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# Board of Supervisors Memorandum

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May 3, 2022

**Pima County Redistricting Advisory Committee Recommendation  
and Board of Supervisors Approval of New Districts - Public Hearing**

Background

The Board of Supervisors is required to approve new supervisorial districts every 10 years after the release of decennial census data, and for the purpose of balancing the population of the districts to within 10 percent. The current districts have an estimated maximum population deviation of 14.8 percent. The Board appointed a Redistricting Advisory Committee to develop a revised map to recommend to the Board. On April 12, 2022, the Committee voted unanimously to recommend Option 2b2a to the Board of Supervisors, which has a maximum population deviation of 1.7 percent. The attached report provides details on this recommended option, as well as a summary of the Committee process and public input.

Recommendation

While the legal deadline for adopting new districts is July 1, it is recommended that the Board adopt new districts before June 1 so that the voter registration database can be finalized for the upcoming election cycle. While there is not an election for the Board of Supervisors until 2024, two of the Pima Community College Governing Board members' terms expire this year and elections for those seats will be held this election cycle (for Districts 2 and 4). The Pima Community College Governing Board districts are aligned with the supervisorial districts, and will therefore be impacted by this redistricting.

Sincerely,

A handwritten signature in black ink, appearing to read "Jan Leshner", is written over a horizontal line.

Jan Leshner  
County Administrator

JKL/anc – April 18, 2022

Attachment

c: Redistricting Advisory Committee, Chair and Members  
The Honorable Gabriella Cazares-Kelly, Pima County Recorder  
Lee D. Lambert, Chancellor, Pima Community College  
Carmine DeBonis, Deputy County Administrator Public Works  
Francisco Garcia, MD, MPH, Deputy County Administrator & Chief Medical Officer,  
Health and Community Services  
Constance Hargrove, Elections Director  
Dan Hunt, Chief Information Officer, Information Technology Department  
Mark Evans, Communications Director  
Dan Jurkowitz, Civil Deputy County Attorney  
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

## **Pima County Redistricting Advisory Committee's Recommendation**

**April 12, 2022**

### **Background**

State law requires the Board of Supervisors to adopt revised district boundaries every 10 years following the release of the decennial census data for the purpose of balancing the population of the districts to within 10 percent. On December 7, 2021, the Board created the Redistricting Advisory Committee to be made up of five members, each member appointed by one of the Supervisors. The Committee held meetings between February and April, and on April 12 unanimously recommended Option 2b2a to the Board. The map is included as Attachment 1. Attachment 2 shows the changes from current districts outlined in blue. Attachments 3 through 6 include data associated with this option.

This report provides details on this recommended option, as well as a summary of the Committee process and public input.

### **Redistricting Advisory Committee**

Steve Lynn, Chair, District 1  
Dr. Augustine Romero, Vice-Chair, District 5  
Dr. Sylvia Lee, District 2  
Larry Hecker, District 3  
Frank Antenori, District 4

### **Committee Process and Public and Stakeholder Input**

The Committee met six times between February 22 and April 12. The first four meetings were conducted virtually, and the last two were held in person. All meetings were streamed live on YouTube, the recordings of which are available for viewing at [www.youtube.com/c/pimacountyarizona](https://www.youtube.com/c/pimacountyarizona). As of April 13, the recordings had been viewed 591 times in total, with an average of 98 views per meeting. Five of the six meetings were also broadcast live on Cox and Comcast Channel 96.

Anyone interested in addressing the Committee or submitting comments to the committee could do so by requesting a link to join the virtual meetings, attending the in person meetings or submitting comments on the County's redistricting web page at [www.pima.gov/countyredistricting](https://www.pima.gov/countyredistricting). The Committee received a total of 19 comments. Below is a summary of these comments:

- Two comments submitted by the Town Clerk for Town of Sahuarita transmitting results from Mayor and Council votes requesting the Town be in as few districts as possible and to support various iterations of maps under consideration by the Committee.
- One comment submitted by the Town of Marana's Mayor and Town Manager requesting the Town be consolidated in one district, with the preference of District 3. Later the Mayor submitted a separate comment requesting that the entirety of the Town be consolidated in District 1 or District 3.

