

1. The Committee was concerned about the accuracy and reliability of non-census population estimates and using such estimates to redistrict in 2009. The Committee preferred that redistricting be based on the 2010 Census data.
2. The Committee was concerned about the cost associated with redistricting in 2009 and again in 2012.
3. The Committee was concerned about voter confusion due to multiple changes in voting districts as a result of a 2009 redistricting and a likely second redistricting in 2012 after the 2010 census data is reviewed and precinct boundaries are anticipated to be redrawn by the Supervisor of Elections.
4. The Committee was concerned about the impact of a 2009 redistricting effort on the Supervisor of Elections' budget and timeline.
5. The Committee was concerned about potential large-scale annexations into the City in the near future and their impact on any current efforts to redistrict the City.

Prepared and
submitted by:

Susan Bottcher/s JB
Susan Bottcher, Chair

Overview of Districting

Kenneth D. Wald

Background of districts in Gainesville
Legal standards governing redistricting
Major choices in 2009
Issues and complications

Gainesville City Commission Districts

- 1927-1987 - 5 commissioners elected at-large
- 1987 - adoption of 3 district/2 at-large system (districts based on 1980 census)
- 1992 - redistricting after 1990 census
- 2001 - redistricting after 2000 census
- 2002 - redistricting after annexation & adoption of 4 district/3 at-large system

Districting Standards

Absolute

- Contiguity

Relative

- Population Equality
- Compactness

Recommended

- Protection of incumbents
- Maintenance of administrative units
- Reflection of communities of interest

Population Equality

- Minimize population deviations between districts - 10% standard
- Federal law requires redistricting only after a new census
- Gainesville charter allows City Commission to redistrict more often for population balance

Major Choices

Annexation of SW area east of I-75 adds approx. 6400 new residents and raises 3 possibilities:

- Option 1: Add to District 3 & make no other changes
- Option 2: Add to District 3 & change other borders only as necessary
- Option 3: Redraw all districts from scratch

Issues & Complications

(1) Absence of new census data

- Current lines based on 2000 census
- Data from 2010 census not available until April 2011
- Census has estimates only for city as a whole (2007)
- Dilemma - redistrict on "old" data or use estimates

(2) Developing population estimates

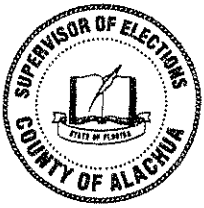
- Legal status is unclear
- Estimates rely on assumptions that contain error

**Issues & Complications if
option 2 or 3 implemented.**

**(3) Might disrupt existing relationships in 2010
(District 2)**

(4) Further disruption in 2011

- Will be required to redistrict based on 2010 census
- Likely revision of precincts by Alachua County Supervisor of Elections
- Voter confusion over 2 changes in boundaries



PAM CARPENTER
Supervisor

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Alachua County Supervisor of Elections Office 2009-2010 Calendar

2009

June
21-26 State Florida Association of Supervisors of Elections (FSASE) Conference
29-July27 NCOA address maintenance

July
1-27 NCOA address maintenance
27-31 Mid-Year Reports to State

August
3-7 Phase 1 Bi-annual file maintenance mail out
10-31 Update voter address records in response to file maintenance replies

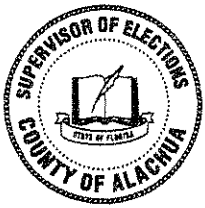
September
14-18 Phase 2 bi-annual file maintenance mail-out
18-Oct 16 Update voter address records in response to file maintenance replies

October
Statewide petition verification
1-16 Update voter address records in response to file maintenance replies
19-23 Prepare required second mailing for file maintenance
26-on Update voter information in response to second mailing replies

November
Statewide petition verification
3 Archer/High Springs Election Day
10 Tentative City of Gainesville Annexation Election Day
26-27 Thanksgiving
30-Dec 4 FSASE Conference

December
Statewide petition verification
1-4 FSASE Conference
8 Waldo Election Day
GIS Conference
24-25 Holiday
28-30 End of Year reports to State

Exhibit 2



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Alachua County Supervisor of Elections Office 2009-2010 Calendar

2010

January

1-31 Petition verification-statewide initiatives
4-29 Preparations for City of Gainesville Election

February

1 Last day for state petitions to be accepted/verified
1-28 Election Preparation City of Gainesville
Pollworker Training
2-5 Candidate qualifying week – City of Gainesville

