

Sacramento Redistricting Citizens Advisory Committee

Session 3 – May 9, 2011
Primer #2

Redistricting History

City of Sacramento 2011 Redistricting



Table of Contents

History of Redistricting and Gerrymandering	3
Massachusetts 1821.....	3
Other Examples.....	4
Sacramento Redistricting History	5
1921: Charter Establishes 9-Member Council	5
1970: Charter Amendment Establishing Councilmanic Districts	5
1971: Adoption of Councilmanic Districts.....	6
Map: 1971 Council District.....	7
1981 Redistricting Effort	8
Map: 1981 Council Redistricting	10
1991 Redistricting Effort	11
Map: 1991 Council Redistricting	13
2001 Redistricting Effort	14
Map: 2001 Council Redistricting	15

A Brief History of U.S. Redistricting

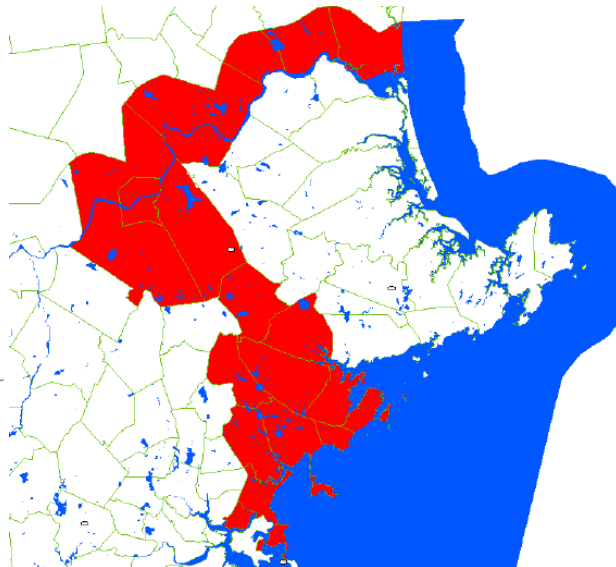
During the colonial period, long before the ratification of the Constitution in 1789, political insiders began to use malapportionment and other electoral structures for particular political gain. Redistricting is no exception, impacting some of the new country's Founders directly. For example, Patrick Henry, who opposed the new Constitution, tried to draw district lines to deny a seat in the first Congress to James Madison – the Constitution's primary author. Henry made sure that Madison's district was drawn to include counties that were more likely to oppose him. The attempt failed, and Madison was elected – but the American gerrymander had begun.

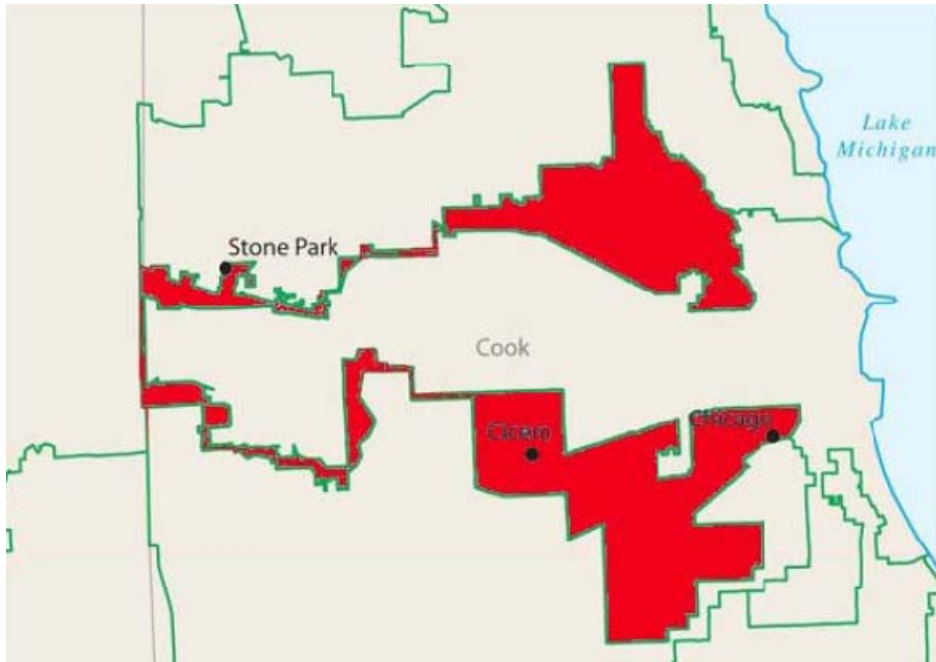
It is ironic that the man who inspired the term “gerrymander” actually served under Madison, the practice's first American target. Just a few months before Elbridge Gerry became Madison's vice president, as the Democratic-Republican governor of Massachusetts, Gerry signed a redistricting plan that was thought to ensure his party's domination of the Massachusetts state senate. An artist added wings, claws, and the head of a particularly fierce-looking salamander creature to the outline of one particularly notable district; the beast was dubbed the “Gerrymander” in the press, and the practice of changing the district lines to affect political power has kept the name ever since.

