

# Gila County, Arizona Redistricting to Equalize Election District Populations

An Overview of the Process  
June, 2010

## The consultants

- Two firms serving as legal and process consultants
- Federal Compliance Consulting LLC, Potomac, Maryland
  - Bruce L. Adelson, Esq., CEO
- Research Advisory Services, Inc., Phoenix, Arizona
  - Tony Sissons, President

## DOJ Expert Bruce Adelson

- Former U. S. Department of Justice Civil Rights Division senior attorney
- Team leader for 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 DOJ
  - Advise on Gila County DOJ preclearance

## Redistricting Expert Tony Sissons

- Has managed 17 successful city/county redistricting processes
  - All were precleared by the DOJ
  - None were ever challenged in court
- Tony Sissons will:
  - Provide technical, statistical, and procedural assistance

## 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

## Population Issues

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

### 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*)
- We will be looking for variances of <5%

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### Race and Ethnicity Issues

- To comply with 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

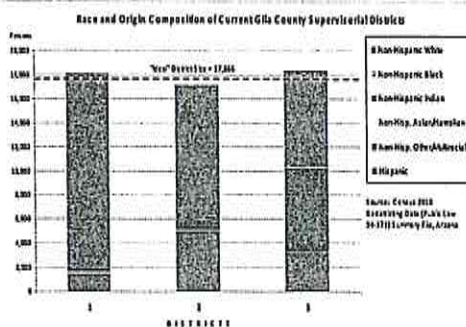
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### Race and Ethnicity Issues in Supervisor Districts

- 2010 voting-age minority proportions:
  - District 1 – 9.13%
  - District 2 – 30.16%
  - District 3 – 50.28%
- 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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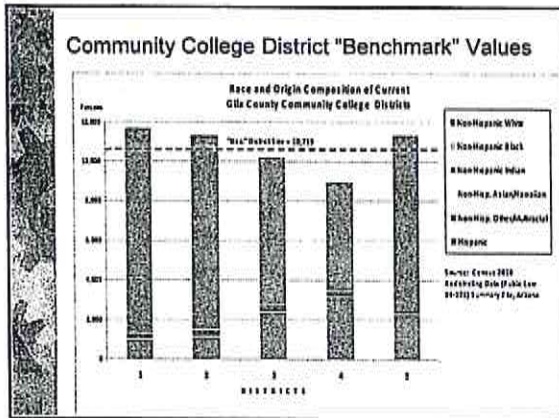
### Supervisor District "Benchmark" Values



### Race and Ethnicity Issues in Community College Districts

- 2010 voting-age minority proportions:
  - District 1 – 8.97%
  - District 2 – 10.91%
  - District 3 – 23.12%
  - District 4 – 35.12%
  - District 5 – 76.31%
- District 5 is "minority-majority"
- District 4 may be at the threshold of concern to the Department of Justice

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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

- ### Gila County Redistricting Principles Adopted by Board April 19, 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%
    - ✓ New Districts shall not harm minority voting rights.

- ### Principles (continued)
- The following Redistricting Principles should be considered to the extent practicable:
    - ✓ Be contiguous and compact
    - ✓ Preserve existing voting precincts and the cores of prior supervisory and community college districts
    - ✓ Respect political subdivisions
    - ✓ Be drawn to protect incumbent elected officials

- ### Principles (continued)
- The following Redistricting Principles may be considered to the extent practicable:
    - ✓ Preserve communities of interest
    - ✓ Use visible, identifiable geographic features

- ### The Public Involvement Process
- The courts, DOJ, and the County 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

## The Process

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

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## The Process (continued)

- Determine population, race and ethnicity values in current districts
- Determine the size of population shifts necessary to equalize districts
- Determine minority race proportions in each current district
- Determine 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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## The Process (continued)

- Talk with key community leaders
- Talk with community organizations
- Hold citizen input meetings
  - Explain the process
  - Determine expectations
  - Encourage participation
  - Encourage leadership

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## Prepare Public Information Materials

- Gila County Maps with current districts
- Census data
- Information on Gila County Website
- Interactive redistricting map on the Internet
- Citizen input instructions

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## First Round Public Meetings

- Five meetings, one in each current college district
  - Short presentation on scope, purpose, process, timelines, legal issues
  - Stress that the request for public input is genuine
  - Invite citizens to discuss their perceptions of "communities of interest"
  - Invite citizens to submit their redistricting ideas and maps

