

## STEPHEN M. SHAPIRO

5111 Westridge Rd., Bethesda, Maryland 20816

(301) 229-6241; [SteveS@md.net](mailto:SteveS@md.net)

December 2, 2021

Senate Reapportionment and Redistricting Committee  
House Rules and Executive Nominations Committee  
Maryland General Assembly  
Annapolis, Maryland 21401

Re: Suggested Revisions to the LRAC Final Plan to Make Districts 4 & 7 More Compact, Increase Democratic Margins of Districts 2 & 3, and to Move Annapolis to District 1

Dear Chairpersons King and Healey:

I have opposed gerrymandering for over 30 years. Not only have I objected to our Representatives unduly choosing their voters or to the General Assembly essentially determining Maryland's representatives, but also to the requisite cracking of disfavored voters that is done to bring about these results—particularly when the favored voters live elsewhere in the state. Concerned about these attributes of our 2011 Congressional district map, I led a bipartisan lawsuit with the goal of establishing a nationwide level playing field. That effort failed when the U.S. Supreme Court decided not to permit the federal courts to determine when gerrymandering violates the U.S. Constitution.

While I continue to advocate for a map affording the best quality of representation for the most Marylanders, I appreciate that in the absence of a level playing field, the goal of affording such representation conflicts at least in part with the goal of maintaining a Democratic majority in the U.S. House of Representatives. But the General Assembly has a duty to minimize this conflict to the extent possible. A definitive 7-1 map can be drawn with a lot less cracking than that in our current 2011 map.

The map proposed by the Legislative Redistricting Advisory Commission (LRAC) makes some progress in this regard, but more can be done without compromising the LRAC map's Democratic margins. Specifically, it is not desirable or necessary for District 4 to include southern Anne Arundel County or for District 7 to include far northern or eastern Baltimore County. I have prepared the attached Suggested Revisions 1 and 2 that make Districts 4 and 7 more compact—while increasing the Democratic margins for Districts 2 and 3, and while maintaining a 26-point margin for District 5. Since these margins can be achieved with more compact Voting Rights Act districts, there is no partisan or other reason to enact a new map extending these districts to precincts far from those having any sizable minority populations.

Suggested Revision 1 (to the LRAC Final Plan):

- Redraws District 7 entirely in Baltimore City and the southern half of Baltimore County. The portions in northern Baltimore Co. and in Howard Co. are removed (mostly to District 3). District 2 would have an 11 percent Democratic margin. Note that the LRAC Final Plan gives District 2 a margin under 10 percent—within the “competitive range.” District 3 would also have an 11 percent margin.

- Redraws District 4 to have 132,000 residents in northeastern Montgomery Co. and southeastern Howard County—adjoining additional District 4 residents around Laurel in northern Prince George’s County. The remainder of District 4 is in Prince George’s County (shaped similarly to the Final Plan); the Anne Arundel portion is removed (to District 5). District 5 would have a 26 percent Democratic margin
- Moves Annapolis to District 1, consistent with the significant testimony to the LRAC citing ties between Annapolis and the Eastern Shore as the justification for extending District 1 west across the Bay Bridge.
- Unifies Rockville in District 8 (currently split in the LRAC Plan). The portion of Leisure World slated for District 6 in the LRAC Plan is also moved to District 8.
- Unifies Carroll County in District 8; the small portion in District 3 is removed.

Revision 2 is very similar to Revision 1, except that District 8 would also include northwestern Howard County, near the Carroll County border. This change would recognize that area’s shared rural and agricultural interests with Frederick and Carroll Counties (similar to the current Legislative District 9) and unify the Mount Airy area. Removing District 3 from this area would also afford even more secure Democratic margins for Districts 2 and 3 (11.8 and 13 percent). District 8 would still have a 19 percent margin. For these reasons, I recommend Revision 2 over Revision 1.

I provided the LRAC copies of Revisions 1 and 2, along with their census block equivalency files, on Monday, November 29. The districts have exactly equal populations (deviations of 0 or 1), consistent with the LRAC Final Plan—which would minimize the staff efforts needed to incorporate either Revision as an amendment.

While the LRAC Final Plan would improve Maryland’s 2011 map, my suggested Revisions 1 and 2 would make significant further progress—at no partisan political cost. The General Assembly should take this opportunity to further improve our Congressional map now for the next decade. I encourage both Committees to favorably report out the LRAC Final Plan with Revision 2 (or Revision 1) as an amendment.

I’ve attached copies of the partisan and racial data for each district in the current LRAC Final Plan and in Suggested Revisions 1 and 2 (with their maps) on the following pages.