Generally defined, a gerrymander is a “name given to the process of dividing a state or other territory into the authorized civil or political divisions, but with such a geographical arrangement as to accomplish a sinister or unlawful purpose” (*Nickel v. School Board of Axtell* (1953) 157 Neb. 813 [61 N.W.2d 566, 570].) (Black's Law Dictionary (4th ed. 1957) 816.)

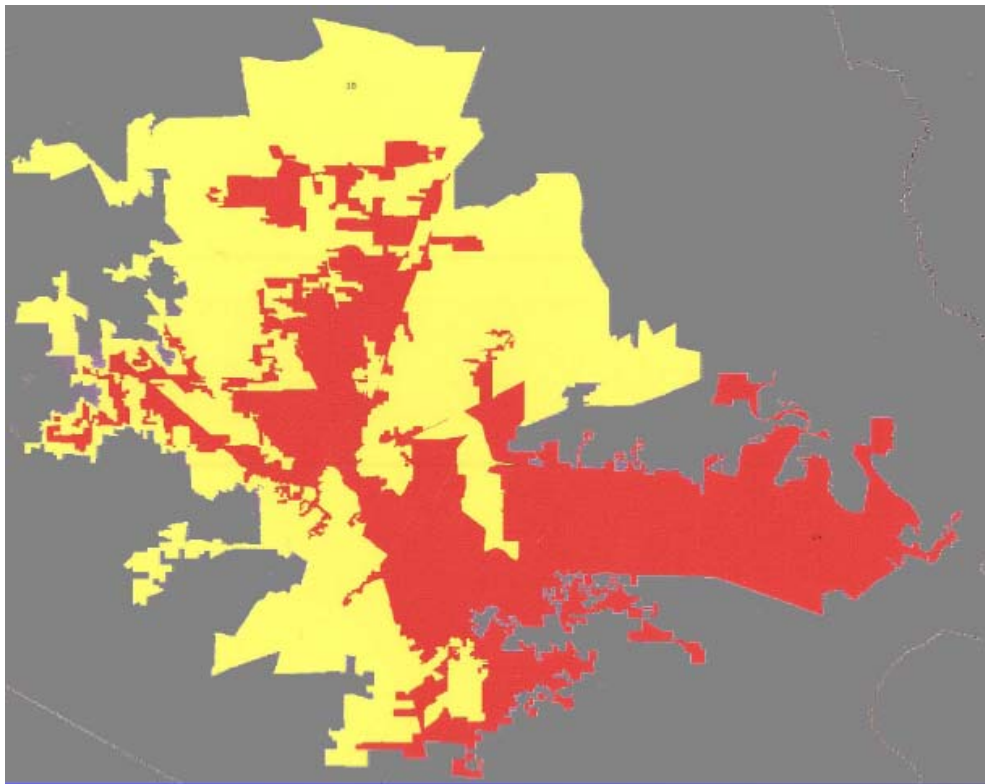


Gerrymander cartoon –
Massachusetts – 1812





Illinois Congressional District – 2001



Houston, Texas Congressional District – 2001

A Brief History of Sacramento Redistricting

1921: City Charter establishes 9-member Council elected at large

The City's current charter dates from 1921. Until 1970, the Council was comprised of 9 members – all elected at large, with the Mayor selected by the Council from its 9 members. The city charter is a unique document that, in many ways, acts like a constitution for the city. The charter can only be amended or repealed by a majority vote of a city's voters.

