



BOSTON CITY COUNCIL

Committee on Census and Redistricting
Bill Linehan, Chair

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REPORT OF COMMITTEE CHAIR

August 20, 2012

Dear Councillors:

The Committee on Census and Redistricting was referred the following docket for consideration:

Docket #0985 – Ordinance Amending City Electoral Districts.

This matter was sponsored by Councillor Bill Linehan and referred to the Committee on June 27, 2012. The Committee held a public hearing on this docket on July 18, 2012. While this was the only hearing on this particular docket, this report reflects more than a year of Committee work, and a total of nine public hearings, nine Committee meetings and four working sessions with various proposed redistricting plans submitted by Councillors and members of the public.

Summary of Legislation

Docket #0985 reflects the following changes to current Districts: *District 1* – Ward Three Precinct Six (3:6) moves to District 2; *District 2* – 3:6 is added, 4:3 and 9:1 move to District 7, and 7:7, 7:8, and 7:9 move to District 3; *District 3* – 7:7, 7:8, 7:9, 7:10, and 13:5 are added, 17:12 and 17:14 move to District 4, *District 4* – 17:12 and 17:14 are added from District 3, and 13:4 is added from District 7; *District 5* – no changes; *District 6* – 10:8 returns to District 6; *District 7* – 4:3 and 9:1 are added, 7:10, 13:4 and 13:5 move to District 3; *District 8* – 10:8 returns to District 6; *District 9* – No changes. (See attached map, ordinance, and data)

Boston's Demographic Changes

The 2010 Federal Census reported that 617,594 people live in Boston, an increase of 28,453 or 4.8 percent. In a trend that began with the 2000 Census, more than fifty percent of residents were people of color (327,282 or 53.0 percent), up from 297,580 or 50.5 percent. The largest group within the non-White population continues to be the Black/African American residents, totaling 138,073 or 22.4 percent a decline of 2,232 or 1.6 percent. As the fastest growing population, Hispanic residents now represent 17.5 percent of the population, up from 14.4 percent in 2000, an increase of 21.5 percent. Asian/Pacific Islander residents now represent 8.9 percent of the population, up from 7.5 percent.

Principles of Redistricting and Committee Goals

Boston is required by law to redistrict every 10 years following the release of Federal Census results. Court cases have established that the acceptable population range to maintain “one person one vote” is 10 percent. Based on the census figures reporting 617,594 people in Boston, the range is 65,190 to 72,052. As a result of the change in population, four current districts (1, 2, 7, and 8) are above the permissible range of five percent from the average of 68,621 people per District. Districts 3, 4, and 6 are below the permissible range. District 5 and 9 are within the range and are not required to change. The Boston City Council consists of thirteen members, four of which are elected at large, and nine are elected by District. Chapter 605 of the Acts of 1982, section 3 states:

Each such District shall be compact and shall contain, as nearly as may be, an equal number of inhabitants as determined by the most recent decennial census, shall be composed of contiguous existing precincts, and shall be drawn to a view towards preserving the integrity of existing neighborhoods.

1. **Equally Populous Districts**

The City Council District-by-District analysis based on the 2010 Decennial Census states on its face that the districts must be reapportioned due to changes in population throughout the City of Boston. Thus, in order to comply with the one person – one vote standard found in Reynolds v. Sims, 377 U.S. 533 (1964), a redistricting plan must be recommended by the Committee and voted upon by the Council. In Sims, the Court determined that, under the Fourteenth Amendment's equal protection clause, a "one person, one vote" standard must be achieved in any redistricting plan. While the federal cases originally imposed such plans on congressional and state-elected representative districts, the same reasoning and law applies to a municipality when redistricting its legislative body. The Sims Court stated that

while we do not intend to indicate that decennial reapportionment is a constitutional requisite, compliance with such an approach would clearly meet the minimal requirements for maintaining a reasonably current scheme of legislative representation. at 588.

The Council not only must comply with federal standards governing one person – one vote, it must also comply with similar standards imposed by the Massachusetts Constitution Amended Article 101 and St. 1982 Chapter 605 Section 3. These provisions require that the electoral districts should be as nearly equal in population as practical. Thus, an equal number of inhabitants as nearly as possible shall be composed of contiguous existing precincts, Trustees of Boston University v. Board of Assessors of Brookline, 11 Mass. App. Ct. 325, (importing "actual contact, something that adjoins ... or touching along boundaries" at 328)¹ and shall be drawn with a view toward preserving the integrity of existing neighborhoods (St. 1982Chapter605, Section 3.)

