

Gila County, Arizona Redistricting to Equalize Election District Populations

An Overview of the Process
March, 2011

The consultants

- Two firms will serve as legal and process consultants to the Gila County Redistricting Committee
- Federal Compliance Consulting LLC, Potomac, Maryland
 - Bruce L. Adelson, Esq., CEO
- Research Advisory Services, Inc., Phoenix, Arizona
 - Tony Sissons, President

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DOJ Expert Bruce Adelson

- Former U. S. Department of Justice Civil Rights Division senior attorney
- Team leader for review of all Arizona redistricting submissions in 2000
- Bruce Adelson will:
 - Examine DOJ files on Gila County
 - Advise on strategy to avoid retrogression
 - Provide an "Insider" view of new DOJ regulations and procedures
 - Advise on the content of Gila County's application for DOJ preclearance

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Redistricting Expert Tony Sissons

- Has managed 17 successful city and county redistricting processes
- Of those 17 plans:
 - All were precleared by the U. S. Department of Justice on first submission
 - None were ever challenged in court
- Tony Sissons will:
 - Provide technical and procedural assistance to Gila County staff and redistricting committee

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Why does Gila County have to redistrict?

- U. S. Constitution, under the principle of "one person, one vote" requires that the districts from which we elect representatives be equal in population
- We must redistrict after every decennial census and whenever there is a change in the number of districts or change in the size of the jurisdiction

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Population Issues

- Official Census count of Gila County in 2010: 53,597 persons
- Increase of 4.41% since 2000
- Ideal district size:
 - Supervisor – 17,866 persons
 - Community College – 10,719 persons
- Measurement includes all persons, regardless of age, eligibility to vote, or citizenship

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Population Variance

- In the past, district populations could vary as much as 10% without explanation
- Federal court decision in a 2004 Georgia case may have reduced the allowable variance (Larios v. Cox)
- Block-level redistricting allows flexibility to achieve small variance

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Race and Ethnicity Issues

- To comply with the federal Voting Rights Act, Gila County must draw new districts that have "neither the purpose, nor the effect, of diluting the voting strength of racial, origin, or language minority populations"
- To avoid "retrogression" in minority voting strength, we have to understand the "benchmark" minority proportions that DOJ will be using.

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Race and Ethnicity Issues

- DOJ looks at the minority proportions that exist today (2010 Census) in the most recently precleared districts, not at the proportions that existed when the districts were drawn

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Race and Ethnicity Issues

- In 2010, voting-age minority proportions are:
 - District 1 – 11.49%
 - District 2 – 34.48%
 - District 3 – 56.19%
- District 3 is "minority-majority"
- Population shifts during the decade increased Hispanic proportions:
 - 87% in District 1
 - 6% in District 2
 - 3% in District 3

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Redistricting Principles

- As a result of laws and court cases, certain common "district design" rules have evolved
- In some circumstances, these rules can conflict with each other
- It is up to the Board of Supervisors to prioritize how they want the "districting principles" applied
- The discussion and adoption of those priorities should be in a public session

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Common Redistricting Principles -- New districts should:

- Be substantially equal in population
- Not harm minority voting rights

Then always "to the extent practicable"

- Be compact
- Be contiguous
- Preserve communities of interest
- Respect political subdivisions

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Less Common Principles --

- Districts should preserve the cores of prior districts
- Districts should (or should not) be drawn to protect incumbent elected officials
- Districts should be politically competitive
- Districts should not split existing voting precincts or Census Tracts
- District boundaries should use visible geographic features

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The Public Involvement Process

- The courts and DOJ want this to be an assertively public process
- The public record should clearly demonstrate that Gila County paid attention to its residents and did not just "give lip-service" to public input

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Preliminary Studies

- Examine, map and document the physical and demographic makeup of Gila County
- Examine County records and USDOJ files to get a complete picture of the County's preclearance history
- Catalog recent state, county and city election results at the precinct level
 - Voter turnout
 - Race or Ethnicity of candidates
 - Winners' vote margins

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Now that Census Data is here

- Determine the population, race and ethnicity values in the current districts
- Determine the size of population shifts necessary to equalize districts
- Determine the minority race proportions in each current district
- Determine the permissible population movements necessary to equalize district populations without diminishing minority voting strength
- Examine the magnitude and extent of any racially-polarized voting

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Outreach to Community Leaders

- Talk with key community leaders
 - Explain the process
 - Determine their expectations
 - Encourage their participation and leadership
- Develop a contact list of people and organizations suggested by key leaders

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Prepare Public Information Materials

- Maps illustrating topics examined in the preliminary studies
- Information handouts or booklets describing various aspects of the redistricting process
- Citizen Redistricting Kits
 - Printed booklet of instructions, data and foldout base-maps
 - Interactive redistricting map on the Internet

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Initial meetings with Supervisors

- Formal "Work-study" session with elected officials
 - Discuss process, legal setting, roles, responsibilities
 - Discuss "districting principles"
 - Obtain Supervisors' direction on priority ranking of districting principles
- Individual Meetings with Board Members and staffs
 - Obtain input on possible or preferred configurations of districts

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First Round Resident Workshops

- Three meetings, one in each current district
 - 30 minutes to view exhibits, socialize
 - Short presentation on scope, purpose, process, timelines, legal issues
 - Stress that no maps have been drawn yet – that the request for input is genuine
 - Invite citizens to draw their perceptions of "communities of interest" important to them on tracing paper laid over County maps

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Draw and Publish Alternate Plans

- Analyze plans and community-of-interest maps submitted by citizens
- Prepare 3 or 4 alternate plans, based on:
 - Themes or suggestions from elected officials
 - Recurrent themes heard from open-house participants
 - Maps of districts or communities of interest submitted by citizens
- Publish proposed alternate plans

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Second Round Resident Workshops

