

AGENDA REPORT

FOR: City Council November 22, 2022

TO: Adam Lincoln, Interim City Manager City Council Special Meeting: 11/28/22

FROM: Eric Ferguson, City Attorney Executive

SUBJECT: Approval of Amended Draft City Council Redistricting Plan for Publication and Public Comment

I. REFERENCE(S):

2017 Council Voting District Map
2022 (Original) Proposed Council Districts with Voting Precincts
2022 Amended Proposed Council Districts with Voting Precincts (November 18th Map)
(Original) Demographer's Memo Transmitting Recommended City Council Draft Redistricting Plan
Amended Demographer's Memo Transmitting Recommended City Council Draft Redistricting Plan (Dated 11.25.2022)

II. ACTION REQUESTED OF COUNCIL / STAFF RECOMMENDATIONS:

MOTION: I move to approve the amended Redistricting Plan for the Pasco City Council Voting Districts for publication and public comment consistent with State and Federal Voter Rights Acts.

III. FISCAL IMPACT:

N/A

IV. HISTORY AND FACTS BRIEF:

There is considerable history here, in short, circumstances were such because of then-existing State law, the City and ACLU were required to utilize the federal court system for the City of Pasco to come into compliance with the Federal Voter Rights Act (VRA). On May 8, 2017, Council approved the most recent revisions to the City of Pasco's City Council Voting Districts which were subsequently approved and ordered by Judge Suko of the U.S. District Court, Eastern District of Washington through a consent decree. Of note, under the federal and state VRAs the U.S. Decennial Census is the standard by which

electoral districts shall be drawn, meaning that the districts established in 2017 under Judge Suko's order, were necessarily based on the 2010 census.

As adopted, the City's districting plan provided for one (1) at-large, and six distinct (6) City Council Districts, which now require adjustment based on the results of the 2020 U.S. Census, specifically to account for population growth and where that growth occurred, as well as changes in demographics and city limit (corporate) boundaries over the previous decade.

Delayed by the impacts of a world-wide pandemic, the 2020 U.S. Decennial Census was completed in August of 2021, rather than April, and the subsequent release to Washington State Office of Financial Management who in turn provided information to the States, Counties and Municipalities further delayed. Completion of the U.S. Census and release of the information triggers the need and opportunity for the City to review its City Council Districts to assure compliance with the federal, and recently adopted state, Voter Rights Acts. The 2020 Census data was made available by the U.S. government in the fall of 2021, since that time, and per Council direction, staff has been working with specialized legal and demographic professionals to review and update City Council District boundaries to account for changes in; city boundaries, total population, voter population, and other pertinent demographic factors that have occurred between April 1, 2010, and April 1, 2020.

As noted previously, the City Council districts were necessarily established based on the 2010 census, the changes in population, corporate limits, demographics in a rapidly growing community like Pasco, which occurred within the decade between 2010 and 2020 have been significant. Considering aforementioned changes, it is then reasonable to expect that the changes to the six (6) districts, in terms of population and boundaries, will be proportionately significant.

In preparing for the redistricting effort, it is helpful to keep in mind that the six (6) City Council Districts require adjustments based on the results of the 2020 U.S. Census, and the city limits map in effect at that time. Essentially, the City Council District map that the Council will be adopting as part of the redistricting effort, will reflect how the six Council districts best fit into the April 1, 2020 map for the population, changes in corporate limits, and other statutorily relevant factors of the City at that time, as determined by the 2020 U.S. Census and the two Acts.

As Council is aware, there have been annexations to the City subsequent to April 1, 2020. Annexation ordinances relating to each annexation subsequent to April 2020 should have identified the City Council district to which the newly annexed property was assigned, these individual ordinances will in effect modify the yet to be adopted April 1, 2020 district map. To the extent any of the annexation ordinances fail to reflect a City Council district, or are no longer aligned with the correct district under the adopted April 1, 2020 district map, those annexation

areas will be redesignated to align with a contiguous district by subsequent ordinance. Fortunately, most of the area annexed since April 2021 is sparsely populated.

In February 2021, the City hired the services of Floyd, Pflueger & Ringer, P.S., as well as Dr. Peter Morrison who developed the current Council Voting Districts in 2017 and assisted the City in updating Redistricting Plan.

Staff briefed Council on the progress and development of the Redistricting Plan as information was received from the consultants and believes the draft plan meets the criteria required per RCW 29A.76.010(4) and the federal VRA:

- Each internal director, council, or commissioner district shall be as nearly equal in population as possible to each and every other such district comprising the municipal corporation, county, or special purpose district.
- Each district shall be as compact as possible.
- Each district shall consist of geographically contiguous area.
- Population data may not be used for purposes of favoring or disfavoring any racial group or political party

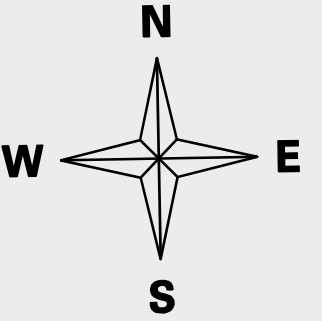
To the extent feasible and if not inconsistent with the basic enabling legislation for the municipal corporation, county, or district, the district boundaries shall coincide with existing recognized natural boundaries and shall, to the extent possible, preserve existing communities of related and mutual interest.

Council held two public comment sessions on Wednesday, November 2nd and Monday, November 7th.


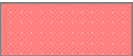

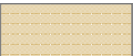


V. DISCUSSION:

After the public comment session on November 7th, City staff, along with the consultants, proceeded to draft an ordinance for adoption that would reflect the map contained in the Draft Redistricting Plan. During that process and the quality assurance process by the City's consultants, it was discovered that there were discrepancies between the census block geography data that was altered by the U.S. Census Bureau in 2020, and the data received from other sources both internally and from Franklin County. In short, these technical anomalies altered the map presented as the Draft Redistricting Plan as required by RCW 29A.76.010. As such, Council was unable to proceed with adoption of an ordinance that complies with RCW 29A.76.010 without resubmitting the amended draft plan to the public for additional written comment. The City's consultants have worked with staff to correct the anomalies, and staff has also met with the Franklin County Auditor's Office to discuss the role of voting precincts as designated by the County. The verification process and subsequent redrafting process has been completed and the Amended Draft Redistricting

