



MEMORANDUM

December 7, 2021

Redistricting for Board of Supervisors and Pima Community College Governing Board

Background

Statutorily, Board of Supervisor (BOS) redistricting is to occur every 10 years following the release of decennial census population estimates for the purpose of balancing the population of each district to within 10 percent to better equalize representation. The deadline for this previously was December 31st. However, this year with the delayed release of Census population estimates, the Arizona State Legislature amended the statute to enable counties to have until July 1, 2022 to complete redistricting. The revised districts would then be effective for the 2024 election cycle. The Pima Community College (PCC) Governing Board uses the same district lines as the BOS.

This memorandum includes the following:

- State and federal requirements for BOS and PCC redistricting,
- Other common redistricting principles,
- Demographic and voter registration data for the current districts,
- Sample maps showing how the districts could be redrawn to equalize population,
- A recommended public process, and
- A request that the BOS provide direction to staff on how to proceed.

State and Federal Requirements for BOS/PCC Redistricting

Table 1 shows the estimated population per supervisorial district after the last redistricting effort in 2011 and for 2020. According to the estimates, District 5 was the only district to lose population. District 2 experienced the least population growth. Districts 1 and 4 experienced the greatest population growth. Overall, the highest populated district, District 4, is about 16 percent higher than the lowest populated district, District 5. This equates to a difference of about 30,000 people. As a result, and according to State Statute¹, the BOS is required to redistrict (rebalance) the population to not more than a 10 percent difference. Based on 2020 Census population estimates, this equates to not more than about a 20,000-person difference between the highest and lowest populated districts. Attachment 1 includes a map of the current districts last approved in 2011.

¹ ARS 11-212

Table 1
Estimated BOS/PCC District Populations

BOS/PCC DISTRICT	POPULATION ESTIMATE AFTER 2011 REDISTRICTING	2020 POPULATION CENSUS ESTIMATE
1	196,488	219,324
2	194,686	200,522
3	196,003	206,983
4	197,799	223,745
5	195,287	192,859
Total Population	980,263	1,043,433
Deviation between highest/lowest	3,113	30,886
% Deviation between highest/lowest	2%	16%

In addition to State law, redistricting must comply with Section 2 of the Federal Voting Rights Act. In short, Section 2 prohibits voting practices or procedures that discriminate on the basis of race, ethnicity, or membership in a language minority group, and, in particular, government action that would leave such groups in a lesser position than other members of the electorate to participate in the political process and to elect candidates of their choice. At the time of the last redistricting, Arizona (and subsequently Pima County) was still required to seek preclearance from the Department of Justice (DOJ) for changes in voting practices and procedures, including redistricting, under Section 5 of the Voting Rights Act. Pima County’s prior redistricting map, which was cleared by the DOJ, included two majority-minority districts (Districts 2 and 5) that enabled minorities (in this case Hispanics) an opportunity to elect representatives of their choice.

Current population estimates show little change in the total population of Districts 2 and 5, and preclearance is no longer required. However, changes in district lines are still required to comply with Section 2 of the Voting Rights Act and therefore staff will be undertaking an analysis to ensure that proposed districts remain in compliance. This includes a three-part test. For Part 1, staff has already confirmed that Districts 2 and 5 include a minority population that is sufficiently large and geographically compact to constitute a majority of the voting-age population of those districts (Table 2). Sufficiently large has been defined by the courts to mean 50 percent or more for combined minorities, not necessarily the largest single minority population. No other districts meet this criterion.

Table 2
Minority Voting Age Population by District

Current Districts	Total Population	Voting Age Population	% Minority by Voting Age Population	% Hispanic by Voting Age Population
1	219,327	181,339	26.8%	16.5%
2	200,520	150,386	63.9%	50.9%
3	206,982	164,261	46.0%	31.6%
4	223,742	182,118	28.2%	17.4%
5	192,862	156,161	60.7%	48.0%

Parts 2 and 3 of the test focus on whether racially polarized voting is occurring and if in prior elections a district's White majority has typically defeated the minority's preferred candidate. Staff reviewed a recent report developed for the Arizona Independent Redistricting Committee concerning racially/ethnically polarized voting.² Election results were analyzed for 2018 and 2020 statewide elections, as well as congressional and state senate elections, where there were Hispanic and White candidates in the same race. Pima County and five other counties were determined to have sufficiently large and geographically compact minority populations, and therefore the data was broken out separately for these counties. Overall, the report found that more than half of the races analyzed in Pima County were racially/ethnically polarized, but to a lesser extent than the rest of the state.

