

Agenda Report

TO: CITY COUNCIL **DATE:** APRIL 15, 2002

FROM: BILL CROWFOOT, CHAIR,
AND VANNIA DE LA CUBA, VICE CHAIR,
REDISTRICTING TASK FORCE

SUBJECT: REDISTRICTING TASK FORCE FINAL REPORT

RECOMMENDATION OF REDISTRICTING TASK FORCE:

It is recommended that the City Council:

- (a) Receive and review the Redistricting Task Force's recommended redistricting plan and related demographic data (Attachment A entitled "Recommended Redistricting Plan approved March 6, 2002 by the Redistricting Task Force);
- (b) Hold a public hearing to receive public comment on the Task Force's recommended plan, or any other proposals to adjust the boundaries of the districts;
- (c) As appropriate, direct the City Attorney to prepare an ordinance for formal adoption of the final Redistricting Plan; and
- (d) Set a public hearing to approve the final redistricting plan and give first reading to the ordinance adopting such plan.

BACKGROUND:

On July 30, 2001, the City Council created a nine-member Redistricting Task Force. The Task Force is comprised of members nominated by each of the Council district representatives, the Mayor, and an at-large appointment. The City Council designated Bill Crowfoot to serve as the Chair. The Task Force selected Vannia de la Cuba to serve as the Vice Chair. Attachment B contains the roster of members. The Task Force held its first meeting on August 27,

2001, and concluded its last meeting on March 6, 2002 with a final vote to approve the recommended plan. Attachment C contains a schedule of the Task Force meetings.

Need for Public Hearings

The City Attorney advises that 1999 legislation (Section 21620.1 of the California Elections Code) requires the City Council to hold at least one public hearing on any proposal to adjust the boundaries of a district prior to a public hearing at which the Council votes to approve or defeat the proposal. Thus, the City Council must hold a minimum of two public hearings (with this April 15 hearing being the first). The redistricting process culminates with City Council's adoption of an ordinance that establishes the seven newly redrawn City Council districts. City Council adopts the redistricting ordinance in the same manner as other ordinances (first and second reading followed by publication of the ordinance).

Task Force Process

Organizational Meetings/Hiring of Consultants. The Task Force's initial meetings were organizational in nature, with a review of the Brown Act and redistricting legal criteria, review and approval of a workplan, and interviewing and hiring of a redistricting consultant to assist in the technical aspects of redistricting and the hiring of an outreach consultant. Following an RFP (Request for Proposals) and interview process, the Task Force hired Mr. David Ely of PacTech Data and Research as the redistricting consultant, and Mr. Manuel Valencia, of Valencia, Perez & Echeveste, as the outreach consultant. Both of these firms are Pasadena-based and served the 1991-92 Redistricting Task Force. The consultants' past experience and historical memory in issues raised in the last redistricting process were an asset in this redistricting effort.

Discussion of Principles/Examination of Data. The Task Force discussed the legal requirements of redistricting and examined census and demographic data provided by the consultant. Task Force discussion focused on principles to be followed and the process that would be used to afford the maximum opportunity for public comment. Attachment D is a map of current Council districts and demographic data.

The Task Force discussed the following significant political issues:

- the splitting of the Rose Bowl/Arroyo area into two districts in the last process and historical issues associated with minority representation;
 - the impacts of new and future housing;
 - whether all district lines should touch Colorado Boulevard; and
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- whether neighborhood associations that are currently split should be combined into one district and possible advantages in a neighborhood association having two representatives on the Council to advocate for neighborhood issues.

The Task Force decided it would not initiate proposals that would change the current Arroyo boundary line; however, the Task Force did consider several inquiries from the public as to such a proposal. The Task Force also decided that the overall objective in view of the census data was to maintain current patterns of representation and communities of interest with the least amount of disruption as district populations were equalized.

Development of Conceptual Options. The Task Force directed Mr. Ely to develop conceptual options to equalize the district populations in congruence with Task Force discussion pertaining to having minimal disruption to current district configurations and not crossing the Arroyo boundary. Mr. Ely was also asked to prepare demographic data related to each of the conceptual options. In requesting the preparation of conceptual options, it was the understanding of the Task Force that these maps would be a starting point in the process of developing a final recommendation, and would be adjusted as necessary based on public comment and concerns, consultant and legal views, and Task Force discussion.