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## Draw and Publish Alternate Plans

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

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## Second Round Public Meetings

- Five meetings, one in each current college district
  - Short 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

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## Prepare and Publish Final Plan

- 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

- Plans presented to Board of Supervisors
- Plan examined to ensure compliance with DOJ Section 5 regulations
- DOJ Preclearance application submitted

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## The Gila County Redistricting Advisory Committee:

- Is the eyes and ears of the Board of Supervisors
- Has been chosen by the Board to work with staff and the consultants in managing the redistricting process in such a way as to demonstrate to voters that, although the Board alone has 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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## The Advisory Committee (continued)

- Is responsible for recommending plan alternatives that a majority of the Board will be able to approve.
- Is responsible for maintaining a public record of the process

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## The Public Record Will Show

- The Board did not ignore its advisory committee
- The public did participate in the process
- Sufficient public input information was available for inclusion in the required application for DOJ preclearance
- If the plan ever becomes the subject of litigation, the courts can assess the full extent of public participation process employed by Gila County

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**GILA COUNTY SUPERVISORIAL DISTRICTS  
CENSUS 2010 TOTAL POPULATION BY ELECTION DISTRICT**

<u>Number:</u>	<u>District 1</u>	<u>District 2</u>	<u>District 3</u>	<u>Total, All Districts</u>
Hispanic, of any race	1,467	4,916	3,205	9,588
Non-Hispanic White	16,025	11,237	8,036	35,298
Non-Hispanic Black	87	75	86	248
Non-Hispanic American Indian	357	715	6,903	7,975
Non-Hispanic Asian	114	143	64	321
Non-Hispanic Hawaiian	22	11	6	39
Non-Hispanic other race	20	29	17	66
Non-Hispanic two or more races	13	25	24	62
<b>Total Population</b>	<b>18,105</b>	<b>17,151</b>	<b>18,341</b>	<b>53,597</b>

<u>Percent:</u>				
Hispanic, of any race	8.10%	28.66%	17.47%	17.89%
Non-Hispanic White	88.51%	65.52%	43.81%	65.86%
Non-Hispanic Black	0.48%	0.44%	0.47%	0.46%
Non-Hispanic American Indian	1.97%	4.17%	37.64%	14.88%
Non-Hispanic Asian	0.63%	0.83%	0.35%	0.60%
Non-Hispanic Hawaiian	0.12%	0.06%	0.03%	0.07%
Non-Hispanic other race	0.11%	0.17%	0.09%	0.12%
Non-Hispanic two or more races	0.07%	0.15%	0.13%	0.12%
<b>Total Percent</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

Ideal Population	17,866	17,866	17,866	<b>Total</b> 17,866
Total Population	18,105	17,151	18,341	deviation: 18,341
Numeric deviation from Ideal Value	239	-715	475	1,190
Percent deviation from Ideal Value	1.34%	-4.00%	2.66%	6.66%

Population in 2000	17,098	17,089	17,148	51,335
Population Change Since 2000	1,007	62	1,193	2,262
Percent Change Since 2000	5.89%	0.36%	6.96%	4.41%
Hispanic Population in 2000	785	4,647	3,114	8,546
Hispanic Population Change Since 2000	682	269	91	1,042
Hispanic Percent Change Since 2000	86.88%	5.79%	2.92%	12.19%