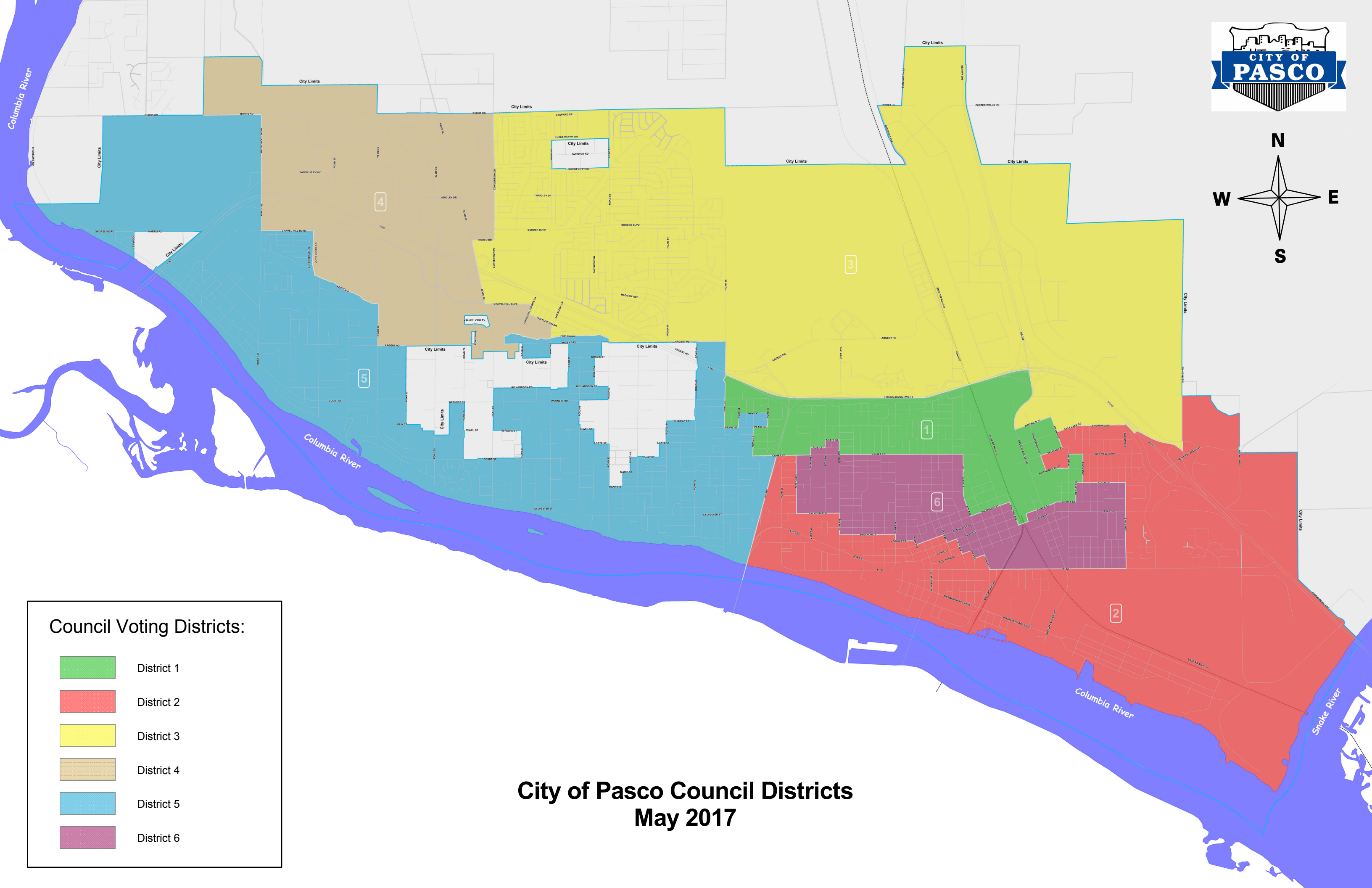
Plan is able to be adopted by Council on November 28, 2022, at the Council Special Meeting and regular Workshop, allowing a full week for additional written public comments as required by RCW 29A.76.010 prior to potential final adoption on December 5, 2022.

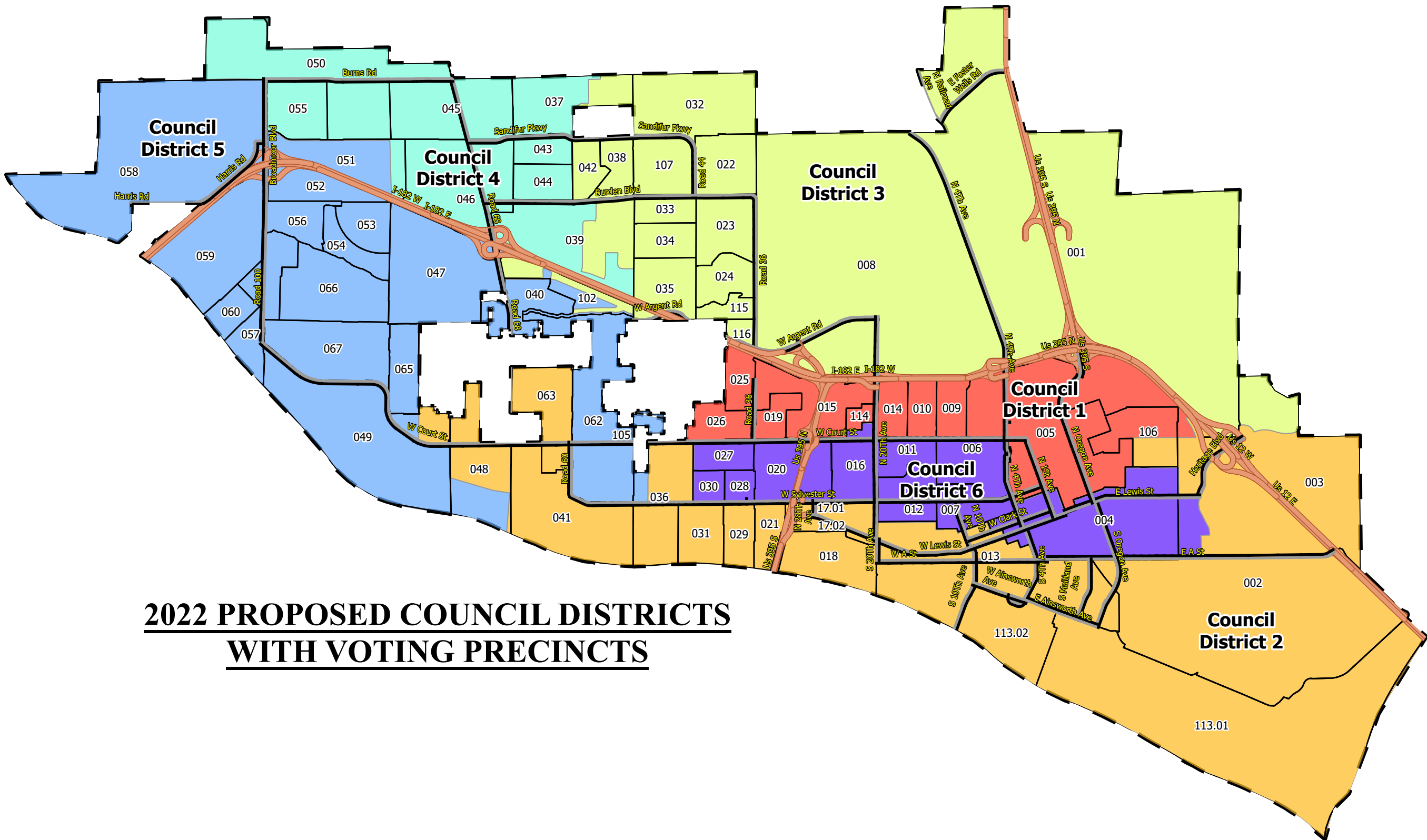


Council Voting Districts:

	District 1
	District 2
	District 3
	District 4
	District 5
	District 6


City of Pasco Council Districts May 2017





2022 PROPOSED COUNCIL DISTRICTS WITH VOTING PRECINCTS

INFORMATION SERVICES DEPT
GIS DIVISION



LEGEND

2022 Proposed Council Districts

District 1

District 2

District 3

District 4

District 5

District 6

Voting Precincts

NOTES

0 500 1,000 2,000 3,000 4,000
Feet

NOTICE: NO WARRANTY OF ACCURACY.
The Information shown on the attached map was compiled for use by the City of Pasco, its employees and consultants. The City of Pasco does not warrant the accuracy of anything set forth on the map. Any person or entity requesting a copy should conduct an independent inquiry regarding the Information shown on the map. Including but not limited to, the location of any sewer stub shown. Such sewer stubs may or may not exist and may or may not exist at the location shown. Neither the City of Pasco nor its employees or officers shall be liable for the Information given on this map nor for any oral representation provided based upon said map.