- Three meetings, one in each current district
 - 30 minutes to view exhibits, socialize
 - Short formal presentation
 - Describe features of each plan
 - Stress the extent to which plans incorporate ideas gathered in various public-input settings
 - Describe ways for citizens to register their views, or choices of plans or plan features
- Consultants and staff answer questions

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Prepare and Publish Final Plan

- Consultants will prepare final versions of two or three plans for consideration by the Board of Supervisors
- Plans displayed on County's website and in newspaper ads
- Public invited to send in comments and to attend the plan adoption meeting

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Adoption of Plan

- Consultants and staff present plans to Board of Supervisors at a meeting held specifically for that purpose
- Consultant team's preclearance expert examines the adopted plan for compliance with new DOJ Section 5 regulations
- Consultants prepare preclearance application files and exhibits requested by the County Attorney

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What your redistricting consultant wants you to know:

- In this very public process, you are the eyes and ears of the Board of Supervisors
- The Board of Supervisors has chosen to entrust the management of the redistricting process to an advisory committee as a way of demonstrating to voters that, although the Board alone has the final authority to adopt a plan, they want the plan to be developed in a setting that is largely detached from Board members' political interests and influence.

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What your redistricting consultant wants you to know

- Your responsibility is to recommend a plan that a majority of the Board will be able to approve.
- The public record of the process, which you will mostly prepare, is important in three major ways:

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The public record...

- Serves as a safeguard against the Board choosing, at the last minute, to ignore its advisory committee and draw its own plan.

Because...

- A clear and robust record of public input, assertive outreach to the community, committee deliberations, direction to the consultants, evaluation of plan alternatives, and discussion of recommendations, will establish a strong public expectation that the redistricting committee's advice will be respected.

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The public record...

- The U. S. Department of Justice will use the public record, submitted as part of the required application for preclearance under the Voting Rights Act, in its assessment of whether Gila County has sustained its burden of proof that the new plan has neither the purpose, nor will have the effect, of minimizing the ability of minority voters to elect candidates of their choice

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The public record...

- If the plan ever becomes the subject of litigation, courts will rely heavily on the record of the plan's creation

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Consultant Contact Information

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 - Tsissons@researchadvisoryservices.com

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GILA COUNTY
REDISTRICTING ADVISORY COMMITTEE GUIDELINES
Revised, March, 2011

In an effort to ensure a fair and unbiased redistricting, a fair and unbiased selection process of Redistricting Advisory Committee members, and a clear understanding of the role of the Committee members, the Gila County Board of Supervisors hereby adopts the following guidelines:

1. Each year following the decennial census, a Gila County Redistricting Advisory Committee (hereinafter "Committee") shall be established to provide recommendations for the redistricting of Gila County Supervisorial districts and Gila County Community College Precincts (districts).
2. Committee Selection Guidelines:
 - a) Each year following the decennial census, the Board of Supervisors, or its designee, shall establish a pool of persons who are willing to serve on and are qualified for appointment to the Committee.
 - b) Members of the public able to conform to selection guidelines and who are interested in serving on the Committee should contact their respective Gila County Supervisor to be placed on the nomination list.
 - c) Each member shall be a registered Arizona voter who has been continuously registered with the same political party, or registered as unaffiliated with a political party, for two or more years immediately preceding appointment.
 - d) Within the three years previous to appointment, members shall not have: (1) been appointed to, elected to, or a candidate for any partisan public office or community college board; (2) served as an officer of a political party; (3) served as a registered paid lobbyist; nor (4) served as an officer of a candidate's campaign committee.
 - e) Current County Employees may not serve as members of the Committee.
 - f) During tenure of the Committee and for three years thereafter, Committee members shall be ineligible for partisan public office or for registration as a paid lobbyist.
 - g) The Gila County Division of Elections shall review related applicant background information and remove any applicant who does not meet the qualifications of these guidelines..
 - h) All applicants who meet the qualifications of these guidelines according to the Gila County Division of Elections shall constitute the Gila County Redistricting Advisory Committee Applicant Pool.

- i) The Committee shall consist of nine members. No more than four members of the Committee shall be members of the same political party and at least one member of the Committee shall not be registered with either of the two largest political parties in Arizona. No more than two members shall reside in the same precinct.
3. Appointments to the Committee shall be made as follows:
 - a) The Chairman of the Board of Supervisors shall make one appointment to the Committee from the Gila County Redistricting Advisory Committee Applicant Pool followed by one appointment from the pool made in turn by each of the following: the Vice Chair of the Gila County Board of Supervisors, and the third member of the Board of Supervisors. This process is repeated until all nine members are appointed.
 - b) Any vacancy in the above nine Committee positions remaining as of March 1 of the year following the decennial census shall be filled from the pool of nominees by action of the Board of Supervisors and shall be consistent with all provisions of paragraph 2 above.
 4. Duties and Responsibilities of Committee members include, but are not limited to:
 - a) Select a chair and vice chair. The nine Committee members shall select by majority vote one of their members to serve as chair and one of their members to serve as vice-chair. If the Committee fails to select a chair or vice chair, the Board of Supervisors shall appoint a chair or vice chair from amongst the nine members.
 - b) Work on the Committee in an honest, independent, and impartial fashion and to upholding public confidence in the integrity of the redistricting process.
 - c) Work under the direction and guidance of the Gila County Election's staff and consultants.
 - d) Attend planning meetings with County Election's staff and consultants.
 - e) Attend presentation/hearing meetings and conduct interactive dialogue with the public for the purposes of providing information and gathering public input.
 - f) Provide for reporting the outcome of public meetings. Outcome materials must be made available to the public. The official record shall be addressed to the Board of Supervisors and submitted to Election's staff for review and dissemination.
 - g) Evaluate public input and redistricting proposals under the direction and guidance of Election's staff and consultants.
 - h) Make formal presentations to the Board of Supervisors in conjunction with Elections staff and consultants.