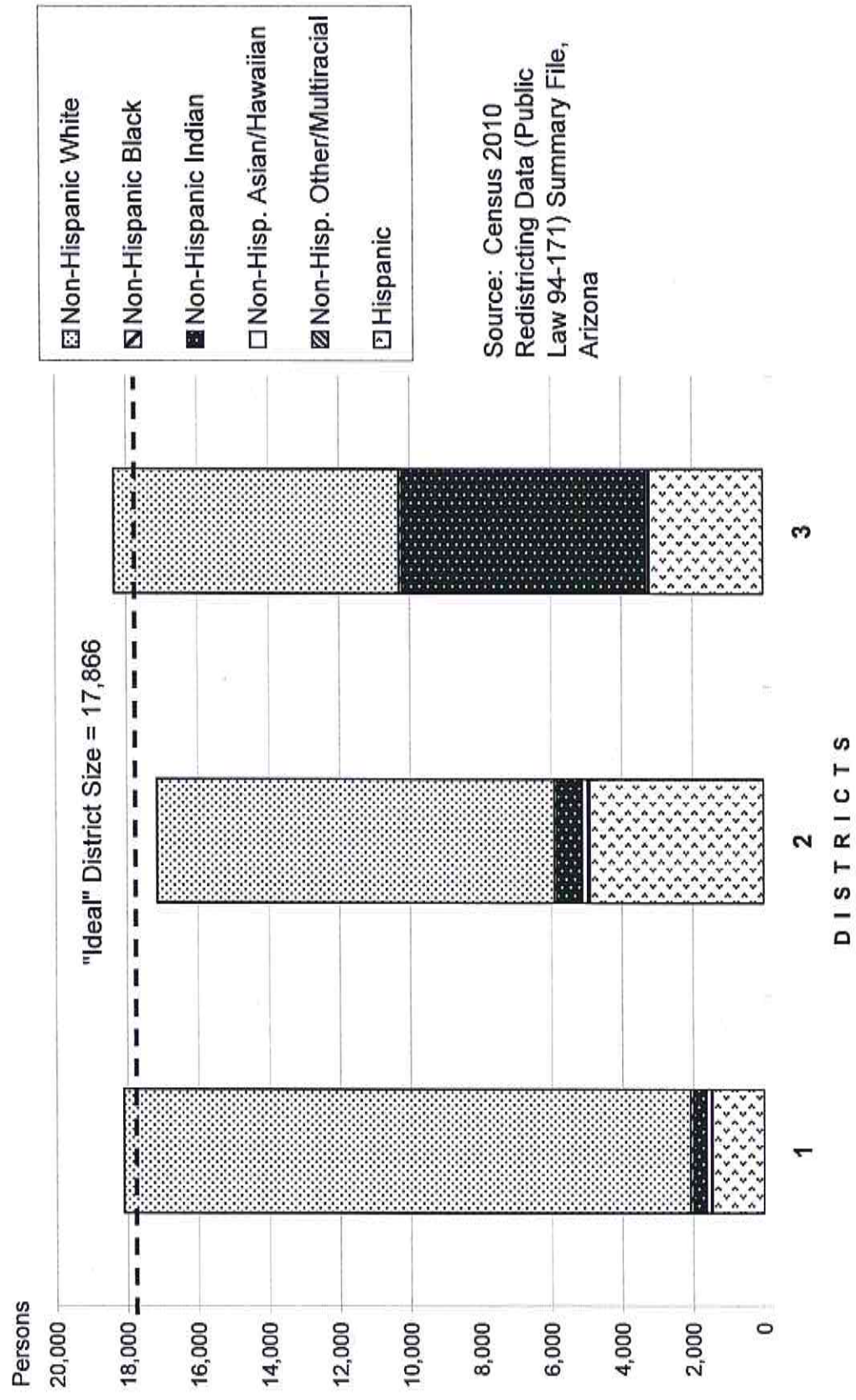
Source: Census 2010 Redistricting Data (Public Law 94-171) Summary file, Arizona  
 Tabulation: Research Advisory Services, Inc., Phoenix AZ (602) 230-9580