SCALE	SHEET NUMBER
NTS	1 of 1
PLOT DATE	CREATED BY
10/27/2022	rka
FILE NAME	
2022 PROPOSED COUNCIL DISTRICTS WITH VOTING PRECINCTS	



LEGEND

2022 Proposed Council Districts

- District 1
- District 2
- District 3
- District 4
- District 5
- District 6
- Proposed Annexation
- Voting Precincts

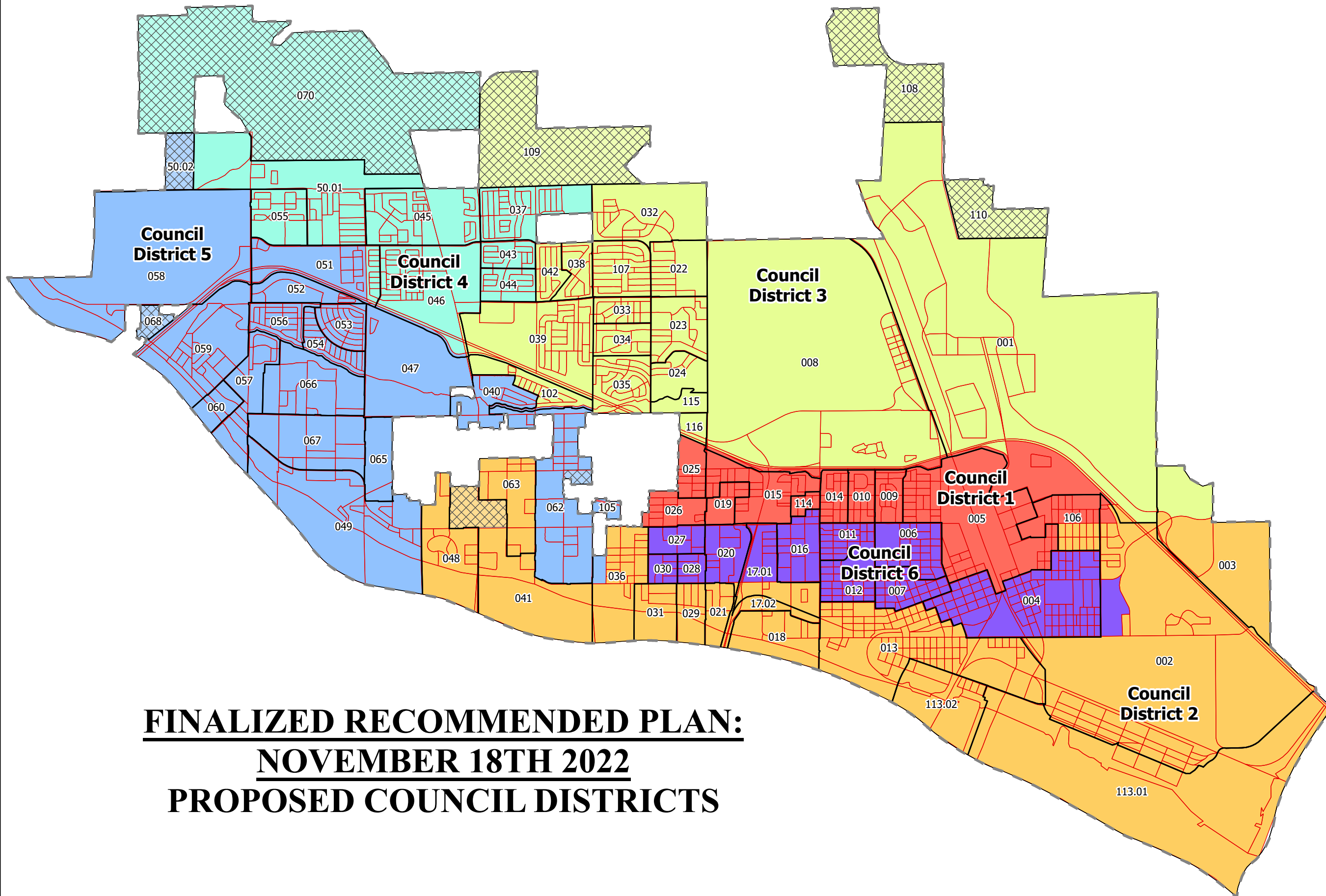
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SCALE	SHEET NUMBER
NTS	1 of 1
PLOT DATE	CREATED BY
11/22/2022	rka

FILE NAME
FINALIZED RECOMMENDED PLAN: NOVEMBER 18TH 2022 PROPOSED COUNCIL DISTRICTS



FINALIZED RECOMMENDED PLAN:
NOVEMBER 18TH 2022
PROPOSED COUNCIL DISTRICTS

DEMOGRAPHER'S MEMO TRANSMITTING RECOMMENDED
CITY COUNCIL REDISTRICTING PLAN

City of Pasco, Washington

Peter A. Morrison, Ph.D.
Peter A. Morrison & Associates, Inc.

****DRAFT – Pending Formal Adoption by City Council****
OCTOBER 27, 2022

This memorandum documents relevant technical features of the **Recommended City Council Redistricting Plan (“the Redistricting Plan”)** for the City of Pasco, Washington (“City”). These features are the basis for my recommendation to adopt the Redistricting Plan as a “least change” six-district election plan, based upon newly issued 2020 decennial Census data and in accordance with Washington State and federal standards.

Relevant considerations that guided this necessary rebalancing and Council Members’ further suggested refinements to bring the City’s current plan into compliance with applicable legal standards are summarized below. This Redistricting Plan rebalances each district’s total population, strengthening Hispanics’ share of eligible voters in District 2, and maintains adherence to traditional districting criteria. Additionally, the Redistricting Plan avoids any dilution of Hispanics’ voting strength in compliance with state and federal requirements.

1. Right to representation. The Redistricting Plan realizes the intention of the City’s elected officials to adopt a plan that assures the rights to representation of all the people in the City of Pasco.

2. Equipopulous Districts. Six of the City’s Seven Council Members are elected by district. As required by law, these six districts are substantially equal in total population based upon 2020 Census (PL94-171) summary population counts. “Substantially equal” means that each district is as close **as practically possible** to the mathematical ideal of 12,851 persons in a district (i.e., one-sixth of the City’s 77,108 total population as counted in 2020).

However, districts need not be exactly equal in total population to be compliant with state and federal law. Courts allow districting plans with up to a 10-percent total deviation from this ideal. *Total Deviation from Ideal* (“TDI”) is measured as the absolute difference between the most populous district and the least populous district, divided by the ideal number (12,851). Table 1 below documents adherence to these “guard rails” and compliance of the Redistricting Plan with the TDI.

Table 1. Districts Equalized on Total Population as of 2020

REVISED PLAN: 2020 Total Population count				
District	Total Population	Hispanic Total Pop	% Hispanic (ages 18+)	% Hispanic (Total Pop)
1	12,643	10,180	76.3%	80.5%
2	12,735	9,247	67.1%	72.6%
3	12,674	4,726	32.8%	37.3%
4	13,222	5,367	35.7%	40.6%
5	13,413	4,785	31.0%	35.7%
6	12,421	10,045	76.3%	80.9%
Total	77,108	33,735	52.5%	43.8%

Note: Data are preliminary and subject to change. City boundaries not yet verified.