- 10 comments from residents of Green Valley in support of Option 2e and placing Green Valley and Sahuarita in one district.
- 2 comments opposing options that move precinct 84 (south end of Sahuarita) into District 2.
- A comment from a District 2 resident in support of Option 2.
- A comment from Green Valley Council President and Executive Director in support of Option 2e and consolidating Green Valley and Sahuarita into one district.
- A comment from a JTED Board member requesting that JTED be added as a stakeholder.

The following stakeholders (also known as interested parties) were provided notice of the Committee meetings and options under consideration:

Pima Community College Chancellor's Office  
 Joint Technical Education District Superintendent  
 City of Tucson  
 City of South Tucson  
 Town of Marana  
 Town of Oro Valley  
 Town of Sahuarita  
 Green Valley Council  
 Southeast Regional Council  
 Tanque Verde Valley Association  
 Western Pima County Community Council  
 League of Women Voters  
 Justice of the Peace, Ajo  
 Ajo Copper News  
 Ajo Chamber  
 Three Points contacts provided by District 3  
 Pima County Republican Chair  
 Pima County Democratic Chair  
 Pima County Libertarian Party Chair  
 Chicanos Por La Causa  
 Pascua Yaqui Tribe Chairman  
 Tohono O'odham Nation Chairman  
 Pima County Elections Integrity Commission

The Pima Community College Governing Board typically follows the same district boundaries as the Board of Supervisors. The Joint Technical Education District typically follows some of the same district boundaries.

The Board of Supervisors also received regular updates from County Administrator Jan Leshar in the form of Redistricting Update memorandums.

The County's Redistricting webpage [www.pima.gov/countyredistricting](http://www.pima.gov/countyredistricting) includes a summary of the requirements, all maps and data considered by the Committee, their agendas, meeting summaries, links to Youtube recordings of meetings, comments received, and a link to submit comments.

The Committee initially received an overview of the redistricting process and requirements, a demonstration of a mapping tool publically available at <https://districtr.org/tag/pimaaz>, and data that would be made available to the Committee. The Committee requested additional data throughout the process and staff was able to accommodate a majority of their requests.

The Committee agreed to start with an option referred to as Option 2. Option 2 was provided by staff to the Board of Supervisors in a December 7, 2021 memorandum as an option to demonstrate the mechanics of redistricting to Supervisors new to the process.

The Committee initially started with the following objectives:

- Balancing the population of districts well below the 10 percent maximum population deviation required.
- Complying with State and Federal law including Section 2 of the Voting Rights Act.
- Maintaining the integrity of existing districts.

As deliberations proceeded, the Committee also considered:

- Placing the Towns of Marana and Sahuarita in as few districts as possible.
- Maintaining the Tohono O'odham and Pascua Yaqui Tribal areas in their current districts (Districts 3 and 5, respectively).
- Maintaining Tucson Mountain Park and Saguaro National Park West in District 5.
- Including precincts of the City of Tucson in all districts.
- Being aware of which options would displace Pima Community College Governing Board and Board of Supervisor incumbents from their home districts.
- Considering the ratio of incorporated vs. unincorporated areas in each district.
- Considering districts that are growing the fastest compared to those that are not and opportunities to develop an option that initially under populate fast growing districts to that they can grow into population equality.

Several of the Committee members developed maps. Additional maps were created anonymously on DistrictR. Any maps that met the Committee's initial criteria, including maintaining the integrity of the existing districts, were placed on the County's Redistricting webpage and provided to the Committee in a uniform format, along with a standard set of data. This standard data set included the maximum population deviation for map option, as well as the following data per district:

- Estimated population
- Population deviation from the mean
- Age of population
- Voting age population by race and ethnicity
- Citizen voting age population by race and ethnicity
- Number of registered voters, registered voters as a percent of the citizen voting age population, percent registered Democrats, Republicans and others.

Demographic data was sourced from the U.S. Census Bureau's P.L. 94-171 2020 Census data set. Citizen voting age population by race and ethnicity was sourced from the U.S. Census Bureau's 2015-2019 5-year American Community Survey. Voter registration data was sourced from the Pima County Recorder dated December 6, 2021.

Over time, the Committee requested and received additional data for each option. This included a list of the precincts moved, the unincorporated and incorporated population for each district, voter performance by precinct, and voter performance by district based on recompiled election results from four elections with minority candidates (2 statewide and 2 countywide).