1969: Formation of Citizens Committee to Establish Council Districts

- Citizens' Committee to establish Council District Boundaries was appointed May 6, 1969 consisting of the following: E. A. Fairbairn, Murle C. Shreck, F. Melvyn Lawson, Philip C. Maring.

November 3, 1970 election

- On a vote of 48,368 Yes and 36,036 No, the voters of the City of Sacramento passed the Measure A:
 - Shall the Charter of the City of Sacramento be amended to provide: for the election of eight City Councilmen from districts; each to be elected by the voters in the district which he shall represent; for the separate city-wide election of the Mayor, who shall serve a four-year term as the ninth member of the Council; for staggered four-year terms of office for Council; for a one-year City residence requirement for the Mayor; for a one-year City residence and six month district residence requirement for members of the Council; and procedures for the establishment of districts and the conduct of elections within said districts?
- The Measure amended the Charter of the City of Sacramento to provide for:
 - o the election of eight City councilmen from districts, each to be elected by the voters in the district which he shall represent;
 - o the separate citywide election of the Mayor; who shall serve a four-year term as the ninth member of the Council;
 - o staggered four-year terms of office for the council;
 - o a one-year City residence requirement for the Mayor;
 - o a one-year City residence and six month district residence requirement for members of the Council;
 - o and procedures for the establishment of districts and the conduct of elections within said districts

December 17, 1970 - RESOLUTION NO, 508

- Resolution declaring the results of votes cast in the special municipal election consolidated with the statewide general election held on Tuesday, November 3, 1970, and authorizing and directing the mayor, the city clerk and the city attorney to submit the amendments of the Sacramento City Charter to the legislature of the State Of California for ratification and approval.

1971 Redistricting Effort

- May 3, 1971: Citizens Committee for Establishing Councilmanic Districts recommended “Alternate District Map No.6 (Revised)” by a unanimous vote.
- May 6, 1971: Council adopted “Alternate District Map No.6 (Revised)” by a vote of 5-3 with 1 abstention.
- The population variance between districts was less than 1%.
- May 18, 1971: Council adopted Ordinance 1970-2986 which established the Council boundaries.

ALTERNATIVE 6 (REVISED) POPULATION – **1971 REDISTRICTING** Adopted by Council May 6, 1971