Because of racially/ethnically polarized voting, the report recommends that districts that provide minority voters with an opportunity to elect their candidates of choice must be created, or if they already exist, must be maintained. The report also examined the percent of Hispanic voting age population needed in each race for the Hispanic preferred candidate to win. In Pima County, for some of the races, crossover voting (Whites voting for the Hispanic preferred candidate) was so high that the percent of voting age Hispanics needed in a district to elect a Hispanic preferred candidate was below 30 percent. But in other races, the percentage needed was higher. The report concludes that in many instances in Pima County, the percentage of Hispanic voting age population required to provide Hispanic voters with an opportunity to elect their candidates of choice is likely to be considerably less than 50 percent (because of White cross over voting), but that a district specific analysis of proposed changes should be conducted.

Staff are now reviewing BOS and PCC past election results for Pima County's two majority-minority districts. It should be noted that a Hispanic preferred candidate does not necessarily have to be Hispanic. If the BOS were to select a map that largely maintained the integrity of the exiting majority-minority districts (D2 and D5), then it may be unnecessary to conduct

² https://irc.az.gov/sites/default/files/meeting-files/Handley%20report_Voting%20Patterns%20by%20RaceEthnicity%20in%20Recent%20State%20Legislative%20Elections%20in%20Arizona.pdf

a district specific analysis on the proposed minor changes. Staff and the County Attorney's Office will be consulting with a Voting Rights Act expert to ensure compliance is maintained for any changes to district lines.

Other Common Redistricting Principles

In addition to equal representation and complying with the Voting Rights Act, other common redistricting principles are often considered, to the extent practicable. These include geographic continuity and compactness, respect for major natural and manmade boundaries, and communities of interest. Unlike the State legislative and congressional redistricting requirements, Arizona counties are not required to start from a blank slate and can choose to retain continuity of representation for voters and communities by maintaining the integrity of existing districts, which could be beneficial when consideration must be given to majority-minority districts. Arizona counties are also not required to consider the competitiveness of districts, and can avoid drawing districts that would create contests between incumbents.

Sample Maps and Data

Attached is a map of the current districts, as well as two maps showing how the current districts could be redrawn to meet state and federal requirements, as well as other common redistricting principles. Demographic and voter registration data for the maps is also attached (Attachment 2). Similar to the recently approved Justice Precinct reprecincting, the building blocks are the 249 voter precincts. The new or revised district is shown in a solid color. The voter precincts that were moved are outlined in blue.

The map titled Option 1 only moves one voter precinct, 69, resulting in a population difference between the highest and lowest populated districts of 9.5 percent, which is under the 10 percent maximum. (Attachment 3) While it is likely the BOS would want to balance the population even further, this map shows one example of the least amount of change necessary to meet the redistricting requirements. The corresponding data shows very little change to demographics and voter registration.

Option 2 is provided as an example of how the population of districts can be balanced to within 5 percent, and also group most of the voter precincts in Sahuarita into a single district – District 2. (Attachment 4) Similar to Option 1, the corresponding data shows little change to demographics and voter registration.

Both of these options maintain the integrity of the existing districts, and do not move incumbents (BOS and PCC) out of existing districts. Neither of these map options are proposed to replace a robust public process.

Public Process Recommendations

A public process could include:

1. A Redistricting Advisory Committee, appointed by each member of the Board of Supervisors.
2. The Committee holds public meetings and hearings (likely to be virtual) to consider redistricting principles and develop map or maps with input from stakeholders and the public.
3. The Committee recommends a map or maps to the Board of Supervisors for approval.
4. The Board of Supervisors adopts a new map after a holding a public hearing.
5. A dedicated webpage.

This public process would also include outreach to stakeholders whom are regularly asked to provide input on election-related changes, including:

- Pima County Republican Party Chair
- Pima County Democratic Party Chair
- Pima County Green Party Chair
- Pima County Libertarian Party Chair
- Chicanos por La Causa
- Pascua Yaqui Tribe
- Tohono O'odham Nation
- Pima County Election Integrity Commission

In addition, input would be solicited from cities and towns, unincorporated communities represented by coordinating councils, the League of Women Voters, and the PCC Governing Board.

