

FINAL REPORT

Recommendations of the 2021-2022 Reapportionment Advisory Committee of Pittsburgh City Council

Submitted to Pittsburgh City Council on June 3, 2022

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I. The Reapportionment Advisory Committee and the Process of Reapportionment

Reapportionment Advisory Committee

In September of 2021, Council President Theresa Kail-Smith solicited names from all nine members of City Council to serve on Pittsburgh City Council's Reapportionment Advisory Committee (RAC). The following nine residents were named to serve on the committee.

- **Schuyler Sheaffer**, nominated by Councilman Bobby Wilson to represent District 1
- **Jonathan Alexander**, nominated by Councilwoman Theresa Kail-Smith to represent District 2
- **Robert Charland**, nominated by Councilman Bruce Kraus to represent District 3
- **Black Plavchak**, nominated by Councilman Anthony Coghill to represent District 4
- **Matthew Singer**, nominated by Councilman Corey O'Connor to represent District 5
- **Daniel Wood**, nominated by Councilman Daniel Lavelle to represent District 6
- **James Murray**, nominated by Councilwoman Deborah Gross to represent District 7
- **Emilie Yonan**, nominated by Councilwoman Erika Strassburger to represent District 8
- **Shawn Carter**, nominated by Councilman Rev. Ricky Burgess to represent District 9

The committee was charged with reviewing census data, recommending a preliminary plan to reapportion the City of Pittsburgh's nine council districts, holding public hearings, and presenting a final reapportionment recommendation to City Council.

In organizing itself, the RAC elected Daniel Wood to serve as Chairperson and Emilie Yonan to serve as Vice-Chairperson. They were tasked with calling meetings of the RAC, chairing RAC meetings, chairing public hearings, and communicating with city staff and others at the request of the committee.

Support Staff

The work of the RAC was assisted by city staff, whose experience and expertise proved invaluable to the committee.

City Clerk Brenda F. Pree, Assistant City Clerk Kim Clark-Baskin, and Deputy City Clerk Louise Criss were present at each meeting of the RAC to record the minutes and answer technical questions relating to process. They also facilitated communication between committee members and made arrangements for the public hearings.

Giovanni Svevo, GIS Analyst from the Department of Innovation & Performance, was present to facilitate data visualization and to provide census data and maps to the committee as requested.

The Law Department was represented at RAC meetings by Assistant City Solicitor Jesse Exilus. The law department answered legal questions and provided written communications in the form of emails, briefs and legislation to and on behalf of the RAC.

The website of the RAC¹ was maintained by RAC member Matt Singer and Leah Friedman from the Department of City Planning.

The Committee would like to express its sincerest appreciation to the City staff who gave so much of their time in aiding the work of developing this Plan.

Process Summary

The process of reapportioning the nine council districts of the City of Pittsburgh generally takes place in three phases.

1. City Council appoints RAC members. Members deliberate and prepare a *preliminary recommendation* to present at public hearings.
2. After taking public testimony, the RAC further deliberates and prepares a *final recommendation* to present to City Council.
3. City Council deliberates and approves legislation reapportioning the council districts.

Meeting Summary

The minutes of each meeting of the RAC were made publicly available on the RAC's website¹. A brief summary of each meeting follows:

Table 1. RAC Meeting Summary

October 12, 2021	Chair and Vice-Chair were elected, presentation on reapportionment process given by Assistant Solicitor Jesse Exilus, presentation on census numbers and mapping tools given by Assistant Solicitor Jesse Exilus, projected timeline for the work of the committee was drafted.
October 26, 2021	Discussion with Leah Friedman of City Planning on creation of EngagePgh website for RAC, discussion on City Council website for

¹ ¹ Available at engage.pittsburghpa.gov/city-council-RAC as of the date of this report

	RAC, review of mapping tools, vote by the RAC on the use of Dave's Redistricting website as the mapping tool to be used by the RAC.
November 4, 2021	Review of "Shared Goals" document for the reapportionment criteria to be considered by the RAC, update on the EngagePgh website, discussion on possible invitees to future RAC meetings.
November 16, 2021	Final review of "Shared Goals" document, review of "Legal Questions" document and answers provided by Jesse Exilus, discussion on drafting of maps.
December 7, 2021	Review of "Glossary" to be uploaded to the EngagePgh website, presentation of initial maps from members.
December 16, 2021	Presentation of maps from members, discussion on scheduling for the new year.
January 11, 2022	Presentation of updated maps, selection of 2 maps for legal review (one that meets majority/minority threshold for district 6 and one that doesn't), discussion on scheduling of public briefings' locations and dates.
January 25, 2022	Legal feedback/review from Jesse Exilus on currently proposed maps, discussion on Voting Rights Act and methodology for analysis, approved motion to begin inquiry on hiring a statistician for election analyses, discussion on further revisions to proposed maps.
February 1, 2022	Legal feedback provided on one of the proposed maps, RAC vote on a draft-map to present to the public.
February 8, 2022	Workshopping of draft map, discussion on locations and scheduling of public briefings, RAC vote to hold first briefing on March 21.
February 15, 2022	Discussion on "Data Analysis Request" document for statistician, discussion on amendments to draft-map, discussion on location and scheduling of public briefings.
February 22, 2022	Updates and revisions to "Data Analysis Request" document, map updates.
March 1, 2022	Discussion on voting data, updates from statistician, map updates.
March 8, 2022	Updates on statistician, "Data Analysis Request" document revised as "Scope of Work" document for data analyses, update on scheduling of public briefings, map updates.
March 15, 2022	RAC vote on amended draft map to present at the public briefings.
March 24, 2022	Public briefing held in Council Chambers.
March 30, 2022	Public briefing held at the Homewood YMCA.
April 7, 2022	Public briefing held at the Pride Project Inc.
April 13, 2022	Public briefing held at the Pittsburgh Federation of Teachers.
April 23, 2022	Public briefing held at the Carnegie Library of Pittsburgh, Main in Oakland.
April 30, 2022	Public briefing held at the Sheraden Healthy Active Living Center.
May 4, 2022	Public briefing held in Council Chambers.
May 10, 2022	Delay of vote on final recommendation map to May 26, discussion on edits to the map.
May 26, 2022	Final RAC vote on recommendation map for submission to City Council.

II. Criteria and Legal Requirements in Reapportioning City Council Districts

“Within the year following that in which the Federal decennial census is officially reported as required by Federal law, and at such other times as the governing body of any municipality shall deem necessary, each municipality having a governing body not entirely elected at large shall be reapportioned, by its governing body or as shall otherwise be provided by uniform law, into districts which shall be composed of compact and contiguous territory as nearly equal in population as practicable, for the purpose of describing the districts for those not elected at large.”³

State and Federal law outline four requirements that reapportioned council districts must meet. These are contiguity, compactness, equality in population, and compliance with the Voting Rights Act. The Reapportionment Advisory Committee additionally sought to minimize population deviation, keep neighborhoods together where possible, and respect the integrity of existing political boundaries.

As Nearly Equal in Population as Practicable

Reapportioned council districts must meet the requirement of being as nearly equal in population as practicable. This is first established in Article IX, Section 11 of the Pennsylvania Constitution (quoted above). This is based on the principle that the voting power of every individual should be equal to that of any other individual or the “one person, one vote” standard.

The “one person, one vote” standard also has a basis in the equal protection clause of the Fourteenth Amendment to the U.S. Constitution:

“All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside. No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.”⁴

This standard was applied to state legislative reapportionment by the Supreme Court in *Reynolds v. Sims*⁵ and extended to local governments in *Avery v. Midland County Texas*⁶.

³ *Constitution of the Commonwealth of Pennsylvania*, Article IX (Local Government), Section 11 (Local Reapportionment)

⁴ *U.S. Constitution*, Amendment XIV, Section 1

⁵ *Reynolds v. Sims*, 377 U.S. 533 (1964)

⁶ *Avery v. Midland County Texas*, 390 U.S. 474 (1968)

Population deviation is typically measured as the deviation between the largest and smallest district. In this report, we also examine the deviation between the population of each council district and the ideal district size.

The Supreme Court has tended to have a strict standard for Congressional redistricting⁷, but has been more lenient on the permissible deviation for state legislative⁸ and local governmental reapportionment.

In 2005, the Commonwealth Court ruled that a local reapportionment plan with a deviation of less than 10% enjoys a “safe harbor” from challenges asserting violation of equal protection⁹.

There are limited circumstances where deviations of greater than 10% have been found to be acceptable, including preservation of existing political subdivisions, conformity with natural boundaries, or maintenance of compactness or contiguity. However, the recommendations presented by this committee have a deviation of less than 10%.

While the courts have not established a specific threshold that must be met in order to satisfy the “equal in population” requirement, Pennsylvania courts have consistently applied a 10% “safe harbor.” This committee has considered a deviation of 10% between the largest and smallest districts as satisfying this requirement.

Contiguity

The Pennsylvania Supreme Court has defined¹⁰ a contiguous district as “one in which a person can go from one point in a district to any other point without leaving the district or one in which no part of the district is separate from any other part.”

This committee has used the standard that when looking at the map, no district may be divided into parts that do not touch one another. This allows, for example, a district to cross a river—even if no physical bridge exists—or for a district to maintain contiguity through a single point where two voting districts meet.

Compactness

A compact district is one that is as solid and uniform in shape as possible. There tends to be a great deal of latitude in applying this criterion. In fact, no municipal reapportionment plan in Pennsylvania has been set aside on the grounds of failing to adhere to compactness.

⁷ *Karcher v. Daggett*, 462 U.S. 725 (1983)

⁸ *Connor v. Finch*, 431 U.S. 407 (1977)

⁹ *In re Municipal Reapportionment of Haverford*, 873 A.2d 821, 836 (Pa. Cmmw. Ct. 2005)

¹⁰ *Commonwealth ex rel. Specter v. Levin*, 293 A.2d 15, 17-18 (Pa. 1972)

Generally, an objection on the grounds of violating compactness must show that the irregular shape was deliberately created for an illegitimate purpose.

