Agenda Report

TO: City Council   **DATE:** June 9, 1992

FROM: Redistricting Task Force

SUBJECT: Redistricting Task Force Final Report

RECOMMENDATION

It is recommended that the City Council:

> 1.   Receive the Redistricting Task Force recommenda-
> tion to adopt the redistricting plan attached herewith
> as Attachment "A" entitled "Recommended Redistricting
> Plan, Approved May 28, 1992, by the Redistricting Task
> Force;"
>
> 2.   Conduct, as the Council may deem appropriate, a
> public forum to receive public comment on the recom-
> mended plan and alternative plans which the Council may
> wish to consider; and,
>
> 3.   Approve the redistricting plan as recommended by
> the Redistricting Task Force.

BACKGROUND

The Redistricting Task Force was formed by the City Council in
the summer of 1991 holding its first meeting on July 25, 1991. A
list of its members is included in this report as Attachment "B".
Since that time the members of the Task Force have dedicated many
hours to the process of developing the boundaries of new council
districts in accordance with the redistricting criteria approved
by the Council.   The criteria which guided the Task Force are
included with this report (see Attachment "C"). The process fol-
lowed by the Task Force involved the following steps:

> 1. Informing and educating the Task Force members as to the
> legal requirements of redistricting and the characteristics

of the City of Pasadena and its population which had rele-
vance to the issues involved in redistricting;

2. The selection of a professional consultant to aid the
Task Force in the technical aspects of redistricting;

3. The development of study "exercises" which allowed the
Task Force to apply its new-found knowledge to the explora-
tion of specific issues (e.g. the maximization of Hispanic
registered voters in a single district);

4. The development of several redistricting concepts nar-
rowing the Task Force's deliberations to examples of
possible redistricting plans which focused on primary
issues as identified by the Task Force; and,

5. The formation of a final Task Force recommendation to
the Council.

PUBLIC PARTICIPATION

Throughout this process the Task Force took steps to encourage
the public to participate in its discussions. The Task Force was
greatly aided by Manuel Valencia, of the consulting firm of
Valencia, Maldonado and Echeveste, who designed and implemented
an extensive public outreach program. This program is outlined
in Attachment "D" Mr. Valencia, and his firm, contributed
substantial amounts of _pro bono_ time beyond that which was in-
cluded in the small budget allotted for public outreach.

THE TASK FORCE RECOMMENDATION

At its final meeting of May 28, 1992, the Task Force reviewed
the four "concept" plans previously submitted to the Council as
an information item on April 21, 1992 and submitted herewith as
Attachment "E". Each of the concepts addressed particular objec-
tives and issues which had been raised by Task Force members.
The proposals were the subject of much community discussion and
debate at the three community meetings arranged for the purpose
of discussing these concepts. The Task Force also reviewed the
criteria, which were its guide throughout the entire process, and
measured each concept against these. It was apparent early in
the discussion that Concept B best met the criteria approved by
the Council and the concerns and issues raised by the public. Al-
though it was clearly not possible to resolve everyone's differ-
ences and concerns completely, the members ultimately concluded
by a vote of 12 to 2 (one member absent) to present Concept B as
the final Task Force recommendation. It is noted that the absent
member had indicated support for the recommended plan earlier in
the meeting.