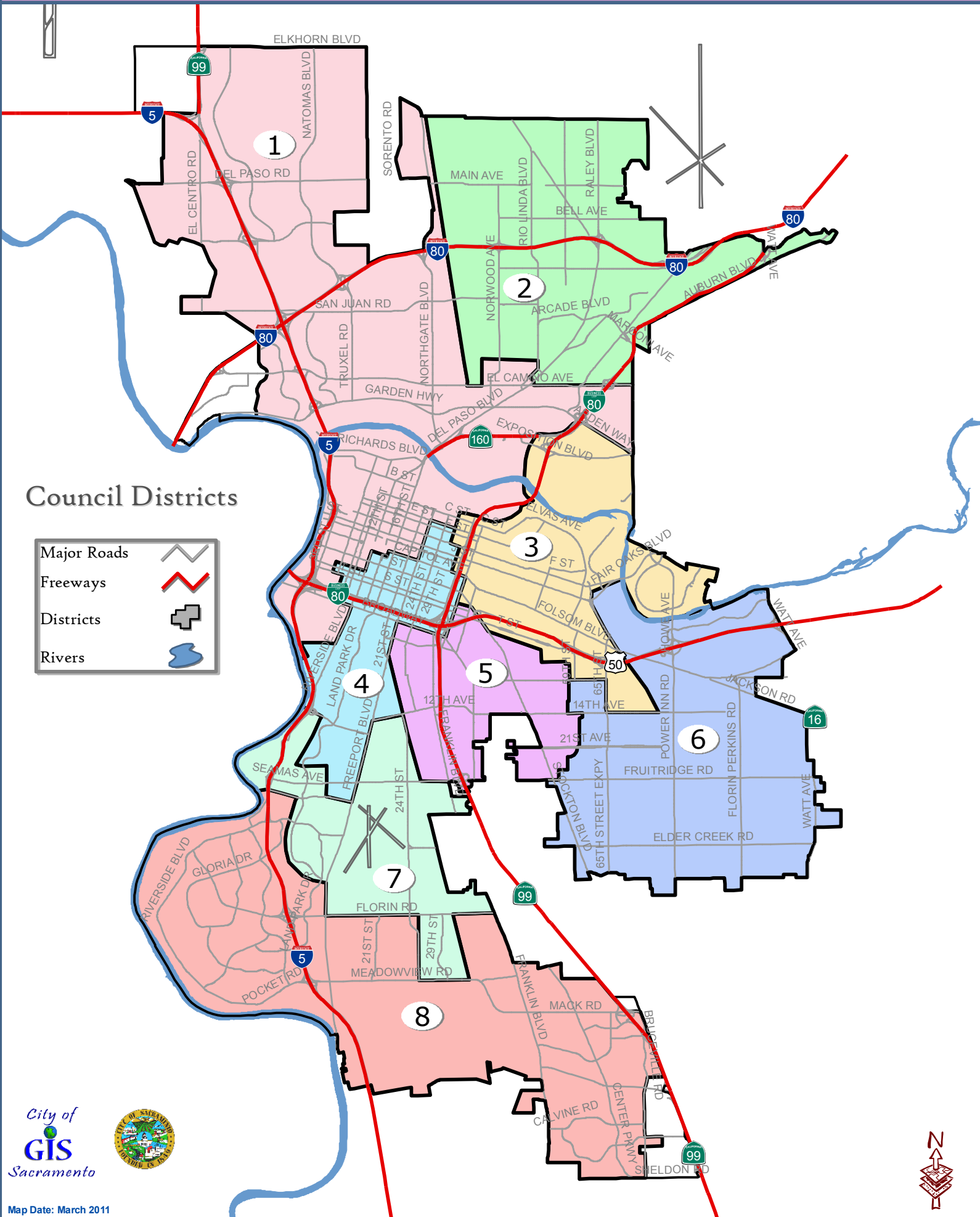
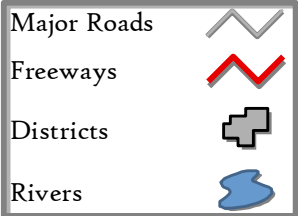
DISTRICT	POPULATION	VARIATION From 31,801	% VARIATION
1	31,773	-28	-0.09%
2	31,679	-122	-0.38%
3	31,847	+46	0.14%
4	31,831	+30	0.09%
5	31,647	-154	-0.48%
6	31,740	-61	-0.19%
7	31,945	+144	0.45%
8	31,951	+150	0.47%
TOTAL	254,413	0	0

September 21, 1971 Election

- First election of a city-wide Mayor
- First election of Councilmembers by district

1971 Council Boundaries

Council Districts



1981 Redistricting Effort

Reapportionment Committee held meetings out in the community.

Committee members were presented a “Do It Yourself Redistricting Kit” and submitted proposals to the Planning staff so that maps can be prepared. The maps would be used for discussion at community meetings.

The Redistricting Kit is intended to help devise Reapportionment Plan for the City of Sacramento for consideration by the Reapportionment Committee. The only additional supplies needed are an adding machine and a colored pen. For the purpose of this exercise, the number of persons for each district should be as close as possible to 33,508 (268,062 divided by 8). Provided in this packet are:

- 1980 census tract map with existing Council districts.
- 1980 population (unofficial estimates) for each Council district by census tract.
- Community area map

10 proposals were received. Of the ten maps submitted only five maps display all proposed Council district boundary lines. There are two staff proposals; a District 7 Committee proposal; a Sacramento Area Black Caucus proposal and a proposal from an individual. The remaining five maps display one district only.

