

Public Access Terminal User Manual

State of Wisconsin
Legislative Reference Bureau
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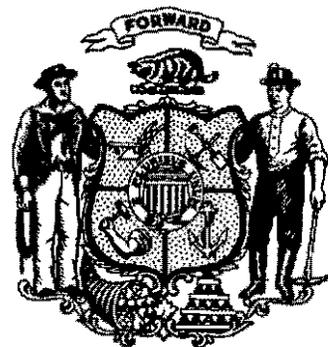


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PUBLIC ACCESS TERMINAL USER MANUAL

I. AN OVERVIEW OF THE WISCONSIN LEGISLATURE'S PUBLIC ACCESS PROGRAM

The 1991 Wisconsin Legislature adopted language in the 1991 Budget Act (1991 Wisconsin Act 39) to provide the public with an opportunity to participate in the redistricting process. The Joint Committee on Legislative Organization authorized the establishment of public access terminals (PATs) in Madison and Milwaukee and several other locations around the state. The workstations are available from December 17, 1991, and are tentatively scheduled to be operational through March 27, 1992, corresponding to the period that the legislature is expected to consider congressional and legislative redistricting. Staff support for the program is provided by the Senate Chief Clerk and his staff and the Legislative Reference Bureau.

The terminals are linked to the legislature's WISCORE redistricting computer system and provide users with access to the same database containing population, demographic, and election data used by the Wisconsin Legislature. Workstations will be staffed by legislative employees who will assist users in developing or analyzing a redistricting plan. Access will be on a first-come, first-served basis, with prospective users permitted to reserve computer time, available in up to 4-hour increments, in advance. Additional sessions may be scheduled on a time-available basis. Instructions for scheduling PAT sessions are on page 20.

After a plan is developed, it will be stored on tape so that it can be loaded into the legislative redistricting system for processing and analysis. Completed plans will be returned to the author along with a statistical analysis and maps. If requested by the drafter, copies of the plan will be forwarded to each of the 4 partisan caucuses and a public copy placed on file at the Legislative Reference Bureau.

This manual is intended to provide users with the basic information needed to use a PAT to draft a redistricting plan. Additional information about the operation and capability of the program, the redistricting process in general, recent court decisions, and sources of additional information is also provided.

An informational meeting was held on December 17, 1991, in Milwaukee to provide details about the operation of the program. A similar meeting will be held in Madison in January 1992.

II. WHAT IS REDISTRICTING?

During the 1991-92 legislative session, the Wisconsin Legislature is faced with the constitutionally mandated responsibility of redrawing congressional and legislative districts to reflect population shifts recorded by the 1990 decennial federal census. The purpose of redistricting, which generally occurs every 10 years, is to establish election districts of equal population that meet specified criteria mandated by state and federal law. In addition, decisions by the U.S. Supreme Court have required jurisdictions to adopt election districts that protect minority voting rights, and reflect communities of interest and follow rational and consistently applied guidelines. It is expected that the legislature will consider congressional and legislative redistricting during the floor period which runs from January 28, 1992, through March 27, 1992.

The climate surrounding redistricting in the 1990s has changed dramatically. This is the result of both the availability of more census, demographic, and geographic data, as well as advances in computer technology which permit faster and more precise manipulation of this data. While more detailed data and enhanced technology may theoretically make the mechanics of the redistricting process work more smoothly, it may also result in the application of more stringent standards by courts called upon to rule on the legality of redistricting plans. Since the capability exists to reduce population deviations to a bare minimum, courts may be less inclined to accept any deviations from absolute equality.

The judicial climate has also shifted and remains somewhat unsettled. The U.S. Department of Justice has made enforcement of minority voting rights a national priority and has indicated that the redistricting plans adopted by all states and jurisdictions will be subject to review under Section 2 of the Voting Rights Act. Although recent court decisions have made it clear that redistricting plans must not have the effect of diluting the voting strength of minorities, questions remain about the percentage of minority voters necessary to influence the outcome of elections in specific districts. There are also questions about partisan gerrymandering. The U.S. Supreme Court has said that it will consider claims that a redistricting plan unfairly discriminates against a political party, but has not issued clear guidelines to distinguish between permissible and impermissible gerrymandering.

Despite changes in redistricting technology and uncertainty about judicial standards, the purpose of redistricting and the end result remains unchanged -- that is, the establishment of election districts which provide representational equality for all potential voters.

III. STATUTORY AND CONSTITUTIONAL PROVISIONS RELATING TO REDISTRICTING

In Wisconsin, responsibility for redrawing legislative and congressional district lines rests with the legislature. The legislature is required to redraw legislative and congressional districts every 10 years based upon the results of the decennial federal census.

Congressional Redistricting

There are no Wisconsin statutory or constitutional provisions specifically relating to the apportionment of the U.S. Congress. Congressional apportionment is based on Article I, Section 2 of the U.S. Constitution which provides that "Representatives shall be apportioned among the several states according to their respective numbers...."

The 435 seats in the U.S. House of Representatives are allocated among the states based on state population as recorded by the decennial census. After Congress reports to each state the number of seats it is entitled to, states are required to redraw congressional district lines so that each district contains as nearly as practicable the same number of people.