March

1-5 Pollworker Training City of Gainesville and Micanopy
8-12 Gainesville Early Voting
9 City of Micanopy Election Day
LaCrosse Election Day
16 City of Gainesville Election Day
20 City of Gainesville Manual Post-Election Equipment Audit
20-31 Election preparation-Gainesville City Run-Off

April

5-9 Early Voting – City of Gainesville Run-Off
Pollworker Training- City of Newberry
Pollworker Training- City of Alachua
13 Alachua/Newberry Election Day
City of Gainesville Run-Off Election
19 Post-Election Manual Audit-City of Gainesville Run-Off

Gainesville Citizens Election District
Review Committee

Presentation by
Kenneth Wald
June 15, 2009

One request

- Currently authorized for 100 hours @ \$100/hr
- Seek authorization for an additional 50 hours of work @ \$100/hr
- Consultant has used 35+ hours and I've put in 20.5 (55-60) out of authorized 100 hrs.
- Used time to develop precinct-level population estimates without a Census headcount
- Major tasks ahead: draft district plan (if requested) and write reports + meetings and public hearings - required approx. 45 hours in 2002

Options for GCEDRC

- Should Gainesville redistrict before 2010 census?
- If so, should the redistricting use 2000 census data with additions for annexation?
- If so, should the redistricting use 2000 census data with additions for annexation & other sources of population growth?

Preliminary Questions

1. What is best source to estimate Gainesville's 2009 population?
2. What is the target population for districts under the various 2009 population estimates?
3. How well do the current districts meet the equality standard?

Gainesville's 2009 Population

| Basis for Estimation | Pop. Estimate |
|--|---------------|
| 1. Base with Census 2000 after 2002 annexation | 111,224 |
| 2. Base with subsequent annexations based on 2000 census & 2001 GRU map | 117,357 |
| 3. Base with subsequent annexations based on 2000 census & 2009 GRU map | 117,655 |
| 4. Base with subsequent annexation & estimated growth based on change in households (GRU maps, 2001-2009) and average household size (2005-2007 ACS) | 119,964 |
| 5. BEBR 2008 projection plus Planning Dept. estimate of subsequent annexation | 130,911 |
| 6. Census Bureau estimate from ACS (2005-7) plus 2000 Census estimate of subsequent annexation | 119,594 |
| 7. Census Bureau 2007 projection plus 2000 Census estimate of subsequent annexation | 120,427 |

Major differences among estimates

Estimates 2-4

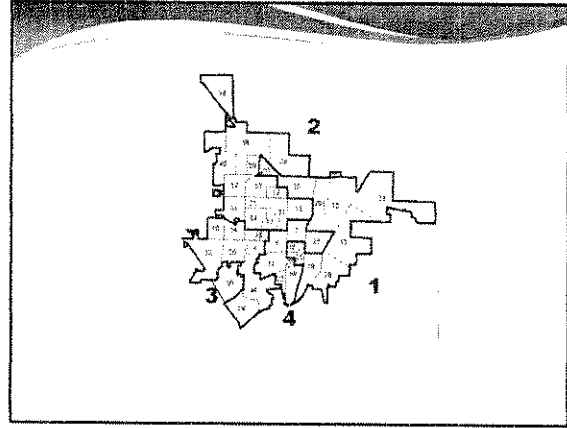
- use 2000 census headcount as base
- provide precinct-level population estimates

Estimates 5-7

- rely more heavily on projections or survey samples
- do *not* provide precinct-level population estimates

Data on Existing District Configuration

| | 2000 Census | 2001 + Annex (2001 GRU Map) | 2000 + Annex (2009 GRU Map) | 2000 + Annex + Growth Estimates |
|----------------------------|-------------|-----------------------------|-----------------------------|---------------------------------|
| Total Population | 111,124 | 117,317 | 117,655 | 118,564 |
| District Target Population | 27,846 | 29,328 | 28,414 | 28,991 |
| District 1 | 26,460 | 26,456 | 26,518 | 26,507 |
| Difference from Target | -1,342 | -1,871 | -1,476 | -1,084 |
| % of target | 95.0% | 90.2% | 93.3% | 91.5% |
| deviation % | -4.6% | -9.8% | -7.0% | -5.0% |
| District 2 | 27,732 | 27,810 | 27,276 | 29,276 |
| Difference from Target | -71 | -1,518 | -1,538 | -715 |
| % of target | 99.5% | 94.9% | 96.0% | 101.2% |
| deviation % | 0.5% | -5.1% | -3.9% | 2.2% |
| District 3 | 24,009 | 25,219 | 25,379 | 26,376 |
| Difference from Target | 1,163 | 5,891 | 6,861 | 8,385 |
| % of target | 104.8% | 109.0% | 109.3% | 111.9% |
| deviation % | 4.8% | 20.0% | 24.3% | 29.7% |
| District 4 | 22,907 | 22,842 | 22,862 | 22,855 |
| Difference from Target | 59 | -1,477 | -1,552 | -1,336 |
| % of target | 100.3% | 93.6% | 94.7% | 96.3% |
| deviation % | 0.3% | -6.4% | -5.3% | -3.7% |
| Plan Deviation | 9.6% | 29.5% | 30.0% | 33.5% |