The Task Force membership consisted of a diverse group of Council appointees who came to the task at hand with widely varying perspectives and opinions. The broad support for the final recommendation testifies to the validity of a process which stressed education, participation and a full exploration of many different approaches to the development of solutions. The task was a complicated one involving legal parameters and important community issues not present or fully considered in the 1981 redistricting process. The Task Force is confident that the recommended plan will serve the community well in the future.
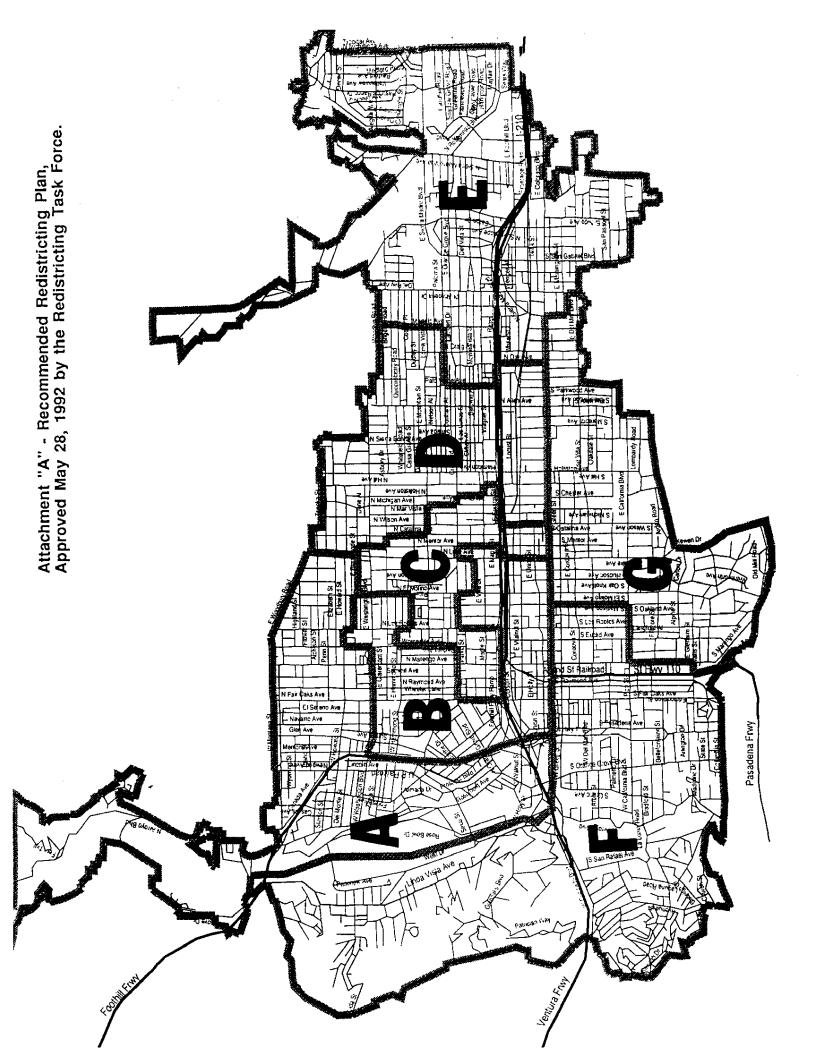
Task Force members will be present to give comments or answer questions at this Council meeting or future meetings at the discretion of the Council. In addition, the Task Force's able consultant, David Ely, Pachtech Data and Research, Inc., will be available to assist the Council in its deliberations.

RECOGNITION

The Task Force would particularly bring the Council's attention to those who aided in its work. The Messiah Lutheran Church, Steve Hansen, Pastor, contributed meeting space free of charge for most the Task Force meetings and Mr. Carl Berglund of Messiah Lutheran Church contributed with the location set up and maintenance. Manuel Valencia and his assistant, Kristin Callahan, contributed, pro bono, much time and materials to the effort. Bill Williams, City Communication Supervisor, contributed many uncompensated overtime hours in setting up and taking down public address and recording equipment. In addition, Maria Stewart, City Clerk, and her assistants Jane Rodriguez and Josie Garcia must receive special commendation for their significant contributions. The Task Force also recognizes, with great appreciation, the dedicated professional contributions of Victor Kaleta, City Attorney, who guided it through the legal complexities of redistricting and Don Nollar, Director of Planning Building and Neighborhood Services, who provided overall guidance for the redistricting process.

Respectfully Submitted,

William J. Bogaard, Chairman

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Attachment "A" - Recommended Redistricting Plan,
Approved May 28, 1992 by the Redistricting Task Force.

REDISTRICTING TASK FORCE

ROSTER OF MEMBERS

CHAIR: (appt. by mayor)	William J. Bogaard
Dist. 1	Christina Cook Ann Marie Hickambottom
Dist. 2	Marvin Greer Edward Maya
Dist. 3	Elias Galvan Dr. James King Jr.
Dist. 4	Edward J. Matys Rosemary Schroeder
Dist. 5	Joe Morales Christopher Sutton
Dist. 6	Fred Register Paul Secord
Dist. 7	Susan Arcaris Edward Garlock

REDISTRICTING TASK FORCE CHARGE
AND RELATED FACTORS

First Primary Criteria - The redistricting shall not have the effect of diluting minority voting strength. Minority voting strength shall be based on voter registration by minority group which is an accepted approximation of voter age population of citizens because exact data is unavailable from the Census Bureau at this time.