Among the issues discussed:

There was significant discussion regarding the concerns of the Black community and the affect of reapportionment on this population. Represented in these discussions were the NAACP and the Sacramento Area Black Caucus. The following issues were discussed.

- a. The possibility of neutralizing Black political strength in drawing new Council districts.
- b. The possible separation of communities of interest of the County in Census Tracts 44.02, 46.01, 46.02, 45 and 47.
- c. The need to strengthen minority power by keeping this population in a cohesive unit during redistricting.
- d. A request was made to provide a map showing the location and concentration of the Black population throughout the City.
- e. In determining boundaries, consideration should be given toward problem areas or areas experiencing similar needs.
- f. Representatives from the Black community objected to the inclusion of the Natomas and Woodlake areas into District 2. The objection was made because these areas are not well integrated and are more affluent than most areas represented in District 2. It was believed this could erode the power base of the large Black population in District 2 and would give the community of Woodlake an inordinate amount of power over the rest of the district.
- g. Discussion on the possible use of school district boundary lines as a determination of community; maps with school boundaries were provided.

Alternative Staff B (Amended)
POPULATION – 1981 REDISTRICTING
 Adopted by Council April 30, 1981 by Ordinance 1981-025

Council District	1980 Population	Variance from Average	Variance from Average
1	34,449	-19	-0.1%
2	34,881	413	1.2%
3	35,237	769	2.2%
4	34,613	145	0.4%
5	33,578	-890	-2.6%
6	35,248	780	2.3%
7	34,249	-219	-0.6%
8	33,486	-982	-2.8%
TOTAL	275,741	0	0.0%
Average	34,468		

Summary of Council District Boundary Changes – 1981

- Midtown: District 4 shifted eastward to 16th Street; District 3 shifted eastward to Alhambra
- Point West/Cal Expo: District 3 shifted eastward to Business 80 (instead of at the UPRR mainline tracks)
- Swanston Estates shifted from District 1 to District 3
- CSUS shifted from District 6 to District 3
- South Tallac Park shifted from District 6 to District 3
- Maple School Park neighborhood shifted from District 7 to District 5
- Little Pocket and Freeport Manor shifted from District 7 to District 4
- Substantial portions of Meadowview shifted between District 8 and District 7

