

AGENDA # _____

City of Madison, Wisconsin

REPORT OF: **AD HOC REDISTRICTING
& REAPPORTIONMENT
COMMITTEE** – Ordinance, I.D.
30070, Regarding Ward Boundaries
and Aldermanic Districts

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This is the third and final report of the City of Madison Ad Hoc Redistricting and Reapportionment Committee to the Common Council. The first report, presented on April 17, 2001, recommended that the number of Aldermanic Districts should remain the same at 20 seats. The Common Council accepted this recommendation and further directed the Committee to proceed with an Aldermanic Redistricting Plan based on 20 Aldermanic Districts.

The second report was presented to the Common Council on June 19, 2001. This report recommended approval of a tentative Aldermanic District plan which was accepted by the Common Council. This plan served as a guide for further redistricting activities, including delineation of wards within the City once Dane County adopted a County-wide tentative supervisory plan.

On July 2, 2001, the Clerk of the City of Madison received a written statement from the Dane County Clerk regarding the adoption of a tentative supervisory plan for Dane County by the Dane County Board. Within 60 days after the receipt of the written statement, the City of Madison must adopt a ward plan to accommodate the adopted tentative supervisory plan.

TENTATIVE SUPERVISORY PLAN FOR DANE COUNTY

On June 28, 2001, the Dane County Board adopted a tentative supervisory plan which was subsequently approved by the Dane County Executive. Unlike the previous 1991 supervisory plan, the newly adopted tentative supervisory plan no longer provides for coterminous aldermanic and supervisory districts within the City of Madison. Wisconsin Statutes requires that the City of Madison must "...make a good faith effort to accommodate the tentative plan submitted by the County..." in preparing its ward plan.

WARD PLAN FOR THE CITY OF MADISON

Wisconsin Statutes requires that each ward within the City of Madison must have no less than 1,000 persons nor more than 4,000 persons. However, the City may create wards with less than 1,000 persons to accommodate the tentative supervisory plan for Dane County. Wisconsin Statutes also requires that all territory within a ward shall be contiguous except for an island territory, and each ward "...shall as, far as practicable, be kept compact, and observe the community of interest of existing neighborhood and other settlements."

A ward plan was prepared based on the tentative supervisory plan adopted by the Dane County Board and the aldermanic district plan previously adopted by the City Reapportionment Committee. The ward plan proposed some minor boundary changes to the tentative supervisory plan and the aldermanic district plan

because the combination of both plans required the creation of some wards with no population or with only very few persons. A public hearing on the ward plan, together with the aldermanic district plan, was held on July 25, 2001. Following the public hearing (for which there were no public appearances), the City Reapportionment Committee reviewed and made some revisions to the ward plan. On August 1, 2001, the Committee further reviewed the ward plan and after making additional revisions adopted the final ward plan and aldermanic district plan for recommendation to the Mayor and Common Council.

The new ward plan proposes 99 wards as compared to the 68 wards in the 1991 ward plan, and the wards vary in population size from 135, the smallest, to 3,815, the largest (see Map 1 and Table 1). The increase in the number of wards is due primarily to the need to create more smaller wards with few population to accommodate the tentative supervisory plan (see Map 2 and Table 2). Of the 99 wards, 13 will have less than 1,000 persons. Although having only 135 and 454 persons respectively, both Wards 5 and 18 on the far east side are now undergoing residential development and have a large population growth potential. All of the wards are contiguous except for Ward 1, which has two parcels constituting an island territory completely surrounded by the Village of McFarland. Most of the wards are generally compact and also recognizes boundaries of residential neighborhoods and neighborhood associations. The new wards are consecutively numbered within aldermanic districts, and the ward numbering system begins in the east portion of the City and progresses through the Isthmus area to the west portion.

POLLING PLACES FOR WARDS

The City's intent is to have all polling places within public buildings and in buildings other than churches or parochial schools, and also all polling places are to be accessible to handicapped individuals. However, because of the inability to find buildings which comply with both criteria, the polling places will include 7 churches and one parochial school.

Although 99 new wards are being created in the ward plan, 72 separate polling places are contemplated (see Table 3). Of the 72 separate polling places, 3 will each serve three wards, 21 will each serve two wards, and the remaining 48 will each serve only one ward. All of the smaller wards with only few persons will be served at polling places with at least another ward.

ALDERMANIC DISTRICT PLAN FOR CITY OF MADISON

Wisconsin Statutes require that aldermanic districts be created by combining contiguous whole wards. The new aldermanic district plan proposes 20 aldermanic districts, and each district is comprised of at least 4 contiguous wards (see Map 3). In the case of the 12th and 17th districts, each district is comprised of 7 contiguous wards, and the smaller wards with few persons within each district have been created to accommodate the tentative supervisory plan for Dane County.

The following seven criteria were considered by the City Reapportionment Committee in creating the 20 aldermanic districts for the City of Madison:

1. Contain an equal number of inhabitants;
2. Be comprised of contiguous whole wards;
3. Be compact;
4. Enhance minority participation;
5. Contain within them communities of interests, such as neighborhood associations;
6. Use major arterial and other physical barriers as boundaries; and
7. Increase the number of districts exposed to future growth on the periphery of the City of Madison.

The first five criteria are statutory requirements pursuant to Wisconsin Statutes and therefore must be complied with in any redistricting plan. The following includes a discussion of each of the seven criteria as they relate to the new aldermanic district plan.