Thus, the 2010 decennial Census, which determined that 617,594 inhabitants reside in the City of Boston, shall contain nine council districts with a norm of 68,621 inhabitants. The case law allows a variance between districts of no more than 10 percent. An acceptable high norm council District can contain a maximum of 72,052 persons and the lowest acceptable number of inhabitants in a District will be 65,190 persons. The Courts have used the term "substantial equality requirement" to allow for a total maximum deviation of less than 10 percent, without more, does not constitute a Constitutional violation and requires no justification. Voinovich v. Quilter, 507 U.S. 146 (1993); White v. Regester, 412 U.S. 755 (1973).

With respect to standards for local redistricting, it was stated above that the federal cases ought to be followed when determining one person – one vote principles and substantial equality. The Courts have stricken municipal plans with variances from one district to another including a maximum deviation of 132 percent. Board of Estimate v. Morris, 489 U.S. 688, 703 (1989) and upholding an 11.9 percent total maximum deviation for a county board of supervisors, Abate v. Mundt, 403 U.S. 182 (1971); and Latino Political Action Committee, Inc. v. City of Boston, 568 F.Supp. 1012 (1983) striking down a 23.6% total maximum deviation in Boston City Council districts. See also, Black Political Task Force v. Connolly, 679 F. Supp. 109, 114 (D. Mass. 1988, 3 Judge Court) where a plan that includes no districts with inhabitants no more nor less than 5 percent of the norm of inhabitants, the plan does not violate Sims.

2. Majority Minority Districts

Section 2 of 42 U.S.C. Section 1973 ("the Voting Rights Act") prohibits the use of an electoral system including the constituting of districts that denies minority voters an equal opportunity to elect candidates of their choice. Latino Political Action Committee v. City of Boston, 609 F. Supp. 79 (D. Mass., 1985) aff'd 784 F. 2d 409 (First Circuit, 1986).

The Committee reviewed the guidelines adopted by the 1992-1993 Redistricting Committee. These Guidelines were delineated in S. Rep. No. 417, 9th Cong., 2d Sess. 27, reprinted in 1982 U.S. Code Cong. & Ad. News 206-07. These Guidelines were further set forth in Latino.

- (1) The extent of any history of official discrimination in the state or political subdivision that may have touched the right of the members of the minority group to register, to vote, or otherwise to participate in the Democratic process.
- (2) The extent to which voting in the elections of the state or political subdivision is racially polarized.
- (3) The extent to which the state or political subdivision has used unusually large election districts, majority vote requirements, anti-single shot provisions, or other voting practices or procedures that may discriminate against the minority group.
- (4) If there is a candidate slating process, whether the members of the minority group have been denied access to that process.

¹ Districts can be contiguous by a body of water, Lamson v. Secretary of the Commonwealth, 341 Mass. 264, 274-76 (1960)
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- (5) The extent to which the members of the minority group in the state or political subdivision bear the effects of discrimination in such areas as education, employment and health, which hinder their ability to participate effectively in the political process.
- (6) Whether political campaigns have been characterized by overt or subtle racial appeals.
- (7) The extent to which members of the minority group have been elected to public office in the jurisdiction.
- (8) Whether there is a significant lack of responsiveness on the part of elected officials to the particularized needs of the members of the minority group.
- (9) Whether the policy underlying the state or political subdivision's use of such voting qualification, prerequisite to voting, standard, practice, or procedure is tenuous.

The Redistricting Committee also considered that 42 U.S.C., Section 1973 section 2(b), section 2(a) is violated if:

Based on the totality of circumstances it is shown that the political processes leading to nomination or election in the State or political subdivision are not equally open to participation by members of a class of citizens protected by sub section (a) of this section in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice.

The Court of Appeals in the Latino case said "Boston's history of discrimination in the area of voting rights was less egregious than in certain other parts of the country."

In fact, Boston's minority citizens had long actively participated in the electoral process. The [District] Court found that Boston does not follow practices (such as candidate slating processes) that tend to minimize the impact of minority votes; it follows some practices (such as permitting bullet voting) that may increase minority influence; and Boston has recently changed its voting system to one of District selection, a fact that should help increase minority voter influence.