A description of the territory within each of the 9 present congressional districts and maps illustrating those boundaries is contained in Chapter 3 of the published 1989-90 Wisconsin Statutes.

Legislative Redistricting

Article IV of the Wisconsin Constitution contains the basic provisions concerning legislative redistricting. Under its provisions, the legislature is to be comprised of a senate and an assembly divided into single-member districts which are compact as practicable and consist of contiguous territory bounded by "county, precinct, town or ward lines". The legislature is directed to redistrict each house at the first session following the decennial federal census; establish from 54 to 100 assembly districts; draw senate districts which do not cross assembly boundaries and which comprise not more than one-third nor less than one-quarter of the number of assembly districts.

[Article IV] **Legislature, how constituted.** Section 2. The number of the members of the assembly shall never be less than fifty-four nor more than one hundred. The senate shall consist of a number not more than one-third nor less than one-fourth of the number of the members of the assembly.

Apportionment. Section 3. At its first session after each enumeration made by the authority of the United States, the legislature shall apportion and district anew the members of the senate and assembly, according to the number of inhabitants.

Representatives to the assembly, how chosen. Section 4. The members of the assembly shall be chosen biennially, by single districts, on the Tuesday succeeding the first Monday of November in even-numbered years, by the qualified electors of the several districts, such districts to be bounded by county, precinct, town or ward lines, to consist of contiguous territory and be in as compact form as practicable.

Senators, how chosen. Section 5. The senators shall be elected by single districts of convenient contiguous territory, at the same time and in the same manner as members of the assembly are required to be chosen; and no assembly district shall be divided in the formation of a senate district. The senate districts shall be numbered in the regular series, and the senators shall be chosen alternately from the odd and even-numbered districts for the term of 4 years.

The basic building block used to form legislative districts is the municipal ward. Section 5.15 of the Wisconsin Statutes requires all municipalities with a population of 1,000 or more to establish municipal wards based on the results of the decennial census.

Text of Section 5.15

5.15 Division of municipalities into wards. (1) (a) Every city, village and town in this state shall by its common council or village or town board, respectively, be divided into wards as provided in this section, except as authorized in sub. (2). The boundaries of the wards established under this section, and the number assigned to each ward, are intended to be as permanent as possible, and to this end each ward shall when created contain a population at a convenient point within the applicable population range under sub. (2) (b), with due consideration for the known trends of population increase or decrease within that part of the municipality in which the ward is located. Once established, the boundaries of each ward shall remain unchanged until a further decennial federal census of population indicates that the population of a ward is then above or below the applicable population range or until the ward boundaries are required to be changed to permit creation of supervisory or aldermanic districts of substantially equal population or to enhance the participation of members of a racial or language minority group in the political process and their ability to elect representatives of their choice. If the population of a ward has increased above the maximum of its population range or if the population of a ward must be decreased for a reason specified in this paragraph, the ward shall be divided into 2 or more wards in compliance with sub. (2) (b). If the population of a ward has decreased below the minimum of its population range or if the population of a ward must be increased for a reason specified in this paragraph, the ward shall, if possible, be combined with an adjoining ward, or the underpopulated ward and one adjoining ward

shall be combined and together subdivided into 2 or more wards in compliance with sub. (2).

(b) Except as authorized in sub. (2) (a), within 60 days after the receipt of a tentative supervisory district plan and written statement, if any, from the county board of each county in which a municipality is located, the governing body of the municipality shall adjust its wards according to the schedule shown in sub. (2). All territory contained within the municipality, and only the territory so contained, on August 1 following the year of the federal decennial census shall be contained within a ward. Except as authorized in sub. (2), each ward shall consist of whole blocks. To suit the convenience of the voters residing therein each ward shall, as far as practicable, be kept compact and observe the community of interest of existing neighborhoods and other settlements. All territory within a ward shall be contiguous, except for island territory as defined in sub. (2) (f) 3. Enactment or adoption of a division ordinance or resolution requires the affirmative vote of a majority of the members of the governing body.

(c) The wards established by municipal governing bodies under this section on the basis of the published results of each federal decennial census of population shall govern the adjustment of supervisory districts under s. 59.03 (2) (a) and (3) (b) and of aldermanic districts under s. 62.08 (1) for the purpose of local elections beginning on January 1 of the 2nd year commencing after the year of the census until revised under this section on the basis of the results of the next decennial census of population unless adjusted under sub. (2) (f) 4, (6) (a) or (7), or unless adjusted, as a matter of statewide concern, in the enactment of legislative districts under article IV, section 3, of the constitution on the basis of the most recent decennial census of population.

(d) Every ward shall be wholly contained within a single county.

The 1985 Legislature enacted legislation which directs the Attorney General to represent any Wisconsin elector who brings suit alleging that election district boundaries violate voting rights protected by the federal Voting Rights Act of 1965. The act first applies to redistricting plans based on the 1990 census.

5.081 Petition for enforcement of voting rights. The attorney general shall accept a verified petition from any person alleging failure to comply with section 2 of the federal voting rights act, 42 USC 1973 (a) and (b). The attorney general may commence an action or proceeding in any court of competent jurisdiction on behalf of any elector of this state whose rights under 42 USC 1973 (a) and (b) are violated.

Chapter 4 of the 1989-90 Wisconsin Statutes contains a description of the present legislative boundaries adopted in 1983 by 1983 Wisconsin Act 29.