A) <u>Voting Rights Act</u> - "effects" test. Covers any minority group:
   1) which is geographically compact
   2) which is politically cohesive
   3) whose choices are negated by majority voters

   Under <u>Gingles</u>, determined on "totality of circumstances" which includes:
   1) Raw population figures
        a) 50+% - Whites, Blacks
        b) 65% - Latinos (Fajardo)
   2) Voting age population of citizens, 50+% - all groups
   3) Voting age population
        a) 50+% Whites, Blacks
        b) >50+% - Latinos (higher percentage needed to account for non-citizens)
   4) Registered voter population, 50+% - all groups
   5) Voter turnout of group
   6) Political cohesiveness of group

B) <u>14th & 15th Amendments</u> - "intent test". (<u>Garza</u>)
   1) Must consider ethnicity of current districts to avoid <u>regression</u> from current districts..
   2) Must avoid division of minority groups to achieve other objectives such as preservation of incumbencies.

Second Primary Criteria - Only seven district alternatives shall be considered for the initial redistricting alternatives.

First Secondary Criteria - Districts should be nearly as equal in population as practical and should be based on the Federal 1990 Census. A standard of +/- 2% should be used unless it is feasible to use a standard of +/- 1%. Nevertheless, larger deviations of up to +/- 10% may be considered if necessary to achieve the first Primary Criteria; provided, however that the Task Force must seek and obtain the approval of the City Council prior to exceeding the +/= 2% standard.

A) "One person, one vote" <u>Reynolds v. Sims</u>

B) Deviations permitted to avoid minority vote dilution.
   Prima facia valid, +/- 10%
   Maximum permitted, +/- 16.4%

Second Secondary Criteria - The Task Force should strive to include all elements of Pasadena to assure the alternatives suggested are based on a broad range of views.

First Tertiary Criteria - To the extent possible, without violating the First Primary Criteria, the districts should be cohesive and compact and should consider communities of interest such as neighborhood groups.

Second Tertiary Criteria - Make division along Census block lines, not splitting any blocks.

AMPLIFICATION OF REDISTRICTING TASK FORCE CHARGE

This document provides an outline of the relevant factors that should be considered in implementing the Redistricting Task Force's charge as approved by the City Council. The six criteria of the charge are organized into three groups of two, Primary, Secondary and Tertiary, and the more important criterion within each group is listed first. The balance of this document is organized by listing the criteria in the sequence they appear in the charge with an outline of the relevant factors to be considered relative to each criterion listed thereunder.

OUTLINE OF FACTORS

First Primary Criteria

The redistricting shall not have the effect of diluting minority voting strength. Minority voting strength shall be based on voter registration by minority group which is an accepted approximation of voter age population of citizens because exact data is unavailable from the Census Bureau at this time.

Laws:

A) Voting Rights Act - "effects test" (Gingles)
    Considering the "totality of circumstances" must address for any minority group:
    1) which is geographically compact
    2) which is politically cohesive
    3) whose choices are negated by majority voters

    The factors to consider relative to the "totality of circumstances" are:
    1) Raw population figures from 1990 census
        a) 50+% - Whites, Blacks
        b) 65% - Latinos (per Fajardo)
    2) Voting age population of citizens - data not available as to citizenship from 1990 census (some use registered voters as guide).
        a) 50+% - all groups
    3) Voting age population from 1990 census.
        a) 50+% - Whites, Blacks
        b) >50+% - Latinos (higher number needed to account non-citizens)
    4) Registered voter figures based on surname and other sorting by Pactech.
        a) 50+% - all groups
    5) Voter turnout of group
    6) Political cohesiveness of group measured by voting patterns of group and political leadership in group

B) 14th & 15th Amendments - "intent test" (Garza)
    1) Must consider ethnicity of current districts to avoid

regression from current districts.
2) Must avoid division of minority groups to achieve other
    objectives such as preservation of incumbencies.

Terms:
A) "Packing" - concept of cramming minority groups into fewest
    possible districts so as to lower number of districts they
    can control.

B) "Cracking" - concept of spreading minority groups among as
    many districts as possible so as to reduce their ability to
    control any district.

Second Primary Criteria

Only seven district alternatives shall be considered for the
initial redistricting alternatives.

Law:
    Charter restriction change would require that Charter
    amendment be approved by voters which is uncertain as
    to outcome.

