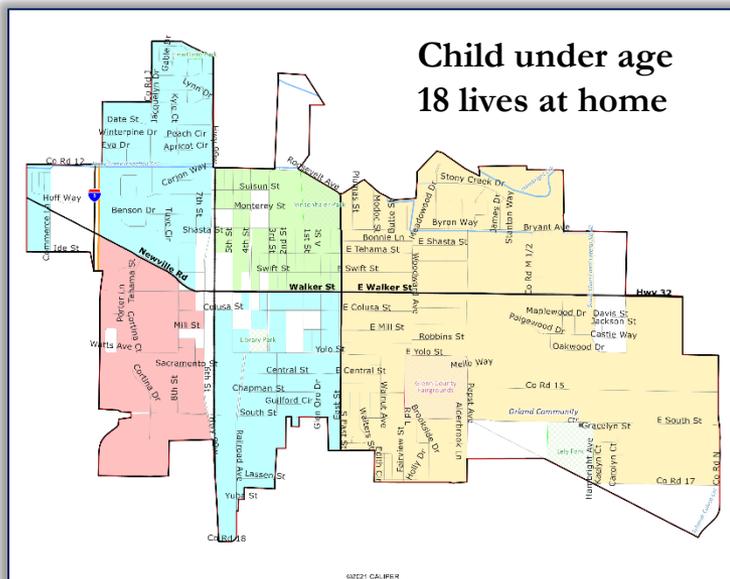
Latino CVAP

Latinos are more heavily concentrated in the northwest of the city and south of South Street between Fairview and Papst Ave.



There are no geographic concentrations of Asian-Americans nor African-Americans in the city.

Other Socio-Economic Demographics



Defining Neighborhoods

1st Question: How do you describe or name the area where you live?

2nd Question: What are its geographic boundaries?

What other neighborhoods are there?

Examples of physical features defining a neighborhood boundary:

- Natural neighborhood dividing lines, such as highway or major roads, rivers, canals and/or hills
- Areas around parks or schools
- Other neighborhood landmarks



Defining Communities of Interest

California Elections Code Section 21130(c)(2):

A “community of interest” is a population that shares common social or economic interests that should be included within a single district for purposes of its effective and fair representation.

The shared interests may include (but are not limited to):

- ❑ Shared public policy concerns such as education, public safety, public health, environment, housing, transportation, and access to social services. cultural districts;
- ❑ Shared socioeconomic characteristics;
- ❑ Similar voter registration rates and participation rates; and /or
- ❑ Shared histories.

Definitions of Communities of Interest may not include relationships with political parties, incumbents, or political candidates.

Public Mapping and Map Review Tools

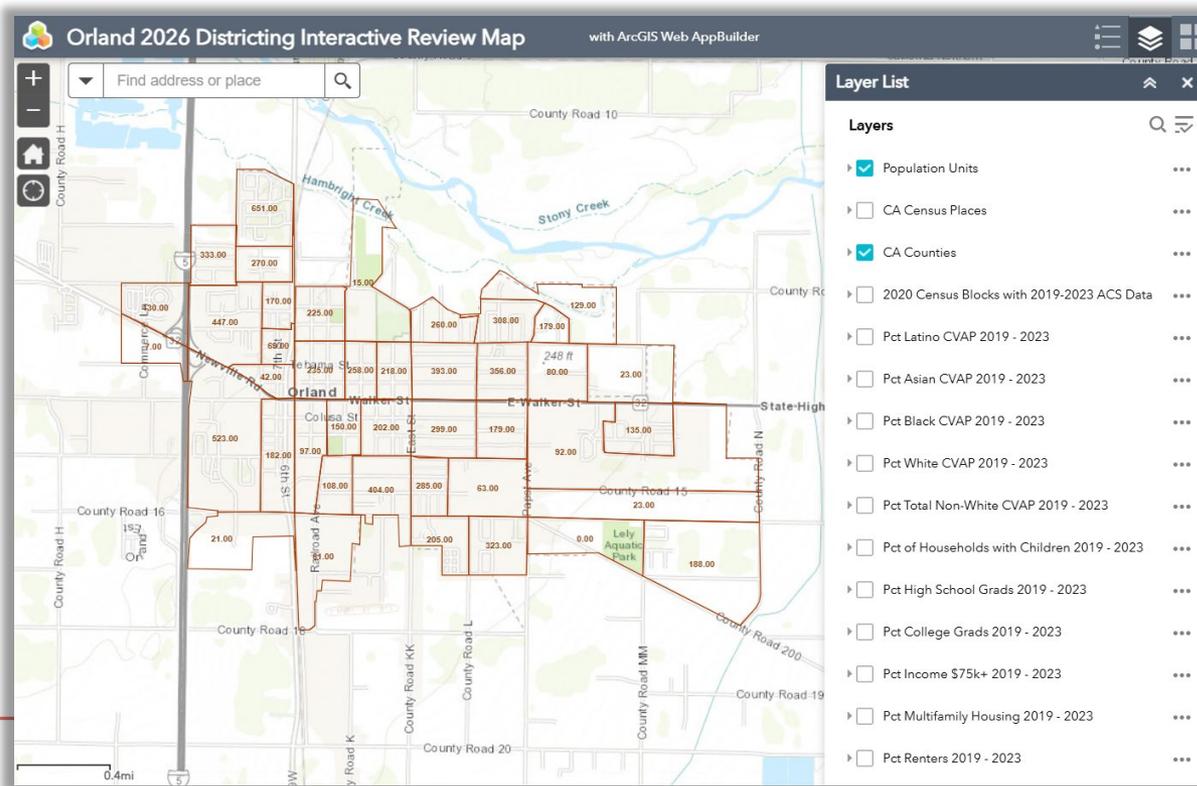
- **Different tools for different purposes**
- **Different tools for different levels of technical skill and interest**
 - Simple “review draft maps” tool
 - Easy-to-use “Draw your neighborhood” tool
 - Paper-based simple “Draw a draft map” tool
 - Powerful, data-rich online “Draw a draft map” tool
- **There are four-district and five-district options for each tool**