- i) Attend at least 2/3 of all planning and presentation/hearing meetings.
- j) Abide by Arizona Open Meeting Law and conduct meetings open to the public with 72 or more hours public notice provided of each meeting. Abide by all other applicable Federal and State laws.
- k) Conduct business in public meetings only when a quorum is present. Seven committee members, including the chair or vice-chair, constitute a quorum. Seven or more affirmative votes are required for any official action.
- l) Present no less than two redistricting plans to the Board of Supervisors for consideration.
- m) Serve from the date of appointment by the Gila County Board of Supervisors through the preclearance new district boundary plan by the United States Department of Justice. Once the preclearance letter has been received, the committee shall meet to present the letter of preclearance to the Board of Supervisors. At that point, the Committee will automatically be dissolved.

5. Resignation or Termination from Appointment:

- a) After having been served written notice, and provided with an opportunity for a response, a member of the Committee may be removed by the Board of Supervisors for failure to attend scheduled Committee planning meetings or presentation/hearing meetings, substantial neglect of duty, gross misconduct in office, or inability to discharge the duties of office.
- b) Committee members who must resign should provide two-weeks notice in a written letter addressed to the Gila County Board of Supervisors and the Director, Gila County Division of Elections.
- c) In the event a vacancy on the Committee occurs, a new name shall be presented to the Board of Supervisors for appointment by the same member of the Board of Supervisors who submitted the vacating member's nomination. The nominee shall be of the same political party or status as was the member who vacated the office at the time of his or her appointment.
- d) In the event there is a vacancy of the chair or vice chair, the appointment of a new chair or vice chair shall be made by the remaining Committee members.
- e) If the appointment of a replacement committee member or chair is not made within a reasonable time following the presentation of the nominees, the Board of Supervisors, or its designee, shall make the appointment striving for political balance and fairness.
- f) Any newly appointed Committee member shall serve out the remainder of the original member's term.

REDISTRICTING PRINCIPLES GILA COUNTY 2011

The following two Redistricting Principles must be observed:

- Districts shall be substantially equal in population to ensure one person-one vote; ensure the total maximum population deviation between districts is less than 10%
The principle that all citizens, regardless of where they reside in a state, are entitled to equal legislative representation. This principle was enunciated by the Supreme Court in REYNOLDS V. SIMS, 377 U.S. 533, 84 S. Ct. 1362, 12 L. Ed. 2d 506 (1964). The Court ruled that a state's Apportionment plan for seats in both houses of a bicameral state legislature must allocate seats on a population basis so that the voting power of each voter be as equal as possible to that of any other voter. One person-one vote principle requires that districts be substantially equal in population. New court cases may require deviation of much less than 10%.

- New Districts shall not harm minority voting rights
Section 2 of the Voting Rights Act forbids a voting standard, practice, or procedure from having the effect of reducing the opportunity of members of a covered minority to participate in the political process and to elect representatives of their choice. Basically, this non-discrimination provision prohibits districting practices that result in:
“Cracking” - fragmenting concentrations of minority populations and dispersing them among other districts to dilute minority opportunities to elect candidates of their choice
“Stacking” - combining concentrations of minority populations with greater concentrations of white population to prevent minority opportunities to elect candidates of their choice
“Packing” - over-concentrating minorities in as few districts as possible to minimize the number of districts in which minorities constitute a numerical majority (referred to as “majority-minority districts”)

The following Redistricting Principles should be considered to the extent practicable:

- Be contiguous and compact
A district is contiguous if all parts the district can be visited without crossing a boundary line. Compactness is more complex as there are various methods for measuring it. Appearance and function analyses will look at the overall shape of the district to see how tightly drawn and or smooth the edges are. If too irregular, it may be a signal to the courts that the lines may have been motivated by a desire to create racial or political advantage

- Preserve existing voting precincts and the cores of prior supervisory and community college districts
Recognition that major boundary changes can possibly be disruptive or confusing to voters.

- Respect political subdivisions
When a proposed district or precinct boundary line is close to an existing municipality or another district line, an attempt should be made to use that same line.

- Be drawn to protect incumbent elected officials
Recognition that incumbents may be affected by the lines that are drawn.

The following Redistricting Principles may be considered to the extent practicable:

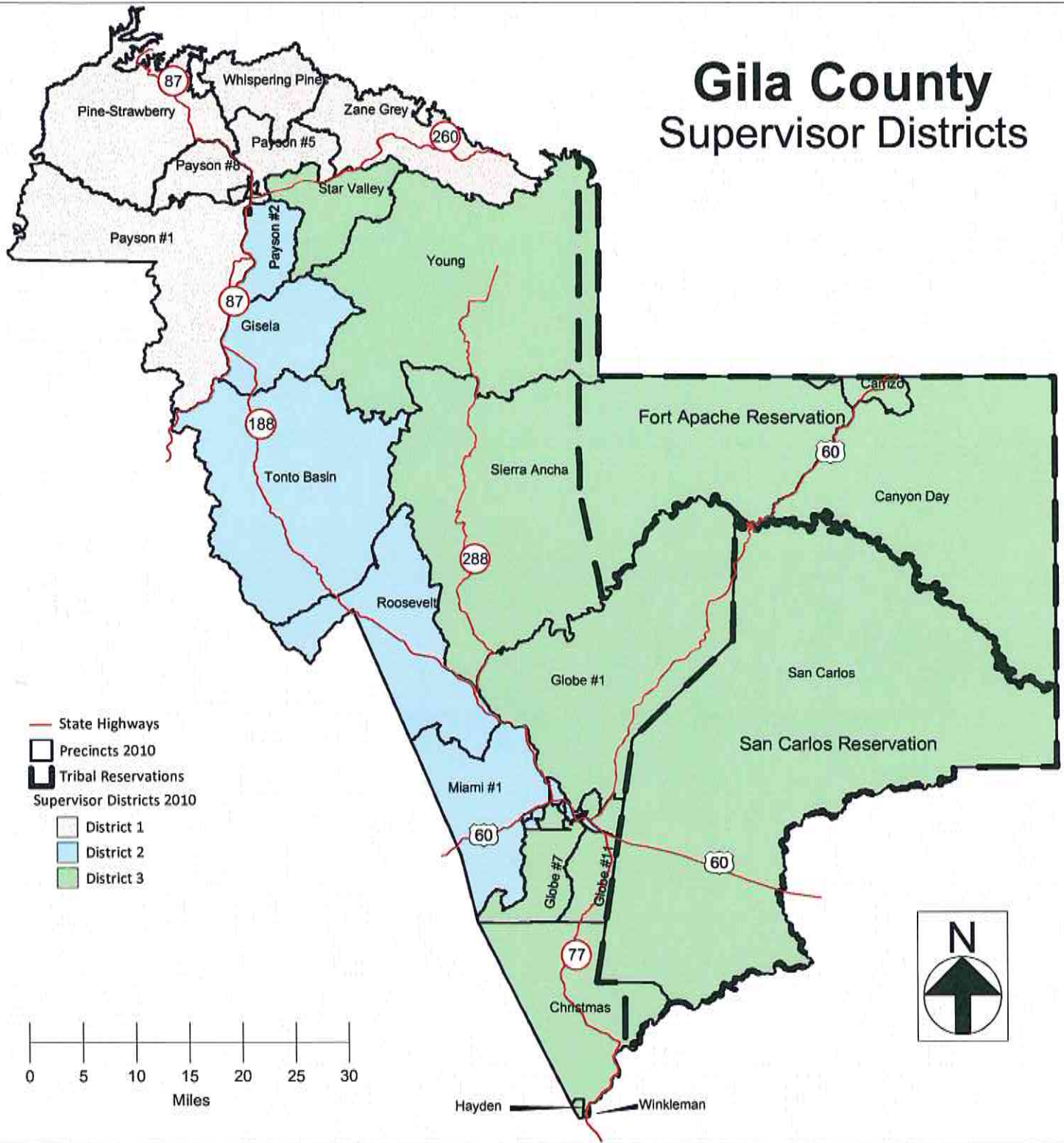
- **Preserve communities of interest**

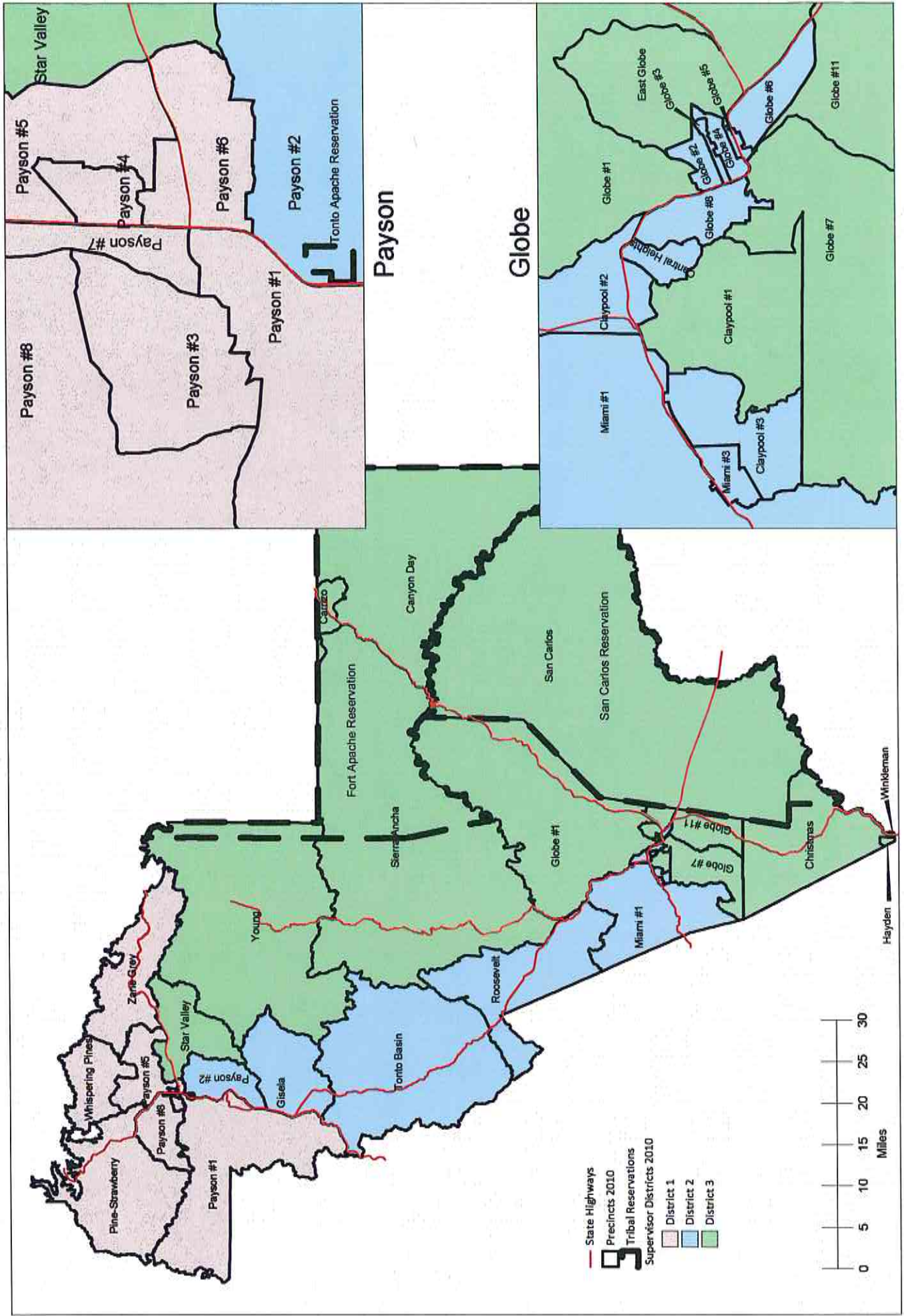
Populations or communities that have common needs and interests. Communities of interest can be identified by referring to the census, demographic studies, surveys, political information, or through public meetings to assess what socio-economic characteristics community members share. County residents can also suggest communities of interest that they feel should not be divided. The Redistricting Committee should not "discover", or claim the existence of communities of interest late in the process so as to avoid the appearance of using a supposed community of interest to mask a partisan or racial gerrymander.