First Secondary Criteria

Districts should be nearly as equal in population as
practical and should be based on the Federal 1990 Census. A
standard of +/- 2% should be used unless it is feasible to use a
standard of +/- 1%. Nevertheless, larger deviations of up to +/-
10% may be considered if necessary to achieve the first Primary
Criteria; provided, however that the Task Force must seek and
obtain the approval of the City Council prior to exceeding the
+/- 2% standard.

Law:
    One person, one vote standard established pursuant to equal
    protection requirement of 14th Amendment by United
    States Supreme Court in Reynolds v. Sims.
General:
    Considering census block sizes standard of +/- 1% to 2%
    easily achievable.
Deviations:
    Deviations from general standard (malapportioned districts)
    permitted to avoid minority vote dilution, the first Primary
Criteria.
    Prima facia valid, +/- 10%
    Maximum permitted, 16.4%
Factors:
    A) May consider population growth patterns.
    B) May consider undercount if sufficiently reliable data
        can be developed.

Second Secondary Criteria

The Task Force should strive to include all elements of
Pasadena to assure the alternatives suggested are based on a
broad range of views.

Issues:
1) Political - Appropriate to asure all groups within City
   to express how they should be represented.
   Unfortunately, end product will be a compromise which
   may not satisfy each group.
2) Legal - Greater input into and satisfaction with adopted
   plan reduces likelihood of legal challenges.

First Tertiary Criteria

To the extent possible, without violating the first Primary
Criteria, the districts should be cohesive and compact and should
consider communities of interest such as neighborhood groups.

Law:
> Section 35101 of Elections Code.
> Case law indicates not as important as avoiding
> minority vote dilution and "one person, one vote."

Factors:
A) Neighborhood associations should not be split.
B) Natural geographic features should be considered.
   Arroyo Seco may be only such relevant feature in
   Pasadena.
C) Manmade geographic features should be considered.
   Major streets and freeways are examples.

Second Tertiary Criteria

Make division along Census block lines, not splitting any
blocks.

Issue:
Practical consideration in that dividing census blocks would
require assumptions as to homogeneity or non-homogeneity of
census blocks to determine population and ethnicity of population
would add factors subject to legal challenge.

REDISTRICTING TASK FORCE

SUMMARY OF PUBLIC OUTREACH EFFORTS

I. Community Outreach

Mailing to 300 community leaders to attend leadership break-fast.*

Conducted community leadership breakfast. Attended by approximately 80 persons.*

Scheduled 14 engagements for Task Force members to speak to community organizations. Three of these meetings were canceled.*

Conducted one workshop with technical consultant. (Organizations and individuals were invited to have individual workshops to become familiar with computer-aided redistricting techniques and to try out their own redistricting concepts).*

Issued periodic "Community Alerts" bulletins to 52 organizations and individuals.*

II. News Media Outreach

Provided notice of all Task Force meetings and Community Meetings to newspapers, radio and television by telephone and mail.*

Provided media briefing to Star News and Los Angeles Times.*

Prepared and distributed public service announcements to 32 radio stations.*

Prepared and distributed media "kits" for all media.*

Provided regular contact and coordination with all media.*

III. Direct Mail

300 invitations to leadership breakfast.*

500 postcards to residents regarding community meetings (general plan mailing list). (underwritten by 1st Interstate Bank).*

1500 flyers to residents regarding concept maps (underwritten by Kaiser Permanente).*

* Organized or prepared by Valencia, Maldonado and Echeveste
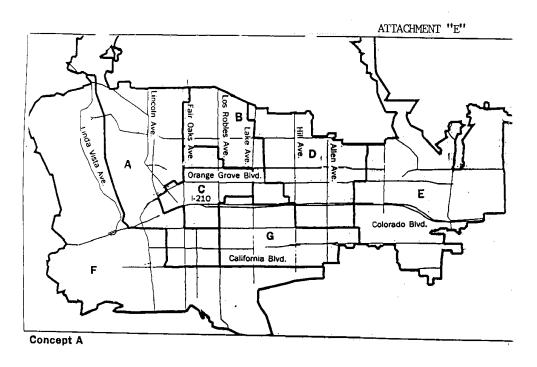
IV. Meetings
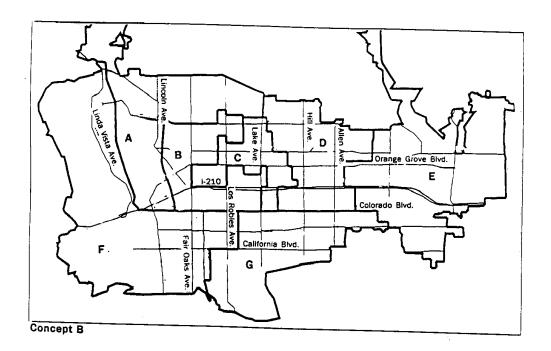
Conducted 19 regular Task Force meetings at which public comment was received at the opening and closing of each meeting.

