

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

**City of Pasco, Washington**

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\*\*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%
<b>Total</b>	<b>77,108</b>	<b>52,034</b>	<b>44,350</b>	<b>27,314</b>	<b>52.5%</b>

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”<sup>1</sup>; 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

<sup>1</sup> 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.<sup>2</sup> 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%.<sup>3</sup> 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.

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

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

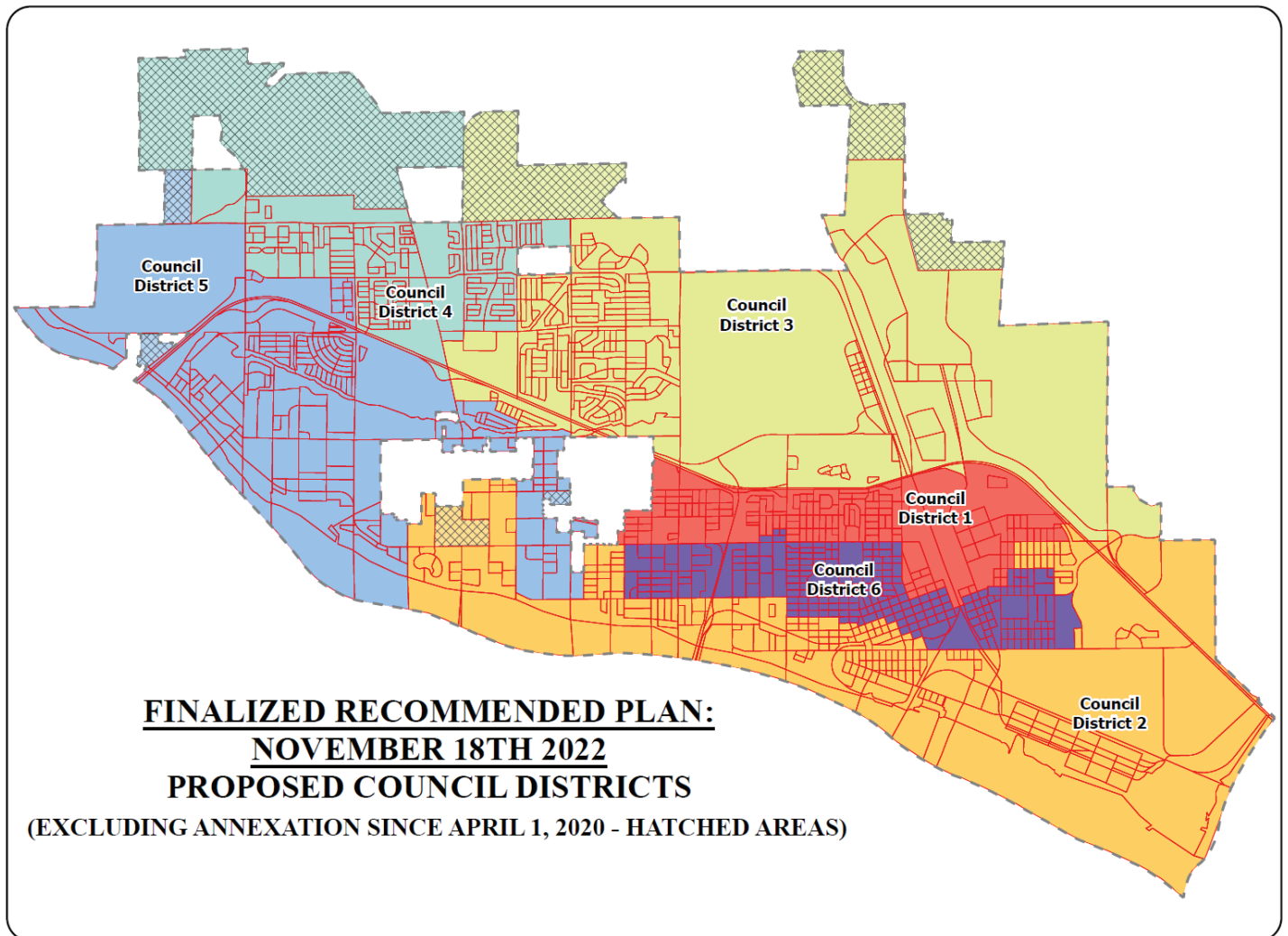
**Table 2. Estimated Hispanic Share of Eligible Voters as of 2021**  
(based upon 2021 American Community Survey estimates)

<b>Hispanics' Indicated Share of Eligible Voters (CVAP) as of 2021</b>										
<b>All persons 18+ (Table B05003)</b>				<b>Hispanic 18+ (Table B05003I)</b>			<b>Non-Hisp. 18+ (by subtraction)</b>			<b>Hispanics' 2021 share of CVAP</b>
<b>Measure</b>	<b>18+ Total</b>	<b>18+ Citizens</b>	<b>% Citizens</b>	<b>18+ Total</b>	<b>18+ Citizens</b>	<b>% Citizens</b>	<b>18+ Total</b>	<b>18+ Citizens</b>	<b>% Citizens</b>	
<b><i>City Total</i></b> <i>(2021 ACS est.)</i>	<b>56,864</b>	<b>45,322</b>	<b>79.7%</b>	<b>28,032</b>	<b>17,167</b>	<b>61.2%</b>	<b>28,832</b>	<b>28,155</b>	<b>97.7%</b>	<b>37.9%</b>
D1 (est.)	8,263	6,586	79.7%	6,302	3,859	61.2%	1,961			<b>58.6%</b>
D2 (est.)	8,580	6,838	79.7%	5,761	3,528	61.2%	2,819		<b>51.6%</b>	
D3 (est.)	8,622	6,872	79.7%	2,832	1,734	61.2%	5,790		25.2%	
D4 (est.)	8,925	7,113	79.7%	3,185	1,951	61.2%	5,740		27.4%	
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		<b>58.6%</b>	
<b><i>City Total</i></b> <i>(2020 Census count)</i>	<b>52,034</b>	<b>41,472</b>	<b>79.7%</b>	<b>27,314</b>	<b>16,727</b>	<b>61.2%</b>	<b>24,720</b>	<b>24,745</b>	<b>97.7%</b>	<b>40.3%</b>