Section 2 of the Voting Rights Act of 1965 prohibits a political subdivision from proposing any voting qualifications or prerequisites to voting, or any standards, practices, or procedures that result in the denial or abridgment of the right of any citizen to vote on account of race or color and that violations are determined on the totality of circumstances. This was the fundamental issue in Thornburg v. Gingles, 478 U.S. 30, (1986) which focused on a claim concerning voter minority representation in multi-member districts. Although this issue is not present in the proposed plans for the Boston City Council districts, the principles evoked in this case must be considered when drawing single member District plans. A reviewing court must consider the "totality of circumstances" and determine whether the political process is equally open to minority voters. Gingles. That opinion went on to cite the above-referenced Senate Judiciary Committee Majority Report. The Gingles Court held that under the totality of circumstances where racially polarized voting existed, there was a legacy of official discrimination in voting matters, education, housing, employment and health services as well as a persistence of campaign appeals to racial prejudice. The Court therefore found that cohesive groups of black voters were denied the opportunity to participate equally in the political process and to elect candidates of their choosing.

In Bartlett v. Stickland, 566 U.S. 1, (U.S. 2009), the Supreme Court ruled that only when a geographically compact group of minority voters could form a majority in a single-member district has the first Gingles requirement been met. The Supreme Court ruled that Section 2 of the Voting Rights Act does not protect any possible opportunity where minority voters could work with other constituencies to elect a candidate of choice. In Stickland, the Court affirmed that the Voting Rights Act does not require the redrawing of district lines to allow a racial minority group to feasibly join with crossover votes to elect the minority's candidate choice. The Court in Stickland applied a strict numerical standard and rejected the argument that in order to comply with Section 2 of the Voting Rights Act crossover districts must be created to protect minority voters' opportunity to elect representatives of their choice.

Re-Precincting

As much as redistricting itself is a challenging task, the process is inextricably linked to the configuration of the 254 precincts in the City of Boston. Boston has been exempted from mandatory re-precincting. As a result, precincts have not been redrawn in many years. The result is that there are some precincts that have as few as 600 inhabitants while others exceed 6,000 people. Added to the challenge is that when the precinct lines were drawn, they had ties to the community structure, neighborhood boundaries, and commonalities present at that time. Since then, housing patterns, neighborhood or community composition, definitions, and characteristics have changed radically. However, since the state has already completed its redistricting process, it is impossible for Boston to go back and re-precinct. Even if it were done, it would only be effective for the City elections, and voters would have to go back to the "old" precincts for state and federal

elections – causing even greater confusion. The Mayor and City Council have passed a Home Rule Petition to require decennial re-precincting beginning in 2020, which is awaiting action by the legislature.

Deadline for Action

In order for an individual to run for a District City Council seat, he/she must have lived in the district for 12 months prior to the date of the upcoming municipal election. The next regular municipal election will be on Tuesday, November 5, 2013. Therefore, the City Council and Mayor must have passed the ordinance before November 5, 2012. Failure to do so could result in a Court challenge based on any changes made to Council districts. By charter, the Mayor has 15 days to review and sign or veto ordinances passed by the City Council. The Mayor would need to receive the ordinance by Sunday, October 21. In actuality, he would need to receive it earlier than that to provide for as much notice to residents contemplating running for office, and time for the Council to make revisions in the event of a veto. Action on this plan would provide enough notice for those interested in running for City Council in the next municipal election.

Committee Process in 2011 and 2012

The Boston City Council is mandated by law to redistrict every ten years following the release of the Federal Census results. Section 18 of the City Charter requires that each district be compact, contain an equal amount of inhabitants, and be composed of contiguous existing precincts. The Committee on Census and Redistricting began the task of redistricting in May of 2011. Throughout the redistricting process, the Committee held a total of nine public hearings. In recognizing the importance of gathering information from the public regarding district configuration, the Committee held six of the nine public hearings in city neighborhoods. The Committee also held meetings and working sessions where priorities and map proposals were discussed by the Councillors and attended by the public. Issues identified by the public as priorities for consideration by the members included: keeping neighborhoods whole where possible; keeping communities of interest together; proportional representation for people of color; keeping wards together where possible; retaining the current councillor as their representative; and the creation of a fifth majority non-White district.