Sincerely yours,

/s/

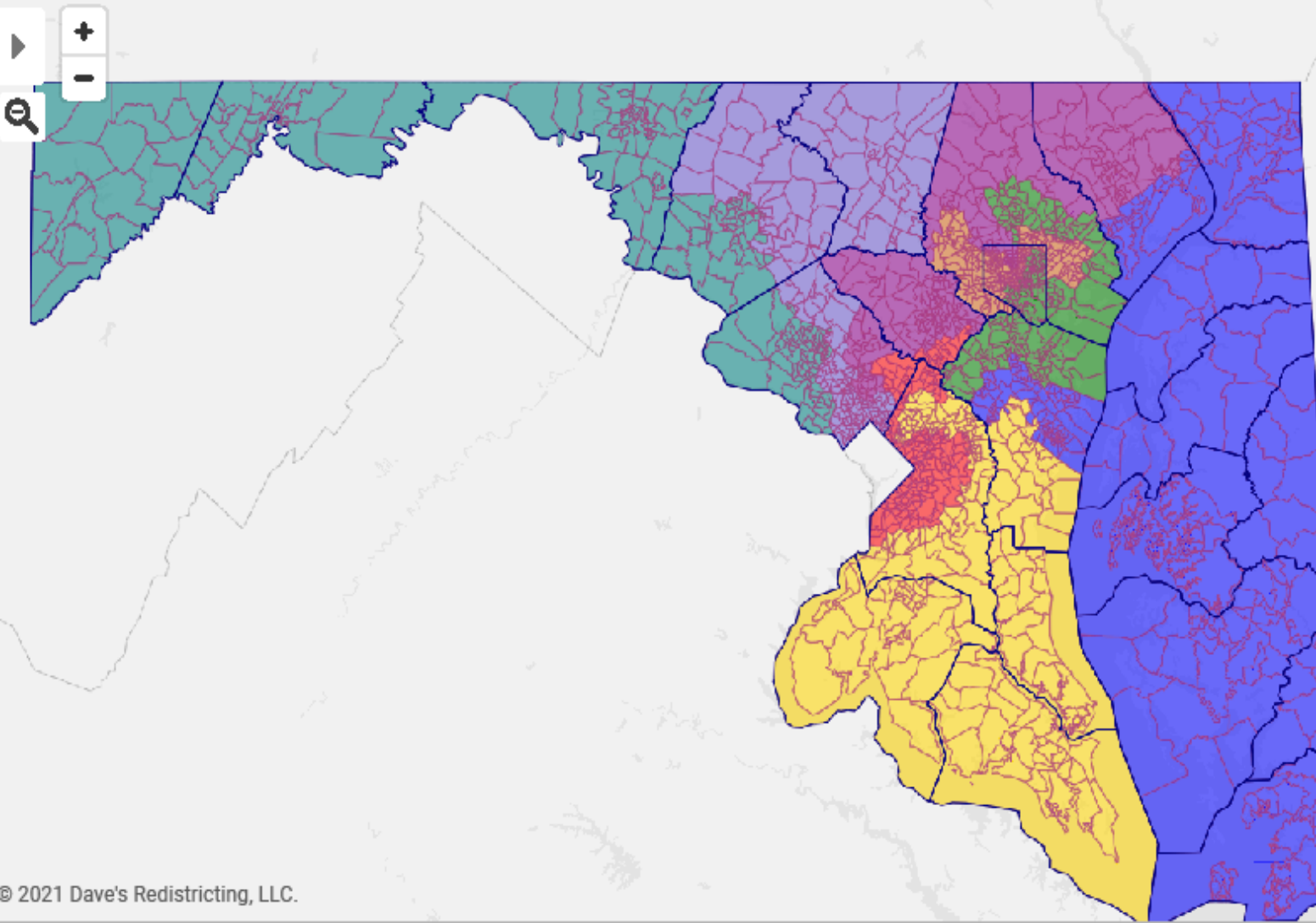
Stephen M. Shapiro

ID	Population		Shape		Partisan Lean			Demographics (VAP)					
	Total	+/-			Dem	Rep	Oth	Total	White	Minority	Hispanic	Black	Asian
Un	0				0.00%	0.00%	0.00%	0	0.00%	0.00%	0.00%	0.00%	0.00%
1	771,924	0.00%			43.81%	53.11%	3.08%	603,768	69.56%	30.44%	5.68%	19.54%	3.43%
2	771,919	0.00%			53.14%	43.46%	3.40%	601,410	55.96%	44.04%	8.96%	27.52%	5.87%
3	771,926	0.00%			54.79%	41.78%	3.42%	597,091	60.37%	39.63%	8.71%	18.43%	11.14%
4	771,926	0.00%			80.29%	17.40%	2.31%	598,156	20.10%	79.90%	17.83%	57.34%	4.87%
5	771,912	0.00%			66.02%	31.31%	2.66%	599,695	38.28%	61.72%	10.78%	44.11%	6.05%
6	771,925	0.00%			54.89%	41.98%	3.13%	602,679	59.22%	40.78%	11.99%	14.44%	13.05%
7	771,926	0.00%			71.80%	25.09%	3.12%	613,219	34.71%	65.29%	4.04%	52.64%	8.05%
8	771,925	0.00%			60.22%	36.67%	3.11%	599,167	60.89%	39.11%	13.98%	13.71%	10.11%
	<b>771,925</b>	<b>0.00%</b>			<b>60.24%</b>	<b>36.72%</b>	<b>3.04%</b>	<b>601,898</b>	<b>60.87%</b>	<b>39.13%</b>	<b>13.22%</b>	<b>31.01%</b>	<b>7.88%</b>

Notes

- The 0% population deviation is within the 0.75% threshold tolerated by the courts.