Conducted two public forums: Feb. 27, Jackie Robinson Recreation Center; and Mar. 12, Pasadena Conference Center - at which public comment was received on issues to be considered in the development of redistricting plans.
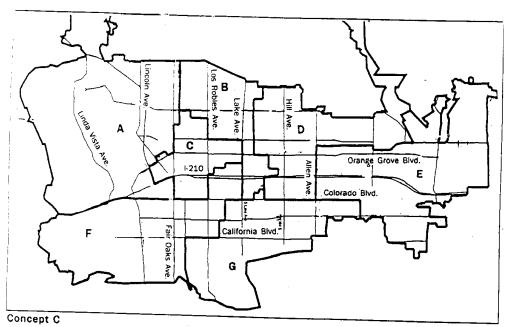
Conducted three public forums: April 16, Jackie Robinson Center; May 14, Pasadena Conference Center; and May 16, Messiah Lutheran Church - to receive public comments on alternative redistricting concepts.

Concept A

Concept A

Population
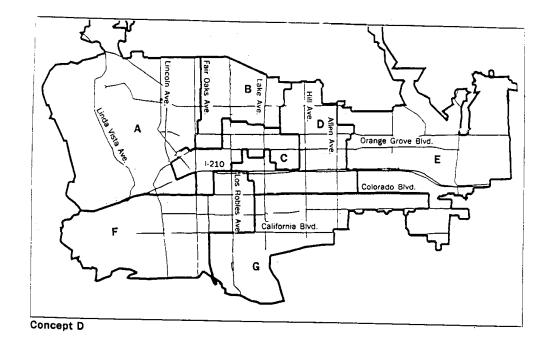
District	Total	Pct of Ideal	Black	Latino	Asian	Non Latino White
A	18715	99.55%	44.43%	24.98%	5.71%	26.73%
B	18716	99.56%	33.51%	40.59%	5.47%	22.94%
C	18746	99.72%	25.91%	62.31%	3.40%	10.61%
D	18806	100.04%	9.68%	22.50%	9.40%	58.65%
E	18815	100.09%	5.59%	17.04%	11.00%	66.52%
F	18896	100.52%	3.81%	8.80%	8.47%	78.97%
G	18897	100.52%	10.12%	15.13%	13.29%	61.24%

Voting Age Population

District	Total	Pct of Pop	Black	Latino	Asian	Non Latino White
A	14014	74.88%	41.74%	20.86%	6.58%	32.32%
B	13386	71.52%	32.79%	36.61%	5.70%	27.13%
C	12682	67.65%	25.82%	58.82%	3.86%	13.78%
D	14616	77.72%	8.72%	20.22%	9.52%	61.73%
E	15239	80.99%	5.22%	15.24%	10.31%	69.26%
F	15912	84.21%	3.51%	8.06%	8.03%	80.43%
G	16759	88.69%	9.07%	13.60%	13.07%	64.00%

Registration

| District	Total	Pct of VAP	Black	Latino	Asian	Non Ethnic	Armenian
A	9293	66.31%	54.84%	7.10%	3.56%	34.76%	.19%
B	7109	53.11%	46.65%	12.91%	1.84%	38.99%	.38%
C	4197	33.09%	54.73%	14.22%	1.55%	29.83%	.12%
D	9036	61.82%	9.96%	10.28%	2.99%	73.32%	3.74%
E	10645	69.85%	5.44%	8.57%	3.84%	78.34%	3.92%
F	13035	81.92%	3.07%	4.99%	4.06%	87.03%	.88%
G	9344	55.76%	10.27%	7.18%	3.71%	78.21%	.82%