2020 Tot Pop Guardrails	
95%	12,208
Ideal	12,851
105%	13,494

In the Redistricting Plan, the most-populous district (District 5) has a population of 13,413 residents, which is 4.37-percent too many. The least-populous district (District 6) has 12,421 residents, which is 3.35-percent too few. To calculate the Redistricting Plan's TDI, the extreme deviations of District 5 and District 6 are combined (4.37 plus 3.35), which total 7.72-percent. Relative to the maximum acceptable TDI (10 percent), the Redistricting Plan's 7.72-percent TDI is well-within the acceptable range of "substantial equality" as required by law.

3. Respecting existing administrative boundaries. Insofar as possible, the Redistricting Plan respects the current boundaries of city election precincts, to avoid the expense of modifying precincts presently in use.

4. Compliance with State and Federal Redistricting Requirements and Guidelines. RCW 29A.76.010 requires the City to prepare a redistricting plan based upon federal decennial census data. The Redistricting Plan must also be consistent with the following criteria: (1) each district must be nearly equal in population, (2) as compact as possible, and (3) consist of a geographically contiguous area; (4) the census population data may not be used for "purposes of favoring or disfavoring any racial group or political party"¹; and (5) as far as feasible the districts should follow and coincide with natural boundaries and "preserve existing communities of related and mutual interest." RCW 29A.76.010. The Redistricting Plan is consistent with all of these criteria as each new district under the Plan is nearly equal in population, as compact as possible, consists of a geographically contiguous area, the population data used to form the new districts does not favor one race or political party, and in forming the Plan all efforts were made to maintain communities of interest while complying with other criteria and legal requirements and considerations.

Section 2 of the Federal Voting Rights Act prohibits vote dilution, defined as any electoral practice or procedure that minimizes or cancels out the voting strength of members of racial or language minority groups in the voting

¹ This provision does not alleviate the City's obligations and requirements to comply with Washington's Voting Rights Act, RCW 29A.92.020, which prohibits any election plan that "impairs the ability of members of a protected class or classes to have an equal opportunity to elect candidates of their choice as a result of the dilution or abridgement of the rights of voters who are members of a protected class or classes."

population.² See pp. 6-10 at: <https://www.justice.gov/opa/press-release/file/1429486/download> for an overview of these prohibitions.

The Redistricting Plan complies with both the Washington State and Federal redistricting guidelines. Consistent with them, the Redistricting Plan respects Hispanics' ability to elect candidates of choice in three of the City's six districts. In District 1 and District 6, Hispanics constitute an estimated 58.6-percent of the 2021 citizen voting-age population (CVAP). In District 2, Hispanics constitute an estimated 51.6-percent of the 2021 CVAP. The 2021 percentage will increase further with each passing year as native-born Hispanics under age 18 reach voting age.³

Relevant demographic parameters for the Recommended Plan are shown in Table 2, along with the corresponding data.

Table 2. Estimated Hispanic Share of Eligible Voters
(derived from 2021 American Community Survey estimates)

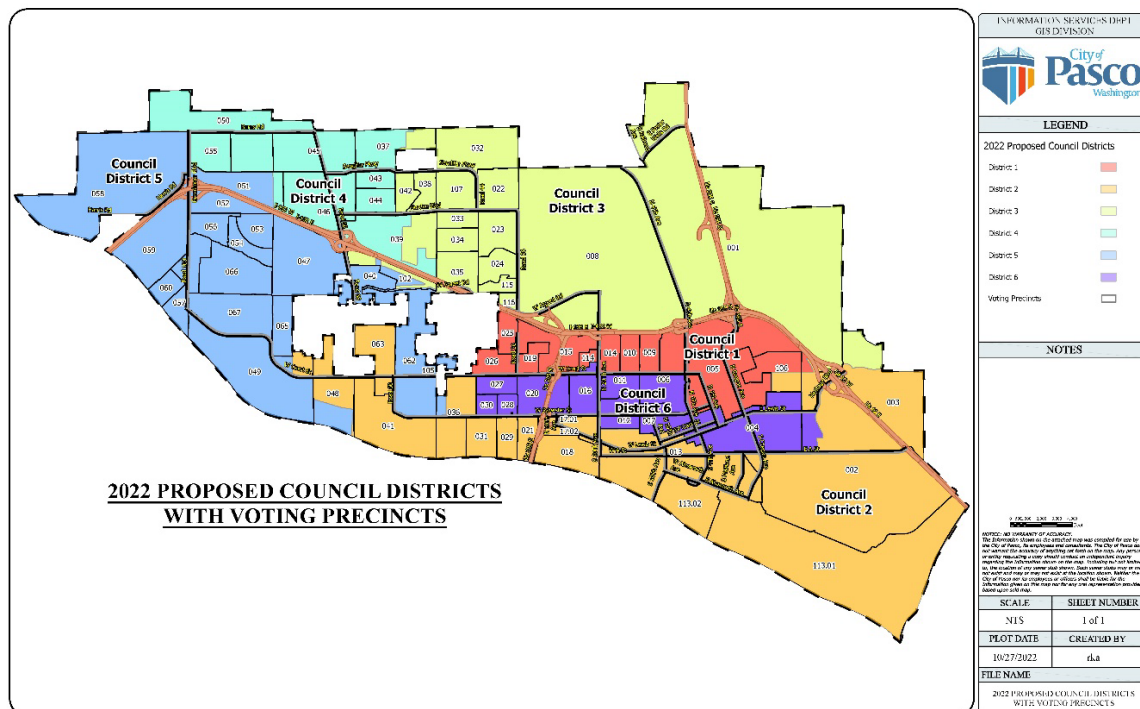
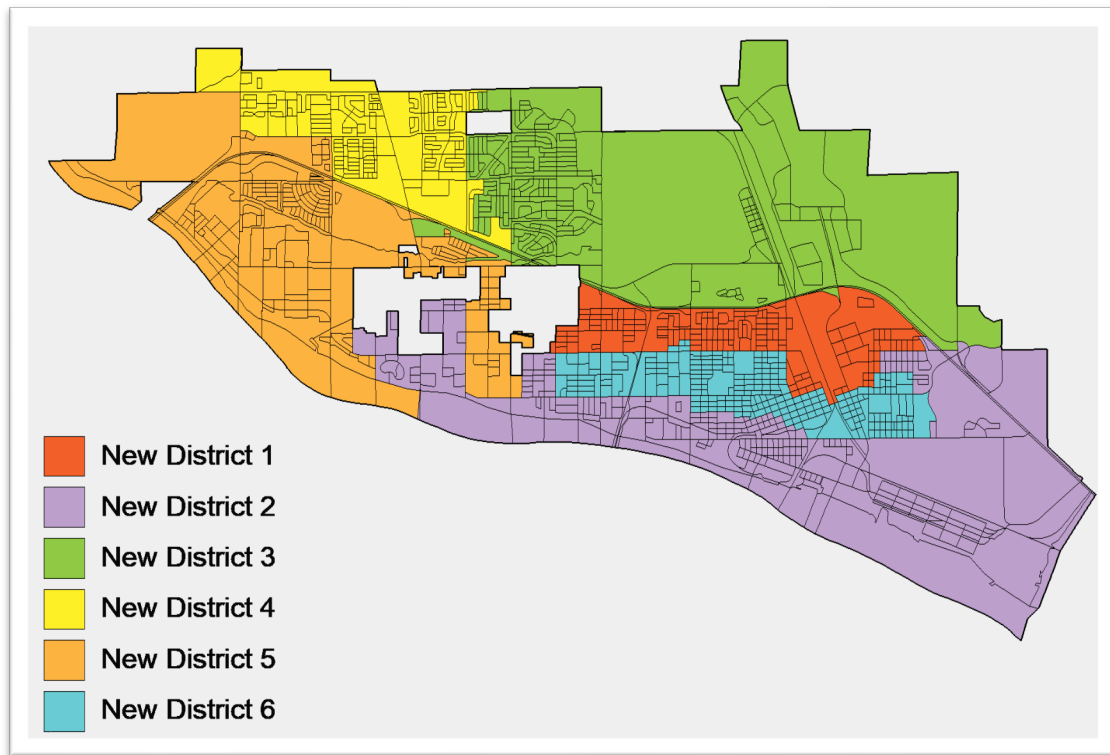
RECOMMENDED PLAN:

Hispanic Share of Eligible Voters in Recommended New Districts (2021)										
All persons 18+ (Table B05003)				Hispanic 18+ (Table B05003I)			Non-Hisp. 18+ (by subtraction)			Hispanics' 2021 share of CVAP
Measure	18+ Total	18+ Citizens	% Citizens	18+ Total	18+ Citizens	% Citizens	18+ Total	18+ Citizens	% Citizens	
<i>City Total (2021 ACS est.)</i>	56,864	45,322	79.7%	28,032	17,167	61.2%	28,832	28,155	97.7%	37.9%
D1 (est.)	8,263	6,586	79.7%	6,302	3,859	61.2%	1,961	1,915	97.7%	58.6%
D2 (est.)	8,580	6,838	79.7%	5,761	3,528	61.2%	2,819	2,753	97.7%	51.6%
D3 (est.)	8,622	6,872	79.7%	2,832	1,734	61.2%	5,790	5,654	97.7%	25.2%
D4 (est.)	8,925	7,113	79.7%	3,185	1,951	61.2%	5,740	5,605	97.7%	27.4%
D5 (est.)	9,333	7,439	79.7%	2,895	1,773	61.2%	6,438	6,287	97.7%	23.8%
D6 (est.)	8,311	6,624	79.7%	6,339	3,882	61.2%	1,972	1,926	97.7%	58.6%
<i>City Total (2020 Census count)</i>	52,034	41,472	79.7%	27,314	16,727	61.2%	24,720	24,140	97.7%	40.3%
Sources: City totals from 2021 American Community Survey 1-year estimates (accessed at Censusreporter.org) and 2020 Census PL94-171 complete-count data. Estimates for districts are benchmarked to 2020 decennial complete counts of total 18+ population (bottom row).										

² This is consistent with Washington's Voting Rights Act, RCW 29A.92.020.

³ I rely upon the most current official data for distinguishing the City's voting-age *citizen* population, in order to gauge Hispanics' share of all eligible voters. The Census Bureau's 2021 one-year American Community Survey estimates (furnished for this purpose) document Hispanic voters' emerging electoral influence for the City as a whole.

Figures 1 & 2. Maps of Recommended Plan
(referencing census block geography)



The precise boundaries of each recommended new district visualized above are defined by GIS electronic shape files, which define the district with reference to census block geography. These shape files have been furnished to the City's GIS department as a deliverable. These shape files should be archived as a permanent record of the census block geography referenced for creating the preciding Plan as implemented for holding future elections.

Census block geography does not always correspond exactly with city streets. Where minor discrepancies arise, the City may exercise reasonable discretion in aligning the district boundaries to correspond to actual streets for purposes of holding elections.

These shapefiles are intended for the City's use to prepare all necessary high-resolution maps for use in implementing the Revised Recommended Plan--e.g., to display the district boundaries with reference to recognized streets, voting precincts, newly-annexed territory, and other features to show eligible voters the district in which they reside.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Peter A. Morrison". The signature is fluid and cursive, with a large initial "P" and "M".

Peter A. Morrison

Peter A. Morrison & Associates, Inc.

October 27, 2022

**DEMOGRAPHER’S MEMO TRANSMITTING RECOMMENDED
CITY COUNCIL REDISTRICTING PLAN**

City of Pasco, Washington

Peter A. Morrison, Ph.D.
Peter A. Morrison & Associates, Inc.

DRAFT
NOVEMBER 25, 2022

This memorandum documents relevant technical features of the **Recommended City Council Redistricting Plan (“the Redistricting Plan”)** for the City of Pasco, Washington (“City”). These features are the basis for my recommendation to adopt the Redistricting Plan to the City’s current six-district election plan, based upon recently issued 2020 decennial Census data and in accordance with Washington State statutory requirements and federal standards.

Summarized below are the relevant considerations that guided this necessary rebalancing and reallocation of the City’s voting population to bring the City’s Council District plan into compliance with applicable legal standards upon ratification and adoption. The Redistricting Plan rebalances each district’s total population, strengthens Hispanics’ share of eligible voters in District 2, and maintains adherence to traditional districting criteria. Additionally, the Redistricting Plan avoids *any* dilution of Hispanics’ voting strength, in compliance with state and federal requirements.

Requirements for Demographer’s Consideration During Redistricting

1. Right to representation. The Redistricting Plan realizes the intention of the City’s elected officials to adopt a plan that assures the rights to representation of all the people in the City of Pasco.

2. Equi-populous Districts. Six of the City’s seven Council Members are elected by district. As required by law, these six districts are substantially equal in total population based upon 2020 Census (PL94-171) summary population counts. “Substantially equal” means that each district is **as close as practically possible** to the mathematical ideal of 12,851 persons in a district (i.e., one-sixth of the City’s 77,108 total population as counted in 2020).

However, districts need not be exactly equal in total population to be compliant with state and federal law. Courts allow districting plans with up to a 10-percent total deviation from this ideal. *Total Deviation from Ideal* (“TDI”) is measured as the absolute difference between the most populous district and the least populous district, divided by the ideal number (12,851). Table 1 below documents adherence to these “guard rails” and compliance of the Redistricting Plan with the TDI.

Table 1. Districts Equalized on Total Population as of 2020

District	Total Population (all ages)	Total Voting-age Population	Hispanic Population (all ages)	Hispanic Voting-age Population	% Hispanic of Voting-age Population
1	12,643	8,263	10,180	6,302	76.3%
2	12,735	8,580	9,247	5,761	67.1%
3	13,255	9,024	4,994	2,997	33.2%
4	12,641	8,523	5,099	3,020	35.4%
5	13,413	9,333	4,785	2,895	31.0%
6	12,421	8,311	10,045	6,339	76.3%
Total	77,108	52,034	44,350	27,314	52.5%

Data as of 11/23/22. Pending final quality assurance verification.

2020 Tot Pop Guardrails	
95%	12,208
Ideal	12,851
105%	13,494

In the Redistricting Plan, the most-populous district (District 5) has a population of 13,413 residents, or 4.37-percent too many. The least-populous district (District 6) has 12,421 residents, or 3.35-percent too few. Calculating the Redistricting Plan's TDI, the extreme deviations of District 5 and District 6 are combined (4.37 plus 3.35), totaling 7.72-percent. Relative to the maximum acceptable TDI (10 percent), the Redistricting Plan's 7.72-percent TDI is within the acceptable range of "substantial equality" accepted under the law.