Varying population densities, natural boundaries, established political subdivisions, and other legal requirements are all factors which necessitate a deviation in the shape of a district from perfect geometric compactness.

Federal Voting Rights Act

The Federal Voting Rights Act of 1965 was established to enforce the provisions of the Fifteenth Amendment to the U.S. Constitution, which prohibits the government from denying a citizen the right to vote based on that person's race or color.

Historically, reapportionment has been used in various locations to dilute the voting strength of a minority population by either spreading the population thinly across multiple districts or packing the population into a single district. Both of these discriminatory practices would deny a minority population the opportunity to obtain representation proportionate to the population at-large.

In order to achieve proportionate representation, a reapportionment plan may not deny the creation of a minority-majority district¹¹ where such a potential district is possible.

The Supreme Court established in *Thornburg v. Gingles*¹² a three-point test that a challenge to a reapportionment plan must meet in order for the plan to be set aside on the basis of failure to create a minority-majority district.

- (1) The minority group is "sufficiently large and geographically compact to constitute a majority in a single-member district"
- (2) The minority group is "politically cohesive"
- (3) "The white majority votes sufficiently as a bloc to enable it... usually to defeat the minority's preferred candidate"

In *Bartlett v. Strickland*¹³, the Court further specified that test (1) above is a question of whether a minority population constitutes a numerical majority of voting-age population in a potential district. Accordingly, this committee uses 50% + 1 as the minimum population that a minority group must achieve for a district to qualify as "minority-majority."

¹¹ One in which the minority population forms a numerical majority of the total district population.

¹² *Thornburg v. Gingles*, 478 U.S. 30 (1986)

¹³ *Bartlett v. Strickland*, 556 U.S. 1 (2009)

Additional Criteria Adopted by the Reapportionment Advisory Committee

While the four legal requirements above must first be satisfied in order to produce a valid reapportionment plan, the RAC adopted three additional goals. The purpose was to produce a plan that did not simply meet the basic constitutional requirements for municipal reapportionment, but also reflects the needs of Pittsburgh and the individuals who live here specifically.

While the committee understood 10% as the maximum population deviation that would allow “safe harbor” from an equal protection challenge, equity requires us to further minimize the deviation as much as possible.

The Committee attempted to minimize the number of neighborhoods that are split between two or more Council districts. Where possible, the Committee sought to re-unite neighborhoods that are currently split and not to create new splits, unless necessary to meet the above legal requirements. While it is understood that there is not always complete agreement among those who live there as to the exact boundaries of neighborhoods, the Committee used neighborhood boundaries as defined by the Department of City Planning in order to maintain a consistent standard.

Finally, the Committee sought to respect current political boundaries. In practice, this means that the committee chose the current council districts as the starting point, rather than drawing from a blank map. The goal is to minimize the number of residents who are moved from one council district to another.

III. The 2020 Census and Current District Boundaries

The 2020 census established the population of the City of Pittsburgh as 302,971. This is a decrease from 305,704 (the population established by the 2010 census). By dividing the total population by nine, it is determined that the “ideal” district population in a reapportionment plan is 33,663.

The African American population is 76,804 (25.4%), the Asian population is 23,202 (7.7%), and the Hispanic population is 11,620 (3.8%). These are the three largest minority populations in the City of Pittsburgh. Proportional representation alone suggests that 2 council districts should be minority-majority districts, which has been the case since Pittsburgh began electing Council members by district.

Table 2 shows the population of each council district as currently configured based on the 2020 census numbers. Additionally, the table itemizes the difference in current population from the “ideal” district size and the current proportion of the district that is African American.

Table 2. Population and demographics in council districts as currently configured

District	2010 Census	Difference from Ideal	Deviation from Ideal	% African American Voting-Age Pop.
1	30,355	-3,308	-9.83%	29.13%
2	32,774	-889	-2.64%	19.17%
3	34,839	1,176	3.49%	18.8%
4	35,574	1,911	5.68%	10.61%
5	34,296	633	1.88%	9.76%
6	32,727	-936	-2.78%	45.43%
7	35,608	1,945	5.78%	9.3%
8	36,593	2,930	8.7%	5.89%
9	30,205	-3,458	-10.27%	62.4%

The district that is furthest from the population ideal in terms of population “surplus” is district 8. A reapportionment plan must allow this council district to shrink in size and lose population in order to approach the “ideal” district size. District 9 is the furthest from the ideal in terms of population “deficit”, and must therefore grow and gain population.

In order for each district to be within acceptable population deviations, the following changes should be made in a reapportionment plan.

- District 1 must grow significantly
- District 2 may grow
- District 3 may shrink
- District 4 must shrink
- District 5 is closest to the population ideal, may shrink or even grow slightly
- District 6 may grow
- District 7 must shrink
- District 8 must shrink significantly
- District 9 must grow significantly

With the current boundaries, district 6 has an African American voting-age population of 45.43%, which falls below the threshold of 50% + 1 that would meet the first test to qualify as a minority-majority district.

On March 15, 2022, the Reapportionment Advisory Committee approved a preliminary reapportionment plan for the purposes of presentation at public hearings. In Figure 1 below, the current districts are represented in solid colors and the districts that were preliminarily proposed are represented in the bold red borders. The full legal description is included in appendix A.



The presentation made at public hearings summarized the changes. The deviation between the largest and smallest district was 9.83%, which was reduced from the 18.97% reflective of the current district boundaries and current population. The African-American voting-age population in District 6 was increased from 45.43% to 50.1%. This change allows for two districts to qualify as majority-minority (MM) districts.

The preliminary plan was made available on the website and released to the media ahead of the public hearings.

Table 3. Changes to council districts made in preliminary reapportionment plan by voting district

Ward – District	Neighborhood	Current Council District	New Council District (Proposed)
2-1	Downtown	6	1
2-2	Strip District	7	1
4-6	Oakland	6	8
4-19	Oakland	6	3
6-4	Polish Hill	7	1
6-5	Polish Hill	7	1
14-9	Point Breeze	8	9
14-10	Point Breeze	8	9
14-11	Point Breeze	8	9
14-12	Point Breeze	8	9
14-19	Regent Square	5	9
14-20	Squirrel Hill	5	8
16-9	St Clair	3	4
18-1	Bon Air	4	3
18-10	South Shore	3	2
19-14	Mount Washington	4	2
25-1	Central Northside	6	1
25-2	Central Northside	6	1
25-3	Central Northside	6	1
26-10	Perry South	1	6
27-9	Marshall-Shadeland	1	6
27-10	Marshall-Shadeland	1	6
27-11	Marshall-Shadeland	1	6
27-12	Marshall-Shadeland	1	6
27-13	Marshall-Shadeland	1	6

V. Public Briefings

An important part of the reapportionment process was the public briefings. While the focus of the RAC was on producing a reapportionment plan that met the legal requirements and ensuring equitable representation across the city, having the opportunity to hear from residents about their real concerns added a dimension that was critical to understanding the impact of the proposed reapportionment plan.

There were seven public briefings held during the months of April and early May. Two of the briefings were held in Council Chambers and provided an option for residents to attend virtually via Zoom. The hearings were scheduled as follows:

Thursday, March 24, 2022, 6pm*

City Council Chambers (Downtown)
414 Grant Street, 5th Floor
Pittsburgh, PA 15219

*This was a hybrid briefing, cablecast on Comcast channel 13

Wednesday, March 30, 2022, 6pm

Homewood YMCA
7140 Bennett St
Pittsburgh, PA 15208

Thursday, April 7, 2022, 6pm

Pride Project Inc.
227 Bonvue St
Pittsburgh, PA 15214

Wednesday, April 13, 2022, 6pm*

Pittsburgh Federation of Teachers
10 S 19th St
Pittsburgh, PA 15203

Saturday, April 23, 2022, 12pm

Carnegie Library of Pittsburgh, Main
South Wing Reading Room
4400 Forbes Ave
Pittsburgh, PA 15213

Saturday, April 30, 2022, 1pm
Sheraden Health Active Living Center
720 Sherwood St
Pittsburgh, PA 15204

Wednesday, May 4, 2022, 6pm*
City Council Chambers (Downtown)
414 Grant Street, 5th Floor
Pittsburgh, PA 15219

*This was a hybrid briefing, cablecast on Comcast channel 13

The hearings were split between a short presentation from the RAC and the hearing of public comments. Residents were asked to pre-register to speak at the hearings by contacting the City Clerk's office. Those who pre-registered were allotted three minutes to speak. However, those wishing to sign up to speak at the hearing were also allotted three minutes. Following the public comment portion, members of the RAC were given the opportunity to address any questions or comments.

The following number of speakers chose to speak at each meeting:

- 8 speakers at Council Chambers
- 8 speakers at Homewood YMCA
- 1 speaker at Pride Project Inc.
- 2 speakers at Pittsburgh Federation of Teachers
- 3 speakers at Carnegie Library of Pittsburgh
- 2 speakers at Sheraden Healthy Active Living Center
- Every comment was reviewed by the RAC and taken into consideration in crafting the final recommendation. In instances where a large number of residents made a request and it could be accommodated while still meeting the requirements and objectives of the RAC, the change was made.

VI. Final Recommendations and Analysis

Final Recommendations

On May 26, 2022, the RAC approved a final recommended reapportionment plan to present to City Council. The legal description is included in Appendix B, and the districts are shown in Figures 2-11.