| Basis for Estimation | Pop. Estimate |
|---|----------------------|
| 1. Base with Census 2000 after 2002 annexation | 111,224 |
| 2. Base with subsequent annexations based on 2000 census & 2001 GRU map | 117,357 |
| 3. Base with subsequent annexations based on 2000 census & 2009 GRU map | 117,655 |
| 4. Base with annex and estimated change in households (GRU maps) and 2005-7 Census estimate of household size from American Community Surveys | 119,964 |
| 5. BEBR 2008 projection plus Planning Dept. estimate of subsequent annexation | 130,913 |
| 6. Census Bureau estimate from ACS (2005-7) plus 2000 Census estimate of subsequent annexation | 119,594 |
| 7. Census Bureau 2007 projection plus 2000 Census estimate of subsequent annexation | 120,427 |

| <u>Map 1</u> 2000 Census | <u>Map 2</u> 2000 + Annex (2000 GRU Map) | <u>Map 3</u> 2000 + Annex (2009 GRU Map) | <u>Map 4</u> 2000 + Annex +Growth Estimates |
|-----------------------------|--|--|---|
|-----------------------------|--|--|---|

| | | | | |
|-------------------------|---------|---------|---------|---------|
| Total Population | 111,224 | 117,357 | 117,655 | 119,964 |
| Target (Total/4) | 27,806 | 29,339 | 29,414 | 29,991 |
| District 1 | 26,466 | 26,466 | 26,538 | 26,907 |
| Difference from target | -1,340 | -2,873 | -2,876 | -3,084 |
| As % of target | 95.181 | 90.207 | 90.223 | 89.716 |
| Deviation in % | -4.819 | -9.793 | -9.777 | -10.284 |
| District 2 | 27,733 | 27,810 | 27,876 | 29,276 |
| Difference from target | -73 | -1,529 | -1,538 | -715 |
| As % of target | 99.74 | 94.79 | 94.77 | 97.62 |
| Deviation in % | -0.263 | -5.212 | -5.228 | -2.384 |
| District 3 | 29,163 | 35,219 | 35,379 | 36,926 |
| Difference from target | 1,357 | 5,880 | 5,965 | 6,935 |
| As % of target | 104.88 | 120.04 | 120.28 | 123.12 |
| Deviation in % | 4.88 | 20.04 | 20.28 | 23.12 |
| District 4 | 27,862 | 27,862 | 27,862 | 26,855 |
| Difference from target | 56 | -1,477 | -1,552 | -3,136 |
| As % of target | 100.20 | 94.96 | 94.72 | 89.54 |
| Deviation in % | 0.20 | -5.04 | -5.28 | -10.46 |
| Plan Deviation | 9.68 | 29.83 | 30.07 | 33.59 |