3. Respecting existing administrative boundaries. Insofar as possible, the Redistricting Plan respects the boundaries of the election precincts (EPs) that the City has been using, thereby avoiding the expense of modifying precincts presently in use. However, some precinct boundaries require adjustment to comply with state and federal requirements for population distribution among the precincts and to comply with state and federal Voting Rights Acts. See *Appendix A* below for relevant technical details.

4. Compliance with State and Federal Redistricting Requirements and Guidelines. RCW 29A.76.010 requires the City to prepare a redistricting plan based upon federal decennial census data. The Redistricting Plan must also be consistent with the following criteria: (1) each district must be nearly equal in population; (2) each district must be as compact as possible; (3) each district must be consist of a geographically contiguous area; (4) the census population data may not be used for "purposes of favoring or disfavoring any racial group or political party"¹; and (5) as far as feasible, the districts should follow and coincide with natural boundaries and "preserve existing communities of related and mutual interest." RCW 29A.76.010.

The Redistricting Plan is consistent with all these criteria. Each new district under the Plan is nearly equal in population, as compact as possible, consists of a geographically contiguous area, the population data used to

¹ This provision does not alleviate the City's obligations and requirements to comply with Washington's Voting Rights Act, RCW 29A.92.020, which prohibits any election plan that "impairs the ability of members of a protected class or classes to have an equal opportunity to elect candidates of their choice as a result of the dilution or abridgement of the rights of voters who are members of a protected class or classes."

form the new districts does not favor one race or political party, and in forming the Plan all efforts were made to maintain communities of interest while complying with other criteria and legal requirements and considerations.

Section 2 of the Federal Voting Rights Act prohibits vote dilution, defined as any electoral practice or procedure that minimizes or cancels out the voting strength of members of racial or language minority groups in the voting population.² See pp. 6-10 at: <https://www.justice.gov/opa/press-release/file/1429486/download> for an overview of these prohibitions.

The Redistricting Plan complies with both the Washington State and Federal redistricting requirements and guidelines. Consistent with them, the Redistricting Plan respects Hispanics' ability to elect candidates of choice in three of the City's six districts. As documented in Table 1 above:

- Hispanics constitute 76.3% of the voting-age population of Districts #1 and #6, enumerated as of April 1, 2020.
- Hispanics constitute 67.1% of the voting-age population of District 2, enumerated as of April 1, 2020.

These percentages are based upon complete counts of all persons ages 18 and older (both citizens and noncitizens).

As of late 2022, demographers can now rely upon the Census Bureau's latest (2021) one-year American Community Survey (ACS) data to estimate Hispanics' corresponding share of the *citizen* voting-age population (CVAP). (CVAP numbers cannot be used to formulate the Redistricting Plan itself, but serve as a barometer for evaluating future trends to consider.) These current ACS estimates are furnished specifically for the purpose of gauging a protected group's potential ability to elect candidates of their choice in a proposed single-member district.

In Table 2 below, I have derived estimates of the CVAP as of 2021 for the City of Pasco as a whole and for Council Districts #1, #2, and #6:

- For the City as a whole, Hispanics constitute an estimated 37.9% of the CVAP as of 2021. The corresponding percentage as of 2010 was 31.1%.³ This documents Hispanics' emerging electoral influence over time within the entire City. Looking ahead, I am confident that this percentage will continue to increase with each passing year, as native-born Hispanics under age 18 reach voting age.
- As of 2021, Hispanics constitute an estimated 58.6% of the CVAP of Districts #1 and #6.
- As of 2021, Hispanics constitute an estimated 51.6% of the CVAP of District 2.

Relevant CVAP estimates for the Recommended Plan are shown in Table 2, along with the corresponding data upon which these district estimates are based.

² This is consistent with Washington's Voting Rights Act, RCW 29A.92.020.

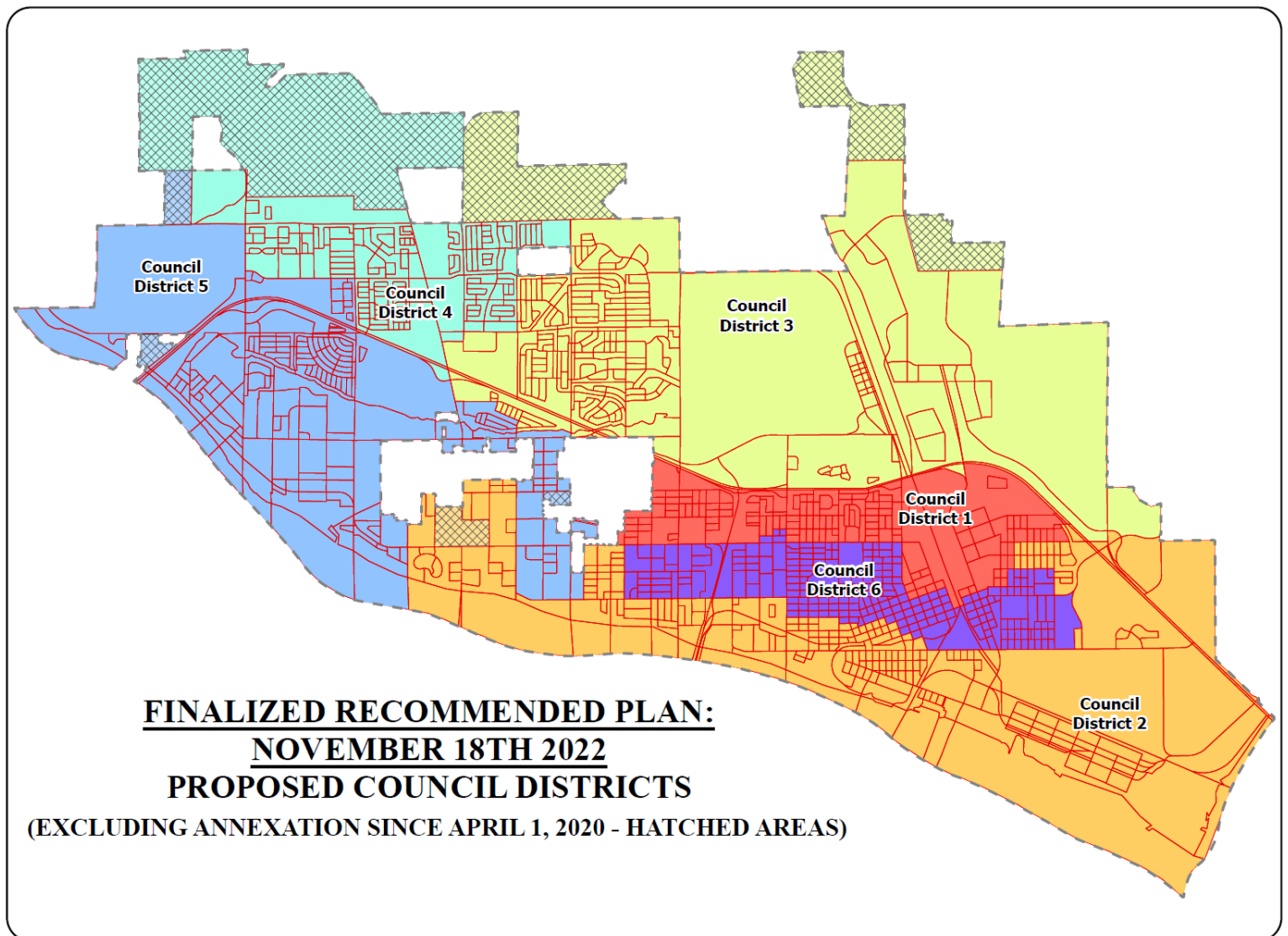
³ See: Morrison & Associates, "Pasco City Council Districts - Memo for the Record 03-19-2014", in Appendix B below.