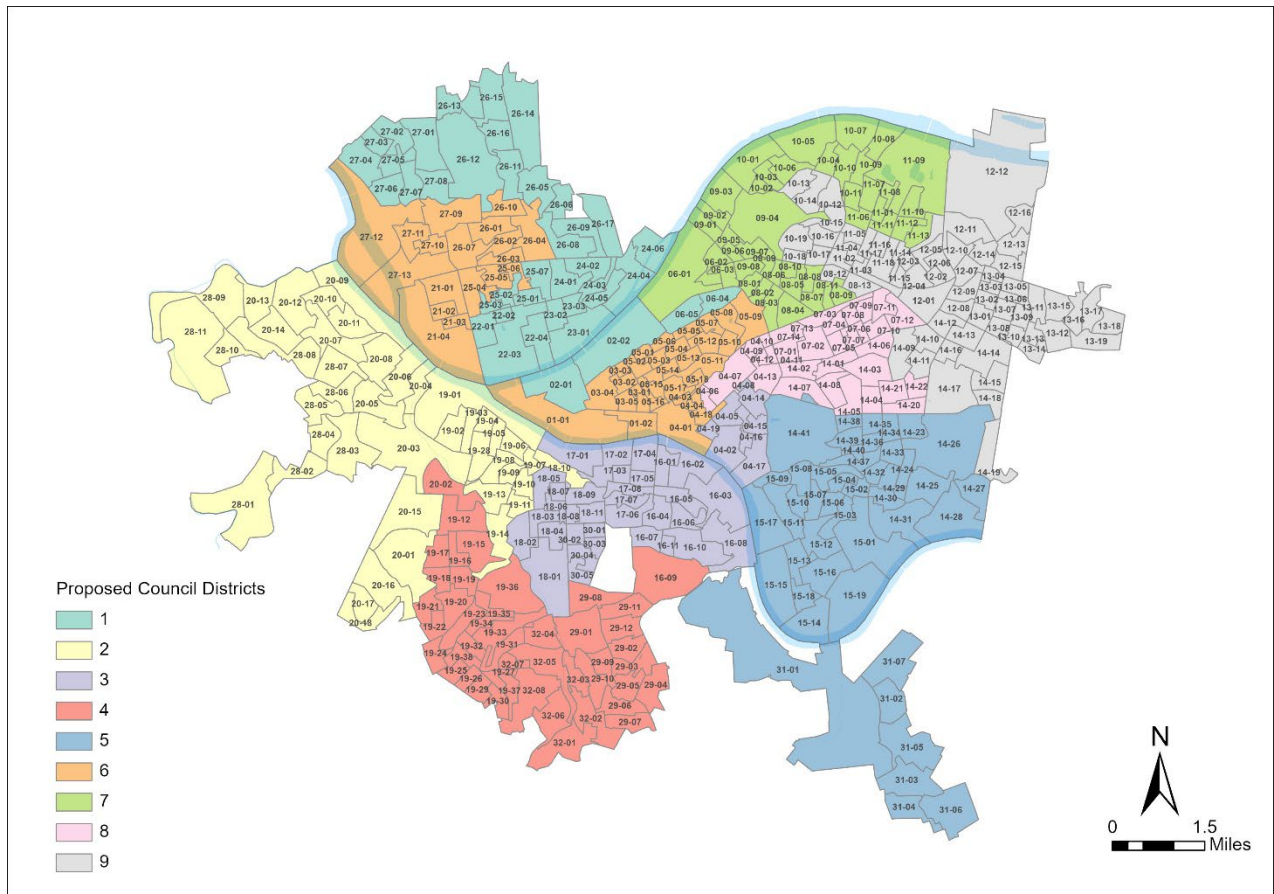


Figure 2. Final reapportionment plan as recommended by the RAC

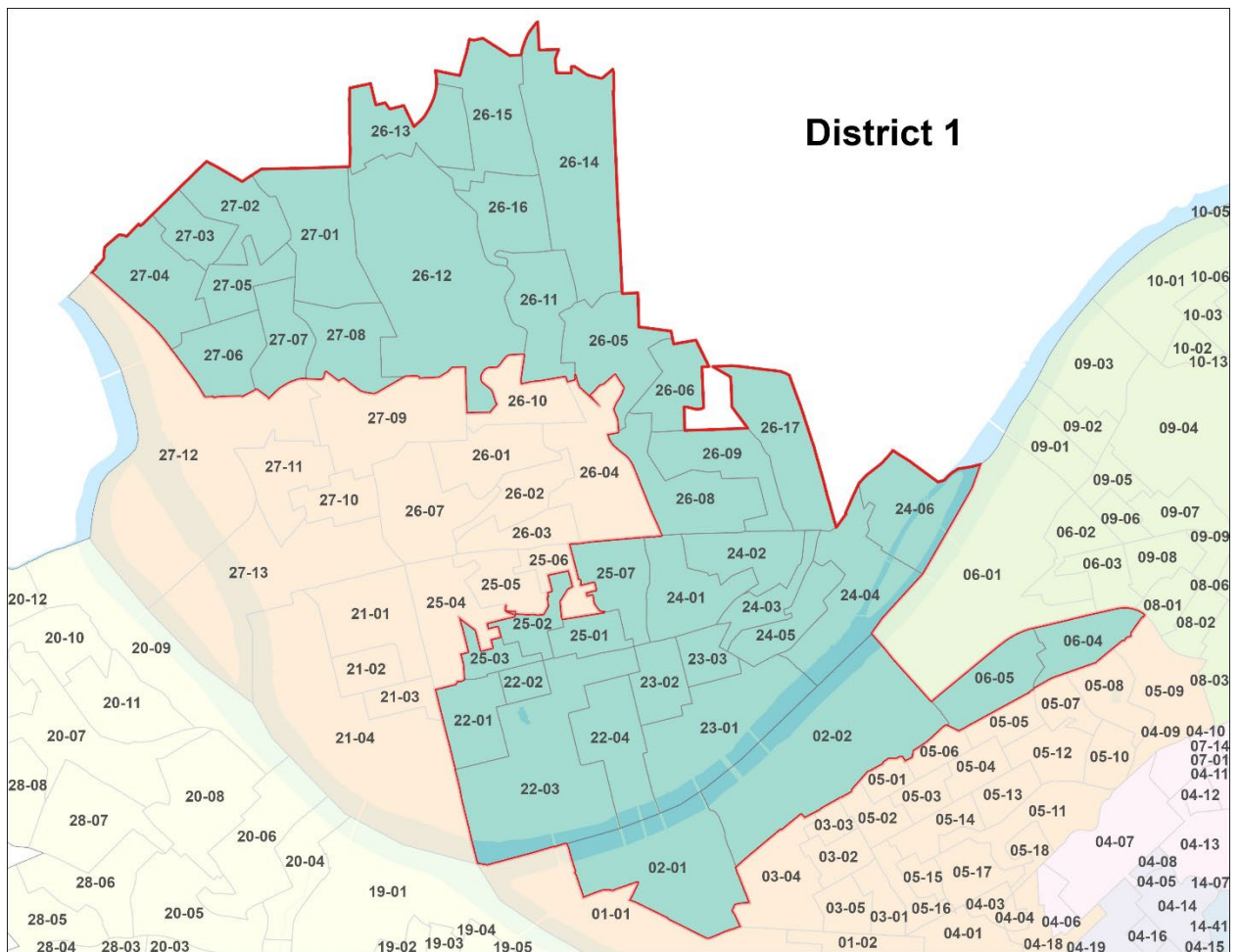


Figure 3. District 1 in final reapportionment plan