Public Outreach. Throughout this process, the Task Force took steps to outreach to the community and promote public participation. As mentioned earlier, the Task Force retained Valencia, Perez & Echeveste (VPE) to prepare and implement an extensive public outreach program. An outreach distribution list of approximately 500 organizations was created using the Neighborhood Connections distribution list, which was further expanded to include additional organizations, major businesses, union organizations, educational institutions, and churches. VPE prepared media and public information kits which included a fact sheet, maps and demographic data based on the current district lines, as well as proposed maps and correlating demographic data based on three conceptual options being considered by the Task Force to equalize the district populations. Attachment E is a detailed summary of outreach activities performed by VPE.

The community was invited to participate in the redistricting process through a number of media: In Focus, fliers, Chair's letter to community organizations, direct mailings to the above-referenced distribution list, e-mails to interested parties, and news releases to the local newspapers. VPE prepared and

distributed 2,000 copies of “Community Lines”, a trilingual Task Force newsletter printed in English, Spanish and Armenian.¹

The City Clerk’s staff developed and maintained a web page with the Task Force’s schedule of meetings, roster of members/contact information, agendas, minutes, and maps and demographic data of all proposals considered by the Task Force. The Task Force’s web page and contact information was publicized in two issues of In Focus, as well as in outreach mailings and fliers prepared and distributed by VPE. The outreach consultant also established a trilingual hotline with up-to-date meeting information and voice mail for the public to leave messages or inquiries for follow-up by the consultant. Translation services were also provided at the Task Force meetings.

Through the distribution of full Task Force agenda packets during this process, the City Council has been provided with complete materials as to all options considered by the Task Force. These materials have also been available on the Redistricting Task Force’s web page and at the public libraries, and are also available upon request to the City Clerk.

Community Meetings. Regular meetings of the Task Force were held at City Hall, which were open to the public and publicized through the outreach program. The Task Force also conducted several community meetings to educate the public on why the Council district lines were being redrawn, to present demographic changes that have occurred over the last decade, and to receive public comment on the redistricting process and public reaction to three conceptual options being considered by the Task Force.

One community meeting was held in early December at the Armenian General Benevolent Center, and two others were held in January at Cleveland Elementary School and at Villa Parke Center. There was a small attendance at the first two community meetings. Approximately 50 residents attended the Villa Parke community meeting. This meeting was conducted in Spanish, with Task Force members wearing headsets for translations in English. Public comments from the community meetings are reflected in the Task Force minutes. A complete set of minutes is included as Attachment F.

Refinement of Options/Selection of Plan. The Task Force met to review the results from the community meetings, to refine the proposed options, and to

¹ The Chair received a letter dated March 27, 2002 to VPE from the Community Liaison Specialist with the School District expressing concerns regarding the quality of the Armenian translation in the Task Force newsletter. Staff is examining corrective measures and the overall outreach to Armenian speakers in general.

reach a conclusion on a recommended plan. The Task Force noted that public comments from the community meetings pertained more to the redistricting process rather than concerns regarding the three conceptual proposals. Additionally, individual Task Force members received comments directly from residents voicing various concerns and questions. These comments included whether neighborhood associations (in particular, Garfield Heights and Madison/Oakland) should be located entirely within one district or the manner in which they should be divided between districts. The Task Force considered both comments made at the meetings as well as comments to individual Task Force members by residents.

The Task Force directed the consultant to present additional concept maps in response to issues and concerns raised in Task Force deliberations. The additional concept maps presented at subsequent meetings were variations of the three conceptual options presented at the community meetings.

The Task Force determined to maintain the tradition of having all districts touch Colorado Boulevard.

At its February 20th meeting, the Task Force selected its recommended plan through a process of refinement, towards a goal of minimizing changes in representation. The Task Force selected the plan that best addressed community and Task Force concerns while meeting all legal criteria.