Whether you use the powerful (but complicated) online mapping tool, the paper kit, or just draw on a napkin, we welcome your maps!

Simple Map Review Tool

Online Interactive Review Map

- ESRI's "ArcGIS Online" – similar to Google Maps in ease of use
- Used to review, analyze and compare maps, not to create them
- Includes overlays of "community of interest" and other data



Online Map Drawing Tool

Simple “paintbrush & eraser” tool. A 4-minute “how-to” video is on the website.

- Full demographic data available
- Create, collaborate and share your map
- Remember: you must send in the link to your map when you finish or the City has no way to know you drew a map.

The screenshot displays the 'Orland Template' interface for the 'DRA2020' tool. The central map shows a red outline of a district boundary over a street grid. The left sidebar contains several panels: 'District Selector' with a table of districts, 'District Details' with color and partisan lean options, and 'Overlays' with checkboxes for map features. The right sidebar shows 'Block Details' for 'Block 1023', including population and demographic data for 2020 and 2022. A notification at the bottom right states 'Map saved to server.' and includes logos for Social Good Fund, Mapbox, and OpenStreetMap.

District	Population	Deviation
Un	8,338	-1,668
1	0	-1,668
2	0	-1,668
3	0	-1,668

Total Pop (Adj) 2020		
Pop		%
Total	11	100.0%
White	7	63.6%
Hispanic	0	0.0%
Black	0	0.0%
Asian	4	36.4%
Native	0	0.0%
Pacific	0	0.0%

Citizen VAP 2022		
Pop		%
Total	8	100.0%
White	11	137.5%
Hispanic	0	0.0%
Black	0	0.0%
Asian	0	0.0%
Native	0	0.0%
Pacific	0	0.0%

Four or Five Districts?

Current System:

- Orland voters currently vote for five Councilmembers
- Each year, the five Councilmembers decide on a Mayor for the next year
- Commonly referred to as a “rotating Mayor”

“Elected Mayor” Alternative:

- The Mayor post would appear on the ballot as a separate office
- Voters would elect their district’s Councilmember every four years and a Mayor every 2 or every 4 years
- No significant change in Mayor’s powers: the city remains a Council – Manager form of government

Options:

Option 1: keep the current “rotating Mayor” system and draw 5 Council Districts

Option 2: change to an “Elected Mayor” system and draw 4 Council Districts

Advantages of Five Districts + Rotating Mayor

1. Can encourage respect and cooperation among Councilmembers, because Councilmembers have an incentive to respect the Mayor's role and leadership knowing that each Councilmember will soon have their own turn to be Mayor.
2. Turn as Mayor provides opportunities for council members to become better informed and to provide a broader array of perspectives.
3. Provides opportunities to expand the knowledge and experience of city council members beyond just their district. (Less important in small cities.)
4. Less burdensome on a mayor who is otherwise employed.
5. Leadership perspective is not limited to single person for four years.
6. Eliminates there being more than one representative from a single district (the mayor and the councilmember).
7. Can avoid strain over roles between Mayor and City Manager.

Advantages of 4 Districts + Mayor

1. Elective Mayor provides continuity in leadership and representation with regional agencies.
2. Elective Mayor provides a more consistent and prominent ceremonial leader.
3. Elective Mayor provides leadership continuity for staff.
4. Elective Mayor provides constituents with two representatives who must earn their vote (the mayor and a council member).
 - ▣ It only takes one more vote to get a majority of the Council to support a proposal.
5. If a two-year term for Mayor, allows all voters to vote at every municipal election.
 - ▣ Four-year term saves money on off-year elections and provides more stability in leadership.
 - ▣ Four-year term give half of Council a “free pass” to run for Mayor, while the other half must choose between running for Council or Mayor.

Your Turn:

1. Do you prefer 4 districts with a citywide-elected Mayor, or 5 districts with a rotating Mayor?
2. What area do you consider your neighborhood?
3. What are your “communities of interest”?

For each answer, please provide:

- Geographic boundaries
- The history or defining shared characteristic of the area

In the absence of public testimony, planning records and other similar documents may provide definition.

1. Any other questions about the process, criteria, maps, or any other part of this process?



Share Your Thoughts

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DrawOrland.org

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