Table 2. Estimated Hispanic Share of Eligible Voters as of 2021
(based upon 2021 American Community Survey estimates)

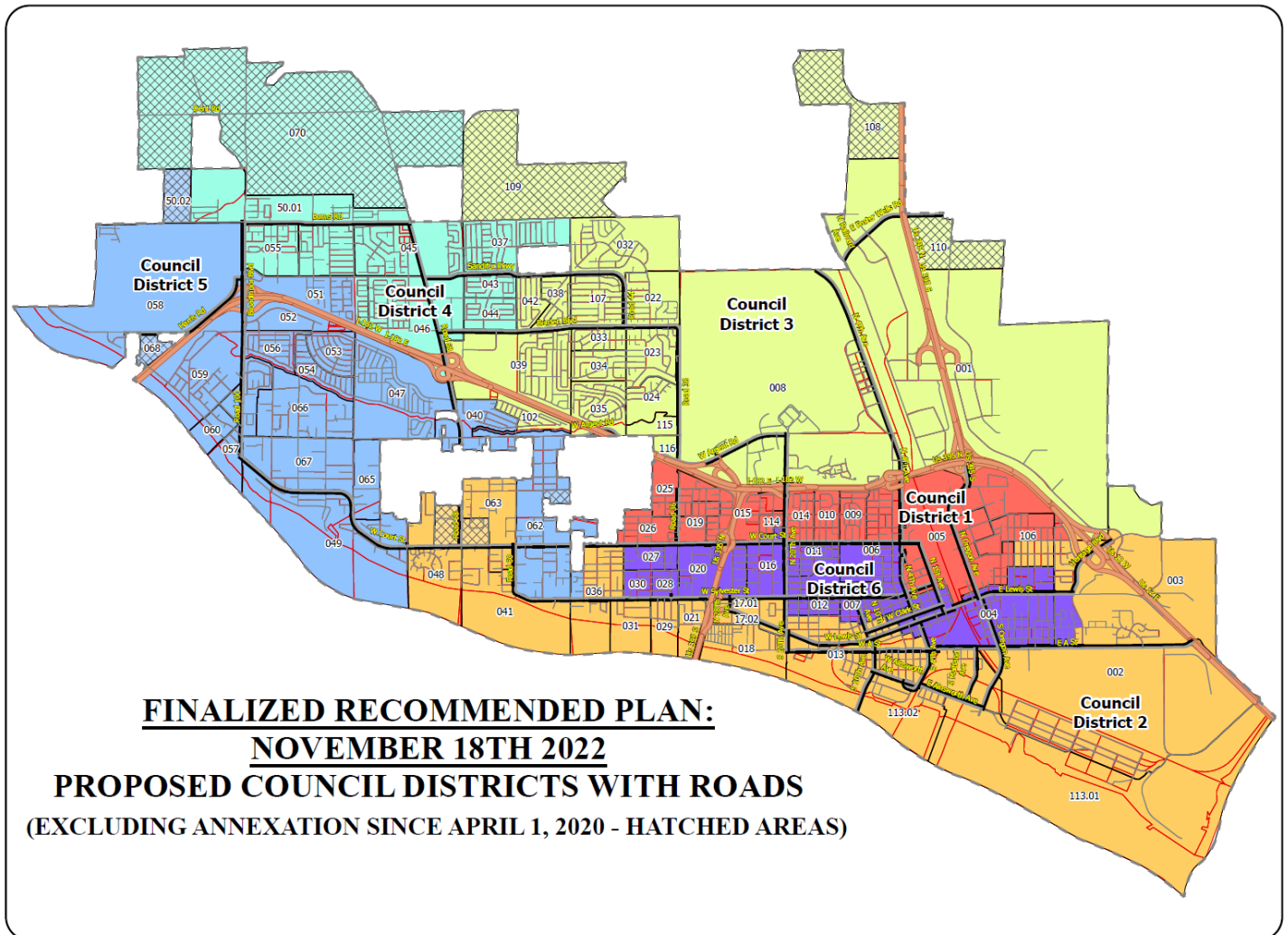
Hispanics' Indicated Share of Eligible Voters (CVAP) as of 2021										
All persons 18+ (Table B05003)				Hispanic 18+ (Table B05003I)			Non-Hisp. 18+ (by subtraction)			Hispanics' 2021 share of CVAP
Measure	18+ Total	18+ Citizens	% Citizens	18+ Total	18+ Citizens	% Citizens	18+ Total	18+ Citizens	% Citizens	
<i>City Total</i> <i>(2021 ACS est.)</i>	56,864	45,322	79.7%	28,032	17,167	61.2%	28,832	28,155	97.7%	37.9%
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D5 (est.)	9,333	7,439	79.7%	2,895	1,773	61.2%	6,438			23.8%
D6 (est.)	8,311	6,624	79.7%	6,339	3,882	61.2%	1,972			58.6%
<i>City Total</i> <i>(2020 Census count)</i>	52,034	41,472	79.7%	27,314	16,727	61.2%	24,720	24,745	97.7%	40.3%
Sources: City totals from 2021 American Community Survey 1-year estimates (accessed at Censusreporter.org) and 2020 Census PL94-171 counts. Estimates for districts are benchmarked to 2020 decennial counts of total 18+ population (bottom row).										

I undertook an evaluation of impending annexations of two large unincorporated “islands” of territories situated wholly within the City. Upon the future annexation of either “island,” this Redistricting Plan retains the option for the City to attach either or both “islands” to an existing district without diluting Hispanics’ share of eligible voters in District 1, District 2, or District 6.

Figure 1. Map of Recommended Redistricting Plan
 (referencing current 2020 census block geography)



The precise boundaries of each recommended new district visualized above are defined by GIS electronic shape files, which define the district with reference to census block geography. These shape files have been furnished to the City's GIS department as a deliverable. These shape files should be archived as a permanent record of the census block geography referenced for creating the precise boundaries of the Redistricting Plan as implemented for holding future elections.



Census block geography (shown in Fig. 1 above) does not always match city streets. Where minor discrepancies arise, the City may exercise reasonable discretion in aligning an election district's boundaries to correspond to actual streets for purposes of holding an election.

These shapefiles are intended for the City's use to prepare all necessary high-resolution maps for public distribution and use in implementing the Recommended Redistricting Plan. I recommend maps that display the boundaries of each individual Election District, reference recognized streets, voting precincts, territory annexed since April 1, 2020 as well as other features, to clearer show members of the public the Council District in which they reside.

APPENDIX A

FINAL ADJUSTMENTS MADE TO ACCOMMODATE EXISTING VOTING PRECINCTS

This technical appendix documents the further adjustments that I recommend be incorporated in my “Finalized Recommended Plan: November 11, 2022” in order to accommodate the existing voting precincts the City now uses. These further adjustments were emailed to Richard Allen late November 11 (PST), to meet a necessary deadline imposed on the completion of these adjustments and creation of maps for immediate public distribution.