At the hearings, working sessions and meetings, the members discussed the priorities identified by the public at the neighborhood hearings as well as the requirements for redistricting. The members reviewed various proposals introduced by Councillors. During meetings held in 2011, the members reviewed the population shift and its impact on the City with the growth occurring in the northern portion of the City. As a result, the northern districts (Districts 1, 2, 7, and 8) to lose population and the three southern districts (Districts 3, 4, and 6) to add population. The members placed an emphasis on the Committee's objective of keeping neighborhoods together where possible. The members also recognized the importance of communities of interest and maintaining or increasing proportional representation of non-White residents. The creation of a additional majority non-White districts was also discussed.

At the working sessions and meetings, councillors presented plans and discussed proposed changes. I requested district councillors to present maps of the district such councillor represents based upon the requirements and the priorities discussed at hearings. The councillors reviewed their proposals. The proposals reflected population requirements, the objective of keeping neighborhoods whole where possible and strengthening the majority non-White districts.

Throughout the late fall of 2011 and spring of 2012, the Committee had many public meetings and working sessions as well as several public hearings. Proposals were discussed and revised. Some of the proposals were submitted as formal dockets for City Council Committee consideration. Descriptions of the formal submissions are below. In addition to the general discussions on proposals, two areas of special concern were reviewed: the addition of one or more majority non-White districts and possible splitting of precincts or creation of sub-precincts. Details of those discussions are below as well.

Creation of Additional Majority non-White Districts

Councilor Yancey presented a map that would create six majority non-White districts by attempting to link communities of color together. Under his proposal, District One would be a new district of color, Chinatown would become part of District One and Charlestown would become part of District Eight. Councilor Yancey stated that Districts One, Three, Four, Five, Six and Seven would be majority non-White districts under his map. Members expressed concerns that Councilor Yancey's proposal would split the neighborhoods of West Roxbury, Hyde Park, Jamaica Plain and Mission Hill.

At the request of the Committee, central staff created a map with five majority non-white districts based solely upon residents and not taking into account neighborhoods or other factors such as voting age. The statistics and demographics of the five majority non-white districts map were reviewed and discussed by the Committee. Under the five majority non-white districts map, District Six would become a majority people of color district and District Five would remain a

majority people of color district. The members discussed this map and its implications. Members expressed objections to this map because it would dilute and weaken the non-white majority vote and would split the Roslindale neighborhood in half. The members emphasized that keeping neighborhoods together where possible is a priority and the map consisting of five majority non-white districts would sacrifice other priorities including keeping neighborhoods together and would weaken the four majority non-White districts.

Splitting Precincts/Creation of Sub-Precincts

The Committee discussed the process for dividing precincts and the impact on election administration. Section 18 of the Boston City Charter provides that Council districts must be composed of contiguous existing precincts; therefore, splitting a precinct would require a home rule petition. The Committee also discussed the process for creating sub-precincts. The Board of Election Commissioners ("Board") for the City of Boston has the sole authority and discretion to redraw precinct lines and create sub-precincts when it is necessary for the proper conduct of elections. If the Board created sub-precincts, such sub-precincts would only apply to municipal elections potentially causing confusion issues for voters. According to the Election Department, sub-precincts would lead to increased costs for elections and problems with voting databases.

Public Comment Overview

In reviewing the comments from public testimony, several common themes have emerged from the hearings. Residents spoke about issues that were important to them for the members to consider regarding district configuration. Residents also expressed appreciation for having public hearings in the neighborhoods and meetings open to the public. The common themes expressed by residents include keeping neighborhoods whole where possible, keeping communities of interest together, proportional representation for people of color, keeping wards together where possible, incumbency and the creation of a fifth majority non-White district. Many residents also expressed an interest in retaining their current district councilor because of familiarity with issues that may be unique to a particular district and because the residents established a working relationship with their current district councilor. The public testimony overwhelmingly focused on keeping neighborhoods together. In particular, the testimony specifically referred to keeping the neighborhoods of Chinatown, West Roxbury, Roxbury, Mission Hill, Mattapan and Roslindale united. Some residents of Mattapan stated that the neighborhood has benefitted from dual representation.

Some public testimony urged the Council to maintain the current four strong majority non-White districts and to ensure equal representation for all residents. Other testimony discussed the changing demographics in the City and urged the members to explore creating a fifth majority non-White district in order to increase opportunities for historically underrepresented groups. Residents of Chinatown expressed support for keeping the Chinatown precincts together. Various advocacy groups formed a coalition, known as the Coalition of Color ("Coalition"), and developed a plan with the objective of creating opportunities for people of color. The plan proposed by the Coalition changes the borders of Districts Three and Four with the objective of unpacking District Four.