**GILA COUNTY SUPERVISORIAL DISTRICTS  
CENSUS 2010 VOTING-AGE POPULATIONS BY ELECTION DISTRICT**

	<u>District 1</u>	<u>District 2</u>	<u>District 3</u>	<u>Total, All Districts</u>
<b><u>Voting-Age Number:</u></b>				
Hispanic, of any race	947	3,369	2,203	6,519
Non-Hispanic White	13,806	9,457	6,659	29,922
Non-Hispanic Black	47	62	62	171
Non-Hispanic American Indian	266	491	4,388	5,145
Non-Hispanic Asian	90	114	48	252
Non-Hispanic Hawaiian	17	9	4	30
Non-Hispanic other race	9	23	12	44
Non-Hispanic two or more races	11	16	16	43
<b><u>Voting-Age Population</u></b>	<b>15,193</b>	<b>13,541</b>	<b>13,392</b>	<b>42,126</b>
<b><u>Voting-Age Percent:</u></b>				
Hispanic, of any race	6.23%	24.88%	16.45%	15.48%
Non-Hispanic White	90.87%	69.84%	49.72%	71.03%
Non-Hispanic Black	0.31%	0.46%	0.46%	0.41%
Non-Hispanic American Indian	1.75%	3.63%	32.77%	12.21%
Non-Hispanic Asian	0.59%	0.84%	0.36%	0.60%
Non-Hispanic Hawaiian	0.11%	0.07%	0.03%	0.07%
Non-Hispanic other race	0.06%	0.17%	0.09%	0.10%
Non-Hispanic two or more races	0.07%	0.12%	0.12%	0.10%
<b><u>Voting-Age Percent</u></b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>
<b>Voting-Age Population in 2000</b>	<b>13,759</b>	<b>12,891</b>	<b>11,795</b>	<b>38,445</b>
<b>Voting-Age Pop. Change Since 2000</b>	<b>1,434</b>	<b>650</b>	<b>1,597</b>	<b>3,681</b>
<b>Voting-Age Percent Change Since 2000</b>	<b>10.42%</b>	<b>5.04%</b>	<b>13.54%</b>	<b>9.57%</b>
<b>Hispanic Voting-Age Population in 2000</b>	<b>531</b>	<b>3,142</b>	<b>1,973</b>	<b>5,646</b>
<b>Hispanic Voting-Age Change Since 2000</b>	<b>162</b>	<b>-1,278</b>	<b>-911</b>	<b>-2,027</b>
<b>Hispanic V-A Percent Change Since 2000</b>	<b>20.64%</b>	<b>-27.50%</b>	<b>-29.25%</b>	<b>-23.72%</b>

Source: Census 2010 Redistricting Data (Public Law 94-171) Summary file, Arizona  
 Tabulation: Research Advisory Services, Inc., Phoenix AZ (602) 230-9580

# Race and Origin Composition of Current Gila County Supervisorial Districts



Source: Census 2010  
 Redistricting Data (Public  
 Law 94-171) Summary File,  
 Arizona



**GILA COUNTY COMMUNITY COLLEGE DISTRICTS  
CENSUS 2010 TOTAL POPULATION BY ELECTION DISTRICT**

<u>Number:</u>	<u>District 1</u>	<u>District 2</u>	<u>District 3</u>	<u>District 4</u>	<u>District 5</u>	<u>Total, All Districts</u>
Hispanic, of any race	934	1,041	2,294	3,085	2,234	9,588
Non-Hispanic White	10,317	9,830	7,477	5,475	2,199	35,298
Non-Hispanic Black	56	40	41	71	40	248
Non-Hispanic American Indian	254	305	318	262	6,836	7,975
Non-Hispanic Asian	69	87	71	50	44	321
Non-Hispanic Hawaiian	17	8	5	8	1	39
Non-Hispanic other race	15	17	12	16	6	66
Non-Hispanic two or more races	8	14	13	5	22	62
<b>Total Population</b>	<b>11,670</b>	<b>11,342</b>	<b>10,231</b>	<b>8,972</b>	<b>11,382</b>	<b>53,597</b>

<u>Percent:</u>						
Hispanic, of any race	8.00%	9.18%	22.42%	34.38%	19.63%	17.89%
Non-Hispanic White	88.41%	86.67%	73.08%	61.02%	19.32%	65.86%
Non-Hispanic Black	0.48%	0.35%	0.40%	0.79%	0.35%	0.46%
Non-Hispanic American Indian	2.18%	2.69%	3.11%	2.92%	60.06%	14.88%
Non-Hispanic Asian	0.59%	0.77%	0.69%	0.56%	0.39%	0.60%
Non-Hispanic Hawaiian	0.15%	0.07%	0.05%	0.09%	0.01%	0.07%
Non-Hispanic other race	0.13%	0.15%	0.12%	0.18%	0.05%	0.12%
Non-Hispanic two or more races	0.07%	0.12%	0.13%	0.06%	0.19%	0.12%
<b>Total Percent</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

						<b>Total deviation:</b>
Ideal Population	10,719	10,719	10,719	10,719	10,719	<b>2,698</b>
Total Population	11,670	11,342	10,231	8,972	11,382	<b>25.17%</b>
Numeric deviation from Ideal Value	951	623	-488	-1,747	663	
Percent deviation from Ideal Value	8.87%	5.81%	-4.56%	-16.30%	6.18%	

Population in 2000	10,412	10,511	9,986	9,693	10,733	51,335
Population Change Since 2000	1,258	831	245	-721	649	2,262
Percent Change Since 2000	12.08%	7.91%	2.45%	-7.44%	6.05%	4.41%