IV. SELECTED FEDERAL STATUTORY AND CASE LAW RELATING TO REDISTRICTING

The Voting Rights Act of 1965

Congress enacted the Voting Rights Act in 1965 as a means of curtailing the practice of arranging the electoral process or drawing legislative districts in such a fashion as to minimize the vote of racial minorities. States covered under Section 5 of the act are required to submit redistricting plans to the Department of Justice (or federal district court) for preclearance prior to adoption. The state has the burden of proving that the plan complies with the Voting Rights Act and is free of racially discriminatory purpose and effect.

Although Wisconsin is not one of the 16 states partially or completely subject to the preclearance requirement imposed by Section 5, all states and political subdivisions are covered by the changes made by the 1982 amendments to the Act. Section 2 of the Voting Rights Act was enacted by Congress in 1982 and applies to all states and jurisdictions. Its purpose was to ensure that governing bodies enact redistricting plans that provide racial and language minorities with equal opportunity to participate in the political process and to elect representatives of their choice. The minorities accorded protection by the act are Blacks, Hispanics, American Indians, Alaska natives, and Asians.

§1973. Denial or abridgement of right to vote on account of race or color through voting qualifications or prerequisites; establishment of violation.

(a) No voting qualification or prerequisite to voting or standard, practice, or procedure shall be imposed or applied by any State or political subdivision in a manner which results in a denial or abridgement of the right of any citizen of the United States to vote on account of race or color, or in contravention of the guarantees set forth in section 1973b(f)(2) of this title, as provided in subsection (b) of this section.

(b) A violation of subsection (a) of this section is established if, based on the totality of the circumstances, it is shown that the political processes leading to nomination or election in the State or political subdivision are not equally open to participation by members of a class of citizens protected by subsection (a) of this section in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice. The extent to which members of a protected class have been elected to office in the State or political subdivision is one circumstance which may be considered: *Provided*, That nothing in this section establishes a right to have members of a protected class elected in numbers equal to their proportion in the population.

The amendments eliminated the previous requirement that those challenging a redistricting plan show that the plan was intentionally designed to discriminate against minorities. The revised act replaced the "intent" requirement with a "results" or "effect" test by which plans are measured. Challengers need only demonstrate that a plan has the effect of diluting the vote of a minority group and thus results in a discriminatory electoral plan. Under Section 2, the burden of proof shifts from the minority group which no longer is required to prove intentional discrimination, to the redistricting body which is required to demonstrate that they have done all they can to maximize minority voting strength.

Summary of Recent Case Law

Following the 1980 round of redistricting, at least 43 states (including Wisconsin) were required to defend congressional and legislative plans in state and federal court. It is expected that the courts will again be active participants in the redistricting process following the 1990 census.

There are 3 significant types of issues that were litigated during the past decade and the decisions in those cases will no doubt be the starting point for judicial review of redistricting plans in the 1990s. These are equal population standards, minority voting rights, and partisan gerrymandering. Although there is an obvious danger of generalizing about past decisions because of what courts have called the "totality of circumstances" -- the unique political, social and demographic characteristics that define a state or political subdivision -- a number of basic standards have emerged from recent case law. These will be discussed in the context of equal population, minority voting and partisan gerrymandering.

Equal Population

The "one person, one vote" standard continues to be a basic requirement since the U.S. Supreme Court in 1964 held that legislative seats must be apportioned on a population basis. What this has meant is that states have had to make a good faith effort to achieve exact mathematical equality and are required to justify any deviations from absolute equality. Some observers have speculated that courts will impose even more stringent population standards in the 1990s because of the availability of more census data for smaller geographic areas and the use of newly developed computer technology which facilitates the manipulation of data. The use of these tools theoretically should make it easier for states to develop plans which come closer to absolute equality.

The Supreme Court has enunciated different population standards for congressional and legislative districts. The constitutional basis for congressional redistricting is Article I, Section 2, of the U.S. Constitution which requires representatives to be apportioned among the states according to their respective numbers. The

population standard for legislative districts is derived from the Equal Protection Clause of the Fourteenth Amendment to the U.S. Constitution.

The Supreme Court has applied a stricter standard to congressional plans than to state legislative plans. Simply stated, this standard requires congressional districts to be "as nearly equal in population as practicable". In a 1983 case involving congressional districts drawn by the New Jersey Legislature (*Karcher v. Daggett*, 462 U.S. 725 (1983)), the U.S. Supreme Court invalidated a plan which had a total deviation of 0.69 percent. The Court took this action because the challengers showed that the legislature had before it and failed to enact a plan in which the overall deviation was limited to 0.45 percent. Because New Jersey failed to demonstrate a "legitimate state objective" which justified the adoption of a plan with a higher deviation, the Court ruled that the state failed to make a good faith effort to draw districts as nearly equal in population as practicable.

Although the Court applied a stringent standard to measure population deviations, it indicated that some unspecified degree of deviation may be acceptable if necessary to achieve a legitimate state objective. Justice Brennan, writing for the majority, noted:

Any number of consistently applied legislative policies might justify some variance, including, for instance, making districts compact, respecting municipal boundaries, preserving the cores of prior districts, and avoiding contests between incumbent Representatives.... The State must, however, show with some specificity that a particular objective required the specific deviations in its plan, rather than simply relying on general assertions...By necessity, whether deviations are justified requires case-by-case attention to these factors.