1981 Council Boundaries

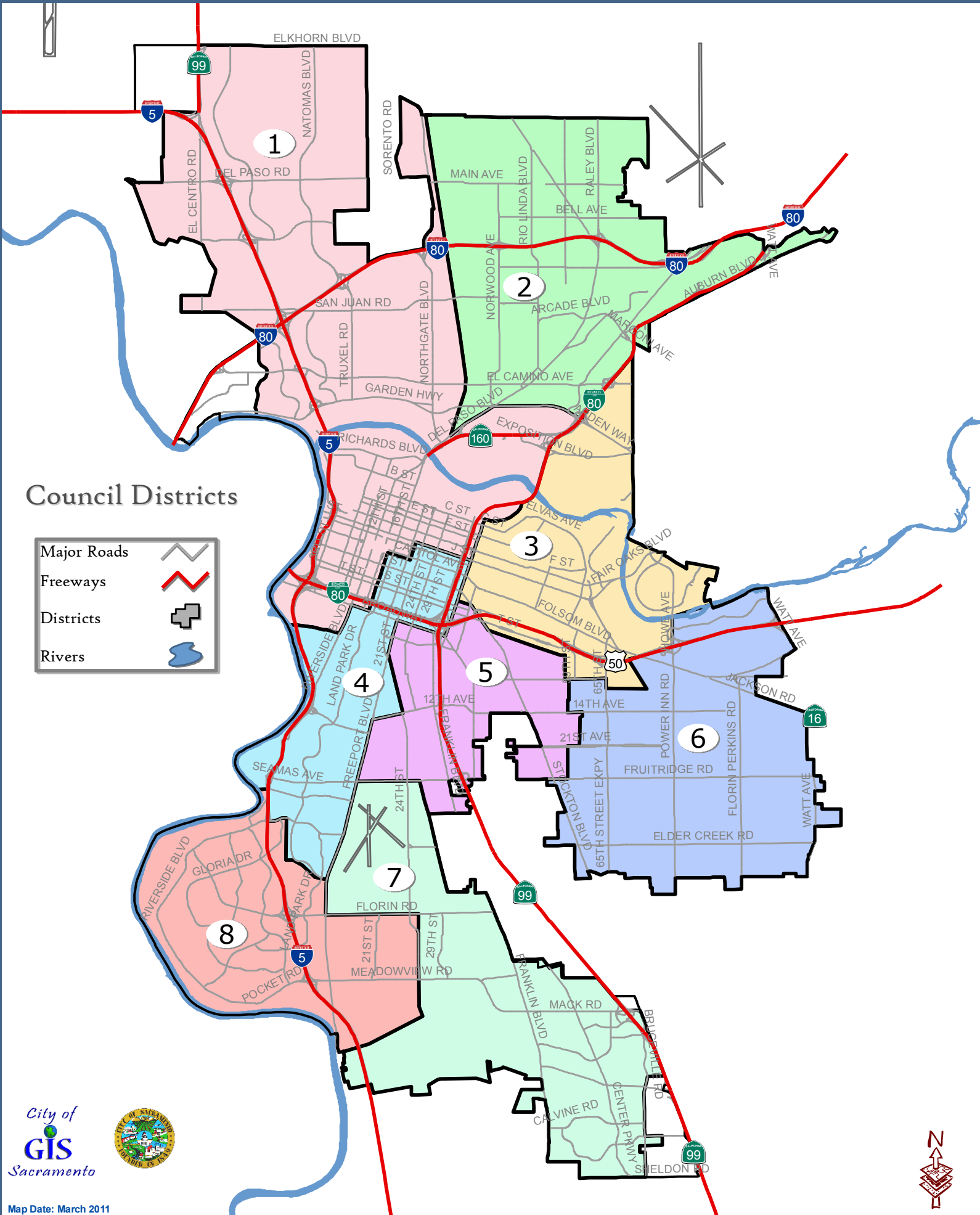
Council Districts

Major Roads

Freeways

Districts

Rivers



1991 Redistricting Effort

- Redistricting hearings involved the full City Council
- Interested parties were provided with a "do-it-yourself" City Council Redistricting kit.
- City population had increased 34% since the last redistricting
 - District 1, 7, and 8 had experienced major growth
 - Districts 3 and 4 needed to substantially expand boundaries to balance population
- 7 maps were submitted by the public, plus 3 maps submitted by Councilmember Kastanis
- Council directed that a base map be selected – rather than adopting “principles for redistricting”.
- Staff was directed to refrain from taking a proactive role in drawing maps; that it would be more appropriate to hear from the various representatives before trying to select a base map
- Community members testified as to “community of interest”
 - Bob Slobe spoke regarding reattaching Woodlake area to the balance of North Sacramento; he noted that they have the same education system, share same infrastructure problems, commercial districts and a lot of historical memories. Mr. Slobe reminded all that it was a part of the same city until 1964, and feels it is important to come back together.
 - A resident of Meadowview testified that Meadowview shares a community of interest: community is lacking health & social service sites (e.g., nutrition; eye exams, socialization, blood pressure exams).
 - River City Democratic Club, stated their goals were to represent the interests of the gay and lesbian community, and to keep Lavender Heights in one district.
 - SOCA testified its desire to keep existing neighborhood associations undivided by districts, and generally to keep the entire Central City represented by a single (or at most two) council districts.
- At the meeting held September 25th, the Council voted to accept the map known as 'Option B', jointly submitted by the Latino Coalition for Fair Sacramento Redistricting/Summit on African American Concerns 1991 Redistricting Project, as the base map. One major change by the Council in this decision was to reverse the numbering of City Council Districts 7 and 8 from what was submitted.
- At the meeting of October 30, 1991, City Council adopted Ordinance 91-084 that amends the Council boundaries. This option reflected the 7/8 flip in order to accommodate an election in Meadowview in 1992 (rather than 1994). Boundaries clarified on November 26, 1991.
- In 1992, Councilmember Terry Kastanis (District 7) faced a recall election (Resolution 92-550), but was successful in retaining his Council seat.