Hispanic Population in 2000	496	543	2,208	3,246	2,053	8,546
Hispanic Population Change Since 2000	438	498	86	-161	181	1,042
Hispanic Percent Change Since 2000	88.31%	91.71%	3.89%	-4.96%	8.82%	12.19%

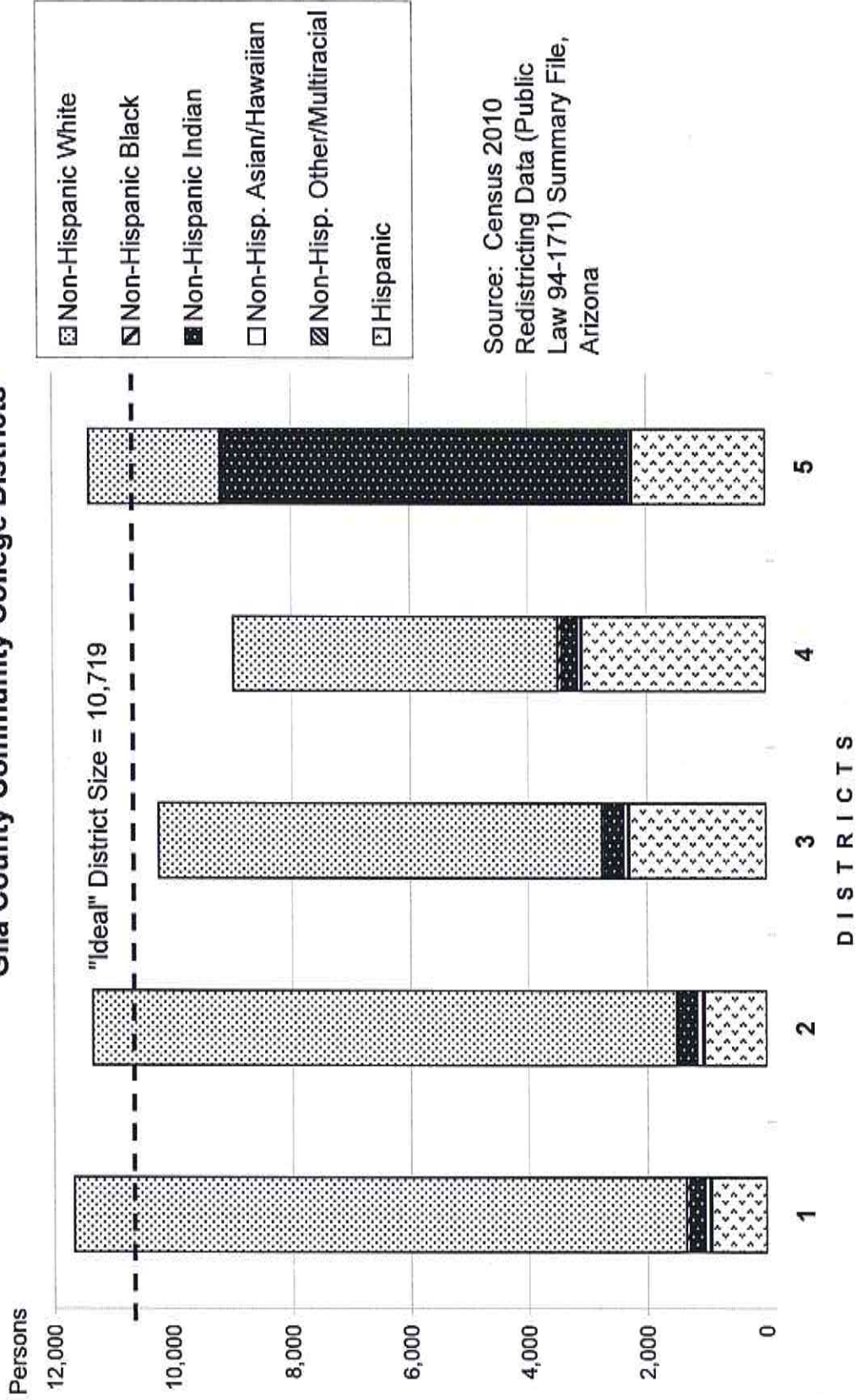
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**GILA COUNTY COMMUNITY COLLEGE DISTRICTS  
CENSUS 2010 VOTING-AGE POPULATIONS BY ELECTION DISTRICT**