Nicole Fyffe and Diana Durazo, both with the County Administrator's office, will be managing this effort. Ms. Fyffe managed the prior redistricting effort in 2011 and both Ms. Fyffe and Ms. Durazo managed the recent Justice Precinct reprecincting effort. In addition, considerable assistance will be necessary from the IT Department in the way of GIS analysis of current and proposed districts. The Elections Department, County Attorney's Office, and Communications Office will also be providing assistance.

Recommendations

It is recommended that:

1. The Board of Supervisors approve the creation of a Redistricting Advisory Committee to which each member of the Board of Supervisors would appoint a representative on or before January 18th;

2. The Committee hold a minimum of five (5) committee meetings, with public hearings to be included on each agenda, for each of the five Supervisorial districts;
3. Staff report to the Board of Supervisors on a bi-weekly basis the activities that have occurred and are planned; and
4. The work of the Redistricting Advisory Committee will be completed by April 30th, to be finalized by the Board of Supervisors by May 30th, well in advance of the July 1 required deadline.

Sincerely,



Jan Lesher
Chief Deputy County Administrator

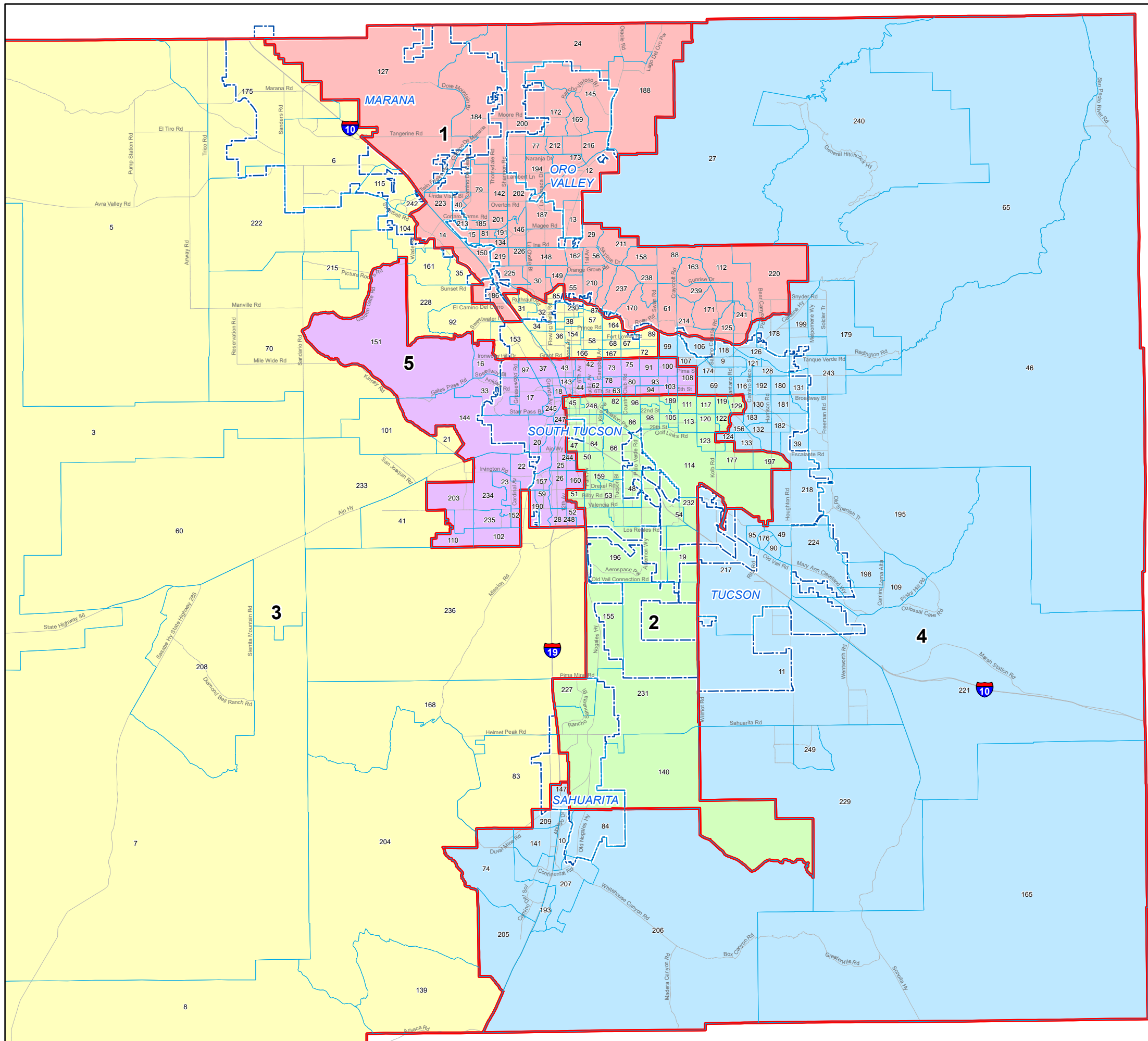
JL/anc – November 22, 2021

Attachments

- c: The Honorable Gabriella Cazares-Kelly, Pima County Recorder
Lee D. Lambert, Chancellor, Pima Community College
Carmine, Deputy County Administrator, Public Works
Francisco Garcia, MD, MPH, Deputy County Administrator & Chief Medical Officer,
Health and Community Services
Brad Nelson, Elections Director