- No districts lean Republican, seven lean Democratic, and one falls in the 45–55% competitive range.
- There are three majority-minority districts.

Maryland ▾ 771,926 1 [Icons: Location, Hand, Eraser, Lasso] County City Precinct Block [Tools] [Map] [Statistics] [Analysis]



ID	Population		Shape		Partisan Lean			Demographics (NAP)					
	Total	+/-			Dem	Rep	Oth	Total	White	Minority	Hispanic	Black	Asian
Un	0				0.00%	0.00%	0.00%	0	0.00%	0.00%	0.00%	0.00%	0.00%
1	771,925	0.00%			43.78%	53.13%	3.10%	604,651	70.88%	29.12%	5.89%	18.24%	3.17%
2	771,919	0.00%			53.97%	42.62%	3.41%	605,227	56.33%	43.67%	8.56%	27.45%	6.18%
3	771,925	0.00%			53.88%	42.69%	3.43%	597,248	62.24%	37.76%	8.99%	14.47%	12.88%
4	771,926	0.00%			86.42%	11.40%	2.18%	594,199	11.19%	88.81%	19.76%	63.08%	6.39%
5	771,912	0.00%			61.73%	35.49%	2.78%	602,119	44.84%	55.16%	8.70%	39.93%	5.51%
6	771,925	0.00%			54.63%	42.24%	3.13%	601,420	58.44%	41.56%	12.91%	14.87%	12.51%
7	771,925	0.00%			74.44%	22.56%	3.00%	609,619	31.05%	68.95%	5.35%	57.10%	5.85%
8	771,926	0.00%			59.21%	37.64%	3.15%	600,702	63.74%	36.26%	11.83%	12.88%	10.15%
	<b>771,925</b>	<b>0.00%</b>			<b>61.34%</b>	<b>36.72%</b>	<b>1.94%</b>	<b>601,878</b>	<b>48.87%</b>	<b>51.13%</b>	<b>12.22%</b>	<b>31.01%</b>	<b>7.82%</b>