The Task Force held one additional meeting on March 6 in the Council Chamber to allow an additional opportunity for public comment on the selected plan, prior to the Task Force forwarding its recommendation to City Council. A citywide bilingual mailing publicizing this meeting was sent to all households.² The mailing included a map of the recommended proposal and publicized the meeting would be televised live on KPAS 55. Only a few members of the public were in attendance at this meeting and there was no opposition voiced to the recommended plan. At this televised meeting, the purpose and objectives of the redistricting process were explained. Mr. David Ely, the redistricting consultant, reviewed demographic changes in the community based on 2000 census information, and reviewed the recommended plan and proposed changes. At the conclusion of the meeting, the Task Force unanimously approved forwarding the recommended plan to the City Council.

² The household mailing was sent bulk mail, and 37 residents complained they received the mailer after the March 6 meeting. Follow-up by the outreach consultant (VPE) with the mailing house and post office determined that as many as 3,351 of 59,904 households (about 6%) may have received the mailer late. VPE has proposed additional outreach of the Council public hearings, and follow-up notification with those residents who received the late mailers and left contact information. City staff has advised the Task Force that additional outreach actions, directed to the people who received the later mailers, are adequately responsive to their complaints.

Task Force Recommended Plan

The recommended plan is a minimum change approach that balances the district populations using a counterclockwise rotation (District 6 picks up population from District 7, District 7 picks up population from District 4, and so on). District 1 remains unchanged from its current configuration.

The main principles or objectives considered by the Task Force in developing the recommended plan are as follows:

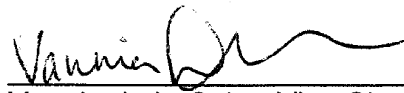
- **One Person, One Vote:** Equal population standard established pursuant to the City Charter, the California Elections Code, and the equal protection requirement of the 14th amendment of the U.S. Constitution. The recommended plan has a maximum population deviation of less than 5% from the most populous and least populous districts. The largest individual district deviation from the “ideal” population of 19,134 is –2.55% (District 2).
- **Voting Rights Act Compliance:** The recommended plan does not result in the dilution or diminution of voting power of any demographic or ethnic population in the city.
- **Communities of Interest:** The recommended plan was designed to reflect traditional redistricting criteria. The Task Force examined demographic data which included age, ethnicity, and family type; socioeconomic data which included homeownership and occupancy patterns; political data such as partisan registration and votes on various propositions; and information on neighborhood association areas.
- **Continuity of Representation:** The Task Force recommended plan minimizes the number of people who would have their representation changed by the process.
- **Recognizable Boundaries:** The Task Force recommended plan maintains the major boundaries of the Arroyo Seco and Colorado Boulevard and, where possible, improves the regularity and recognizability of district boundaries.

In its motion adopting the recommended plan, the Task Force found that the recommended plan meets all requirements of the City Charter, state and federal statutes and constitutions, as these requirements were explained to the Task Force by the City Attorney's Office.

Respectfully submitted,



Bill Crowfoot, Chair



Vannia de la Cuba, Vice Chair

**NARRATIVE DESCRIPTION OF CHANGES
IN REDISTRICTING TASK FORCE RECOMMENDED PLAN**

The recommended plan is a minimum change approach utilizing a counterclockwise rotation where District 6 picks up population from District 7, District 7 picks up population from District 4, District 4 picks up population from District 2, District 2 picks up population from District 5, and District 5 picks up population from District 3. District 1 is unchanged. The areas and populations affected are as follows:

- District 2 to 4** 694 people are moved from District 2 to District 4 in the area bounded by Mountain Street and Casa Grande on the north, Paloma Street on the south, Martello Avenue on the east, and Craig Avenue and Palo Verde Avenue on the west.
- District 3 to 5** 1,665 people are moved from District 3 to District 5 in two areas bounded by (first area) E. Mountain Street on the north, E. Orange Grove Boulevard on the south, N. Garfield Avenue on the east, and Worchester Avenue on the west; (second area) E. Orange Grove Boulevard and Santa Barbara Street on the north, E. Maple Street on the south, N. Mentor Avenue on the east, and N. Lake Avenue and N. El Molino Avenue on the west.
- District 4 to 7** 1,241 people are moved from District 4 to District 7 in the area bounded by E. Colorado Boulevard on the north, the City boundary line and Oswego Street on the south, San Gabriel Boulevard on the east, and Sierra Madre Boulevard on the west.
- District 5 to 2** 427 people are moved from District 5 to District 2 in two areas bounded by (first area) E. Rio Grande Street on the north, E. Claremont Street on the south, N. Mentor Avenue on the east, and N. Lake Avenue on the west; (second area) E. Villa Street on the north, E. Maple Street on the south, N. Holliston Avenue on the east, and N. Chester Avenue on the west.
- District 7 to 6** 1,335 people are moved from District 7 to District 6 in the area bounded by E. Colorado Boulevard on the north, E. California Boulevard on the south, S. El Molino Avenue on the east, and S. Madison Avenue on the west.
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Recommended Redistricting Plan