Municipal Voters

District	Total	Pct of Reg	Black	Latino	Asian	Non Ethnic	Armenian
A	1910	20.55%	55.34%	5.08%	3.93%	35.76%	.16%
B	1443	20.30%	44.63%	11.99%	2.08%	41.72%	.49%
C	673	16.04%	50.24%	3.66%	1.04%	35.97%	.15%
D	1850	20.47%	9.68%	7.89%	2.27%	77.84%	2.59%
E	2539	23.85%	4.57%	4.81%	2.56%	85.23%	2.95%
F	4726	36.26%	2.29%	3.26%	3.09%	90.48%	.93%
G	1716	18.36%	9.44%	4.25%	2.27%	83.28%	.93%

Concept B

Population

Concept B

District	Total	Pct of Ideal	Black	Latino	Asian	Non Latino White
A	18820	100.11%	45.60%	31.64%	4.36%	20.55%
B	18784	99.92%	39.13%	39.82%	5.46%	18.21%
C	18440	98.09%	20.05%	58.11%	5.88%	17.83%
D	18957	100.84%	11.54%	21.26%	9.58%	57.82%
E	18781	99.90%	5.22%	17.70%	11.02%	66.17%
F	18916	100.62%	5.53%	10.34%	7.53%	76.60%
G	18893	100.50%	5.86%	12.97%	12.90%	68.13%

Voting Age Population

District	Total	Pct of Pop	Black	Latino	Asian	Non Latino White
A	13623	72.39%	44.98%	27.30%	5.08%	24.47%
B	13121	69.85%	37.74%	35.61%	5.75%	23.20%
C	12954	70.25%	19.72%	54.01%	6.55%	21.67%
D	14866	78.42%	10.47%	19.24%	9.80%	60.67%
E	15064	80.21%	4.73%	15.87%	10.30%	69.11%
F	16421	86.81%	5.05%	9.37%	7.22%	78.27%
G	16559	87.65%	5.59%	11.76%	12.79%	69.71%

Registration

District	Total	Pct of VAP	Black	Latino	Asian	Non Ethnic	Armenian
A	8907	65.38%	58.48%	8.80%	3.32%	29.73%	.20%
B	6960	53.04%	56.36%	8.62%	1.91%	33.59%	.11%
C	4587	35.41%	36.63%	16.63%	2.55%	44.17%	.61%
D	8953	60.22%	11.65%	10.03%	2.88%	72.13%	3.64%
E	10637	70.61%	5.01%	8.85%	3.98%	78.31%	3.96%
F	12082	73.58%	4.47%	5.84%	3.57%	85.53%	.65%
G	10533	63.61%	5.89%	6.13%	4.03%	82.95%	1.12%

Municipal Voters

District	Total	Pct of Reg	Black	Latino	Asian	Non Ethnic	Armenian
A	2068	23.22%	57.35%	6.96%	3.34%	32.69%	.10%
B	1242	17.84%	48.71%	5.88%	1.85%	43.88%	.08%
C	913	19.90%	34.17%	13.80%	2.63%	49.73%	.88%
D	1697	18.95%	10.49%	7.66%	1.89%	77.73%	2.59%
E	2591	24.36%	4.25%	4.90%	2.78%	85.14%	3.05%
F	3923	32.47%	2.78%	3.90%	2.80%	89.88%	.74%
G	2423	23.00%	4.29%	3.18%	3.05%	88.20%	1.28%

Concept C

Population   Concept C

District	Total	Pct of Ideal	Black	Latino	Asian	Non Latino White
A	18836	100.20%	45.08%	22.98%	5.56%	28.45%
B	18711	99.53%	31.63%	39.67%	6.29%	24.51%
C	18727	99.62%	26.20%	63.03%	3.31%	9.76%
D	18911	100.60%	10.28%	20.86%	9.59%	59.57%
E	18788	99.94%	5.51%	19.23%	10.86%	64.46%
F	18824	100.13%	7.77%	11.84%	8.22%	72.32%
G	18794	99.97%	6.35%	13.69%	12.94%	66.85%

Voting Age Population

District	Total	Pct of Pop	Black	Latino	Asian	Non Latino White
A	13755	73.03%	43.30%	19.03%	6.29%	33.17%
B	13419	71.72%	30.63%	36.11%	6.68%	28.45%
C	12577	67.16%	26.11%	59.73%	3.76%	12.76%
D	14877	78.67%	9.42%	18.70%	9.72%	62.41%
E	15084	80.29%	5.10%	17.11%	10.21%	67.50%
F	16534	87.83%	7.11%	10.55%	7.77%	74.57%
G	16362	87.06%	5.89%	12.47%	12.83%	68.63%