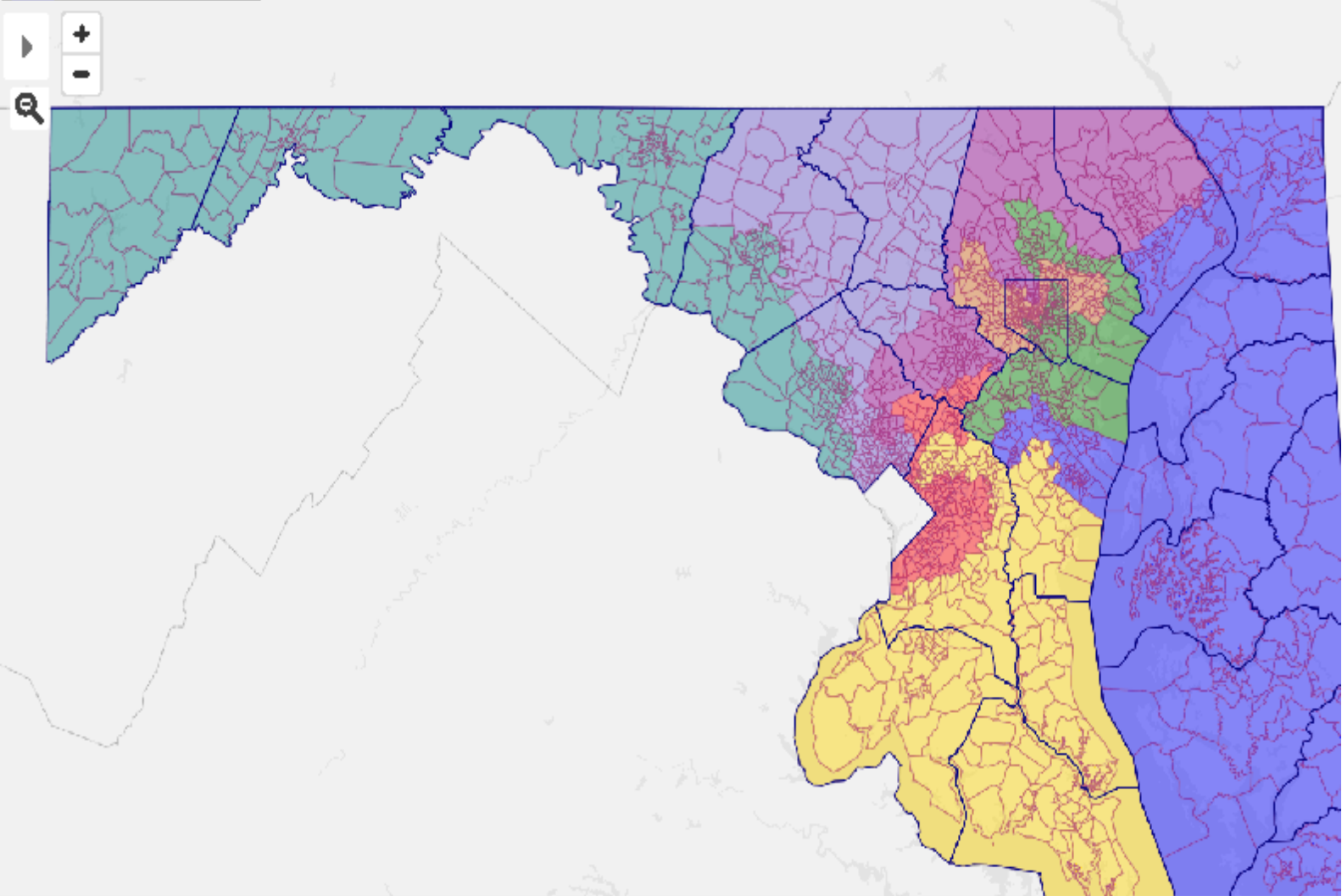
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- There are three majority-minority districts.

Maryland 771,926 1

County Precinct City Block

Tools Map Statistics Analyze Compare Adv



ID	Population		Shape		Partisan Lean			Demographics (VAP)					
	Total	+/-			Dem	Rep	Oth	Total	White	Minority	Hispanic	Black	Asian
Un	0				0.00%	0.00%	0.00%	0	0.00%	0.00%	0.00%	0.00%	0.00%
1	771,925	0.00%			43.78%	53.13%	3.10%	604,651	70.88%	29.12%	5.89%	18.24%	3.17%
2	771,919	0.00%			54.18%	42.40%	3.42%	606,950	55.88%	44.12%	8.55%	27.90%	6.21%
3	771,926	0.00%			54.92%	41.67%	3.40%	597,821	60.92%	39.08%	9.89%	14.91%	12.90%
4	771,926	0.00%			86.42%	11.40%	2.18%	594,199	11.19%	88.81%	19.76%	63.08%	6.39%
5	771,912	0.00%			61.73%	35.49%	2.78%	602,119	44.84%	55.16%	8.70%	39.93%	5.51%
6	771,925	0.00%			54.63%	42.24%	3.13%	601,420	58.44%	41.56%	12.91%	14.87%	12.51%
7	771,925	0.00%			74.36%	22.64%	3.00%	607,707	31.36%	68.64%	5.36%	56.77%	5.86%
8	771,925	0.00%			57.92%	38.91%	3.17%	600,318	65.11%	34.89%	10.93%	12.42%	10.10%
	<b>771,925</b>	<b>0.00%</b>			<b>60.34%</b>	<b>36.72%</b>	<b>2.94%</b>	<b>601,898</b>	<b>49.07%</b>	<b>50.93%</b>	<b>10.22%</b>	<b>31.01%</b>	<b>7.88%</b>

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