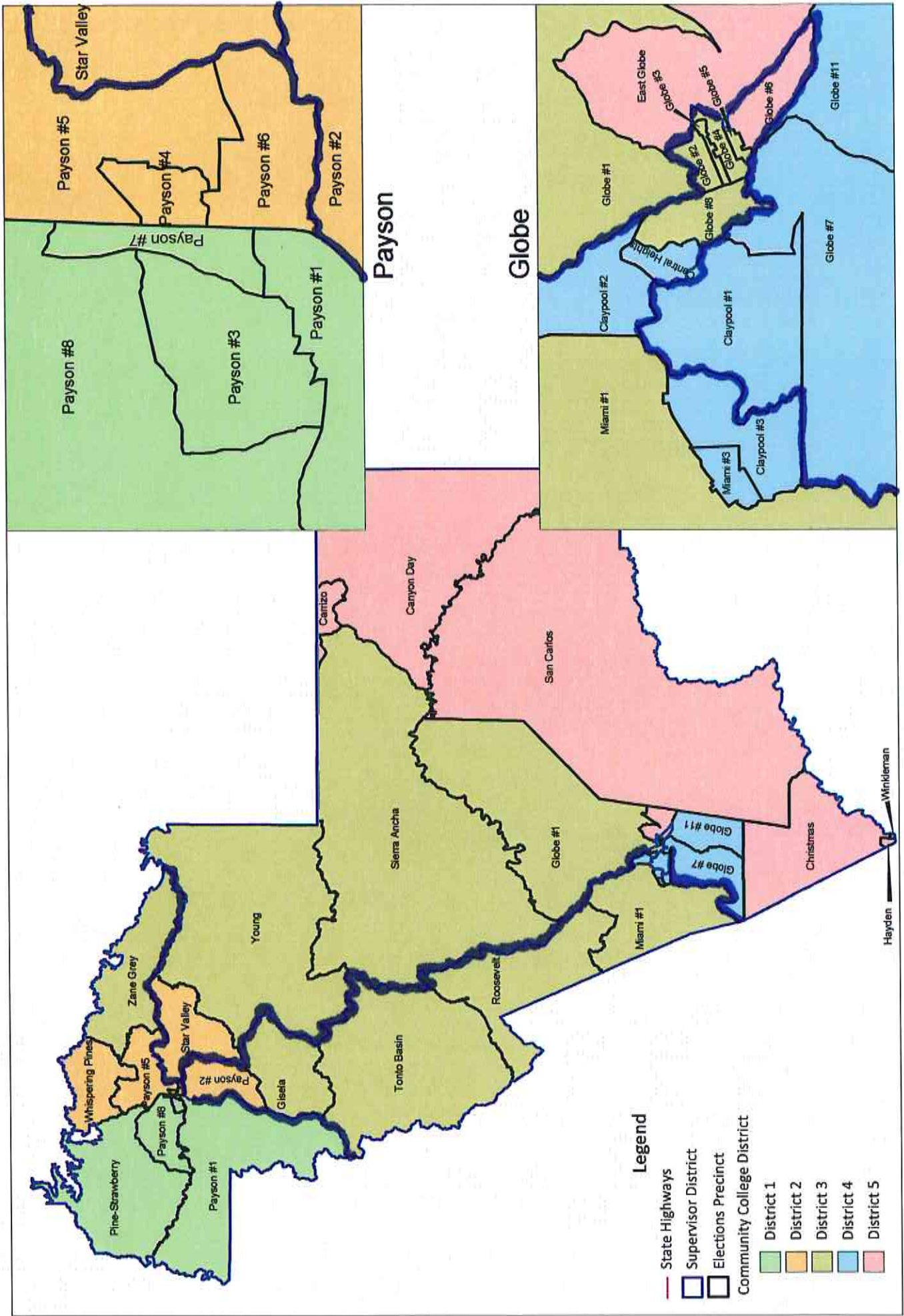
- **Use visible, identifiable geographic features**

While not a high priority, visible geographic features may be appropriate factors in certain situations.