	1	2	3	4	5	6	7
Population	19503	18647	19507	18844	19429	19228	18778
% of Ideal	101.93%	97.45%	101.95%	98.48%	101.54%	100.49%	98.14%
White							
% of Pop	16.41%	47.69%	12.80%	58.10%	16.74%	67.54%	56.47%
% of VAP	19.95%	50.26%	17.03%	61.22%	20.80%	68.71%	58.05%
% of Reg	25.14%	61.47%	25.76%	69.98%	35.97%	77.53%	72.24%
Black							
% of Pop	33.10%	9.50%	25.91%	5.96%	13.90%	5.72%	5.51%
% of VAP	33.25%	8.90%	25.37%	5.34%	13.73%	5.44%	5.22%
% of Reg	50.91%	12.05%	46.78%	6.32%	27.43%	6.11%	6.68%
Latino							
% of Pop	44.13%	26.73%	52.62%	19.14%	61.99%	11.78%	15.77%
% of VAP	39.46%	24.11%	47.18%	17.20%	57.09%	10.91%	14.18%
% of Reg	20.17%	17.09%	21.59%	12.71%	30.99%	7.92%	10.78%
Asian							
% of Pop	4.38%	11.39%	6.80%	13.60%	5.35%	12.92%	19.88%
% of VAP	5.35%	12.21%	8.38%	13.25%	6.23%	12.95%	20.35%
% of Reg	3.56%	5.42%	4.62%	7.83%	4.14%	6.07%	8.07%
Home Ownership							
% Owner Occupied	63.73%	45.45%	18.81%	72.14%	23.17%	54.45%	39.60%
Age Groups							
Age 0-4	7.57%	6.88%	8.97%	6.37%	8.82%	4.37%	5.01%
Age 5-17	21.35%	15.22%	22.93%	15.00%	20.60%	9.09%	9.07%
Age 18-34	23.36%	28.33%	30.26%	20.13%	32.56%	23.27%	36.64%
Age 34-64	36.39%	39.86%	29.97%	41.13%	30.23%	44.13%	37.59%
Age 65+	11.33%	9.71%	7.88%	17.38%	7.78%	19.14%	11.69%
Persons Per Unit							
1 Person	20.90%	30.75%	34.91%	25.21%	30.35%	42.85%	42.30%
2 People	25.14%	29.98%	19.16%	34.30%	20.93%	37.20%	34.77%
3 People	15.66%	15.77%	12.89%	16.63%	13.62%	10.46%	11.37%
4 People	14.66%	12.99%	11.93%	14.32%	13.59%	6.27%	7.16%
5 People	9.89%	5.96%	8.76%	5.87%	8.72%	2.24%	2.99%
6 People	6.20%	2.62%	5.71%	2.21%	5.74%	0.59%	0.85%
7+ People	7.54%	1.93%	6.65%	1.46%	7.05%	0.39%	0.56%
Household Type							
Married With Children	28.94%	21.88%	23.55%	24.19%	25.50%	12.43%	13.05%
Other Family With Children	16.81%	8.76%	18.41%	6.74%	16.25%	3.26%	4.38%
Non-Family With Children	0.50%	0.38%	0.46%	0.12%	0.59%	0.13%	0.27%
Married Without Children	18.49%	20.59%	10.51%	30.60%	11.58%	27.55%	21.70%
Other Family Without Children	8.41%	8.41%	6.44%	7.46%	7.46%	4.57%	5.67%
Non-Family Without Children	26.85%	39.98%	40.63%	30.89%	38.61%	52.05%	54.94%
Propositions							
Yes on 22 (No Gay Marriage)	52.69%	53.37%	55.93%	61.70%	51.70%	45.60%	43.84%
Yes on 36 (Drug Treatment)	74.23%	65.40%	75.40%	59.61%	73.58%	61.06%	63.39%
Yes on 38 (School Vouchers)	21.27%	32.22%	25.95%	34.38%	26.46%	35.33%	32.03%
Partisan Registration							
Democratic	72.01%	49.27%	67.22%	40.53%	63.48%	40.40%	42.43%
Republican	14.89%	30.70%	16.41%	43.19%	18.99%	42.23%	35.80%
Decline to State	9.68%	14.66%	11.83%	12.56%	12.90%	13.76%	17.39%
Other	3.42%	5.37%	4.54%	3.72%	4.63%	3.61%	4.38%