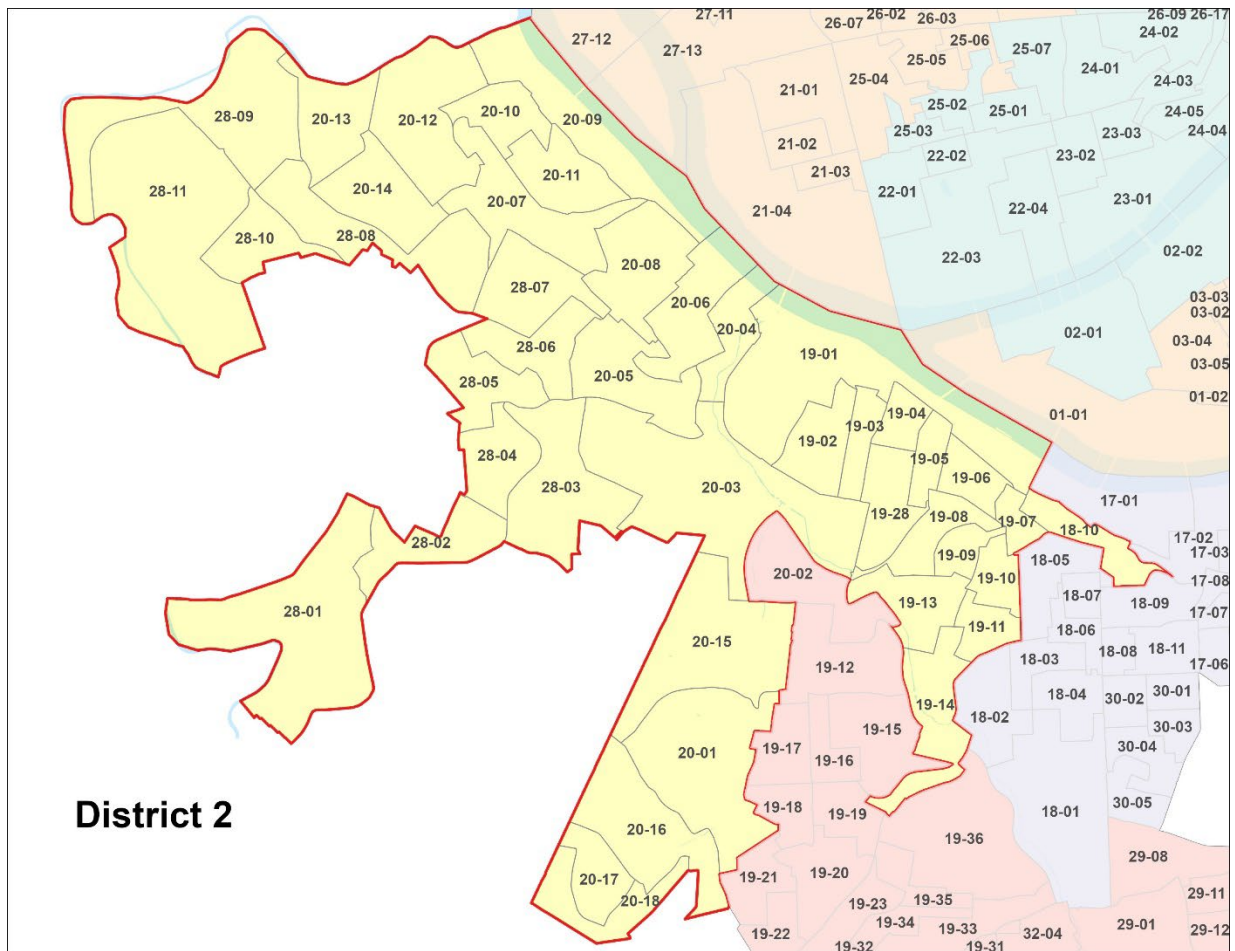


Figure 4. District 2 in final reapportionment plan

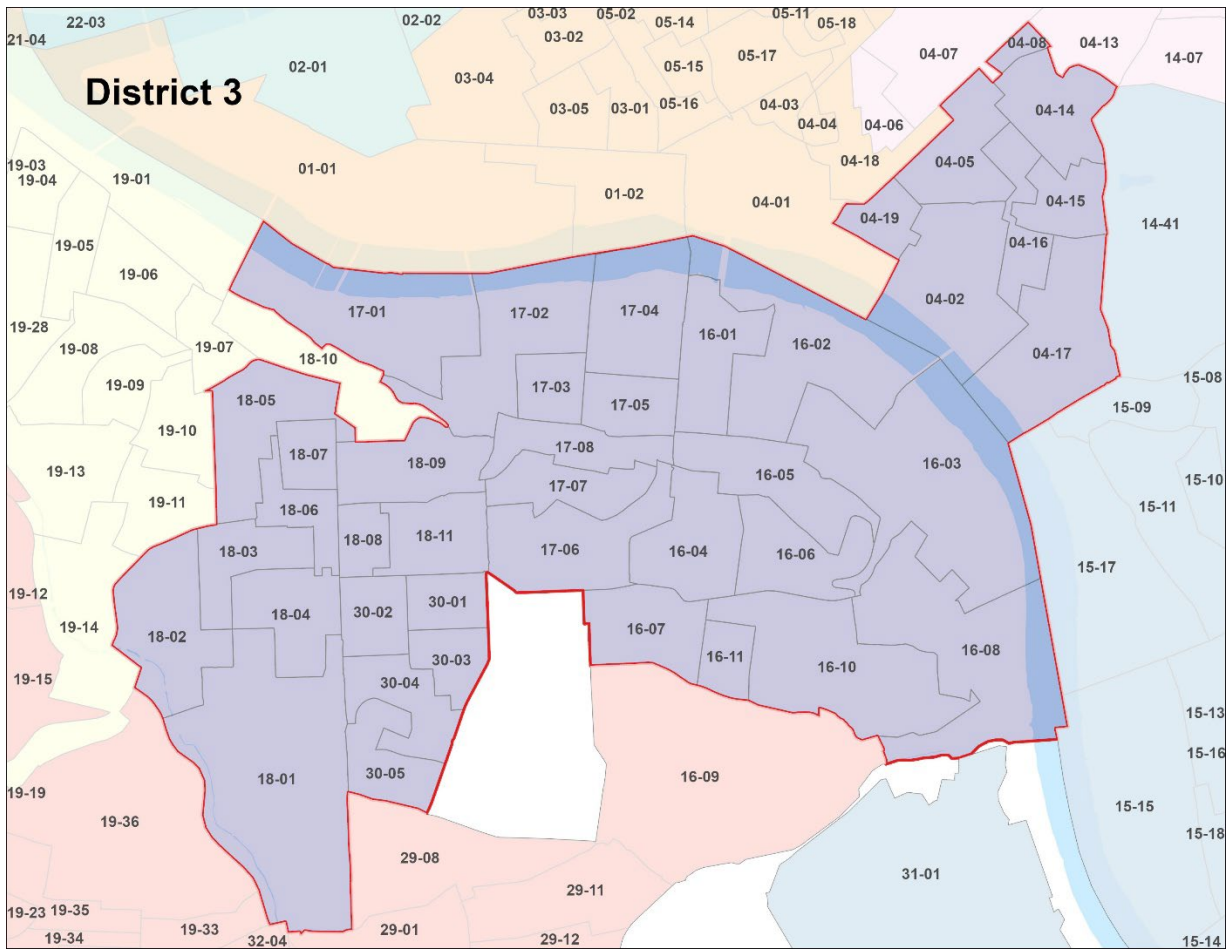


Figure 5. District 3 in final reapportionment plan