Gila County Supervisor Districts

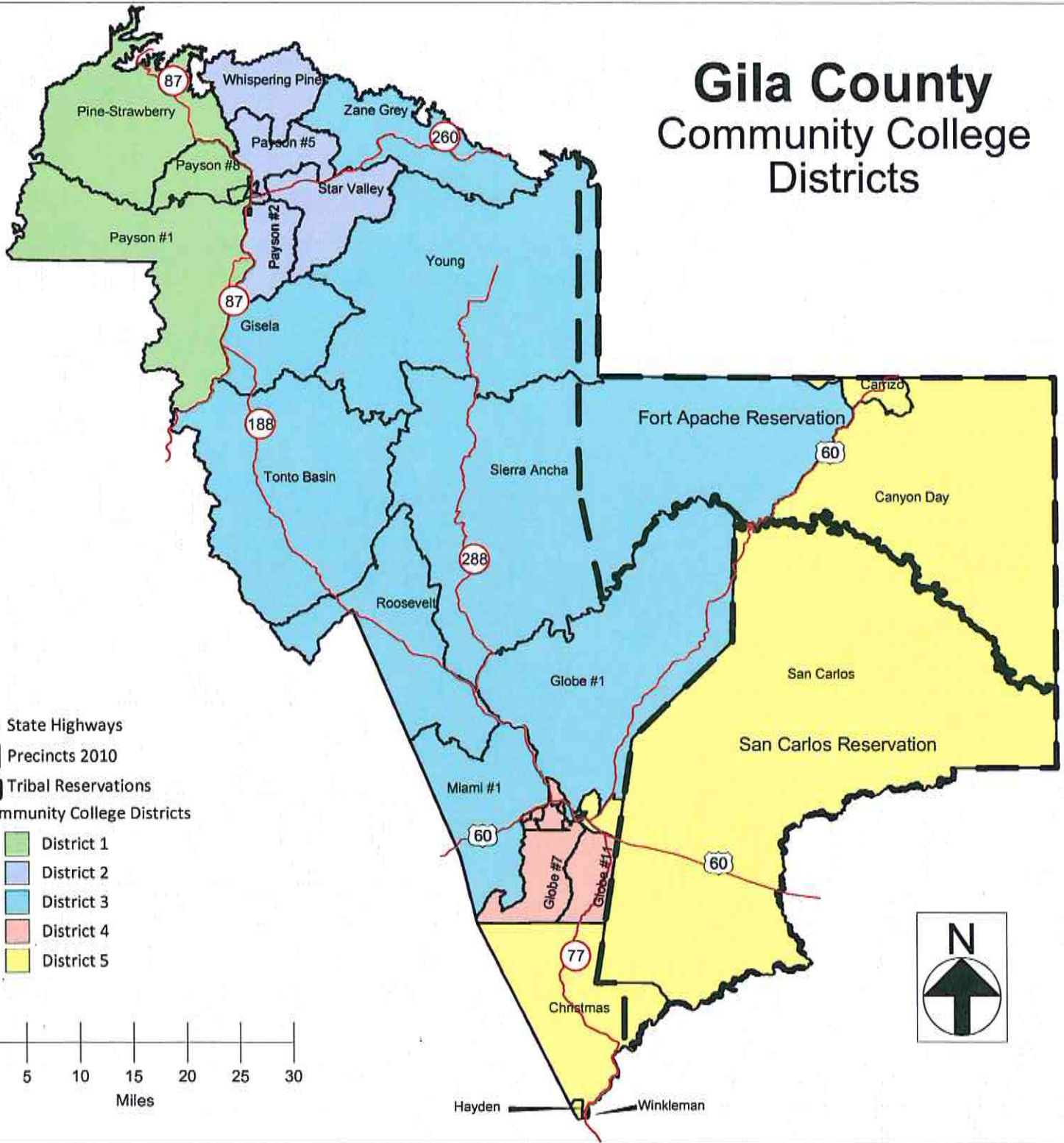




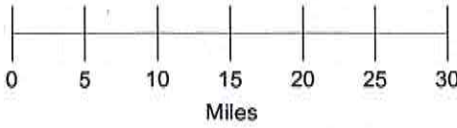


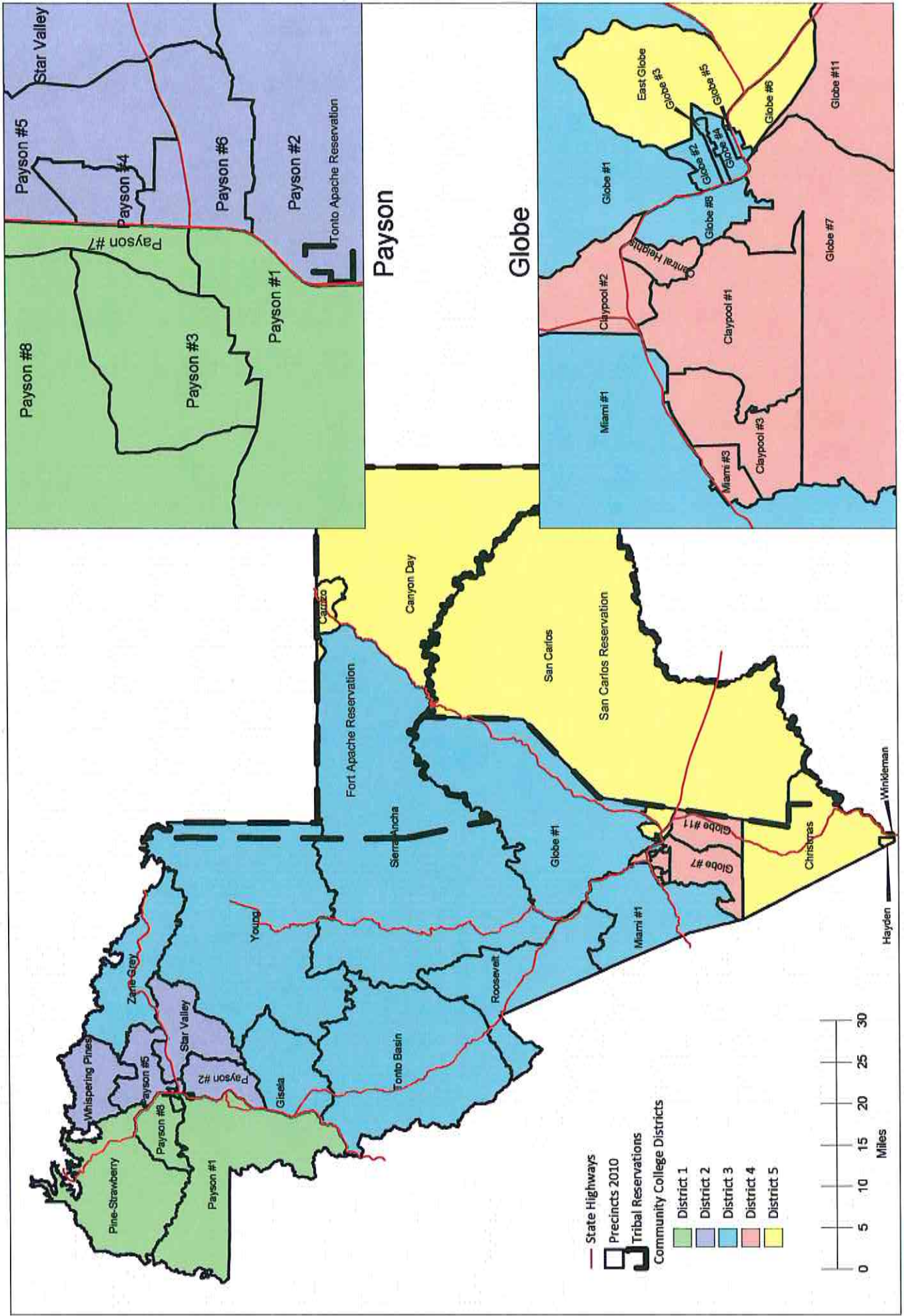
- Legend**
- State Highways
 - ▭ Supervisor District
 - ▭ Elections Precinct
 - ▭ Community College District
 - ▭ District 1
 - ▭ District 2
 - ▭ District 3
 - ▭ District 4
 - ▭ District 5