Recommended Redistricting Plan Changes from Current

	2 TO 4	3 TO 5	4 TO 7	5 TO 2	7 TO 6
Population	694	1665	1241	427	1335
% of Ideal	3.63%	8.70%	6.49%	2.23%	6.98%
White					
% of Pop	79.25%	36.28%	39.08%	11.48%	57.60%
% of VAP	80.30%	42.50%	42.77%	14.34%	58.62%
% of Reg	84.58%	60.33%	59.49%	34.25%	71.51%
Black					
% of Pop	2.31%	12.25%	9.11%	8.67%	8.76%
% of VAP	2.60%	12.17%	8.67%	7.17%	7.86%
% of Reg	3.36%	17.80%	13.55%	23.97%	10.25%
Latino					
% of Pop	7.93%	43.72%	32.07%	74.00%	10.71%
% of VAP	7.81%	38.74%	27.62%	73.21%	10.26%
% of Reg	6.92%	18.16%	17.17%	34.25%	8.22%
Asian					
% of Pop	9.08%	5.35%	17.49%	3.28%	20.15%
% of VAP	8.55%	4.59%	18.94%	3.77%	20.61%
% of Reg	4.74%	2.03%	8.58%	3.42%	7.27%
Home Ownership					
% Owner Occupied	90.14%	19.77%	29.04%	16.22%	29.61%
Age Groups					
Age 0-4	10.52%	6.91%	5.64%	11.01%	3.15%
Age 5-17	11.96%	14.65%	13.54%	26.93%	3.45%
Age 18-34	19.16%	25.41%	32.23%	32.79%	41.05%
Age 34-64	43.23%	25.29%	38.44%	27.17%	34.83%
Age 65+	15.13%	27.75%	10.15%	2.11%	17.53%
Persons Per Unit					
1 Person	24.15%	47.78%	41.07%	15.32%	55.18%
2 People	39.80%	19.60%	32.82%	20.72%	31.76%
3 People	18.03%	8.73%	11.17%	16.22%	8.88%
4 People	12.93%	10.71%	7.39%	12.61%	3.10%
5 People	4.08%	6.92%	4.98%	10.81%	0.94%
6 People	1.02%	3.13%	1.20%	12.61%	0.00%
7+ People	0.00%	3.13%	1.37%	11.71%	0.13%
Household Type					
Married With Children	27.55%	18.62%	15.29%	41.44%	6.73%
Other Family With Children	5.78%	10.21%	8.59%	20.72%	1.75%
Non-Family With Children	0.00%	0.49%	0.34%	0.90%	0.13%
Married Without Children	34.35%	11.70%	19.07%	8.11%	15.88%
Other Family Without Children	3.06%	5.44%	7.04%	5.41%	5.38%
Non-Family Without Children	29.25%	53.54%	49.66%	23.42%	70.12%
Propositions					
Yes on 22 (No Gay Marriage)	55.32%	55.61%	58.12%	51.43%	37.04%
Yes on 36 (Drug Treatment)	62.57%	69.06%	63.18%	73.97%	66.67%
Yes on 38 (School Vouchers)	35.20%	27.91%	30.58%	26.92%	30.71%
Partisan Registration					
Democratic	47.83%	49.94%	46.69%	63.70%	46.60%
Republican	36.56%	37.63%	31.93%	20.55%	34.33%
Decline to State	10.67%	9.80%	16.11%	11.64%	14.78%
Other	4.94%	2.63%	5.27%	4.11%	4.29%