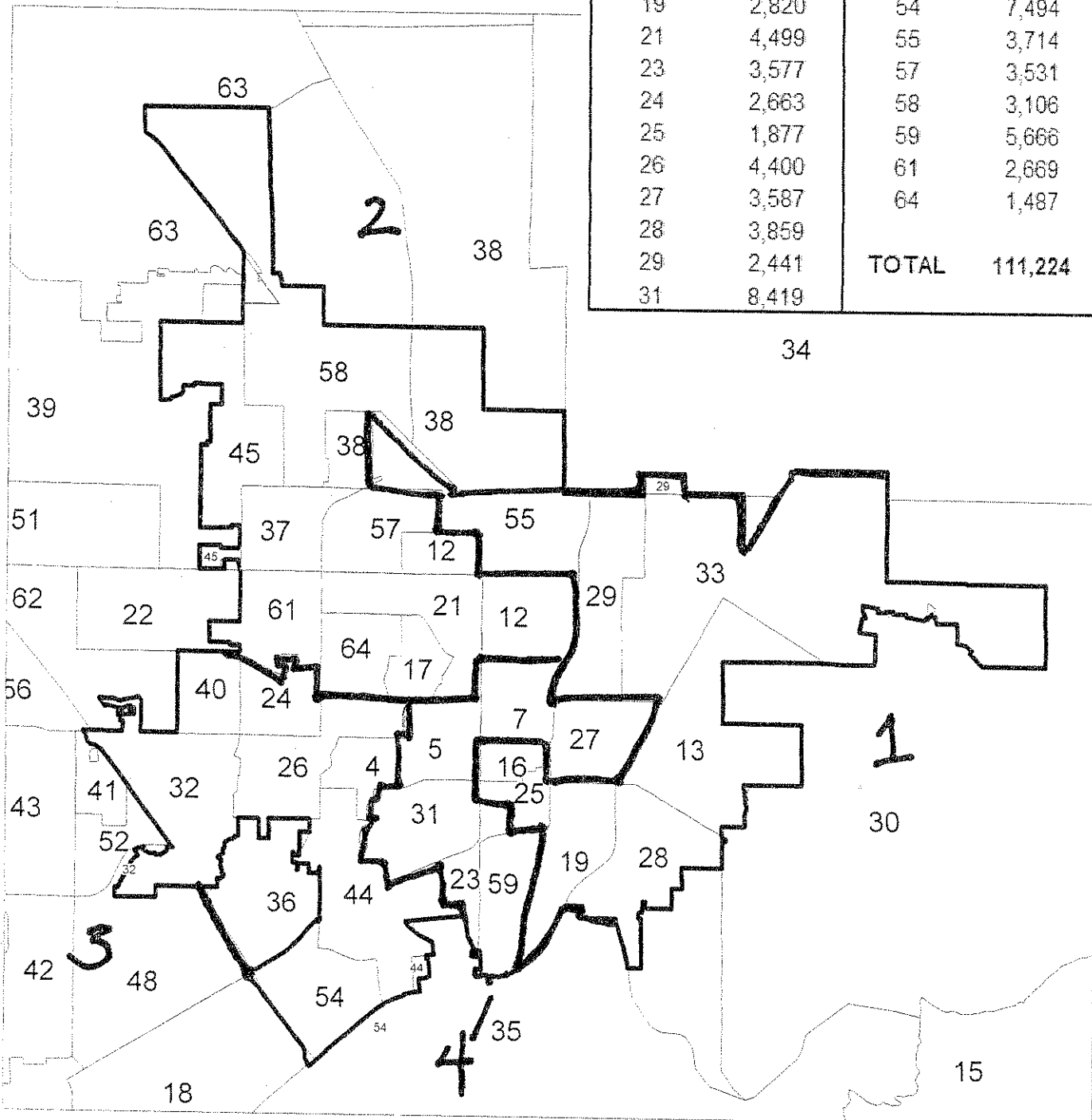
Gainesville precincts and 2002 city boundary

Precinct population estimates for 2000

These are the estimates delivered in 2002, based on census data and the 2001 GRU residential electric hookup data.

In the case of precincts that cross the city boundary, population estimates include only people living in the city.

| Precinct | Population | Precinct | Population |
|----------|------------|--------------|----------------|
| 4 | 1,264 | 32 | 3,741 |
| 5 | 3,944 | 33 | 4,741 |
| 7 | 2,669 | 37 | 2,484 |
| 12 | 3,614 | 38 | 2,552 |
| 13 | 5,320 | 40 | 1,559 |
| 16 | 1,694 | 44 | 8,042 |
| 17 | 1,382 | 45 | 2,409 |
| 19 | 2,820 | 54 | 7,494 |
| 21 | 4,499 | 55 | 3,714 |
| 23 | 3,577 | 57 | 3,531 |
| 24 | 2,663 | 58 | 3,106 |
| 25 | 1,877 | 59 | 5,666 |
| 26 | 4,400 | 61 | 2,669 |
| 27 | 3,587 | 64 | 1,487 |
| 28 | 3,859 | | |
| 29 | 2,441 | TOTAL | 111,224 |
| 31 | 8,419 | | |