The population standard that the U.S. Supreme Court has applied to legislative plans seems to allow more latitude. Rather than applying the "as equal as practicable standard", the Court has relied on the less exacting standard derived from the Equal Protection Clause of the Fourteenth Amendment to the U.S. Constitution. The Court in the landmark *Reynolds v. Sims* case in 1964 interpreted this standard to require merely "substantial equality of population among the various districts". Some observers believe that a 10 percent standard has emerged from subsequent judicial review of legislative plans. The 1973 *Gaffney v. Cummings* case has been used in support of the contention that a legislative redistricting plan with a total deviation of under 10 percent does not require justification by the state and will receive judicial approval if otherwise constitutional. However, it must be remembered that redistricters are obligated to make a good faith effort to achieve population equality. Beginning the task with the perception that a 10 percent deviation is close enough probably would not indicate a good faith effort in a state like Wisconsin in which legislative districts were enacted by the legislature in 1972 and 1983, and promulgated by a federal court in 1982, all within a range of less than \pm one percent.

The U.S. Supreme Court has accepted some degree of population inequality in legislative plans if the state can demonstrate that such deviations were necessary to achieve a "rational state policy". In several states, the Court has accepted deviations exceeding 10 percent that were justified on the basis of preserving the boundaries of political subdivisions. In general, an approach which results in deviations of this magnitude must be uniformly and consistently applied in order for a state to meet the definition of a rational policy.

Other criteria, which have been accepted by federal courts as meeting the definition of a rational state policy in drawing legislative districts, include compactness, contiguity and the desire to preserve communities of interest.

Minority Voting Rights

As noted previously, all redistricting plans will be subject to review by the U.S. Department of Justice under Section 2 of the Voting Rights Act on the basis of how minority voters are treated. The U.S. Supreme Court examined Section 2 in terms of the factors which need to be present to prove a violation in a 1986 case, *Thornburg v. Gingles*, 478 U.S. 30. The Court identified 3 criteria as significant in determining if a violation occurred:

1. Is the minority group sufficiently large and geographically compact to constitute a majority in a district?
2. Is the minority group "politically cohesive"?
3. Is there evidence of racially polarized or bloc voting by the majority which usually results in the defeat of the minority's preferred candidate?

All 3 questions posed by the *Gingles* test need to be answered in the affirmative in order to prove that a violation has occurred. Stated another way, if these 3 conditions are present, the presumption is that a minority district must be established.

In order to apply the 3-part test, certain information needs to be collected. The public law data provides information on racial and language minority population and location which is needed to answer the first question. In order to respond to the second question, data regarding voter registration and election returns needs to be examined. The Department of Justice has indicated that elections occurring during the previous 10 years are sufficient for this purpose. It is also necessary to examine the number of minority candidates who have run for office, how they have fared and whether bloc voting by both minority and majority voters influenced the outcome.

Creating Minority Districts

If it is determined that a so-called "minority district" should be established, what percentage of minority population must that district have so as to ensure that minority voters have a fair chance to elect their chosen candidate?

In order to answer that question, information about differences between the majority and minority population regarding voting age population, voter registration, and past voter participation needs to be examined. There is no fixed percentage of minority population that translates into an effective voting majority in all cases. Rather, that percentage depends on the "totality of circumstances" cited in the Voting Rights Act.

In a widely cited 1973 decision (*United Jewish Organizations of Williamsburgh, Inc. v. Carey*, 430 U.S. 144 (1977)), the Supreme Court upheld a determination by the Department of Justice that a 65 percent nonwhite population was required to achieve an effective voting majority in particular legislative districts in New York City. The 65 percent level was arrived at by adding 5 percent increments to a simple majority to compensate for the lower voting age, registration, and turnout which characterized the Black population under consideration. Other courts have endorsed the use of a 65 percent Black population majority in the absence of empirical evidence that some other percentage was more appropriate.

The percentage of minority voters given judicial approval in a particular district has varied widely depending on the specific demographics and voting behavior of the area being considered. It is clear that the percentage of minority voters assigned to a district must be based on empirical evidence rather than an arbitrarily applied formula. Lacking such documentation, redistricters are vulnerable to charges of racial gerrymandering. Gerrymandering most frequently takes the form of "fracturing" -- dividing a segment of population so that members of the group are dispersed and thus have their vote diluted, or "packing" -- concentrating a population group in as few districts as possible and thus minimizing their influence in other districts.

Another issue to be considered is whether in instances where a single minority group does not constitute a majority in a district, members of different minority groups be combined to form a minority-controlled district. Again the answer depends upon the specific situation. Factors to be considered include the wishes of the minority communities, the past voting behavior of the groups, cultural and social patterns, and the absence or presence of common interests and goals.

A recent development has been the concept of "minority-influence" districts. In a case arising in the U.S. Court of Appeals for the Sixth Circuit which is currently still being litigated, the court introduced the possibility that mapmakers may have to do more than meet the *Gingles* test in drawing minority districts. The decision in *Armour v. Ohio, U.S. District Court for the Sixth Circuit*, 925 F.2d 987 (6th Cir. 1991), suggests that even in instances where a minority group fails to meet the first test in *Gingles* -- having

a sufficient number to constitute a majority -- a state may be obligated to concentrate minority voters in order to create a "minority influence" district. Whether or not the "ability to influence" standard replaces the *Gingles* test will probably not be determined until the U.S. Supreme Court rules on the post-1990 crop of minority voting cases.