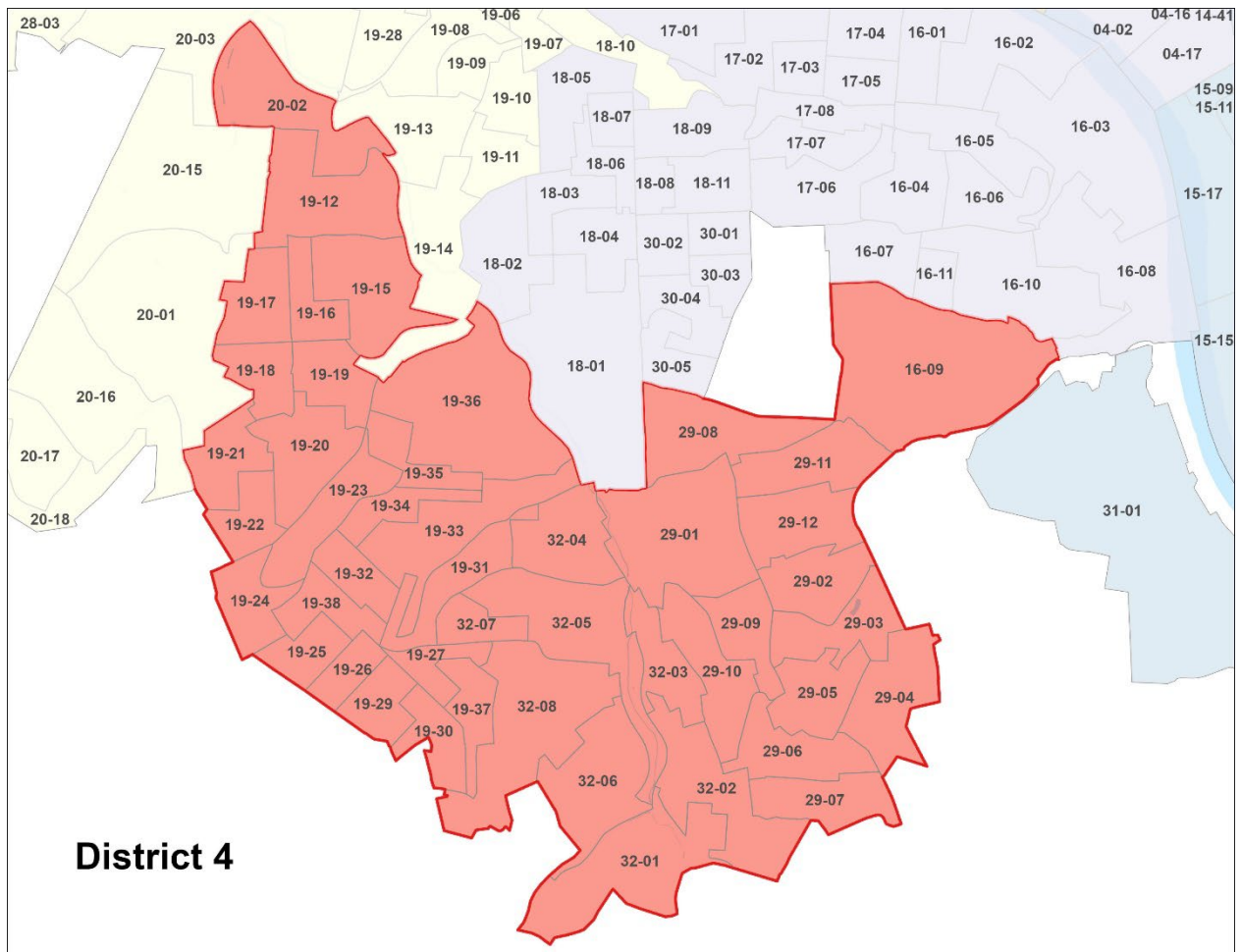


Figure 6. District 4 in final reapportionment plan

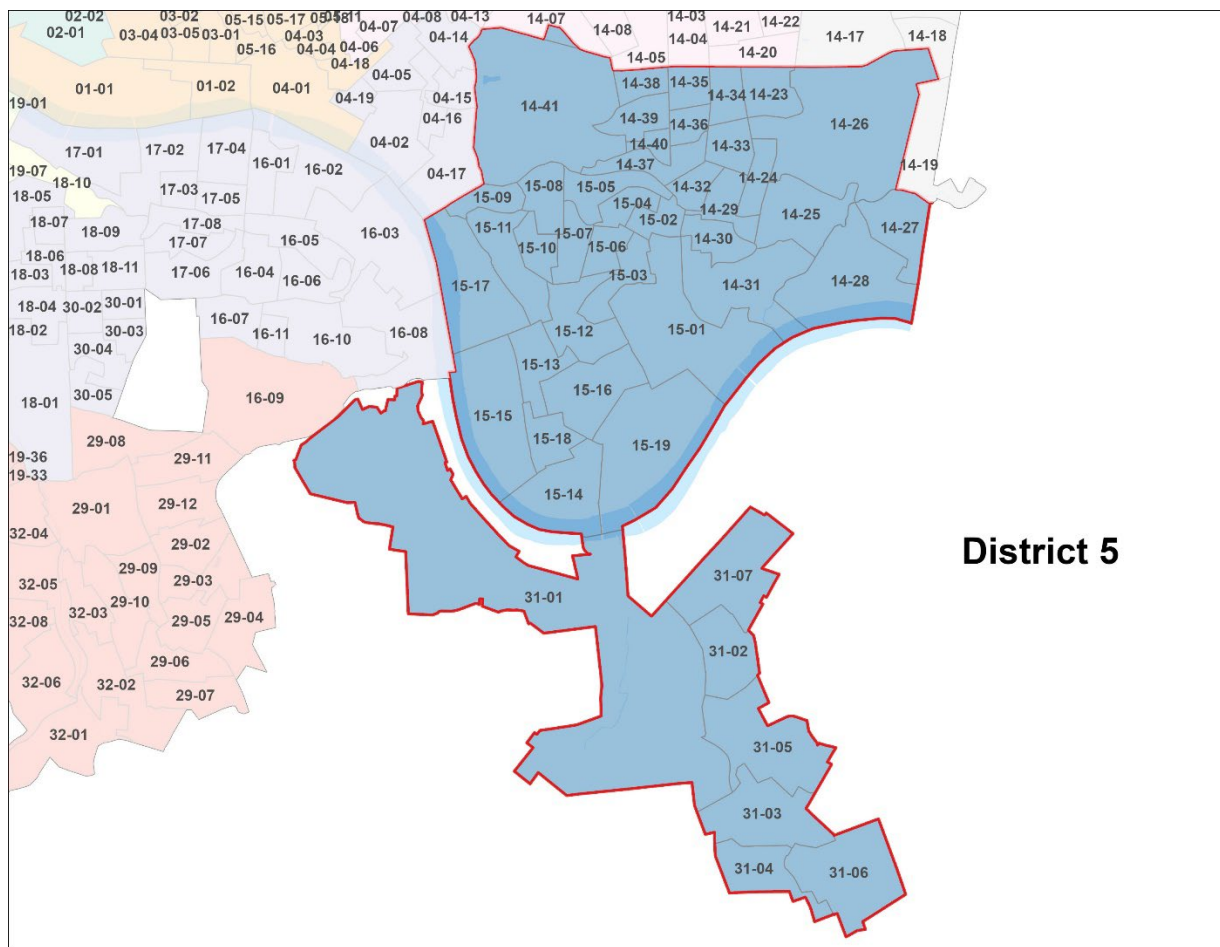
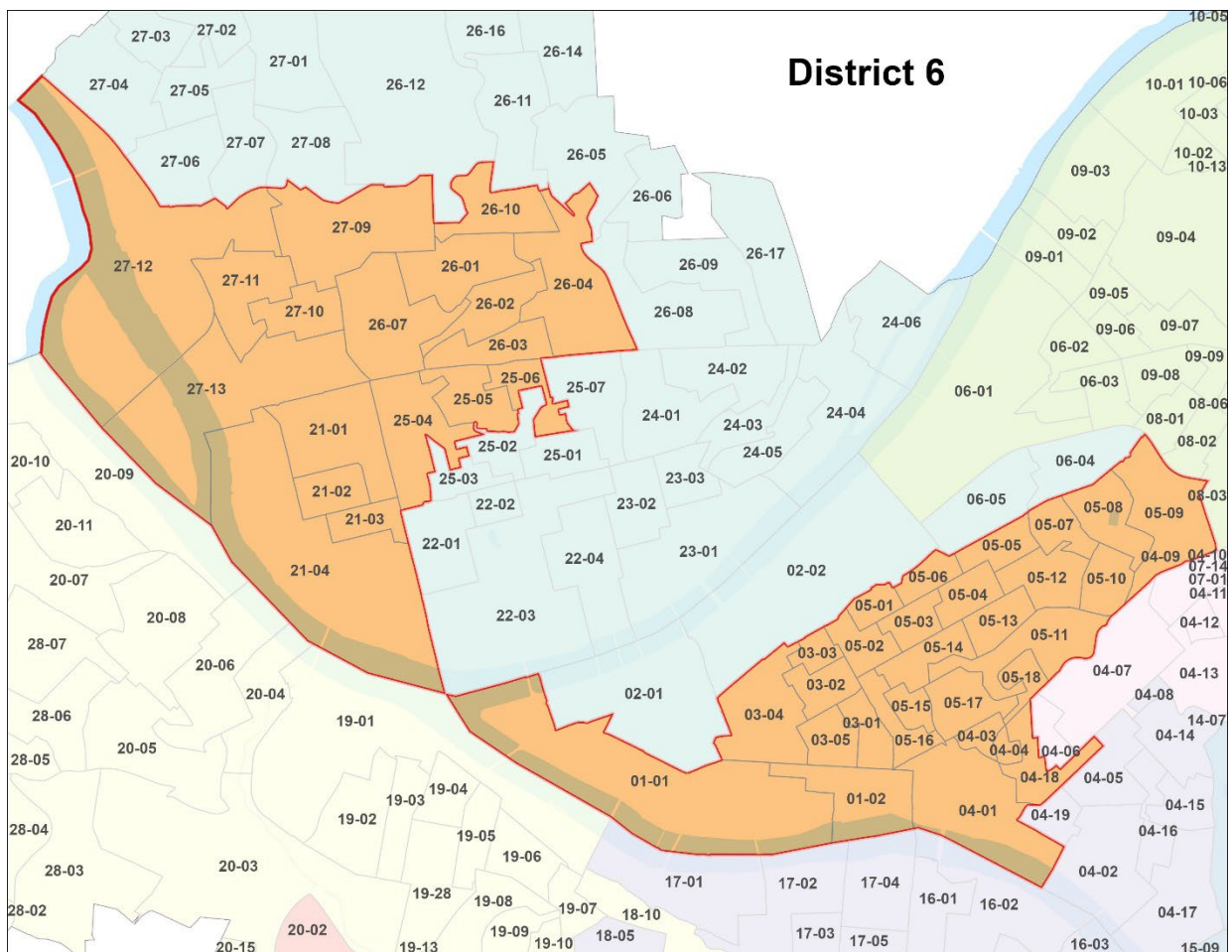