Election precincts (EPs) are generally deemed to be administrative districts and exist for the purpose of holding elections; their boundaries are not sacrosanct. As a city’s population increases and/or becomes more heavily concentrated in certain areas over time, election administrators may find it necessary to realign EP boundaries to rebalance the actual and/or anticipated numbers of voters expected to appear and vote at a particular physical location.

For this Redistricting Plan, the City’s six single-member election districts (EDs) for the City of Pasco have been drawn precisely to meet Federal and State legal standards. Where possible, we have worked to eliminate “splits” of EPs where possible and alignment with legal requirements can still be met. Thus, I recommend that EPs be realigned where necessary, to assure that EP boundaries exactly match the boundaries of the six EDs to be adopted—ED boundaries should not be realigned to match current EP boundaries.

The rationale supporting the realignment of these handful of EP boundaries ensures that the City is insulated from challenges under the VRA. Any further revisions of ED boundaries for any reason must be scrutinized to assure that the proposed revision would not dilute Hispanics’ ability to elect preferred candidates, either directly or indirectly, in D1, D2, and D6. Various proposed and/or ratified annexations after April 1, 2020 and presently at various stages of ratification conceivably could have an indirect effect of diluting Hispanics’ ability to elect their preferred candidates in the majority-minority districts, and should be evaluated for those effects.

In response to public comment, I scrutinized the established EPs that the City presently uses. The boundaries of the EPs are precisely defined by GIS shapefiles (“electronic maps”) which show the exact geographic boundary of each EP. My latest inquiries have established that (i) the City’s EP shapefiles which are being overlaid upon maps displaying my recommended EDs were obtained from Franklin County; and (ii) these legacy County shapefiles may not precisely match the US Census Bureau’s newly revised census block maps, which I must use to draw the boundaries of each ED. For that reason, the geographic boundaries of some EPs may not precisely match the 2020 decennial census block geography used to define each individual ED.

I discovered discrepancies between the Census Bureau’s 2020 geographic boundary of an EP (as of April 1, 2020) and the apparently outdated geography of that EP (acquired from Franklin County). Given such discrepancies, I maintained the ED boundaries as drawn and adjusted EP boundaries where necessary to achieve as perfect a match as possible. Any necessary adjustments to EP boundaries can be made prior to conducting future elections under the City’s adopted Redistricting Plan which resolves the public concerns voiced about EPs that initially appeared to be split or strangely configured. In short, some EPs will necessarily have to be realigned to facilitate conducting forthcoming elections; ED boundaries, by contrast, must remain intact absent compelling rationale that would meet legal and constitutional challenges. Counsel can offer any further advice that may be necessary.

One possible exception deserves consideration—where, as of late-2022, some portion of an ED boundary no longer matches a publicly-recognizable street, road, or other obvious natural boundary feature that can distinguish who resides within versus outside that ED. As real estate properties develop and change over time,

the boundaries of a particular decennial “census block” may no longer suit that purpose. What once was a publicly recognizable feature disappears (i.e., is rendered obscure to the human eye).

Likewise, the boundaries of a EP may become unworkable for practical reasons. The physical address to which voters are directed might have to change to a nearby address situated perhaps one city block outside of the EP. In such circumstances, the City’s administrator of elections may justifiably exercise reasonable administrative discretion in conducting an election at a nearby physical location technically outside the EP. Still, the residents of adjacent districts would necessarily cast votes as residents of their respective EDs, even if the physical address at which they vote happens to be situated outside their ED of residence.

I reviewed each EP where boundaries were called into question by members of the City Council or the public during comment. My narrative below describes the concern(s) raised, the issue(s) posed, and the practical solution(s) recommended. The intent of the below is to provide transparency, address and resolve any confusion, and facilitate prompt adoption of the Recommended Plan as now finalized.

<u>VOTING PRECINCT(S)</u>	<u>MODIFIED (FROM ORIGINAL) AS FOLLOWS</u>
EP #39 & EP #46	Change the color the one yellow census block (currently appearing as part of the all-yellow ED3 on the former map) to color green, to show this one block as now part of ED4 and EP46. This will retain the existing boundary between EP46 and EP39 in ED3 and ED4. This change will not affect the redistricted plan’s overall total population balance and has no effect on any of the 3 Hispanic majority-CVAP districts.
EP #102	The precinct split here is necessary to maintain proper demographics balance for ED3 as a whole. To do so, make all of EP #102 part of yellow ED3, including the tiny blue block that appears to divide the narrow yellow strip above the “40” label.
EP #3	The purple portion of EP #003 must become part of the EP #004, so that its population will be entirely within ED6.
EP #36	Maintain this precinct split as shown. The single “blue” block (shown on the former map) must remain part of (blue) ED5. This is necessary to avoid slightly diluting Hispanics’ voting strength in (tan) ED2.
EP #48	This tan and blue precinct is situated at the lower left of the map. There is no population in the blue lower half of the precinct. (The split here was introduced to accommodate the wishes of an incumbent council member.)
EP #49	This blue and tan precinct was split to accommodate the wishes of an incumbent council member.
EP #46 & #51	The vertical black boundary between these two precincts are rendered “no longer viable” by other redistricting priorities. I recommend displaying this vertical black boundary as a dashed line, perhaps in red, to indicate that this dashed line must be revised as the new boundary separating #46 and #51 before conducting an election. Specifically, it will be necessary to situate it so as to aligns exactly with where the green #46 ends and the blue #51 begins. That adjustment will redefine the exact geography of each precinct, to assure that all residents of #46 are within ED4 and all residents of #51 are within ED5.

<u>VOTING PRECINCT(S)</u>	<u>MODIFIED (FROM ORIGINAL) AS FOLLOWS</u>
EP #46	Note the single yellow block (at about 3 o'clock). I recommend changing the color of this block from yellow to green, so that any residents of the block appear as residents of ED4 (instead of ED3). The voting precinct boundary can remain exactly as it is now, since the minimal change in Total Population is of no consequence.
EP #106	The red portion must remain part of ED1; the tan portion must become part of EP003 so that its population will be entirely within ED2

APPENDIX B
CITIZEN VOTING-AGE DATA TABLE SUPPORTING
CITY OF PASCO ADOPTED PLAN 3A

Adopted Plan 3a					
City Council District	Total Population (2014)	Deviation From Ideal	Citizen Voting-age Population (2008-12)		
			Total (all groups)	Hispanic	% Hispanic
1	13,948	2.91%	3,982	2,415	60.6%
2	12,907	-4.77%	4,741	2,465	52.0%
3	13,709	1.14%	5,773	1,363	23.6%
4	13,647	0.69%	7,168	1,488	20.8%
5	13,559	0.04%	7,026	1,186	16.9%
Citywide	67,770		28,690	8,917	31.1%
Ideal (11/5):	13,554	+7.68%			
Sources: State of Washington, Office of Financial Management, Official April 1, 2014 population estimate. U.S. Census Bureau, 2008-2012 American Community Survey, Tables B05003 (adjusted for annexations).					

Source: Data table accompanying my Adopted Plan 3a, in Morrison & Associates, "Pasco City Council Districts Memo for the Record 03-19-2014"

Respectfully submitted,



Peter A. Morrison

Peter A. Morrison & Associates, Inc.

November 25, 2022