Modified Base Map – Option B
POPULATION – 1991 REDISTRICTING
 Adopted by Council October 30, 1991 by Ordinance 91-084

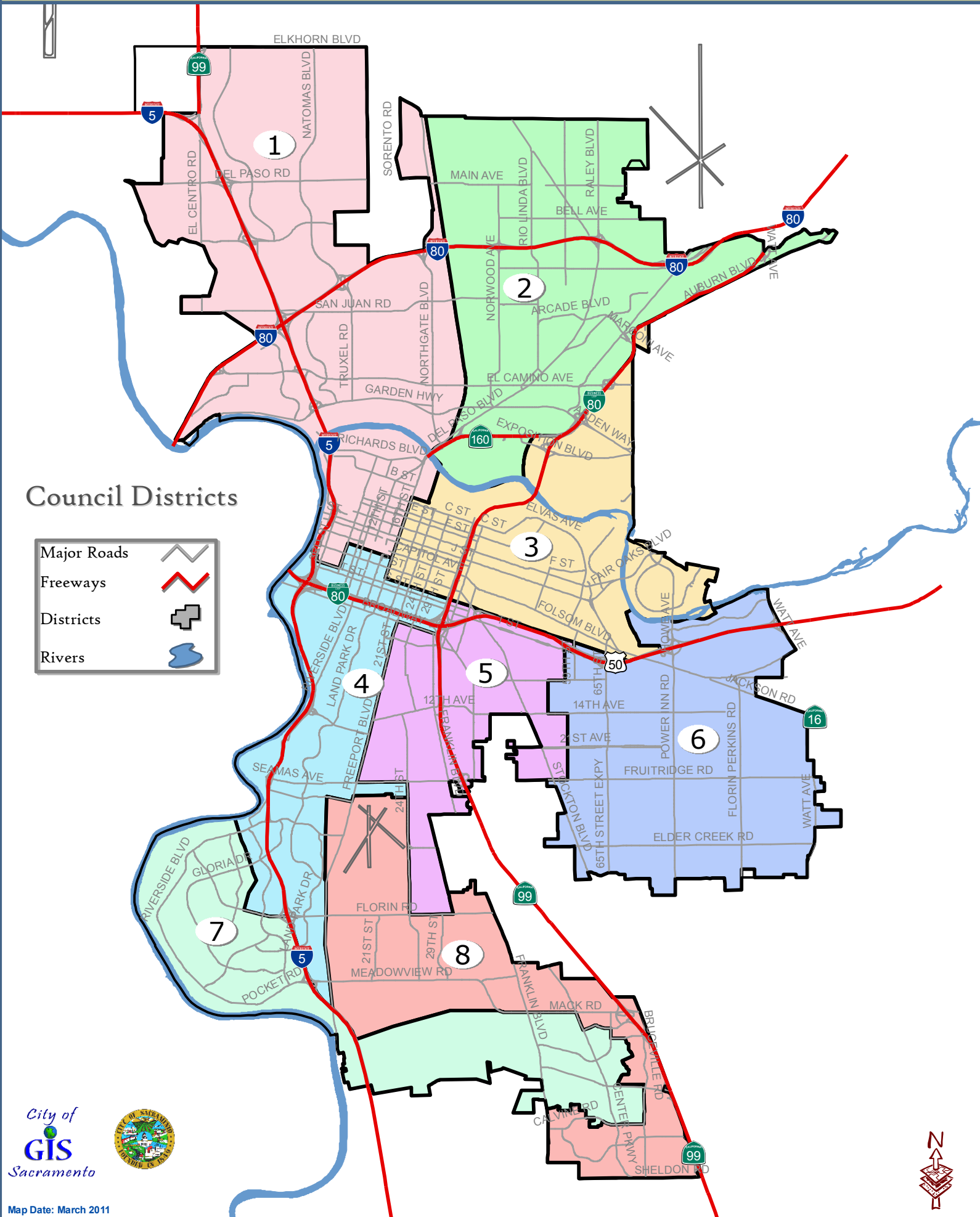
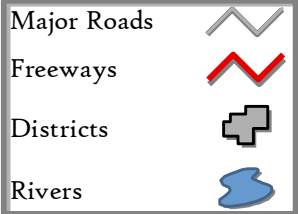
Council District	1990 Population	Variance from Avg	Variance from Avg
1	44,805	-1,366	-3.0%
2	45,590	-581	-1.3%
3	44,293	-1,878	-4.1%
4	45,963	-208	-0.4%
5	46,039	-132	-0.3%
6	47,749	1,578	3.4%
7	46,787	616	1.3%
8	48,139	1,968	4.3%
TOTAL	369,365	0	0.0%
Average	46,171		