Figure 7. District 5 in final reapportionment plan



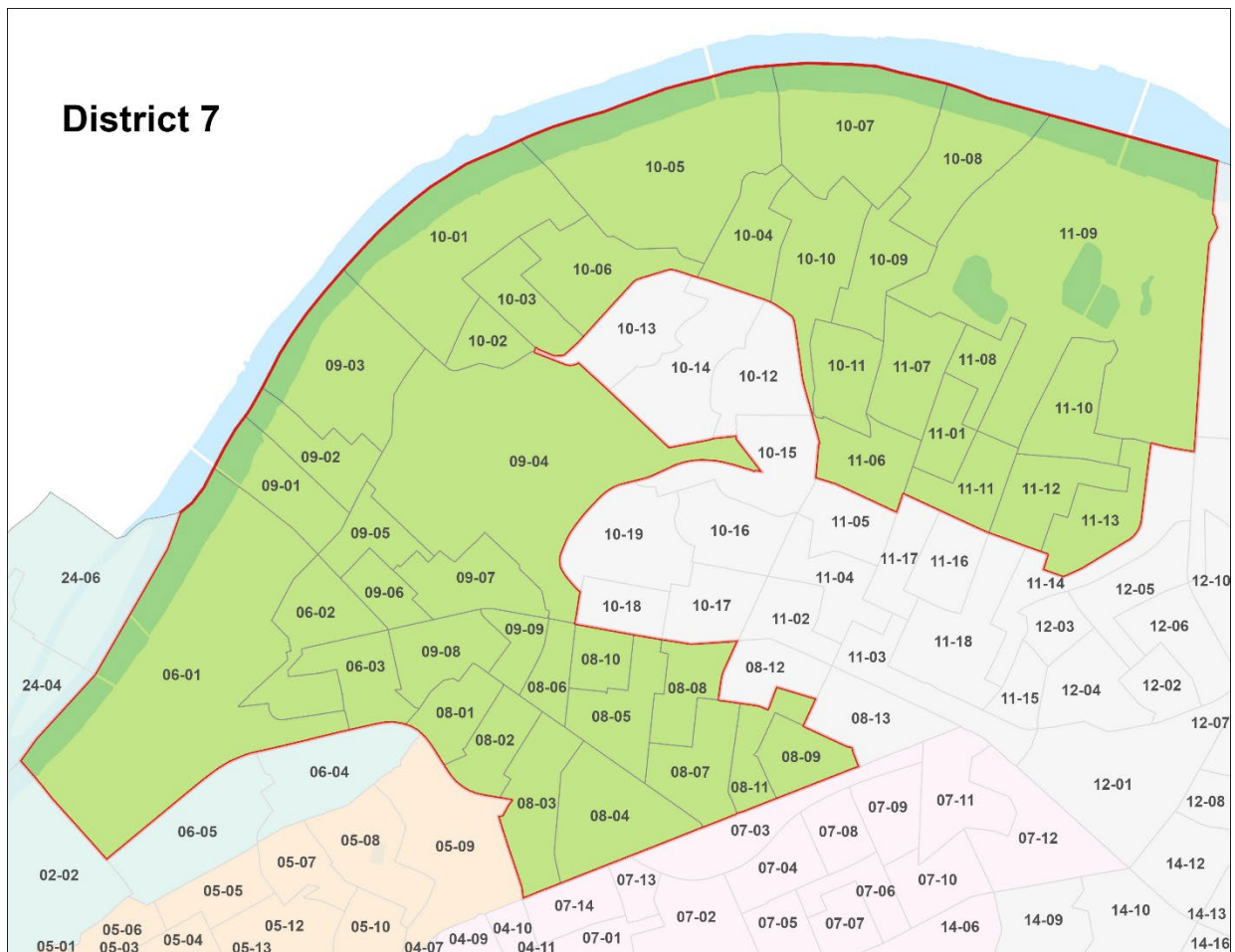


Figure 9. District 7 in final reapportionment plan

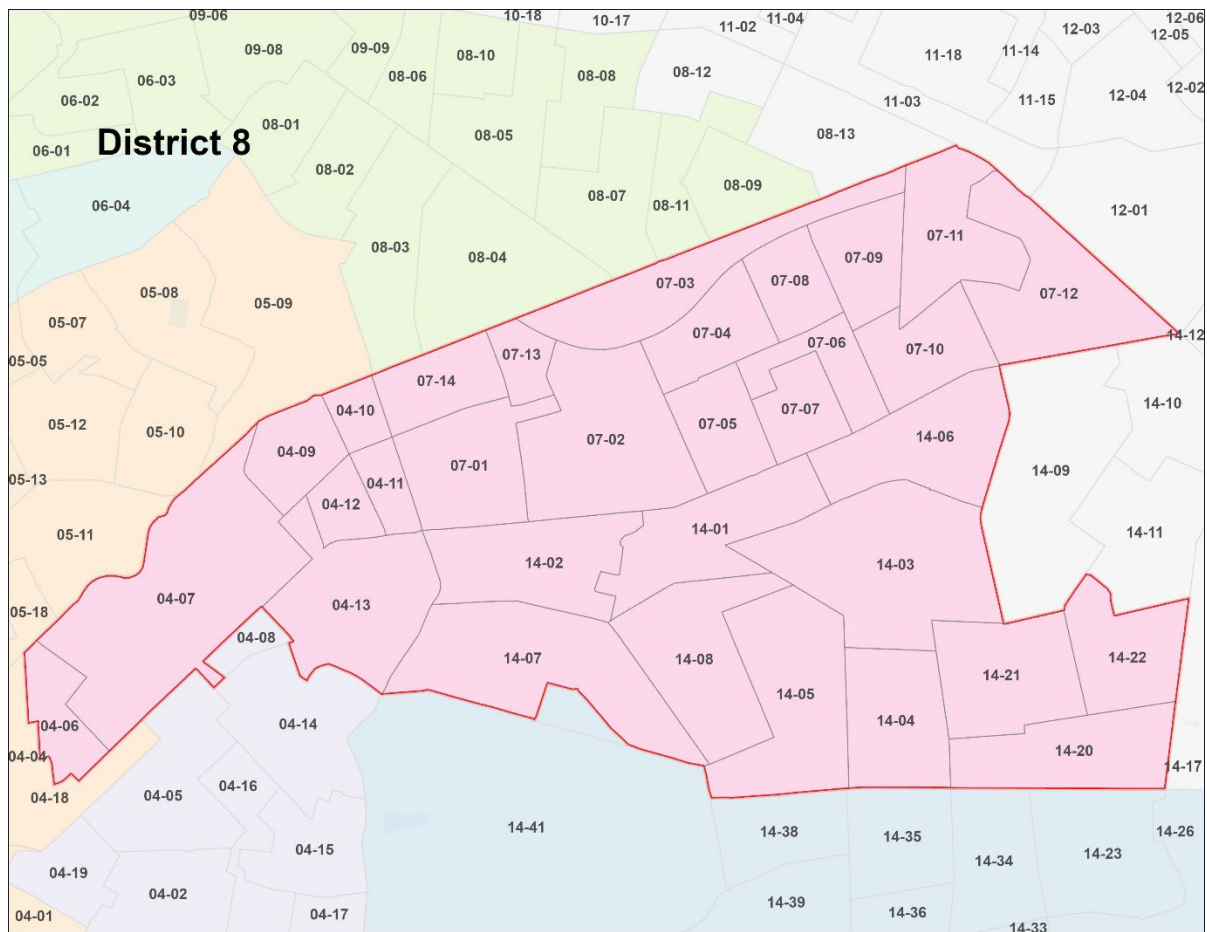


Figure 10. District 8 in final reapportionment plan

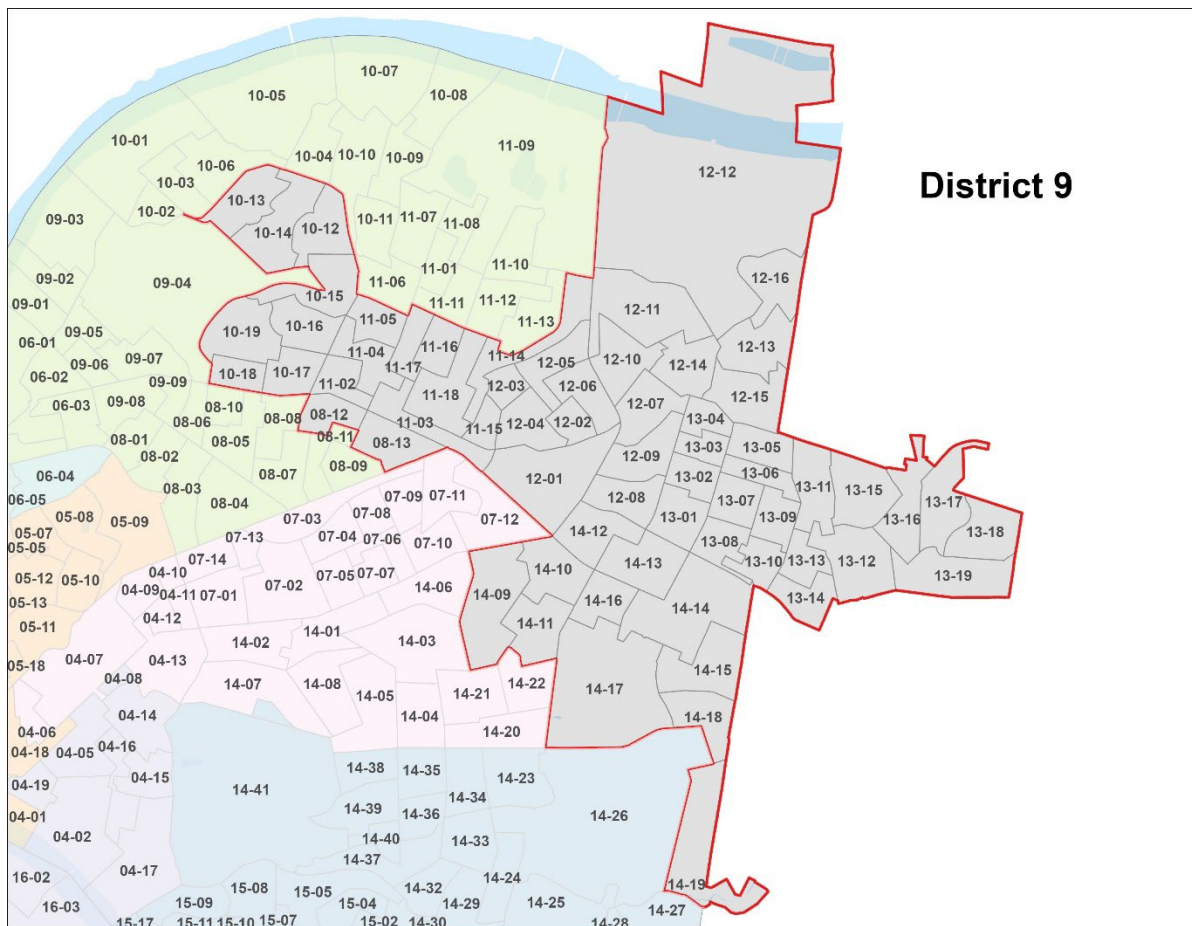


Figure 11. District 9 in final reapportionment plan

The changes by voting district that are finally recommended by the reapportionment advisory council are itemized in Table 5.

Table 4. Changes to council districts made in final reapportionment plan by voting district

No Changes From Preliminary Reapportionment Plan

Ward – District	Neighborhood	Current Council District	New Council District (Proposed)
2-1	Downtown	6	1
2-2	Strip District	7	1
4-6	Oakland	6	8
4-19	Oakland	6	3
6-4	Polish Hill	7	1
6-5	Polish Hill	7	1
14-9	Point Breeze	8	9
14-10	Point Breeze	8	9
14-11	Point Breeze	8	9
14-12	Point Breeze	8	9
14-19	Regent Square	5	9
14-20	Squirrel Hill	5	8
16-9	St Clair	3	4
18-1	Bon Air	4	3
18-10	South Shore	3	2
19-14	Mount Washington	4	2
25-1	Central Northside	6	1
25-2	Central Northside	6	1
25-3	Central Northside	6	1
26-10	Perry South	1	6
27-9	Marshall-Shadeland	1	6
27-10	Marshall-Shadeland	1	6
27-11	Marshall-Shadeland	1	6
27-12	Marshall-Shadeland	1	6
27-13	Marshall-Shadeland	1	6

After the preliminary plan was presented and public comments were heard, the Committee considered the following class of changes only:

- (1) Changes directly recommended at the public hearings
- (2) Changes necessitated as a result of (1)
- (3) Changes that would otherwise improve the measures of the requirements of reapportionment

Each category of public comment was discussed and considered by the RAC. Ultimately, the Committee approved a final recommendation to City Council, which contained no changes from its preliminary Reapportionment Plan.

As Nearly Equal in Population as Practicable

The final population in each recommended council district is presented in Table 7.