Plan Overviews

The information gleaned from the preliminary public hearings around the City earlier last year provided the Committee with information on public priorities for changes to Council Districts. In late 2011, I filed a plan to begin the formal discussion on what the map would look like. As a result of conversations with the public and many public Committee meetings, many plans were presented and some were filed as formal dockets with the Committee. Tremendous consideration was taken by many in creating these different options.

Below is a summary of the different plans that had been formally offered by Councillors and assigned to the Committee on Census and Redistricting:

- ***Linehan Plan (2011 – #1591/2012 - #0130):*** The plan originally proposed in December of 2011, and carried over into 2012 would have moved 3:6 from District 1 into District 8, moved 7:9 and 8:6 from District 2 into District 3, moved 4:2 from District 2 into District 7, moved 7:10 and 13:5 from District 7 to District 3, moved 13:1 and 13:4 from District 7 into District 4, moved 17:14 from District 3 to District 4, moved 18:21 from District 5 into District 4, moved 20:3 from District 6 into District 5, moved 11:5 from District 7 to District 6, moved 10:4 and 10:8 from District 8 into District 6, moved 4:7 from District 8 to District 7, and left District 9 intact. (15 precincts) The councilors emphasized the importance of keeping neighborhoods whole and suggested that changes should be made to the proposal to accomplish this objective. In particular, the councilors referred to keeping West Roxbury, Mission Hill, Roxbury and Mattapan whole where possible. The plan was placed on file in May 2012.
- ***Jackson-O'Malley Plan (2012 - #0498):*** The plan would have moved 3:6 from District 1 into District 2, moved 7:8 and 7:9 from District 2 into District 3, moved 7:10 and 13:5 from District 7 to District 3, moved 8:2 from

District 2 to District 7, moved 13:4 from District 7 into District 4, moved 17:12 and 17:14 from District 3 into District 4, moved 10:8 from District 8 into District 6, and left Districts 5 and 9 intact. (10 precincts) This plan met the population requirements, and continued shared representation of some neighborhoods, but did not split additional neighborhoods.

- **Linehan Plan (2012 - #0656):** The plan would have moved 3:6 from District 1 into District 2, moved 7:8 and 7:9 from District 2 into District 3, moved 4:2 from District 2 to District 8, moved 8:6, 7:10 and 13:5 from District 7 to District 3, moved 8:2 from District 2 to District 7, moved 13:2 and 13:4 from District 7 into District 4, moved 17:12 and 17:14 from District 3 into District 4, moved 10:4 and 10:8 from District 8 into District 6, and left Districts 5 and 9 intact. (14 precincts) I filed this plan based upon the discussions from hearings and the public comment received. This proposal would move the southern districts north due to population changes. Some members expressed concerns about this submission because it split neighborhoods and communities of interest.
- **Yancey Plan (2012 - #0757):** The plan would have moved all of Ward 2 (7 precincts) and 3:1, 3:2, 3:3, 3:4 from District 1 to District 8, and moved 3:7, 3:8, 5:1, and 9:1 from District 2 to District 1 creating a fifth majority non-White district. In addition the plan would have moved 4:4, 4:5, 4:8, and 9:2 from District 7 into District 2, moved 4:6 and 4:7 from District 8 into District 2, moved 7:8, and 7:9 from District 2 into District 3, moved 7:10 and 13:5 from District 7 to District 3, moved 13:4 from District 7 into District 4, moved 18:3 and 18:21 from District 5 into District 4, moved 11:7, 11:8, 19:7, 19:12 from District 6 into District 5, moved 11:5 from District 7 into District 6, moved 10:3, 10:4, 10:5, and 10:8 from District 8 into District 6, and moved 21:3 from District 9 into District 8. (38 precincts) This plan would create a fifth majority non-White voting age district by moving Charlestown into District 8 and making District 1, now consisting of East Boston, and Chinatown, a new majority non-White district. As a result there would be significant changes to most other districts, except Districts 4 and 9.
- **Murphy Plan (2012 - #0758):** The plan would have moved 3:6 from District 1 into District 2, moved 7:8 and 7:9 from District 2 into District 3, moved 4:2 from District 2 to District 7, moved 7:10 and 13:5 from District 7 to District 3, moved 8:2 from District 2 to District 7, moved 13:1 and 13:4 from District 7 into District 4, moved 18:3 and 18:21 from District 5 into District 4, moved 11:8, 19:7, 19:12 from District 6 into District 5, moved 11:3 and 11:5 from District 7 into District 6, moved 10:8 from District 8 into District 6, and left District 9 intact. (17 precincts) The plan would reunite Mattapan and Lower Mills. Some councillors argued that it would severely split neighborhoods, including the neighborhood of Jamaica Plain.
- **Linehan Plan (2012 - #0985):** The plan would have moved 3:6 from District 1 into District 2, moved 7:7, 7:8, and 7:9 from District 2 into District 3, moved 4:3 and 9:1 from District 2 to District 7, moved 7:10 and 13:5 from District 7 to District 3, moved 13:4 from District 7 into District 4, moved 17:12 and 17:14 from District 3 into District 4, moved 10:8 from District 8 into District 6, and left Districts 5 and 9 intact. (12 precincts) Councilors expressed support for the docket because it addresses population requirements, keeps neighborhoods whole where possible and is a combination of other proposals. Others expressed concerns over splitting of neighborhoods.
- **Jackson Plan (2012 - #0986):** The plan would have moved 3:6 from District 1 into District 8, moved 7:8 and 7:9 from District 2 into District 3, moved 7:10 and 13:5 from District 7 to District 3, moved 13:4 from District 7 into District 4, moved 17:12 and 17:14 from District 3 into District 4, moved 10:8 from District 8 into District 6, moved 4:7 from District 8 into District 7, and left Districts 5 and 9 intact. (10 precincts) This plan was similar to the earlier Jackson-O'Malley plan but differed in that District 8 would add 3:6 instead of District 2, and would lose 4:7 to District 7.