Equal Number of Inhabitants

Based on 20 aldermanic districts, the average population size for an aldermanic district is 10,403. In order to insure that the aldermanic district plan would provide for population equality, the maximum population deviation from the average district size was held to about 3 percent. The largest deviation from the average district size in the aldermanic district plan is -2.71 for District 9 and +3.10 percent for District 5 (see Table 4). The total deviation is 5.81 percent. In the case of districts along the City's periphery where future residential growth and population increases are anticipated, the population was purposely kept lower than the average district size.

Contiguous Wards

The 20 aldermanic districts have been created by combining at least four contiguous whole wards. Of the 20 aldermanic districts, 7 has four wards, 9 has five wards, 2 has six wards, and 2 has seven wards.

Compactness

It was difficult to achieve this criterion for some districts because of the geography and shape of the City of Madison. For example, the outer boundaries of District 14 are very irregular and coincide with the boundaries of the Towns of Madison, Dunn and Blooming Grove, and the City of Fitchburg. Also, in the case of the Isthmus area, both Districts 2 and 6 are long and narrow because both districts are bounded by the shoreline of either Lake Mendota or Lake Monona and the desire to keep existing neighborhoods intact by using East Washington Avenue, a major highway, as a boundary line between both districts. However, there are several districts which are reasonably compact, such as Districts 3, 16, 17 and 18 in the east portion of the City, Districts 4 and 8 in the central portion, and Districts 7, 9 and 19 in the west portion.

Enhancing Minority Participation

Minorities constitute 18.0 percent of the City of Madison's total population, and large number of minorities will continue to reside in Districts 14, 5, and 13. The highest percentage of minorities will be in District 14 with 39.8, followed by District 5 with 29.9, and District 13 with 23.8. Minorities in District 14 reside primarily in three separate areas, the Burr Oaks Subdivision and Lincoln Elementary school area (Ward 57), the Broadway-Simpson Street area in the Waunona Neighborhood (Ward 54), and the Rimrock Road – Moorland Road area (Wards 55 and 56). Most of the minorities in district 5 reside in Eagle Heights Apartments, a University of Wisconsin graduate student housing project with a large Asian population (Ward 63). Minorities in District 13 reside primarily in South Madison within the Brams Addition and Capitol View Heights neighborhoods (Ward 53).

Section 5.15 of the Wisconsin Statutes provides for the establishment of wards "...to permit creation of supervisory or aldermanic districts of substantially equal population or to enhance to participation of members of a racial or language minority groups in the political process and their ability to elect representatives of their choice." District 14 in the new aldermanic district plan is identical to the present District 14, and new District 13 is almost similar to the present District 13. Minority groups residing in both districts will continue to be able to participate in the political process and elect representatives of their choice.

Communities of Interest (including Neighborhood Associations)

Neighborhood associations were considered in the development of the new aldermanic district plan. Thus, many neighborhoods are kept intact in most districts. However, some neighborhoods were divided because of the desire to maintain smaller deviations from the average district size in order to insure population equality.

Major Arterials and Other Physical Barriers

Many major highways, such as Commercial Avenue or Wisconsin State Highway 30, Stoughton Road, East Washington Avenue, Packers Avenue, Cottage Grove Road on the east side and the West Beltline Highway, Mineral Point Road, Whitney Way, Midvale Boulevard and Gammon Road on the west side, serve as boundaries of aldermanic districts. These major highways also serve as neighborhood boundaries. Both Starkweather Creek and Wingra Creek serve as either aldermanic district boundaries or ward boundaries.

Exposing More Districts to Future Growth on City's Periphery

The new aldermanic district plan is designed in some cases to insure that future growth along the City's periphery will occur not only in one district, but could be distributed among two or more districts. For example, large scale residential construction which will continue in the southwest portion of the city of Madison will occur in both Districts 1 and 7 (primarily Wards 91, 92, 93, and 99), and both districts will share in the anticipated large population increases. New residential construction east of Interstate Highway 90 and Interstate Highway 90 and 94 will continue to occur in both Districts 3 and 17 (primarily Wards 5 and 18). While future residential growth in the Cherokee Park Subdivision will continue to occur in District 18 and in Ward 25, future residential growth between North Sherman Avenue and Packers Avenue north of Lakeview Elementary school will also occur in District 12 as more lands are annexed to the City of Madison and developed with residences.

RECOMMENDATION

An ordinance has been prepared based on both the new ward plan and the aldermanic district plan adopted by the City Reapportionment Committee. Ordinance, I.D. No. 30070, will accomplish the following:

1. Create 99 new wards within the City of Madison, and also establish a polling place for each ward. (The new wards will also serve to create new supervisory districts within Dane county and new assembly districts for the State of Wisconsin).
2. Create 20 new aldermanic districts within the City of Madison by combining contiguous whole wards, and the new districts will become effective beginning with the 2003 Spring Election.
3. Maintain the present aldermanic districts and wards until the 2003 spring election.

It is the conclusion of the City Reapportionment Committee that a good faith effort was made to accommodate the tentative supervisory plan in creating the new ward plan for the City of Madison. Also, it is the conclusion of the Committee that the new ward plan and new aldermanic district plan comply with statutory requirements and other criteria considered in redistricting. Therefore, the Committee recommends the adoption of Ordinance, I.D. No. 30070.

Respectfully submitted,

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