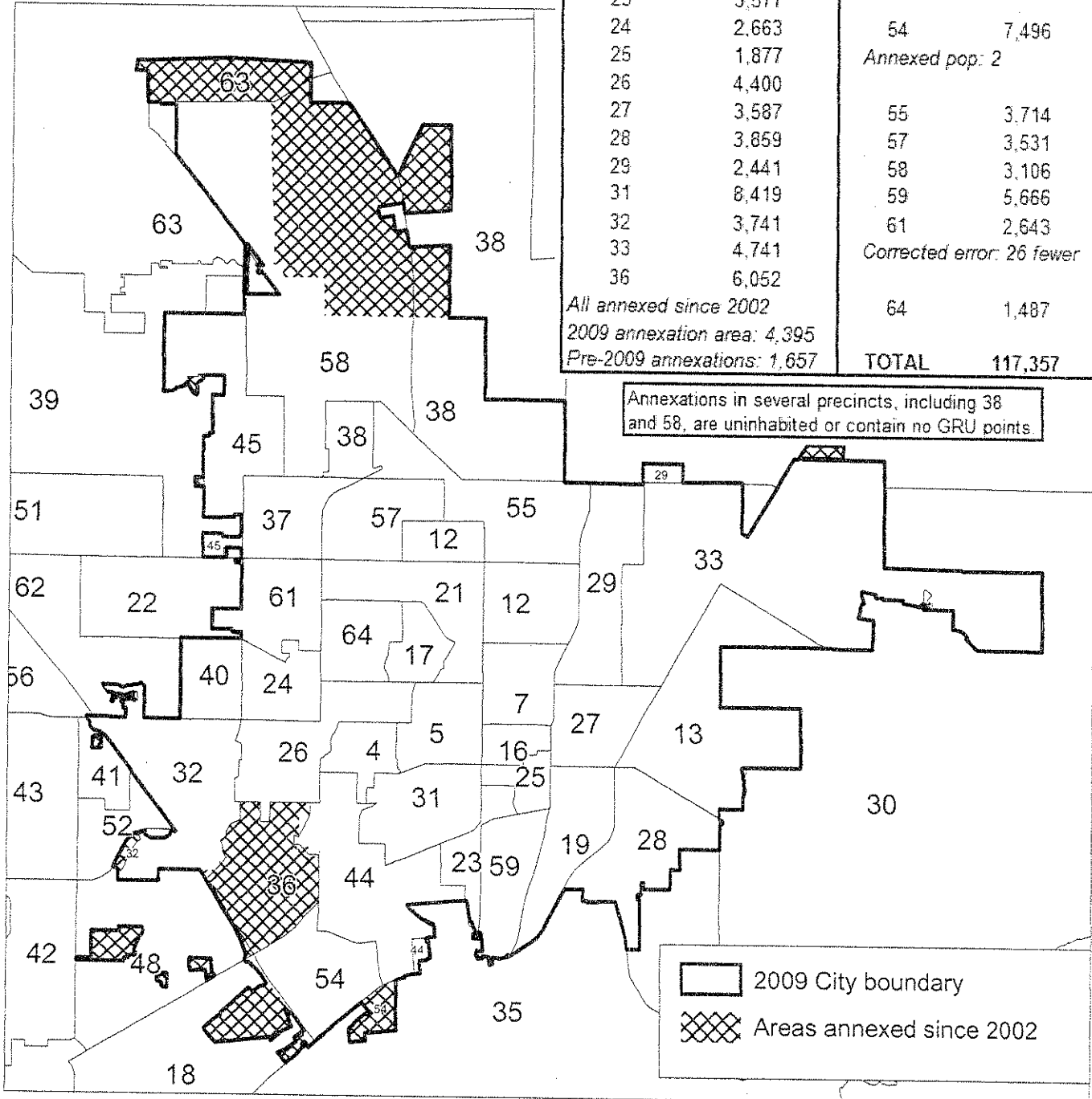
Gainesville precincts, 2009 city boundary, and annexed areas

Precinct population estimates for 2000 based on census data and the 2001 GRU residential electric hookup data

Notes:

1. The GRU data omit a substantial fraction of City residents, including students in UF dorms.
2. Household size variations introduce an unknown but likely substantial amount of error into the estimates.
3. In the case of precincts that cross the city boundary, population estimates include only people living in the city.