Plan Presented for Approval – Docket #0985 & Rationale for Action

The plan presented is a compromise solution to an enormously complex problem. The plan conforms to the legal requirements that all districts are equally populous, composed of contiguous existing precincts, and as compact as they can be drawn “with a view toward preserving the integrity of existing neighborhoods.”

The Plan which I am recommending for passage in this Committee Chair Report is Docket #0985.

The new City Council Districts range in size from a low of 65,853 in District 5 to a high of 71,516 in District 9, a total variance of 8.2 percent from the norm of 68,621. The population of people of color ranges from a high of 95.3 percent in District 4 to a low of 31.6 percent in District 2. This Plan moves 12 precincts.

Based on overwhelming resident testimony, the focus of the Committee's work was on neighborhoods. Individuals throughout the City identified themselves and what they sought from the City for services and how they wanted to be represented by neighborhood.

As was mentioned above, the change in demographics has not been consistently experienced across the City even though the total population of people of color has surpassed the 50 percent mark. The Committee looked at where the greatest shifts in minority population have occurred in the districts as they are currently configured to evaluate the possibility of increasing the number of majority non-White districts in the City. The fastest growing populations are the Asian/Pacific Islanders and the Hispanics. These residents have moved into precincts throughout the City, with some larger concentrations in distinct areas, but not in strong enough numbers to redistrict without dramatic shifts in District lines.

Reducing the number of precincts being moved and reducing the number of split voting locations was viewed as a way to help reduce voter confusion and assist voter participation. Below are the summaries of the changes this Plan makes to the current City Council districts.

District 1 – Charlestown, East Boston, North End, City Hall (removes City Hall)

Due to the configuration of District 1, options for change, required by the high population in the District, were limited. The only change to District 1 moves the City Hall/Islands precinct (3:6) to District 2. Any other option would divide the North End neighborhood.

District 2 – Chinatown, Dorchester, South Boston, South End (adds City Hall, removes Dorchester)

The plan makes changes to District 2, which had the highest population above the permissible population range, at 74,069. Representation of the South End continues to be shared by several Councillors. Two precincts in the South End (4:3, 9:1) move into District 7, which already has several South End precincts. The City Hall precinct (3:6) would be added to the District. Two Dorchester precincts (7:8 and 7:9) representing the Polish Triangle, as well as 7:7 (Carson Beach - South Boston), move into District 3.