<u>Voting-Age Number:</u>	<u>District 1</u>	<u>District 2</u>	<u>District 3</u>	<u>District 4</u>	<u>District 5</u>	<u>Total, All Districts</u>
Hispanic, of any race	577	678	1,613	2,082	1,569	6,519
Non-Hispanic White	8,911	8,342	6,459	4,344	1,866	29,922
Non-Hispanic Black	34	21	29	49	38	171
Non-Hispanic American Indian	189	222	226	161	4,347	5,145
Non-Hispanic Asian	54	71	49	39	39	252
Non-Hispanic Hawaiian	12	7	5	5	1	30
Non-Hispanic other race	6	13	10	10	5	44
Non-Hispanic two or more races	6	10	10	5	12	43
<b><i>Voting-Age Population</i></b>	<b>9,789</b>	<b>9,364</b>	<b>8,401</b>	<b>6,695</b>	<b>7,877</b>	<b>42,126</b>
<u>Voting-Age Percent:</u>						
Hispanic, of any race	5.89%	7.24%	19.20%	31.10%	19.92%	15.48%
Non-Hispanic White	91.03%	89.09%	76.88%	64.88%	23.69%	71.03%
Non-Hispanic Black	0.35%	0.22%	0.35%	0.73%	0.48%	0.41%
Non-Hispanic American Indian	1.93%	2.37%	2.69%	2.40%	55.19%	12.21%
Non-Hispanic Asian	0.55%	0.76%	0.58%	0.58%	0.50%	0.60%
Non-Hispanic Hawaiian	0.12%	0.07%	0.06%	0.07%	0.01%	0.07%
Non-Hispanic other race	0.06%	0.14%	0.12%	0.15%	0.06%	0.10%
Non-Hispanic two or more races	0.06%	0.11%	0.12%	0.07%	0.15%	0.10%
<b><i>Voting-Age Percent</i></b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>
Voting-Age Population in 2000	8,386	8,375	7,912	6,940	6,832	38,445
Voting-Age Pop. Change Since 2000	1,403	989	489	-245	1,045	3,681
Voting-Age Percent Change Since 2000	16.73%	11.81%	6.18%	-3.53%	15.30%	9.57%
Hispanic Voting-Age Population in 2000	342	336	1,484	2,120	1,364	5,646
Hispanic Voting-Age Change Since 2000	81	135	-595	-1,164	-484	-2,027
Hispanic V-A Percent Change Since 2000	16.33%	24.86%	-26.95%	-35.86%	-23.58%	-23.72%

Source: Census 2010 Redistricting Data (Public Law 94-171) Summary file, Arizona  
 Tabulation: Research Advisory Services, Inc., Phoenix AZ (602) 230-9580

# Race and Origin Composition of Current Gila County Community College Districts



Source: Census 2010 Redistricting Data (Public Law 94-171) Summary File, Arizona

## Census Population Changes in Gila County Supervisor and Community College Districts, 2000 to 2010

	Population in:		Population Growth, 2000-2010	
	2000	2010	Number	Percent
<b>SUPERVISOR DISTRICTS</b>				
<u>Total Population</u>				
BOS1	17,098	18,105	1,007	5.89%
BOS2	17,089	17,151	62	0.36%
BOS3	17,148	18,341	1,193	6.96%
	<u>51,335</u>	<u>53,597</u>	<u>2,262</u>	<u>4.41%</u>
<u>Hispanic Population</u>				
BOS1	785	1,467	682	86.88%
BOS2	4,647	4,916	269	5.79%
BOS3	3,114	3,205	91	2.92%
	<u>8,546</u>	<u>9,588</u>	<u>1,042</u>	<u>12.19%</u>
<u>American Indian Population</u>				
BOS1	128	357	229	178.91%
BOS2	415	715	300	72.29%
BOS3	5,869	6,903	1,034	17.62%
	<u>6,412</u>	<u>7,975</u>	<u>1,563</u>	<u>24.38%</u>
<b>COMMUNITY COLLEGE DISTRICTS</b>				
<u>CCD-Total Population</u>				
CCD1	10,412	11,670	1,258	12.08%
CCD2	10,511	11,342	831	7.91%
CCD3	9,986	10,231	245	2.45%
CCD4	9,693	8,972	-721	-7.44%
CCD5	10,733	11,382	649	6.05%
	<u>51,335</u>	<u>53,597</u>	<u>2,262</u>	<u>4.41%</u>
<u>CCD-Hispanic Population</u>				
CCD1	496	934	438	88.31%
CCD2	543	1,041	498	91.71%
CCD3	2,208	2,294	86	3.89%
CCD4	3,246	3,085	-161	-4.96%
CCD5	2,053	2,234	181	8.82%
	<u>8,546</u>	<u>9,588</u>	<u>1,042</u>	<u>12.19%</u>
<u>CCD-American Indian Population</u>				
CCD1	81	254	173	213.58%
CCD2	196	305	109	55.61%
CCD3	140	318	178	127.14%
CCD4	109	262	153	140.37%
CCD5	5,886	6,836	950	16.14%
	<u>6,412</u>	<u>7,975</u>	<u>1,563</u>	<u>24.38%</u>