| Precinct | Population | Precinct | Population |
|------------------------------------|------------|----------------------------------|----------------|
| 4 | 1,264 | 37 | 2,484 |
| 5 | 3,944 | 38 | 2,552 |
| 7 | 2,669 | 40 | 1,559 |
| 12 | 3,614 | 44 | 8,044 |
| 13 | 5,320 | <i>Annexed pop: 2</i> | |
| 16 | 1,694 | | |
| 17 | 1,382 | 45 | 2,512 |
| 19 | 2,820 | <i>Annexed pop: 144</i> | |
| 21 | 4,499 | <i>Corrected error: 41 fewer</i> | |
| 23 | 3,577 | | |
| 24 | 2,663 | 54 | 7,496 |
| 25 | 1,877 | <i>Annexed pop: 2</i> | |
| 26 | 4,400 | | |
| 27 | 3,587 | 55 | 3,714 |
| 28 | 3,859 | 57 | 3,531 |
| 29 | 2,441 | 58 | 3,106 |
| 31 | 8,419 | 59 | 5,666 |
| 32 | 3,741 | 61 | 2,643 |
| 33 | 4,741 | <i>Corrected error: 26 fewer</i> | |
| 36 | 6,052 | | |
| <i>All annexed since 2002</i> | | 64 | 1,487 |
| <i>2009 annexation area: 4,395</i> | | TOTAL | 117,357 |
| <i>Pre-2009 annexations: 1,657</i> | | | |



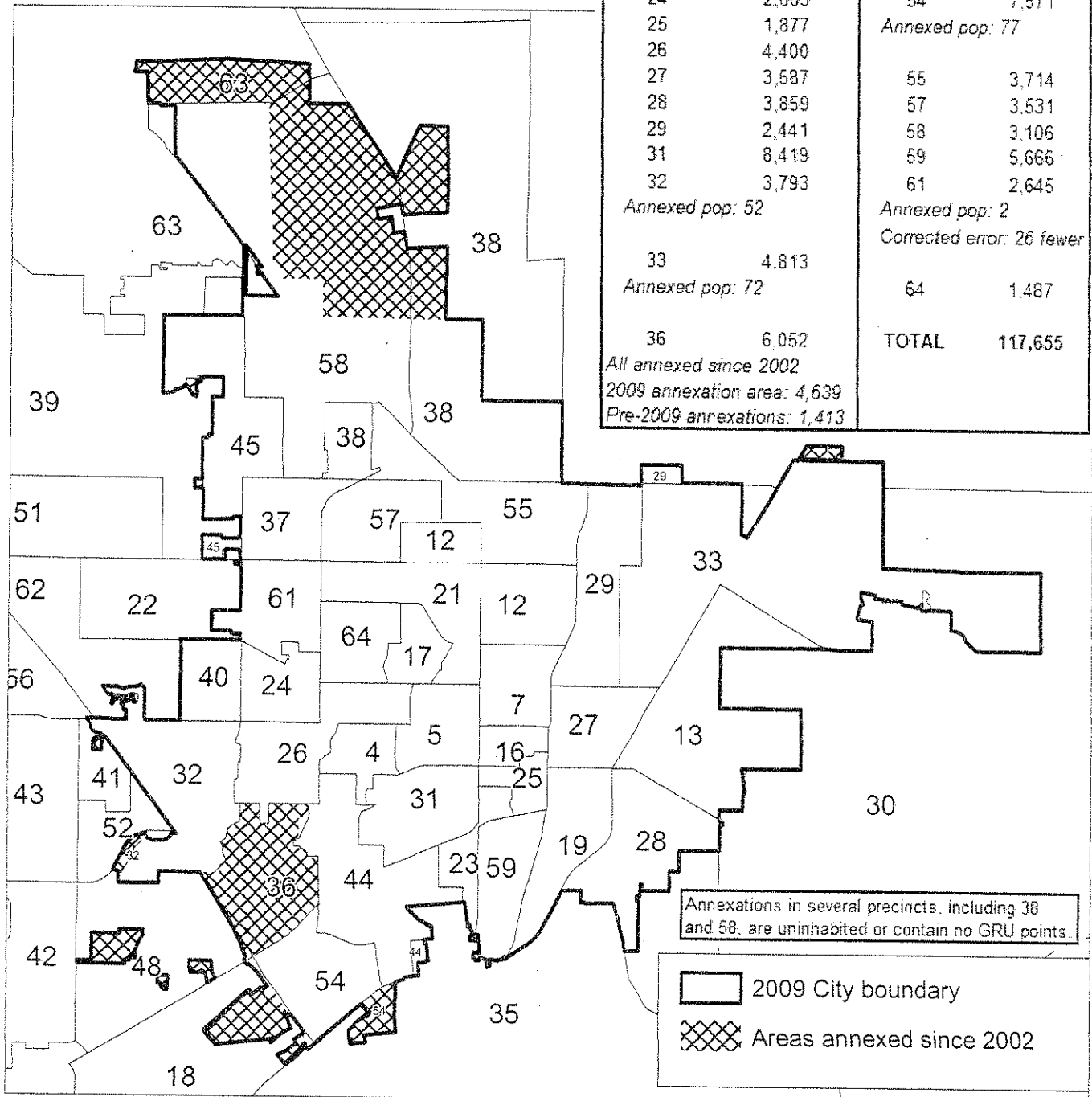
Gainesville precincts, 2009 city boundary, and annexed areas