Registration

District	Total	Pct of VAP	Black	Latino	Asian	Non Ethnic	Armenian
A	10090	73.36%	51.39%	5.83%	3.94%	38.81%	.49%
B	7310	54.47%	43.13%	13.38%	1.89%	41.96%	.36%
C	4098	32.58%	56.61%	13.98%	1.46%	28.26%	.10%
D	9105	61.20%	10.24%	9.43%	3.04%	73.43%	4.14%
E	10347	68.60%	5.42%	9.13%	3.93%	77.95%	3.66%
F	11347	68.63%	6.67%	6.57%	3.34%	83.13%	.41%
G	10362	63.33%	6.18%	6.26%	4.08%	82.46%	1.12%

Municipal Voters

District	Total	Pct of Reg	Black	Latino	Asian	Non Ethnic	Armenian
A	2586	25.63%	41.26%	4.10%	3.63%	50.77%	.43%
B	1645	22.50%	41.09%	11.25%	1.88%	46.14%	.43%
C	622	15.18%	51.77%	10.29%	1.13%	37.78%	.16%
D	1748	19.20%	8.35%	7.30%	2.40%	78.72%	3.43%
E	2439	23.57%	4.55%	5.04%	2.58%	85.32%	2.62%
F	3400	29.96%	5.06%	4.24%	2.65%	87.62%	.56%
G	2417	23.33%	4.55%	3.27%	3.19%	87.71%	1.32%

Concept D

Labels on map: Lincoln Ave., Fair Oaks Ave., Lake Ave., Hill Ave., Allen Ave., Linda Vista Ave., Orange Grove Blvd., I-210, Los Robles Ave., Colorado Blvd., California Blvd.

Districts: A, B, C, D, E, F, G

Concept D

Population

District	Total	Pct of Ideal	Black	Latino	Asian	Non Latino White
A	18836	100.20%	45.08%	22.98%	5.56%	28.45%
B	18720	99.58%	36.27%	43.83%	4.46%	18.16%
C	18709	99.52%	20.48%	59.16%	5.18%	16.93%
D	18798	99.99%	13.47%	23.48%	9.36%	53.89%
E	18824	100.13%	5.13%	16.00%	10.71%	68.30%
F	18835	100.19%	6.85%	11.10%	8.47%	73.68%
G	18869	100.37%	5.56%	14.81%	13.02%	66.43%

Voting Age Population

District	Total	Pct of Pop	Black	Latino	Asian	Non Latino White
A	13755	73.03%	43.30%	19.03%	6.29%	33.17%
B	12935	69.10%	35.87%	40.06%	4.83%	21.61%
C	12975	69.35%	20.26%	55.42%	5.61%	20.68%
D	15009	79.84%	12.27%	21.07%	9.63%	57.11%
E	15010	79.74%	4.66%	14.36%	9.99%	71.04%
F	16612	88.20%	6.23%	10.00%	8.04%	75.70%
G	16312	86.45%	5.27%	13.21%	12.90%	68.41%

Registration

District	Total	Pct of VAP	Black	Latino	Asian	Non Ethnic	Armenian
A	10091	73.36%	51.38%	5.83%	3.94%	38.82%	.79%
B	6794	52.52%	53.31%	12.17%	1.47%	33.37%	.38%
C	4626	35.65%	38.48%	16.39%	2.44%	42.65%	.50%
D	8488	56.55%	14.07%	9.88%	2.95%	70.44%	3.04%
E	10992	73.23%	4.89%	8.41%	3.78%	78.87%	4.15%
F	11312	68.10%	5.74%	6.36%	3.37%	84.22%	.41%
G	10356	63.49%	5.60%	6.59%	4.09%	82.45%	1.34%

Municipal Voters

District	Total	Pct of Reg	Black	Latino	Asian	Non Ethnic	Armenian
A	2587	25.64%	41.24%	4.10%	3.63%	50.39%	.43%
B	1502	22.11%	45.47%	11.05%	1.66%	42.01%	.47%
C	827	17.88%	37.00%	11.12%	2.42%	49.46%	.97%
D	1568	18.47%	13.84%	7.65%	1.91%	75.26%	1.72%
E	2726	24.80%	4.40%	4.22%	2.53%	85.95%	3.04%
F	3208	28.36%	3.62%	4.30%	2.77%	88.84%	.62%
G	2439	23.55%	3.90%	3.81%	3.16%	87.58%	1.56%