Dan Hunt, Chief Information Officer, Information Technology Department
Mark Evans, Director, Communications Office
Dan Jurkowitz, Civil Deputy County Attorney, Pima County Attorney's Office
Nicole Fyffe, Executive Assistant to the County Administrator
Diana Durazo, Special Projects Manager, Pima County Administrator's Office
Erik Glenn, GIS Analyst Senior, Information Technology Department

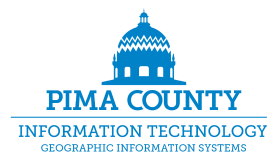
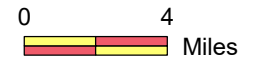
ATTACHMENT 1

Current Pima County Supervisor / Pima Community College Districts and Voter Precincts



- Supervisor / P.C.C. District**
- District 1
 - District 2
 - District 3
 - District 4
 - District 5

- Incorporated Jurisdiction Boundary
- Voter Precinct Boundary
- Major Street



11/18/2021

ATTACHMENT 2

CURRENT DISTRICT	PIMA COUNTY SUPERVISOR	PIMA COMMUNITY COLLEGE GOVERNING BOARD MEMBER	TOTAL POPULATION	POP DEV FR MEAN	POP AGE 18 PLUS	%18 PLUS	18 PLUS %MINORITY	18 PLUS %HISPANIC	18 PLUS %BLACK AA	18 PLUS %AM INDIAN	18 PLUS %ASIAN	18 PLUS %PACIFIC ISLNDR	REG VOTERS	REG VTRS AS % 18 PLUS	%REG DEM	%REG REP	%REG ALLOTHERS
1	Rex Scott	Catherine Ripley	219,327	5.1%	181,339	82.7%	26.8%	16.5%	2.1%	1.3%	5.1%	0.2%	156,954	86.6%	34.6%	35.7%	29.7%
2	Matt Heinz	Demion Clinco	200,520	-3.9%	150,386	75.0%	63.9%	50.9%	6.1%	2.4%	2.9%	0.3%	98,271	65.3%	45.6%	20.9%	33.5%
3	Sharon Bronson	Maria D. Garcia	206,982	-0.8%	164,261	79.4%	46.0%	31.6%	3.5%	5.8%	3.3%	0.2%	118,213	72.0%	40.7%	26.9%	32.4%
4	Steve Christy	Meredith Hay	223,742	7.2%	182,118	81.4%	28.2%	17.4%	3.8%	1.6%	3.4%	0.3%	152,477	83.7%	32.7%	36.8%	30.5%
5	Adelita Grijalva	Luis Gonzales	192,862	-7.6%	156,161	81.0%	60.7%	48.0%	3.8%	3.9%	3.5%	0.2%	102,375	65.6%	54.3%	15.1%	30.7%