Partisan Gerrymandering

The third category of cases which will continue to be significant for redistricting in the 1990s involve political gerrymandering claims, where one political party alleges that election districts were drawn in order to provide the other party with an unfair advantage. The leading case in this area is *Davis v. Bandemer*, 478 U.S. 109 (1986), in which the Supreme Court held that partisan gerrymandering is a justiciable issue. Although the Court did not develop specific criteria for judging whether a redistricting plan unconstitutionally denies a partisan minority the equal protection of the law, it suggested some general guidelines. The Court denied the claim that district lines be drawn by allocating to each party a share of seats in proportion to what their anticipated statewide vote would be.

Writing for the majority, Justice White concluded:

A group's electoral power is not unconstitutionally diminished by the simple fact of an apportionment scheme that makes winning elections more difficult, and a failure of proportional representation alone does not constitute impermissible discrimination under the Equal Protection Clause.

...Rather, unconstitutional discrimination occurs only when the electoral system is arranged in a manner that will consistently degrade a voter's or group of voters' influence on the political process as a whole.

...Such a finding of unconstitutionality must be supported by evidence of continued frustration of the will of a majority of the voters or effective denial to a minority of voters of a fair chance to influence the political process.

Many legal observers have commented that the *Bandemer* decision established a very high threshold to prove unconstitutional partisan gerrymandering. It is likely that the Supreme Court will be called on again to wrestle with the problem of establishing objective and workable standards to apply to these type of cases.

V. A DESCRIPTION OF THE PUBLIC ACCESS PROGRAM

Published Population Data and Map Products

The public access program developed by the Wisconsin Legislature has 2 components. The first component consists of statistical and geographic information about redistricting which will be distributed to at least one location in each of Wisconsin's 72 counties. In most cases, a public library location in the county seat will be designated as a depository for redistricting data. This information will include the following:

1. A copy of this publication.
2. Statewide maps illustrating current congressional, senate and assembly districts and population deviation from the ideal district.
3. Statewide maps illustrating 1991 ward boundaries with the Democratic and Republican vote for the 1982, 1986, and 1990 gubernatorial elections aggregated for each ward. Vote totals and percentages are listed.
4. A booklet of 11" x 17" ward boundary maps for each county.
5. A booklet containing the 1990 Census of Population redistricting tape data (P.L. 94-171 data) for each municipal ward. Data will be formatted using the major P.L. categories and will provide information on race and language minorities and voting age population (18 and over). Also included is election data for the 1982, 1986, and 1990 gubernatorial elections, disaggregated to correspond to the 1991 ward boundaries.

Public Access Terminals

The second component of the public access program are the PATs which make available the WISCORE redistricting computer system to Wisconsin residents. The program is designed to allow the user to develop a congressional or legislative redistricting plan using the same information and equipment as used by the legislature.

Users will be permitted to schedule a 4-hour session at one of the PAT locations. Prior to arriving at the PAT, users will be mailed a packet of data which should be used to formulate a redistricting plan. At the PAT session, a technician will be present to enter data based on the instructions provided by the user. If less than 4 hours are needed, the session can be ended at any time. If more time is needed to develop a plan, additional sessions may be arranged.

Location of PATs

PATs will be available at the following locations beginning December 17, 1991.

Milwaukee:

Milwaukee DNR Building
2300 N. Dr. Martin Luther King, Jr., Blvd.

An informational meeting was held on Tuesday, December 17 at 10:00 a.m. to provide details about the operation of the PAT.

Tuesday, December 17	1:00 p.m. - 5:00 p.m.
Wednesday, December 18	8:00 a.m. - 5:00 p.m.
Monday, January 27, 1992	9:00 a.m. - 5:00 p.m.
Tuesday, January 28	9:00 a.m. - 5:00 p.m.
Wednesday, January 29	9:00 a.m. - 5:00 p.m.
Thursday, January 30	9:00 a.m. - 5:00 p.m.
Friday, January 31	9:00 a.m. - 5:00 p.m.
Monday, February 24	1:00 p.m. - 9:00 p.m.
Tuesday, February 25	1:00 p.m. - 9:00 p.m.
Thursday, February 27	9:00 a.m. - 5:00 p.m.
Friday, February 28	9:00 a.m. - 5:00 p.m.
Saturday, February 29	9:00 a.m. - 5:00 p.m.
Monday, March 23	9:00 a.m. - 5:00 p.m.
Tuesday, March 24	9:00 a.m. - 5:00 p.m.
Wednesday, March 25	9:00 a.m. - 5:00 p.m.
Thursday, March 26	9:00 a.m. - 5:00 p.m.
Friday, March 27	9:00 a.m. - 5:00 p.m.