Table 5. Council district populations in final reapportionment plan

Council District	Population	Deviation from Ideal
1	32,717	-2.81%
2	33,651	-0.04%
3	35,197	4.56%
4	34,683	3.03%
5	32,963	-2.08%
6	31,887	-5.28%
7	32,992	-1.99%
8	34,903	3.68%
9	33,978	0.93%

In table 7, the negative values of the deviation from ideal indicate a population below ideal, and positive values indicate a population above ideal.

The deviation between the largest and smallest district¹⁶ is 9.83%.

The population deviation is below the “safe harbor” number of 10%, which satisfies the constitutional requirement that districts be as nearly equal in population as practicable.

In order to maintain district 6 as a minority-majority district, the population was necessarily constrained at a low number, hence the deviation of -5.28%. The largest district in the final draft is district 3 with a deviation of 4.56%. The district populations of the other districts around the city are likewise constrained by the goal of keeping neighborhoods intact and respecting political and natural boundaries.

Contiguity and Compactness

The question of both contiguity and compactness again center on district 6. District 6 has a single-point of contiguity that connects the Central Business District (Ward 1, District 1) to Manchester (Ward 21, District 4). A close-up of this point-of-contiguity is shown in Figure 12.

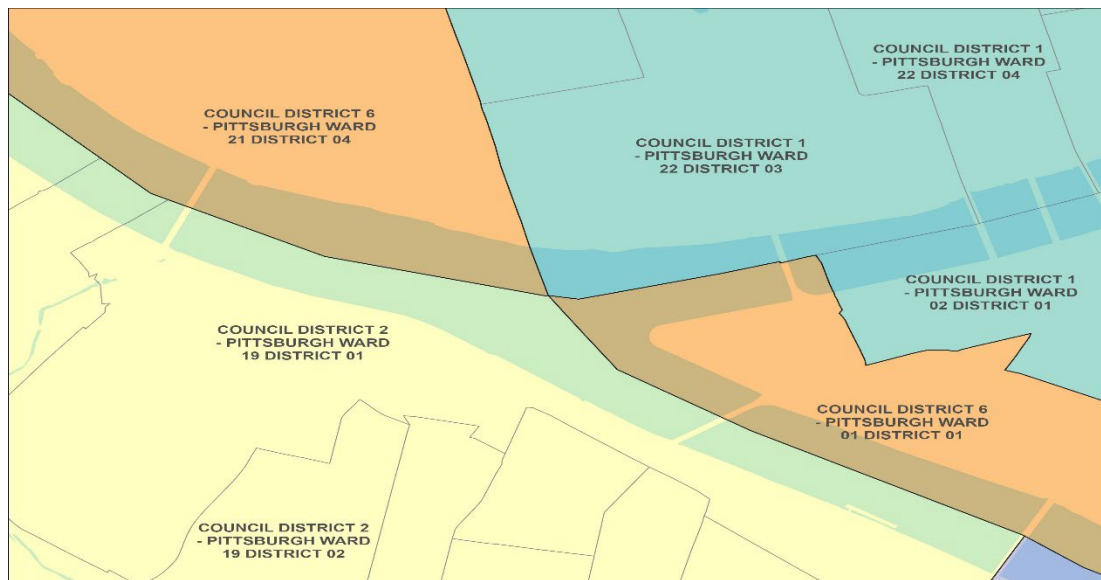


Figure 12. Council District 6 utilizes a single-point of contiguity

The legal descriptions¹⁷ of Ward 1, District 1 and Ward 21, District 4 (full descriptions included in appendix C) identify the intersection as a true contiguity point.

Voting Rights Act

As noted in Chapter III, the expected number of African-American majority-minority districts based on the proportion of the city's population is two. The population by race within each voting district is shown in Table 8.

Table 6. Population (%) by race within each council district in final reapportionment plan

Council District	White	African American	Asian	Hispanic
1	62.8%	28.5%	3.9%	3.3%
2	65.0%	23.7%	6.4%	3.1%
3	66.5%	22.1%	5.9%	4.0%
4	75.2%	13.9%	4.1%	5.1%

¹⁷ Provided by the Allegheny County Division of Elections

5	71.7%	11.8%	11.1%	3.6%
6	36.1%	54.5%	5.1%	3.7%
7	76.3%	10.6%	7.6%	4.0%
8	67.0%	6.6%	20.7%	4.5%
9	33.8%	58.3%	3.8%	3.1%

The two districts with a majority African-American population are districts 6 and district 9. The test for whether a district qualifies as a minority-majority district is whether the *voting-age* population of the minority population is over 50%. The voting-age African American population of those two districts is as follows:

- District 6 has a voting-age African American population of 50.1%
- District 9 has a voting-age African American population of 55.74%

Based on the criteria of *Bartlett v. Strickland, supra*, since African-Americans make up more than 50% of the voting age population, the requirements of the Voting Rights Act as the Committee understand them are met.

If the district boundaries were to be changed, bringing the African-American population below 50% and if such a reapportionment plan were to draw a legal challenge on the basis of the Voting Rights Act, the other two tests from *Thornburg v. Gingles, supra*, would come into play. While test component (2) (is the minority population “politically cohesive”?) is difficult to answer objectively, test component (3) (does the “white majority vote sufficiently as a bloc to enable it... usually to defeat the minority’s preferred candidate”?) could be analyzed using recent electoral history¹⁸.

Neighborhood Splits

The RAC was able to unify 5 neighborhoods that had previously been split by two council districts:

- Central Northside
- Mount Washington
- Point Breeze
- Squirrel Hill North

In order to meet the above legal requirements, the following neighborhoods were either newly split or remained split, as configured under current Council District lines.

- Beechview
- Central Business District
- East Liberty
- Fineview
- Friendship
- South Oakland
- South Shore
- Stanton Heights
- Strip District
- West Oakland

VII. Proposed Legislation

RESOLUTION adopting the Reapportionment Plan for the City Council Districts in the City of Pittsburgh, as set forth in the final report of the Reapportionment Advisory Committee.

WHEREAS, the constitution of the Commonwealth of Pennsylvania requires municipalities with a City Council elected by district to reapportion those districts in the year following the Federal decennial census; and

WHEREAS, on June 7, 2022, following a period of deliberation and public hearings, the Reapportionment Advisory Committee submitted their recommended plan to Council,

NOW THEREFORE BE IT RESOLVED, that Council of the City of Pittsburgh enacts the following changes to the Council District boundaries noted below in order to comply with The Commonwealth of Pennsylvania's statutory requirements contained in the Municipal Reapportionment Act. The Council also finds this reapportionment plan to be consistent with the requirements of the Federal Voting Rights Act.

Section 1. The Councilmanic Districts within the City of Pittsburgh shall be configured as follows, effective January 1, 2023:

<u>District One</u>	Ward 2 [District 1 and 2], Ward 6 [Districts 4 and 5], Ward 22 [Districts 1, 2, 3 and 4], Ward 23 [Districts 1, 2 and 3], Ward 24 [Districts 1, 2, 3, 4, 5 and 6], Ward 25 [District 1, 2, 3 and 7], Ward 26 [Districts 5, 6, 8, 9, 11, 12, 13, 14, 15, 16 and 17], Ward 27 [Districts 1, 2, 3, 4, 5, 6, 7 and 8]
<u>District Two</u>	Ward 18 [District 10], Ward 19 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14 and 28], Ward 20 [Districts 1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18], Ward 28 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11]
<u>District Three</u>	Ward 4 [Districts 2, 5, 8, 14, 15, 16, 17 and 19], Ward 16 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 10 and 11], Ward 17 [Districts 1, 2, 3, 4, 5, 6, 7 and 8], Ward 18 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9 and 11], Ward 30 [Districts 1, 2, 3, 4 and 5]
<u>District Four</u>	Ward 16 [District 9], Ward 19 [Districts 12, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31, 32, 33, 34, 35, 36, 37 and 38], Ward 20 [District 2], Ward 29 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11 and 12], Ward 32 [Districts 1, 2, 3, 4, 5, 6, 7 and 8]
<u>District Five</u>	Ward 14 [Districts 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40 and 41], Ward 15 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19], Ward 31 [Districts 1, 2, 3, 4, 5, 6 and 7]
<u>District Six</u>	Ward 1 [District 1 and 2], Ward 3 [Districts 1, 2, 3, 4 and 5], Ward 4 [Districts 1, 3, 4 and 18], Ward 5 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18], Ward 21 [Districts 1, 2, 3 and 4], Ward 25 [Districts 4, 5 and 6], Ward 26 [Districts 1, 2, 3, 4, 7 and 10], Ward 27 [Districts 9, 10, 11, 12 and 13]

<u>District Seven</u>	Ward 6 [Districts 1, 2 and 3], Ward 8 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11], Ward 9 [Districts 1, 2, 3, 4, 5, 6, 7, 8 and 9], Ward 10 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11], Ward 11 [Districts 1, 6, 7, 8, 9, 10, 11, 12 and 13]
<u>District Eight</u>	Ward 4 [Districts 6, 7, 9, 10, 11, 12 and 13], Ward 7 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14], Ward 14 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 20, 21 and 22]
<u>District Nine</u>	Ward 8 [Districts 12 and 13], Ward 10 [Districts 12, 13, 14, 15, 16, 17, 18 and 19], Ward 11 [Districts 2, 3, 4, 5, 14, 15, 16, 17 and 18], Ward 12 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15 and 16], Ward 13 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19], Ward 14 [Districts 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19]

Section 2. Any election conducted in 2023 whether a special election for an unexpired term or a primary or general election for seats to be filled in 2024 shall be based upon the configurations referred to in section 1.

Finally, that any Ordinance or Resolution or part thereof conflicting with the provisions of this Resolution, is hereby repealed so far as the same affects this Resolution.