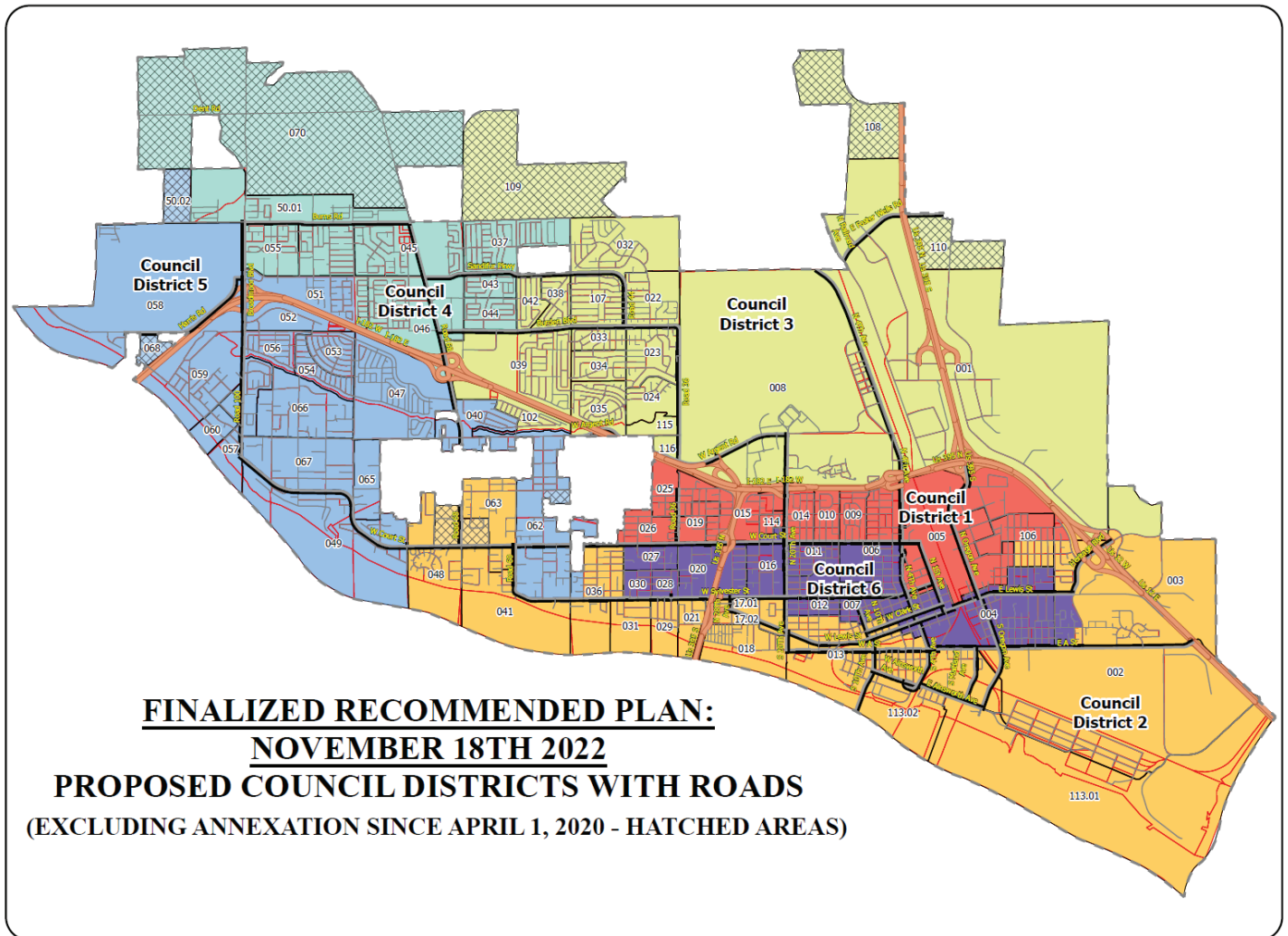
Sources: City totals from 2021 American Community Survey 1-year estimates (accessed at [Censusreporter.org](https://www.censusreporter.org)) and 2020 Census PL94-171 counts. Estimates for districts are benchmarked to 2020 decennial counts of total 18+ population (bottom row).

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 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>
<b>EP #39 &amp; EP #46</b>	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.
<b>EP #102</b>	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.
<b>EP #3</b>	The purple portion of EP #003 must become part of the EP #004, so that its population will be entirely within ED6.
<b>EP #36</b>	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.
<b>EP #48</b>	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.)
<b>EP #49</b>	This blue and tan precinct was split to accommodate the wishes of an incumbent council member.
<b>EP #46 &amp; #51</b>	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>
<b>EP #46</b>	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.
<b>EP #106</b>	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**

<b>Adopted Plan 3a</b>					
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 (1/5):	13,554	+7.68%			
Sources: State of Washington, Office of Financial Management, Official April 1, 2014 population estimate. US 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,




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Peter A. Morrison  
*Peter A. Morrison & Associates, Inc.*

November 25, 2022