Forest Home Library
1432 Forest Home Avenue

Thursday, December 19 12:00 p.m. - 8:00 p.m.
Friday, December 20 9:00 a.m. - 5:00 p.m.
Saturday, December 21 9:00 a.m. - 5:00 p.m.
Tuesday, January 21, 1992 4:00 p.m. - 8:00 p.m.
Wednesday, January 22 10:30 a.m. - 7:00 p.m.
Thursday, January 23 12:00 p.m. - 6:00 p.m.
Friday, January 24 9:00 a.m. - 5:00 p.m.
Saturday, January 25 9:00 a.m. - 5:00 p.m.
Monday, February 17 10:30 a.m. - 8:30 p.m.
Wednesday, February 19 3:30 p.m. - 8:30 p.m.
Friday, February 21 9:00 a.m. - 5:00 p.m.
Saturday, February 22 9:00 a.m. - 5:00 p.m.
Monday, March 16 10:30 a.m. - 8:30 p.m.
Tuesday, March 17 4:00 p.m. - 8:30 p.m.
Wednesday, March 18 4:00 p.m. - 8:00 p.m.
Friday, March 20 9:00 a.m. - 5:00 p.m.
Saturday, March 21 9:00 a.m. - 5:00 p.m.

Center Street Library
2727 W. Fond du Lac Avenue

Thursday, December 26	12:00 p.m. - 8:00 p.m.
Friday, December 27	9:00 a.m. - 4:45 p.m.
Thursday, January 2, 1992	12:00 p.m. - 8:00 p.m.
Friday, January 3	9:00 a.m. - 4:45 p.m.
Monday, January 13	12:00 p.m. - 8:00 p.m.
Tuesday, January 14	10:30 a.m. - 7:00 p.m.
Thursday, January 16	10:30 a.m. - 7:00 p.m.
Friday, January 17	9:00 a.m. - 4:45 p.m.
Monday, February 10	12:00 p.m. - 8:00 p.m.
Tuesday, February 11	10:30 a.m. - 7:00 p.m.
Thursday, February 13	10:30 a.m. - 7:00 p.m.
Friday, February 14	9:00 a.m. - 4:45 p.m.
Saturday, February 15	9:00 a.m. - 4:45 p.m.
Monday, March 9	12:00 p.m. - 8:00 p.m.
Tuesday, March 10	10:30 a.m. - 7:00 p.m.
Thursday, March 12	10:30 a.m. - 7:00 p.m.
Friday, March 13	9:00 a.m. - 4:45 p.m.
Saturday, March 14	9:00 a.m. - 4:45 p.m.

United Community Center
1028 South Ninth Street

Tuesday, January 7, 1992	1:00 p.m. - 9:00 p.m.
Wednesday, January 8	8:00 a.m. - 5:00 p.m.
Thursday, January 9	1:00 p.m. - 9:00 p.m.
Friday, January 10	9:00 a.m. - 5:00 p.m.
Saturday, January 11	9:00 a.m. - 5:00 p.m.
Tuesday, February 4	1:00 p.m. - 9:00 p.m.
Wednesday, February 5	1:00 p.m. - 9:00 p.m.
Thursday, February 6	1:00 p.m. - 9:00 p.m.
Friday, February 7	1:00 p.m. - 9:00 p.m.
Saturday, February 8	1:00 p.m. - 9:00 p.m.
Monday, March 2	1:00 p.m. - 9:00 p.m.
Tuesday, March 3	1:00 p.m. - 9:00 p.m.
Thursday, March 5	9:00 a.m. - 5:00 p.m.
Friday, March 6	9:00 a.m. - 5:00 p.m.

Madison:

Suite 402
One East Main Street

Monday, January 6, 1992	8:00 a.m. - 5:00 p.m.
Tuesday, January 7	8:00 a.m. - 5:00 p.m.
Wednesday, January 8	8:00 a.m. - 5:00 p.m.
Thursday, January 9	8:00 a.m. - 5:00 p.m.

Tuesday, January 14	12:00 p.m. - 8:00 p.m.
Wednesday, January 15	12:00 p.m. - 8:00 p.m.
Thursday, January 16	9:00 a.m. - 5:00 p.m.
Monday, January 20	8:00 a.m. - 5:00 p.m.
Tuesday, January 21	12:00 p.m. - 8:00 p.m.
Thursday, January 23	8:00 a.m. - 5:00 p.m.
Monday, January 27	1:00 p.m. - 9:00 p.m.
Tuesday, January 28	1:00 p.m. - 9:00 p.m.
Monday, February 3	1:00 p.m. - 9:00 p.m.
Tuesday, February 4	8:00 a.m. - 5:00 p.m.
Wednesday, February 5	1:00 p.m. - 9:00 p.m.
Thursday, February 6	8:00 a.m. - 5:00 p.m.
Friday, February 7	1:00 p.m. - 9:00 p.m.
Saturday, February 8	9:00 a.m. - 5:00 p.m.
Monday, February 10	8:00 a.m. - 5:00 p.m.
Tuesday, February 11	8:00 a.m. - 5:00 p.m.
Wednesday, February 12	1:00 p.m. - 9:00 p.m.
Monday, February 17	8:00 a.m. - 5:00 p.m.
Tuesday, February 18	8:00 a.m. - 5:00 p.m.
Wednesday, February 19	1:00 p.m. - 9:00 p.m.
Monday, February 24	1:00 p.m. - 9:00 p.m.
Tuesday, February 25	8:00 a.m. - 5:00 p.m.
Wednesday, February 26	1:00 p.m. - 9:00 p.m.