Deviation between highest/lowest populated 30,880
% Deviation 16.0%

OPTION 1	PIMA COUNTY SUPERVISOR	PIMA COMMUNITY COLLEGE GOVERNING BOARD MEMBER	TOTAL POPULATION	POP DEV FR MEAN	POP AGE 18 PLUS	%18 PLUS	18 PLUS %MINORITY	18 PLUS %HISPANIC	18 PLUS %BLACK AA	18 PLUS %AM INDIAN	18 PLUS %ASIAN	18 PLUS %PACIFIC ISLNDR	REG VOTERS	REG VTRS AS % 18 PLUS	%REG DEM	%REG REP	%REG ALLOTHERS
1	Rex Scott	Catherine Ripley	219,327	5.1%	181,339	82.7%	26.8%	16.5%	2.1%	1.3%	5.1%	0.2%	156,954	86.6%	34.6%	35.7%	29.7%
2	Matt Heinz	Demion Clinco	200,520	-3.9%	150,386	75.0%	63.9%	50.9%	6.1%	2.4%	2.9%	0.3%	98,271	65.3%	45.6%	20.9%	33.5%
3	Sharon Bronson	Maria D. Garcia	206,982	-0.8%	164,261	79.4%	46.0%	31.6%	3.5%	5.8%	3.3%	0.2%	118,213	72.0%	40.7%	26.9%	32.4%
4	Steve Christy	Meredith Hay	216,379	3.7%	175,650	81.2%	28.1%	17.4%	3.8%	1.6%	3.4%	0.3%	148,009	84.3%	32.4%	37.0%	30.6%
5	Adelita Grijalva	Luis Gonzales	200,225	-4.1%	162,629	81.2%	59.4%	46.8%	3.8%	3.8%	3.5%	0.2%	106,843	65.7%	53.7%	15.7%	30.6%

Deviation between highest/lowest populated 19,102
% Deviation 9.5%

OPTION 2	PIMA COUNTY SUPERVISOR	PIMA COMMUNITY COLLEGE GOVERNING BOARD MEMBER	TOTAL POPULATION	POP DEV FR MEAN	POP AGE 18 PLUS	%18 PLUS	18 PLUS %MINORITY	18 PLUS %HISPANIC	18 PLUS %BLACK AA	18 PLUS %AM INDIAN	18 PLUS %ASIAN	18 PLUS %PACIFIC ISLNDR	REG VOTERS	REG VTRS AS % 18 PLUS	%REG DEM	%REG REP	%REG ALLOTHERS
1	Rex Scott	Catherine Ripley	209,430	0.4%	173,274	82.7%	26.6%	16.4%	2.1%	1.3%	5.0%	0.2%	149,518	86.3%	34.7%	35.6%	29.6%
2	Matt Heinz	Demion Clinco	207,986	-0.3%	156,723	75.4%	61.2%	48.4%	5.9%	2.4%	2.9%	0.3%	104,902	66.9%	44.1%	22.6%	33.4%
3	Sharon Bronson	Maria D. Garcia	203,386	-2.5%	162,815	80.1%	43.8%	29.2%	3.5%	5.7%	3.6%	0.2%	117,925	72.4%	40.3%	27.4%	32.3%
4	Steve Christy	Meredith Hay	212,295	1.7%	172,989	81.5%	27.9%	17.0%	3.9%	1.7%	3.4%	0.3%	144,774	83.7%	32.6%	37.0%	30.4%
5	Adelita Grijalva	Luis Gonzales	210,336	0.8%	168,464	80.1%	62.2%	49.8%	3.7%	3.8%	3.4%	0.2%	111,171	66.0%	53.7%	15.3%	30.9%