District 3 – Dorchester – Columbia Savin Hill, Meeting House Hill, Jones Hill, Fields Corner, Neponset, Port Norfolk, Cedar Grove, Lower Mills, Clam Point, Harbor Point (loses some of Lower Mills)

With the lowest population in the current district configuration at 60,853, the plan makes several changes to District 3. Two precincts in the Lower Mills area (17:12, 17:14) become part of District 4. The plan adds three precincts from Ward 7 (7:7, 7:8, 7:9) to the northern part of the District from District 2. In addition the plan would add 7:10 and 13:5, both portions of Dorchester, from District 7.

District 4 – Dorchester – Franklin Field, Codman Square; Mattapan (adds Lower Mills)

In addition to the two new Lower Mills precincts added from District 3 (17:12, 17:14), the Plan also adds an additional Dorchester precinct, 13:4, to the northern part of the District. District 4 already represents part of Lower Mills.

District 5 – Roslindale, Hyde Park, Mattapan

No changes. District 5 demonstrated the most marked change in the increase of people of color in any district, jumping from 21.2 percent in 1990 to 48.3 percent in 2000. Based on the dramatic changes already occurring in Roslindale and Hyde Park, it made sense to develop a new majority non-White district in District 5. Based on the current trends for Roslindale and Hyde Park, the district's minority population will increase further in the future. District 5 now includes 18:3, 18:5, and 18:21 from District 4. Roslindale remains united so that at least at the local level, the residents have one person to go to. West Roxbury is re-united by returning 20:3 and 20:7 to District 6. The changes bring the voting age population of people of color to 50.5 percent while only moving 7 precincts.

District 6 – Jamaica Plain, West Roxbury

As currently configured, District 6 was slightly below the permissible range for population. In order to unite Mission Hill, 10:8 returns to District 6.

District 7 – Fenway, Roxbury, South End

District 7, with a population above the permissible range, needed to lose precincts in order to be within the population range. Precincts 4:3 and 9:1 move from District 2 to District 7, maintaining the shared representation of the South End. Precincts 7:10, 13:5 (to District 3) and 13:4 (to District 4) move to the two Dorchester districts.

District 8 – Beacon Hill, Back Bay, Fenway, Mission Hill, West End

District 8 is slightly above the permissible range. In order to be within the range, 10:8 returns to District 6 and Mission Hill continues to have shared representation on the City Council.

District 9 – Allston/Brighton

No changes.

Acknowledgements

This process has been a long and difficult one that began last year with meeting in the neighborhoods to understand the resident's priorities in redistricting. I would like to thank the members of the Committee for their commitment to maintain the openness of the redistricting process. Every Councillor wanted to keep the precincts they currently represent. In addition, I want to thank the Councillors, when faced with difficult choices, for participating in the Committee process to work to find a resolution, even if not ideal for them, that fulfilled the Committee's goals to the extent possible. John Donovan and Geraldine Cuddy, from the Boston Election Department, provided guidance on specific precincts across the City. The ability to provide specific and accurate data and maps would not have been possible without the extensive and responsive assistance of the Claire Lane and Bill Toussaint from the Department of Innovation and Technology's GIS Division. The Council's ability to take on the redistricting process itself, instead of handing it over to someone else, would not have been possible without the commitment of the Committee's Liaisons, Christine O'Donnell and Kevin Parker, to coordinate the public process and and Council Staff Director, Ann Hess Braga, to run whatever numbers and maps requested.

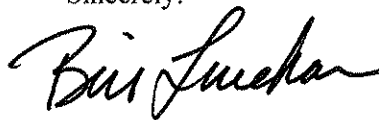
Committee Chair Recommendation

This Committee has embarked on fulfilling the goals of legal compliance, creating or preserving neighborhood unity where possible, accounting for the demographic shifts, and limiting disruption for voters. The Committee fulfilled its commitment to a public process by conducting redistricting hearings throughout the neighborhoods of the City of Boston, taking testimony from an array of interested persons, and conducting several public meetings in City Hall. The attached plan embodies the fulfillment of the Committee's redistricting goals, public comment, and Councillor concerns.

Committee Chair Recommended Action

As Chair of the Committee on Census and Redistricting, I recommend moving the listed docket from the Committee to the full Council for discussion and formal action. At that time, my recommendation to the full Council will be that the matter ought to pass for the reasons stated above.

Sincerely:



Bill Linehan, Chair

Committee on Government Operations

Attachments