Mondays
(March 2, 9, 16, 23) 8:00 a.m. - 5:00 p.m.

Tuesdays
(March 3, 10, 17, 24) 8:00 a.m. - 5:00 p.m.

Wednesdays
(March 4, 11, 18, 25) 1:00 p.m. - 9:00 p.m.

Thursdays
(March 5, 12, 19, 26) 8:00 a.m. - 5:00 p.m.

Fridays
(March 6, 13, 20, 27) 8:00 a.m. - 5:00 p.m.

Saturdays
(March 7, 14, 21) 9:00 a.m. - 5:00 p.m.

Appleton:

Fox Valley Technical College
1825 North Bluemound Drive
Room E 117

Friday, January 10, 1992 1:00 p.m. - 9:00 p.m.

Saturday, January 11 8:00 a.m. - 4:00 p.m.

Friday, February 14 1:00 p.m. - 9:00 p.m.

Saturday, February 15 8:00 a.m. - 4:00 p.m.

Eau Claire:

Chippewa Valley Technical College
620 West Clairemont Avenue
Room M 25

Friday, January 17, 1992 1:00 p.m. - 9:00 p.m.

Saturday, January 18 9:00 a.m. - 5:00 p.m.

Friday, February 21 1:00 p.m. - 9:00 p.m.

Saturday, February 22 9:00 a.m. - 5:00 p.m.

Wausau:

North Central Technical College
1000 Campus Drive

Friday, January 24, 1992, Room 450 1:00 p.m. - 9:00 p.m.
Saturday, January 25, Room 450 8:00 a.m. - 4:00 p.m.
Friday, February 28, Room 156 1:00 p.m. - 9:00 p.m.
Saturday, February 29, Room 156 8:00 a.m. - 4:00 p.m.

La Crosse:

State Office Building
3550 Mormon Coulee Road
Room B-4

Wednesday, January 29, 1992 1:00 p.m. - 9:00 p.m.
Thursday, January 30 8:00 a.m. - 12:00 p.m.

Superior:

Wisconsin Indianhead Technical College
600 North 21st Street
Room 108

Friday, January 31, 1992 1:00 p.m. - 9:00 p.m.
Saturday, February 1 9:00 a.m. - 5:00 p.m.

Hours of Operation

Refer to the schedule for available dates and times and follow the procedures outlined in the next section, "Registering to Use the Program".

Registering to Use the Program

To use the public access terminal, telephone or write to the Legislative Reference Bureau to arrange a specific time to use the system. It will be more convenient to telephone (office hours are 7:45-4:30, Monday-Friday) because you will be able to immediately reserve a specific time. If you contact us by mail, you will only be able to request a specific time or day and you will need to wait for written confirmation by return mail.

Wisconsin Legislative Reference Bureau
Telephone: (608) 266-0341

100 North Hamilton Street
P.O. Box 2037
Madison, Wisconsin 53701-2037

Refer to the list of dates and locations on pages 13-19. Scheduling will be on a time-available basis and every effort will be made to arrange a convenient time for your session.

When you call to schedule your session, you will be asked for your name and address and the type of plan you wish to draft (congressional or legislative). If you wish to draft a plan for only part of the state, you will be asked for the specific municipality, county or area to be included. This information will be used to prepare a customized set of data tailored to your specifications which will be mailed to you prior to your PAT appointment. The same population data and maps will also be available at the PAT site.

The address you provide will also be used to mail your data packet as well as your completed redistricting plan once processing has been completed.

VI. HOW TO USE THE PROGRAM

1. Call the Legislative Reference Bureau at (608) 266-0341 from 7:45 to 4:30 Monday through Friday to reserve a block of time at the PAT site most convenient for you. You may reserve up to 4 hours per session.

2. After you make your reservation, you will be sent population data and maps corresponding to the area you wish to include in your redistricting plan. Use this data to develop your plan in rough form prior to your scheduled PAT appointment. Remember that the basic building block for forming legislative districts is the municipal ward and that all divisions of municipalities must be along ward lines. No ward may be split in the formation of an assembly district. Refer to Section III of this manual for other legal requirements.

Although your plan can be revised at the PAT session, there probably will not be enough time to draft an entire plan if you have done little or no preliminary work. You should come prepared knowing the type of plan you want drafted, the area of the state included, and the factors to be considered in assigning territory to each district.

You should also familiarize yourself with the information provided in this manual, specifically the sections relating to statutory and constitutional requirements and redistricting case law.

3. At your session at the PAT, a technician will input data, based on your instructions, to create a redistricting plan. You do not have to know how to use a computer since the technician will perform this task. The computer operator will assist you by displaying the desired population or election data on the screen and informing you of the population and characteristics of each district as you proceed in drafting your plan.

Although all necessary data will be collected at this session, your plan will not be completed in final form until additional processing is completed by the technician at a later date. The completed plan, along with an analysis of population deviations and racial composition, and maps, will be mailed to you. This will include a map showing district boundaries, and a statistical analysis detailing the population, deviation from ideal, racial composition, and party breakdown based on the last 3 gubernatorial elections.

After you examine your completed plan, you may wish to make changes. If so, you will be permitted to schedule a follow-up session.