Precinct population estimates for 2000 based on census data and the 2009 GRU residential electric hookup data

Notes:

1. The GRU data omit a substantial fraction of City residents, including students in UF dorms.
2. Household size variations introduce an unknown but likely substantial amount of error into the estimates.
3. In the case of precincts that cross the city boundary, population estimates include only people living in the city.

| Precinct | Population | Precinct | Population |
|------------------------------------|------------|----------------------------------|----------------|
| 4 | 1,264 | 37 | 2,484 |
| 5 | 3,944 | 38 | 2,552 |
| 7 | 2,669 | 40 | 1,559 |
| 12 | 3,614 | 44 | 8,077 |
| 13 | 5,320 | <i>Annexed pop: 35</i> | |
| 16 | 1,694 | | |
| 17 | 1,382 | 45 | 2,576 |
| 19 | 2,820 | <i>Annexed pop: 208</i> | |
| 21 | 4,499 | <i>Corrected error: 41 fewer</i> | |
| 23 | 3,577 | | |
| 24 | 2,663 | 54 | 7,571 |
| 25 | 1,877 | <i>Annexed pop: 77</i> | |
| 26 | 4,400 | | |
| 27 | 3,587 | 55 | 3,714 |
| 28 | 3,859 | 57 | 3,531 |
| 29 | 2,441 | 58 | 3,106 |
| 31 | 8,419 | 59 | 5,666 |
| 32 | 3,793 | 61 | 2,645 |
| <i>Annexed pop: 52</i> | | <i>Annexed pop: 2</i> | |
| 33 | 4,813 | <i>Corrected error: 26 fewer</i> | |
| <i>Annexed pop: 72</i> | | 64 | 1,487 |
| 36 | 6,052 | TOTAL | 117,655 |
| <i>All annexed since 2002</i> | | | |
| <i>2009 annexation area: 4,639</i> | | | |
| <i>Pre-2009 annexations: 1,413</i> | | | |