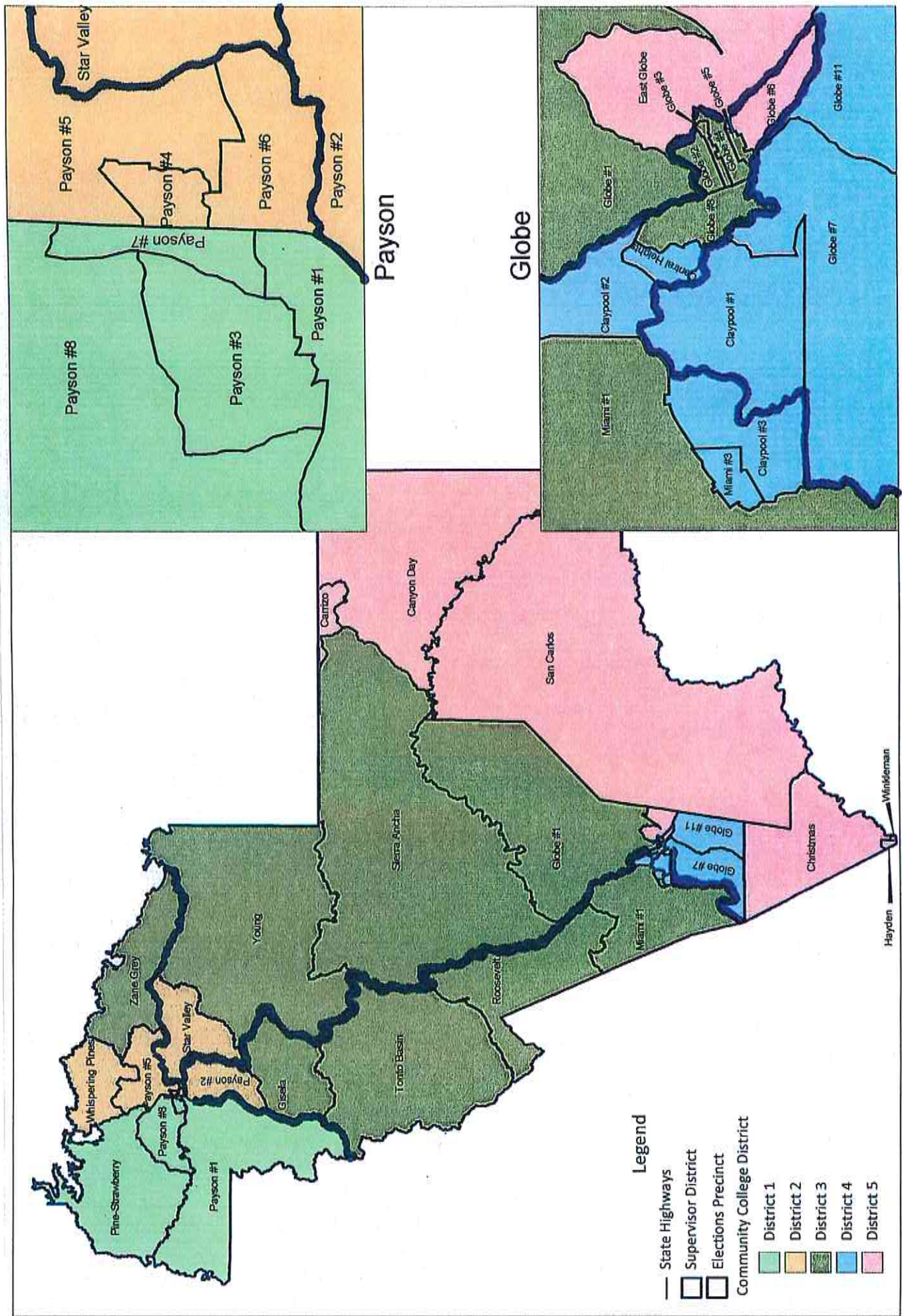
Gila County Community College Districts



- State Highways
- Precincts 2010
- Tribal Reservations
- Community College Districts**
- District 1
- District 2
- District 3
- District 4
- District 5







CURRENT INCUMBENT AREA LOCATIONS

One of the Redistricting Principles which should be considered to the extent practicable is the fact members of the Board of Supervisors and members of the Community College Board should not be drawn out of their districts during redistricting.