4. At your request, a copy of your completed redistricting plan will be provided to each of the 4 partisan caucuses and a copy placed on file at Legislative Reference Bureau available to the public.

5. Refer to the appendix for a description of the WISCORE redistricting program including software, hardware, database, system capability and end products.
6. There are no charges to use the PAT and have a redistricting plan drafted.
7. Data used by the state for redistricting is available in accordance with the Wisconsin Public Records Law (Sections 19.31 through 19.39, 1989-90 Wisconsin Statutes). A nominal fee is charged. Contact the Senate Chief Clerk's Office at (608) 266-2517, Room 402, One East Main Street, Madison, Wisconsin 53707 for additional information.

VII. SOURCES OF ADDITIONAL INFORMATION

If you need additional information about the public access program, you may contact either the Office of Senate Chief Clerk or the Legislative Reference Bureau. The Reference Bureau library has an extensive collection of information about the redistricting process in general available on loan for a 2-week period.

Additional information about redistricting case law is available in a publication by the National Conference of State Legislatures entitled *Reapportionment Law: The 1990s*. Copies of this publication may be obtained from the LRB by calling (608) 266-0341.

Office of the Senate Chief Clerk
Room 402, One East Main Street
P.O. Box 7882
Madison, Wisconsin 53707-7882

Contact: Senate Chief Clerk Donald J. Schneider (608) 266-2517
For: general information on public access program

Contact: Loren Hoffmann (608) 267-0899
For: technical information; redistricting data products

Legislative Reference Bureau
100 North Hamilton Street
P.O. Box 2037
Madison, Wisconsin 53701-2037

Contact: Larry Barish (608) 266-0344
Pete Cannon (608) 266-5446
For: general information on public access program

Contact: Receptionist (608) 266-0341
For: making a PAT reservation

VIII. APPENDIX: WISCORE Interface Technical Specifications

About the System

The WISCORE software program was developed for the State of Wisconsin to do State Assembly, State Senate, and Congressional redistricting.

Hardware:

The computer used is an IBM RS/6000 UNIX based workstation. The large map-products (36 by 44 inches) are made using a Versatec color electrostatic plotter. Statistical reports are printed on an IBM 4019 LaserPrinter, and a Seiko Instruments color screen-dump printer is used to make full color images of the screen, on paper up to 8 1/2 by 17 inches.

Software:

The software was developed using ARC/Info, from Environmental Systems Research Institute, Inc., of Redlands, California. Much of the statistical support was developed utilizing SAS, from the SAS Institute, of Cary, North Carolina.

The WISCORE interface and database requires approximately 400 megabytes (400 million characters) of disk space, the ARC/Info software requires 72 megabytes, and the SAS software approximately 50 megabytes.

The Database:

The database comprises the single largest component of the system. It consists of 3 major categories of information: geographic data, population data, and election data.

Geographic Data:

The geographic database allows the user to graphically present every block, ward, municipality, and county in the state. Utilizing the interface, this geographic view of the state can be linked to population and election data, so that the user is able to view population and election data in conjunction with the map.

Population Data:

The 1990 Public Law 94-171 (P.L. data) data from the Census Bureau has been incorporated into the system. The database includes information down to the block level. In addition, the block level information has been aggregated to the new 1991 ward view, so that the population profile of the new wards is included. Because Wisconsin municipalities were able to annex areas after the Census was taken on April 1, 1990, the

population for a specific municipality in the interface may be different from the "official" count provided by the Census Bureau.

Election Data:

The data from the general elections from 1984 on for the following offices is included: U.S. President, U.S. Senate, U.S. Congress, Governor, State Treasurer, Attorney General, State Senate, and State Assembly. Also included is the Governor's race from 1982. This information has been processed to conform to the 1991 ward boundary lines, which in many cases are different from the boundary lines actually used for the election.

General Functionality:

The WISCORE Redistricting Application allows a user to interactively create and evaluate alternative redistricting plans. The WISCORE environment provides very powerful and flexible display, reporting, and interactive boundary definition capabilities. Using a pulldown menu system, the user is able to manage plans, retrieve alternative levels of geography, graphically review a plan and its characteristics, generate summary statistics for a plan, and interactively alter a plan by moving geographic units from one district to another to create alternative boundary alignments.

Plan Capability:

A user is able to create a plan (Assembly, State Senate, or Congressional) for the entire state or for a selected region of the state. This plan can utilize all levels of geography, including county, minor civil divisions (MCD's), and wards (VTD's).

Reports:

While building a plan, a wide variety of reports are possible. Relative to population, the system will calculate the actual total population for each district, the population deviation from ideal, and all other population categories, including population over 18 years of age and minority totals. Reports can also be generated based on voting results for the above mentioned elections.

Screen Display:

All of the items in the database can be graphically displayed on the screen. The user is able to select any of the population or election data items and display them in terms of either total or as a percentage of total. These values can be represented in either text format or via color fill of the area, with a map legend. These displays can be at the county, MCD, or VTD level for elections data, and at the county, MCD, VTD, or block level for population items.

Mapping Capability:

The user will be able to generate a statewide map of the plan developed. This map will be 36 by 44 inches with in-sets available as needed.

In addition, maps will be available for review showing election and demographic data, statewide, in a color coded format to aid the user in evaluating the information in the database.