Summary of Council District Boundary Changes – 1991

- Willowcreek (River Oaks) annexed into District 1
- Area south of Hwy 160 (Johnson Business Park) shifted from District 1 to District 2
- Midtown (north of Capitol Ave) shifted from District 1 to District 3
- Midtown (south of Capitol Ave to T St) shifted from District 4 to District 3
- Portions of Point West (west of Business 80) shifted from District 1 to District 3;
- Tahoe Park East shifted from District 3 to District 6
- Mangan Park shifted from District 5 to District 4
- Golf Course Terrace / Woodbine shifted from District 7 to District 5
- Z'Berg Park shifted from District 8 to District 4
- Pocket Flip from District 8 to District 7
- Consolidation of Meadowview into District 8
- Parkway shifted from District 7 to District 8

1991 Council Boundaries

Council Districts



2001 Redistricting Effort

- Applying the 2000 census data to the then-existing council districts results in a (pre-redistricting) total deviation across all districts of 34.11 percent (%), calculated with the plus (+) 20.99 percent (%) variation of District 8 and the minus (-) 13.12 percent (%) variation of District 4. The total population of the City of Sacramento for redistricting purposes is 407,018. The target mean population for each district is 50,877.
- The Approved Council District Map (Ordinance 2001-034 – adopted on August 28, 2001) results in a total deviation across all districts of 13.09%, calculated on the +6.79% of District 8 and - 6.30% of District 1.
- The preservation of existing neighborhoods was a major focal point during the deliberations by the City Council. The concern over existing neighborhoods made for difficult policy decisions, as the location, population and configuration of different neighborhoods within the City made it impossible to satisfy the expressed desires of all of the residents voicing neighborhood concerns during the deliberations and public outreach meetings. The City Council, faced with a constitutional mandate of substantial population equality, arrived at the Approved Council District Map through compromise and reconciliation, but in the end could not avoid the division(s) by political boundaries of some neighborhoods over others.

POPULATION – 2001 REDISTRICTING
Adopted by Council August 28, 2001 by Ordinance 2001-034

Council District	2000 Population	Variance from Avg	Variance from Avg
1	47,760	-3,129	-6.1%
2	51,800	912	1.8%
3	51,087	199	0.4%
4	47,807	-3,082	-6.1%
5	50,233	-656	-1.3%
6	50,542	-347	-0.7%
7	53,824	2,936	5.8%
8	54,055	3,167	6.2%
TOTAL	407,108	0	0.0%
Average	50,889		

Summary of Council District Boundary Changes – 2001

- Hagginwood and Ben Ali shifted from District 2 to District 3
- Alhambra Triangle shifted from District 5 to District 6
- North Elmhurst shifted from District 5 to District 6

2001 Council Boundaries

Council Districts

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