Currently, the members of the **Board of Supervisors** live in the following precincts/mapping areas:

District 1 Supervisor, Tommie Martin, lives in the Payson 1 Precinct - shown as Area ID: Payson #1 on the mapping tool.

District 2 Supervisor, Mike Pastor, lives in the Globe 5 Precinct - shown as Area ID: Globe #5 on the mapping tool.

District 3 Supervisor, Shirley Dawson, lives in the Globe 1 Precinct - shown as Area ID: Globe #1 on the mapping tool.

Currently, the members of the **Community College Board** live in the following precincts/mapping areas:

District 1 Board Member, Thomas Loeffler, lives in the Payson 3 Precinct - shown as Area ID: Payson #3 on the mapping tool.

District 2 Board Member, Larry Stephenson, lives in the Star Valley Precinct - shown as Area ID: Star Valley PT B on the mapping tool.

District 3 Board Member, Armida Bittner , lives in the Globe 8 Precinct - shown as Area ID: Globe #8 on the mapping tool.

District 4 Board Member Bob Ashford , lives in the Globe 11 Precinct, shown as Area ID: Globe #11 on the mapping tool.

District 5 Board Member, Bernadette Kniffen, lives in the San Carlos Precinct - shown as Area ID: San Carlos PT. A-Res on the mapping tool.

LOCALIDADES DE FUNCIONARIOS ACTUALES

Uno de los Principios de Redistribución de Distritos que debe considerarse en la medida de lo posible es el hecho de que los representantes en la Junta de Supervisores y la Mesa Directiva de la Universidad Comunitaria no deben establecerse fuera de sus distritos durante la redistribución de distritos.

Actualmente, los miembros de la **Junta de Supervisores** viven en las siguientes áreas de recintos/asignación:

El Supervisor del Distrito 1, Tommie Martin, vive en el Recinto 1 de Payson – se muestra como el Área ID: Payson #1 en la herramienta de mapeo geográfico.

El Supervisor del Distrito 2, Mike Pastor, vive en el Recinto 5 de Globe – se muestra como el Área ID: Globe #5 en la herramienta de mapeo geográfico.

La Supervisora del Distrito 3, Shirley Dawson, vive en el Recinto 1 de Globe – se muestra como el Área ID: Globe #1 en la herramienta de mapeo geográfico.

Actualmente, los miembros de la **Mesa Directiva de la Universidad Comunitaria** viven en las siguientes áreas de recintos/asignación:

El Representante del Distrito 1, Thomas Loeffler, vive en el Recinto 3 de Payson – se muestra como el Área ID: Payson #3 en la herramienta de mapeo geográfico.

El Representante del Distrito 2, Larry Stephenson, vive en el Recinto 3 de Star Valley – se muestra como el Área ID: Star Valley PT B en la herramienta de mapeo geográfico.

La Representante del Distrito 3, Armida Bittner, vive en el Recinto 8 de Globe – se muestra como el Área ID: Globe #8 en la herramienta de mapeo geográfico.

El Representante del Distrito 4, Bob Ashford, vive en el Recinto 11 de Globe – se muestra como el Área ID: Globe #11 en la herramienta de mapeo geográfico.

La Representante del Distrito 5, Bernadette Kniffen, vive en el Recinto San Carlos – se muestra como el Área ID: San Carlos PT en la herramienta de mapeo geográfico.

**Gila County
Precinct Population Change
by District**

Precinct Name	Current District	Total Population in 2000	Total Population in 2010	Percent Change 2000 to 2010
Payson #1	1	2,327	2,430	4.43%
Payson #3	1	2,112	3,102	46.88%
Payson #4	1	1,637	1,567	-4.28%
Payson #5	1	2,154	2,180	1.21%
Payson #6	1	1,631	1,590	-2.51%
Payson #7	1	1,327	1,396	5.20%
Payson #8	1	1,661	1,793	7.95%
Pine-Strawberry	1	2,983	2,949	-1.14%
Whispering Pines	1	343	305	-11.08%
Zane Grey	1	921	793	-13.90%
Subtotal		17,096	18,105	5.90%
Central Heights	2	1,612	974	-39.58%
Claypool #2	2	1,267	1,873	47.83%
Claypool #3	2	1,098	1,111	1.18%
Gisela	2	864	886	2.55%
Globe #2	2	828	769	-7.13%
Globe #3	2	418	365	-12.68%
Globe #4	2	1,058	954	-9.83%
Globe #5	2	389	304	-21.85%
Globe #6	2	1,856	1,815	-2.21%
Globe #8	2	1,160	1,096	-5.52%
Miami #1	2	982	862	-12.22%
Miami #3	2	1,336	1,290	-3.44%
Payson #2	2	2,565	2,864	11.66%
Roosevelt	2	507	354	-30.18%
Tonto Basin	2	963	1,634	69.68%
Subtotal		16,903	17,151	1.47%
Canyon Day	3	1,370	1,549	13.07%
Carrizo	3	135	127	-5.93%
Christmas	3	232	325	40.09%
Claypool #1	3	1,800	1,611	-10.50%
East Globe	3	1,025	1,263	23.22%
Globe #1	3	1,149	1,170	1.83%
Globe #11	3	1,392	1,222	-12.21%
Globe #7	3	978	891	-8.90%
Hayden	3	892	662	-25.78%
San Carlos	3	4,784	5,288	10.54%
Sierra Ancha	3	324	288	-11.11%
Star Valley	3	2,181	2,836	30.03%
Winkelman	3	439	353	-19.59%
Young	3	635	756	19.06%
Subtotal		17,336	18,341	5.80%
TOTAL		51,335	53,597	4.41%