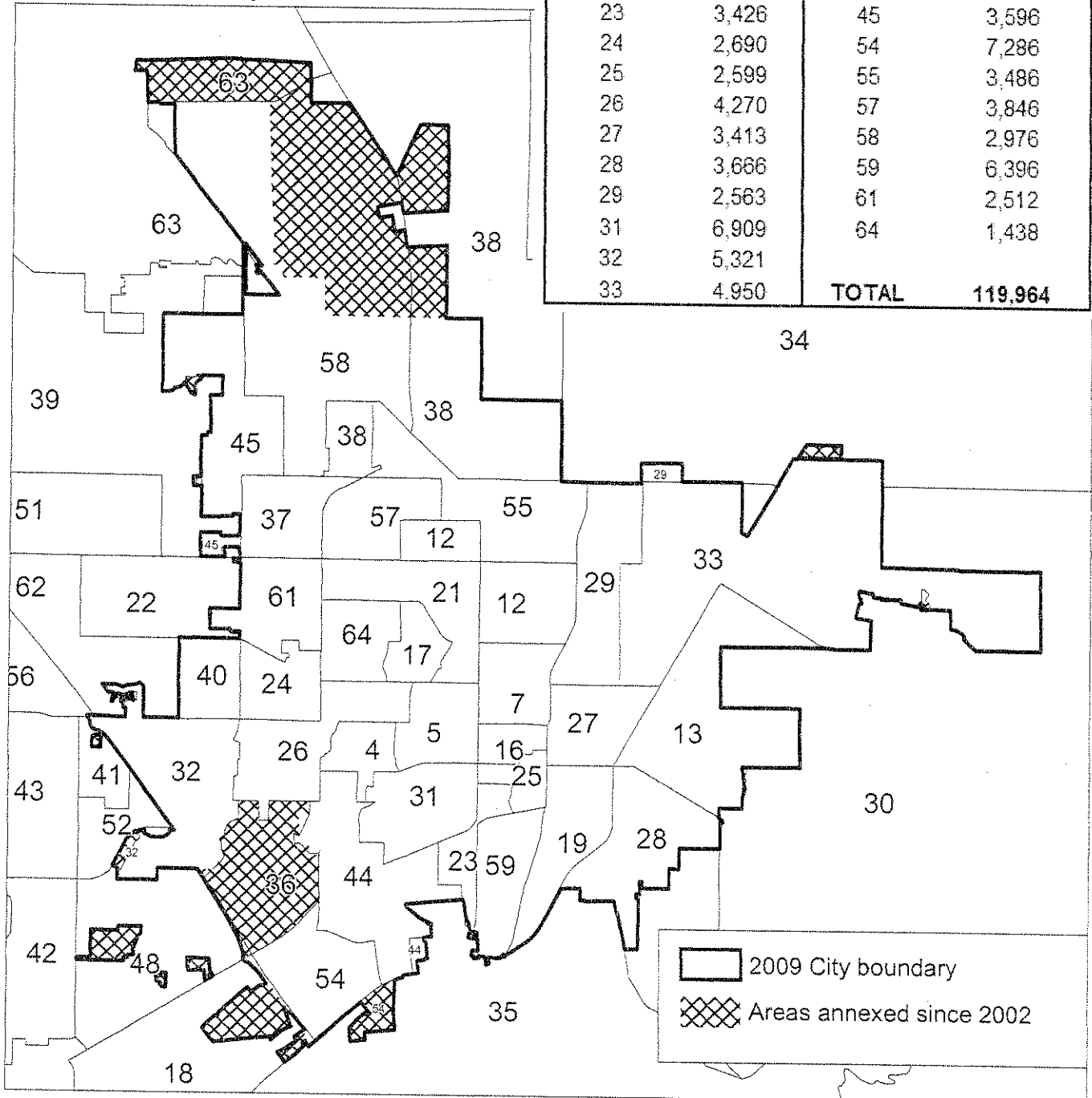


Gainesville precincts, 2009 city boundary, and annexed areas

Precinct population estimates for 2009 based on census data and the 2001 to 2009 change in GRU residential electric hookups

1. The GRU data omit a substantial fraction of City residents, including students in UF dorms.
2. The 2001 GRU data misplace more than 2,000 housing units. This problem was only partly corrected.
3. Household size variations introduce an unknown but likely substantial amount of error into the estimates.
4. In the case of precincts that cross the city boundary, population estimates include only people living in the city.

| Precinct | Population | Precinct | Population |
|----------|------------|------------------------------------|----------------|
| 4 | 1,217 | 36 | 5,665 |
| 5 | 3,669 | <i>All annexed since 2002</i> | |
| 7 | 3,043 | <i>2009 annexation area: 5,045</i> | |
| 12 | 3,209 | <i>Pre-2009 annexations: 620</i> | |
| 13 | 5,358 | | |
| 16 | 1,739 | 37 | 2,741 |
| 17 | 1,343 | 38 | 2,084 |
| 19 | 2,546 | 40 | 1,685 |
| 21 | 5,531 | 44 | 8,792 |
| 23 | 3,426 | 45 | 3,596 |
| 24 | 2,690 | 54 | 7,286 |
| 25 | 2,599 | 55 | 3,486 |
| 26 | 4,270 | 57 | 3,846 |
| 27 | 3,413 | 58 | 2,976 |
| 28 | 3,666 | 59 | 6,396 |
| 29 | 2,563 | 61 | 2,512 |
| 31 | 6,909 | 64 | 1,438 |
| 32 | 5,321 | | |
| 33 | 4,950 | TOTAL | 119,964 |



Gainesville Population Estimates

Kenneth D. Wald, Ph.D

Consultant to the Citizens Election Districts Review Committee

On the past occasions when Gainesville has been redistricted, I have used the population headcount conducted every ten years by the U.S. Census. For 2009, no current headcount data are available. This forced me to rely instead on population projections which vary widely based on their assumptions and sources of data. For example, the 2007 population projections for Gainesville offered by the respected UF Bureau of Business and Economic Research and the U.S. Census bureau differ by more than 8,000 people—a 7% difference. The reliability of the population estimates declines even more for small areas such as the 32 precincts that make up Gainesville's four Commission districts.

The major sources of error in such projections are likely to include but are not limited to:

- (a) Population projections are based partly on numbers of households. The only available household count outside the census, the GRU map, does not cover the entire city and misses the large number of group homes--college dormitories, correction facilities, nursing homes, and the like—that house about 10% of the city population.
- (b) Population projections are also based on average household size. Outside the census, this number is available only for the entire city. Because household size differs from place to place, using the same citywide average in each precinct may generate considerable error.

Problems of this nature undermine the accuracy of these population estimates and raise questions about whether redistricting based on them will improve or undermine the equity of voting districts.