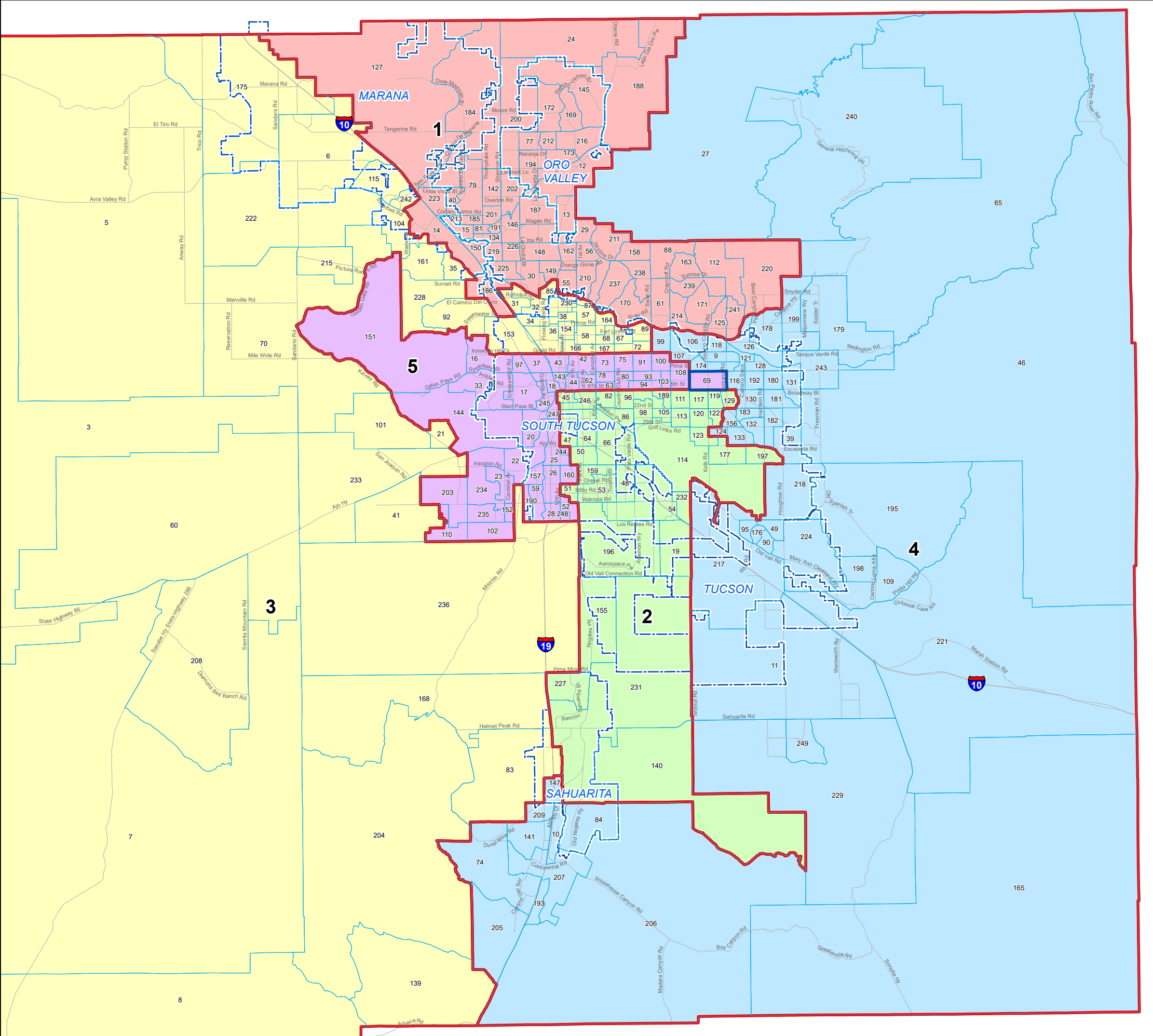
Deviation between highest/lowest populated 8,909
% Deviation 4.4%











SOURCE: U.S. Bureau of the Census P.L. 94-171 Data (2020 Census); Esri (2021); Pima County Recorder (7-12-2021)

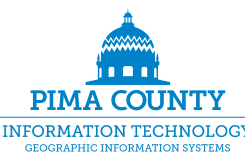
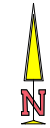
ATTACHMENT 3