Appendix A. Legal Description of the Preliminary Reapportionment Plan of the RAC

<u>District One</u>	Ward 2 [District 1 and 2], Ward 6 [Districts 4 and 5], Ward 22 [Districts 1, 2, 3 and 4], Ward 23 [Districts 1, 2 and 3], Ward 24 [Districts 1, 2, 3, 4, 5 and 6], Ward 25 [District 1, 2, 3 and 7], Ward 26 [Districts 5, 6, 8, 9, 11, 12, 13, 14, 15, 16 and 17], Ward 27 [Districts 1, 2, 3, 4, 5, 6, 7 and 8]
<u>District Two</u>	Ward 18 [District 10], Ward 19 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14 and 28], Ward 20 [Districts 1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18], Ward 28 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11]
<u>District Three</u>	Ward 4 [Districts 2, 5, 8, 14, 15, 16, 17 and 19], Ward 16 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 10 and 11], Ward 17 [Districts 1, 2, 3, 4, 5, 6, 7 and 8], Ward 18 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9 and 11], Ward 30 [Districts 1, 2, 3, 4 and 5]
<u>District Four</u>	Ward 16 [District 9], Ward 19 [Districts 12, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31, 32, 33, 34, 35, 36, 37 and 38], Ward 20 [District 2], Ward 29 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11 and 12], Ward 32 [Districts 1, 2, 3, 4, 5, 6, 7 and 8]
<u>District Five</u>	Ward 14 [Districts 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40 and 41], Ward 15 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19], Ward 31 [Districts 1, 2, 3, 4, 5, 6 and 7]
<u>District Six</u>	Ward 1 [District 1 and 2], Ward 3 [Districts 1, 2, 3, 4 and 5], Ward 4 [Districts 1, 3, 4 and 18], Ward 5 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18], Ward 21 [Districts 1, 2, 3 and 4], Ward 25 [Districts 4, 5 and 6], Ward 26 [Districts 1, 2, 3, 4, 7 and 10], Ward 27 [Districts 9, 10, 11, 12 and 13]
<u>District Seven</u>	Ward 6 [Districts 1, 2 and 3], Ward 8 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11], Ward 9 [Districts 1, 2, 3, 4, 5, 6, 7, 8 and 9], Ward 10 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11], Ward 11 [Districts 1, 6, 7, 8, 9, 10, 11, 12 and 13]
<u>District Eight</u>	Ward 4 [Districts 6, 7, 9, 10, 11, 12 and 13], Ward 7 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14], Ward 14 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 20, 21 and 22]
<u>District Nine</u>	Ward 8 [Districts 12 and 13], Ward 10 [Districts 12, 13, 14, 15, 16, 17, 18 and 19], Ward 11 [Districts 2, 3, 4, 5, 14, 15, 16, 17 and 18], Ward 12 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15 and 16], Ward 13 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19], Ward 14 [Districts 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19]

Appendix B. Legal Description of the Final Reapportionment Plan of the RAC

<u>District One</u>	Ward 2 [District 1 and 2], Ward 6 [Districts 4 and 5], Ward 22 [Districts 1, 2, 3 and 4], Ward 23 [Districts 1, 2 and 3], Ward 24 [Districts 1, 2, 3, 4, 5 and 6], Ward 25 [District 1, 2, 3 and 7], Ward 26 [Districts 5, 6, 8, 9, 11, 12, 13, 14, 15, 16 and 17], Ward 27 [Districts 1, 2, 3, 4, 5, 6, 7 and 8]
<u>District Two</u>	Ward 18 [District 10], Ward 19 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14 and 28], Ward 20 [Districts 1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18], Ward 28 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11]
<u>District Three</u>	Ward 4 [Districts 2, 5, 8, 14, 15, 16, 17 and 19], Ward 16 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 10 and 11], Ward 17 [Districts 1, 2, 3, 4, 5, 6, 7 and 8], Ward 18 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9 and 11], Ward 30 [Districts 1, 2, 3, 4 and 5]
<u>District Four</u>	Ward 16 [District 9], Ward 19 [Districts 12, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31, 32, 33, 34, 35, 36, 37 and 38], Ward 20 [District 2], Ward 29 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11 and 12], Ward 32 [Districts 1, 2, 3, 4, 5, 6, 7 and 8]
<u>District Five</u>	Ward 14 [Districts 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40 and 41], Ward 15 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19], Ward 31 [Districts 1, 2, 3, 4, 5, 6 and 7]
<u>District Six</u>	Ward 1 [District 1 and 2], Ward 3 [Districts 1, 2, 3, 4 and 5], Ward 4 [Districts 1, 3, 4 and 18], Ward 5 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18], Ward 21 [Districts 1, 2, 3 and 4], Ward 25 [Districts 4, 5 and 6], Ward 26 [Districts 1, 2, 3, 4, 7 and 10], Ward 27 [Districts 9, 10, 11, 12 and 13]
<u>District Seven</u>	Ward 6 [Districts 1, 2 and 3], Ward 8 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11], Ward 9 [Districts 1, 2, 3, 4, 5, 6, 7, 8 and 9], Ward 10 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11], Ward 11 [Districts 1, 6, 7, 8, 9, 10, 11, 12 and 13]
<u>District Eight</u>	Ward 4 [Districts 6, 7, 9, 10, 11, 12 and 13], Ward 7 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14], Ward 14 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 20, 21 and 22]
<u>District Nine</u>	Ward 8 [Districts 12 and 13], Ward 10 [Districts 12, 13, 14, 15, 16, 17, 18 and 19], Ward 11 [Districts 2, 3, 4, 5, 14, 15, 16, 17 and 18], Ward 12 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15 and 16], Ward 13 [Districts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19], Ward 14 [Districts 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19]

Appendix C. Legal Description Ward 1, District 1 and Ward 21, District 4

CITY OF PITTSBURGH

WARD 1

DISTRICT 1

1/28/88

Description

Beginning at the single point where the present ward boundary lines of the 1st, 19th, 21st, and 22nd wards of the City of Pittsburgh all intersect, which coincides with the one point where the center lines of the Allegheny and Monongahela Rivers intersect to form the Ohio River, thence proceeding by various courses southeasterly along the present ward boundary line dividing the 1st and 19th ward of the City of Pittsburgh to the one point where the present ward boundary lines of the 1st, 17th and 19th wards of the City of Pittsburgh all intersect at the Smithfield Street Bridge, thence continuing in an easterly direction along the present ward boundary line dividing the 1st from the 17th ward of the City of Pittsburgh to its intersection with the projected center line of Van Braam Street, thence proceeding in a northerly direction approximately 725 feet, plus or minus, to said street's center line and continuing in a northerly direction along the center line of said street to its intersection with the center line of Locust Street, thence proceeding in a westerly direction along the center line of said street to its intersection with the center line of Pride Street, thence proceeding in a northerly direction along the center line of said street to its intersection with the center line of Forbes Avenue, thence proceeding in a westerly direction along the center line of said avenue to its intersection with the center line of Magee Street, thence proceeding in a northerly direction

along the center line of said street to its intersection with the center line of Fifth Avenue which coincides with the present ward boundary line dividing the 1st from the 3rd ward of the City of Pittsburgh, thence proceeding in a westerly direction along the center line of said avenue, which coincides with said ward boundary line, to the one point where the present ward boundary lines of the 1st, 2nd and 3rd wards of the City of Pittsburgh all intersect, thence proceeding along the present ward boundary line dividing the 1st from the 2nd ward of the City of Pittsburgh by various courses westerly to the one point where the present ward boundary lines of the 1st, 2nd and 22nd wards all intersect, thence proceeding in a southwesterly direction along the present ward boundary line dividing the 1st from the 22nd ward of the City of Pittsburgh to the single point where the present ward boundary lines of the 1st, 19th, 21st and 22nd wards of the City of Pittsburgh all intersect, which coincides with the one point where the center lines of the Allegheny and Monongahela Rivers intersect to form the Ohio River, the place of the beginning.

CITY OF PITTSBURGH

WARD 21

DISTRICT 4

10/14/87

Description

Beginning at the point where the present ward boundary lines of the 21st and the 22nd wards of the City of Pittsburgh intersect, which coincides with the intersection of the center lines of West North Avenue and Allegheny Avenue, thence proceeding in a northwesterly direction along the center line of West North Avenue to its intersection with the center line of Bidwell Street, thence proceeding in a northerly direction along the center line of said street to its intersection with the center line of Sheffield Street, thence proceeding in a westerly direction along the center line of said street to its intersection with the center line of Manhattan Street, thence proceeding in a northerly direction along the center line of said street to its intersection with the center line of Liverpool Street, thence proceeding in a westerly direction along the center line of said street to its intersection with the center line of Chateau Street, thence proceeding in a northerly direction along the center line of said street to its intersection with the center line of Island Avenue, which coincides with the present ward boundary line dividing the 21st ward from the 27th ward of the City Pittsburgh, thence proceeding in a westerly direction along the center line of said avenue to its intersection with the center line of Beaver Avenue, which coincides with the said ward boundary line, thence proceeding by various courses in a southerly, then westerly, then southerly direction along said ward

boundary line to the single point where the present ward boundary lines of the 21st, 20th and 27th wards of the City of Pittsburgh all intersect on the center line of the Ohio River, thence proceeding by various courses in a southeasterly direction along the present ward boundary line dividing the 21st from the 20th ward of the City of Pittsburgh to the single point where the present ward boundary lines of the 21st, 19th and 20th wards of the City of Pittsburgh all intersect, thence continuing by various courses in a southeasterly direction along the present ward boundary line dividing the 21st ward from the 19th ward of the City of Pittsburgh to the point where the present ward boundary lines of the 21st, 19th and 22nd wards of the City of Pittsburgh all intersect on the center line of the Ohio River, thence proceeding by various courses in a northerly direction along the present ward boundary line dividing the 21st from the 22nd ward of the City of Pittsburgh to its intersection with the center line of Allegheny Avenue, which coincides with said ward boundary line, thence proceeding in a northerly direction along the center line of said avenue and said ward boundary line to its intersection with the center line of West North Avenue, the place of the beginning.

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