Source: Census 2010 and 2000 Redistricting Data (Public Law 94-171) Summary Files, Arizona

## Census Population Changes in Gila County Cities, Towns and Places

	Population in:		Population Growth, 2000-2010	
	2000	2010	Number	Percent
<b><u>Cities and Towns</u></b>				
Globe AZ	7,486	7,532	46	0.61%
Hayden AZ	892	662	-230	-25.78%
Miami AZ	1,936	1,837	-99	-5.11%
Payson AZ	13,620	15,301	1,681	12.34%
Star Valley AZ	n.a.	2,310	n.a.	n.a.
Winkelman AZ	443	353	-90	-20.32%
<b><u>Unincorporated Communities</u></b>				
Bear Flat AZ	n.a.	18	n.a.	n.a.
Beaver Valley AZ	n.a.	231	n.a.	n.a.
Canyon Day AZ	1,092	1,209	117	10.71%
Carrizo AZ	n.a.	127	n.a.	n.a.
Cedar Creek AZ	n.a.	318	n.a.	n.a.
Central Heights-Midland City AZ	2,694	2,534	-160	-5.94%
Christopher Creek AZ	n.a.	156	n.a.	n.a.
Claypool AZ	1,794	1,538	-256	-14.27%
Copper Hill AZ	n.a.	108	n.a.	n.a.
Deer Creek AZ	n.a.	216	n.a.	n.a.
Dripping Springs AZ	n.a.	235	n.a.	n.a.
East Globe AZ	n.a.	226	n.a.	n.a.
East Verde Estates AZ	n.a.	170	n.a.	n.a.
El Capitan AZ	n.a.	37	n.a.	n.a.
Flowing Springs AZ	n.a.	42	n.a.	n.a.
Freedom Acres AZ	n.a.	84	n.a.	n.a.
Geronimo Estates AZ	n.a.	60	n.a.	n.a.
Gisela AZ	532	570	38	7.14%
Haigler Creek AZ	n.a.	19	n.a.	n.a.
Hunter Creek AZ	n.a.	48	n.a.	n.a.
Icehouse Canyon AZ	n.a.	677	n.a.	n.a.
Jakes Corner AZ	n.a.	76	n.a.	n.a.
Kohls Ranch AZ	n.a.	46	n.a.	n.a.
Mead Ranch AZ	n.a.	38	n.a.	n.a.
Mesa del Caballo AZ	n.a.	765	n.a.	n.a.
Oxbow Estates AZ	n.a.	217	n.a.	n.a.
Peridot AZ	1,266	1,350	84	6.64%
Pinal AZ	n.a.	439	n.a.	n.a.
Pine AZ	1,931	1,963	32	1.66%
Rock House AZ	n.a.	50	n.a.	n.a.
Roosevelt AZ	n.a.	28	n.a.	n.a.
Round Valley AZ	n.a.	487	n.a.	n.a.
Rye AZ	n.a.	77	n.a.	n.a.
San Carlos AZ	3,716	4,038	322	8.67%
Six Shooter Canyon AZ	n.a.	1,019	n.a.	n.a.
Strawberry AZ	1,028	961	-67	-6.52%
Tonto Basin AZ	840	1,424	584	69.52%
Tonto Village AZ	n.a.	256	n.a.	n.a.
Washington Park AZ	n.a.	70	n.a.	n.a.
Wheatfields AZ	n.a.	785	n.a.	n.a.
Whispering Pines AZ	n.a.	148	n.a.	n.a.
Young AZ	561	666	105	18.72%

Source: Census 2010 and 2000 Redistricting Data (Public Law 94-171) Summary Files, Arizona