Pima County Supervisor / Pima Community College Districts

Option 1



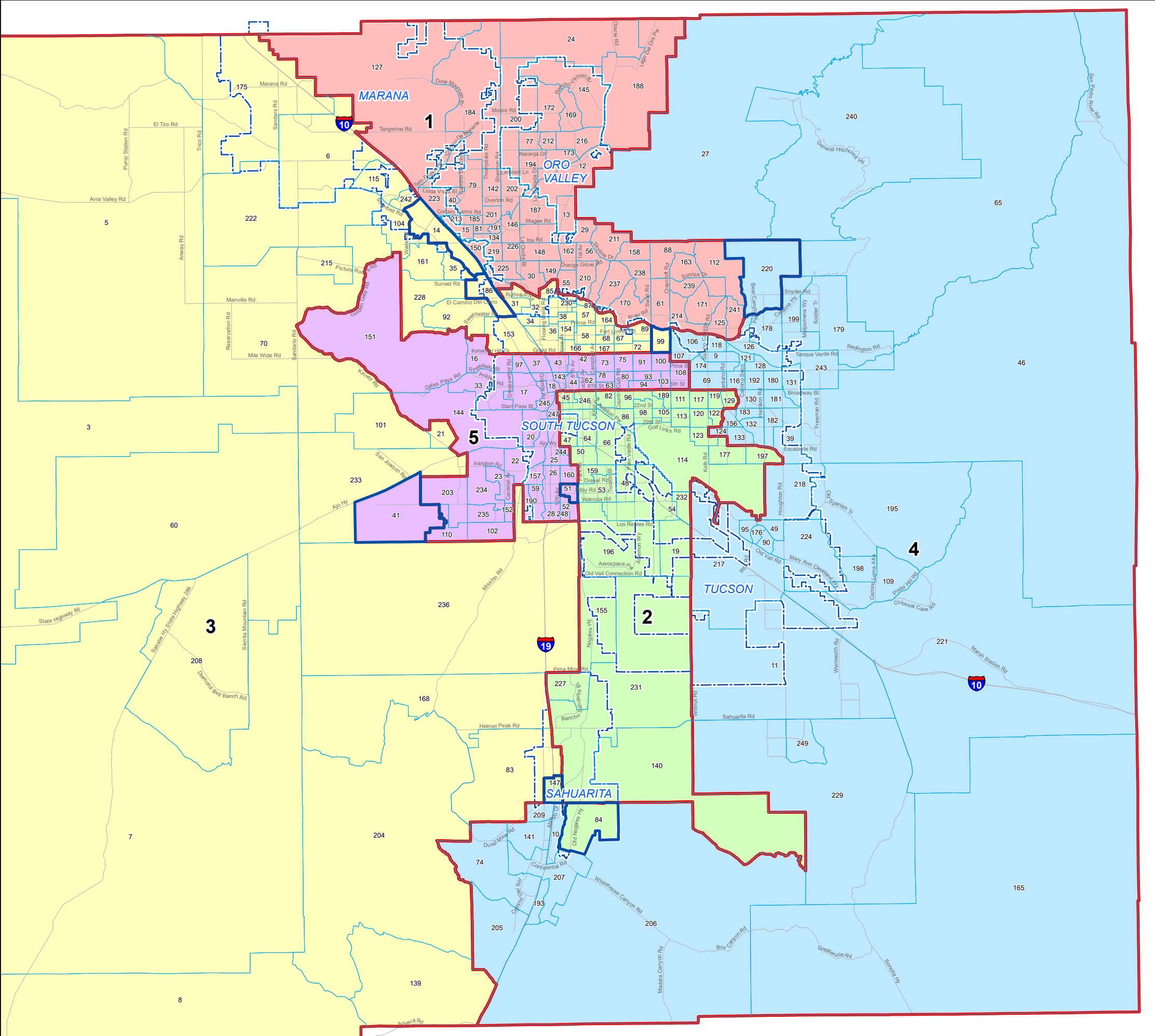
-  Precinct to be Moved From Current BOS/PCC District
 -  Current BOS/PCC District Boundary
 -  Incorporated Jurisdiction Boundary
 -  Voter Precinct Boundary
 -  Major Street
- | Proposed BOS/PCC District | |
|---|------------|
|  | District 1 |
|  | District 2 |
|  | District 3 |
|  | District 4 |
|  | District 5 |







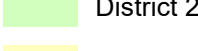
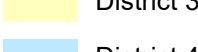




ATTACHMENT 4

Pima County Supervisor / Pima Community College Districts

Option 2



-  Precinct to be Moved From Current BOS/PCC District
 -  Current BOS/PCC District Boundary
 -  Incorporated Jurisdiction Boundary
 -  Voter Precinct Boundary
 -  Major Street
- | Proposed BOS/PCC District | |
|---|------------|
|  | District 1 |
|  | District 2 |
|  | District 3 |
|  | District 4 |
|  | District 5 |



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