### **Committee's Recommended Option 2b2a Compared to the Current Districts**

The Committee's recommended map is shown as Attachment 1. The building blocks are the voter precincts and each precinct is numbered on the map. In Attachment 2 the precincts outlined in blue are those that moved from one district to another. In total, 21 precincts moved. The list of precincts moved is in Attachment 3. Note that Precinct 127 is highlighted on the list because it is the home precinct for Pima Community College Governing Board Member Catherine Ripley, which moved from District 1 to District 3. If this Option is approved by the Board of Supervisors, Ms. Ripley could still serve District 1 through the remainder of her term that ends in 2026.

As you can see, the far majority of changes occurred in Districts 1 and 3, along Interstate 10 and River Road, and largely resulted from moving most of the Town of Marana into District 3. District 5 gained three precincts on the southeast and southwest boundaries. District 2 gained three precincts in the Town of Sahuarita, and lost precinct 51 to District 5. District 4 lost three precincts to District 2 in the Town of Sahuarita, and lost precinct 99 to District 1 within the City of Tucson adjacent to River Road.

These changes resulted in a maximum population deviation of 1.7 percent between the highest and lowest populated districts, down from 14.8 percent from the current districts, and well within the required 10 percent maximum population deviation (Table 1 below and Attachment 4).

**Table 1**  
**Option 2b2a and Current District Population Estimates**

<b>DISTRICT</b>	<b>PIMA COUNTY SUPERVISOR</b>	<b>CURRENT DISTRICT POPULATION</b>	<b>CURRENT POPULATION DEVIATION FROM MEAN</b>	<b>OPTION 2b2a POPULATION</b>	<b>OPTION 2b2a POPULATION DEVIATION FROM MEAN</b>
1	Rex Scott	219,303	5.1%	208,998	0.1%
2	Matt Heinz	200,525	-3.9%	208,780	0.0%
3	Sharon Bronson	206,987	-0.8%	207,175	-0.7%
4	Steve Christy	223,752	7.2%	207,761	-0.4%
5	Adelita Grijalva	192,866	-7.6%	210,719	1.0%
<b>Maximum Population Deviation</b>			<b>14.8%</b>		<b>1.7%</b>

The Committee was provided with reports from legal experts retained to advise the Board regarding compliance with Section 2 of the Voting Rights Act and Equal Protection under the 14<sup>th</sup> Amendment to the Constitution. In summary, Pima County is legally required to maintain two districts where Hispanics are able to elect candidates of their choice, and

Hispanic Citizen Voting Age Population (CVAP) reductions of five percent or more should be avoided.

Option 2b2a maintains two districts where Hispanics are able to elect candidates of their choice (Districts 2 and 5). For both districts, the estimates of the Hispanic CVAP for Option 2b2a are similar to the estimates for the current districts.

**Table 2**  
**Hispanic Citizen Voting Age Population Estimates Option 2b2a and Current**

<b>DISTRICT</b>	<b>PIMA COUNTY SUPERVISOR</b>	<b>CURRENT DISTRICT HCVAP</b>	<b>Option 2b2a DISTRICT CVAP</b>
2	Matt Heinz	45.8%	43.2%
5	Adelita Grijalva	44.9%	46.8%

As part of the legal review, it was recommended that a district specific functional analysis be undertaken to determine if proposed districts are likely to continue to provide Hispanics with an opportunity to elect candidates of their choice. Attachment 5 provides this analysis for Option 2b2a and the current districts. The analysis includes four recent elections, two statewide and two countywide, and recompiles the precinct level election results for those elections to conform to the current districts and Option 2b2a districts. These four elections were selected for this analysis because they included minority and white candidates and were determined to be racially polarized. Based on this analysis, Hispanics in Districts 2 and 5 would continue to have an opportunity to elect candidates of their choice.

During Committee deliberations, Committee members requested voter performance data since voter registration by party is less of an indicator of voter performance than in previous redistricting cycles due to the large number of Independents. As a result, Staff also provided the Committee with these selected recompiled election results for all five supervisorial districts, as opposed to only Districts 2 and 5. Option 2b2a does not change the Democrat and Republican lean in any of the districts when compared to the current districts (based on these four races). However, the percent of votes for the Democratic and Republican candidates for Governor from voters in District 3 change to within 0.8 percent compared to 6.2 percent in the current district.

Attachment 4 includes voter registration data for the current districts and Option 2b2a districts.

Attachment 6 includes population estimates by district for incorporated cities and towns, as well as the unincorporated area, for the current districts and Option 2b2a districts.

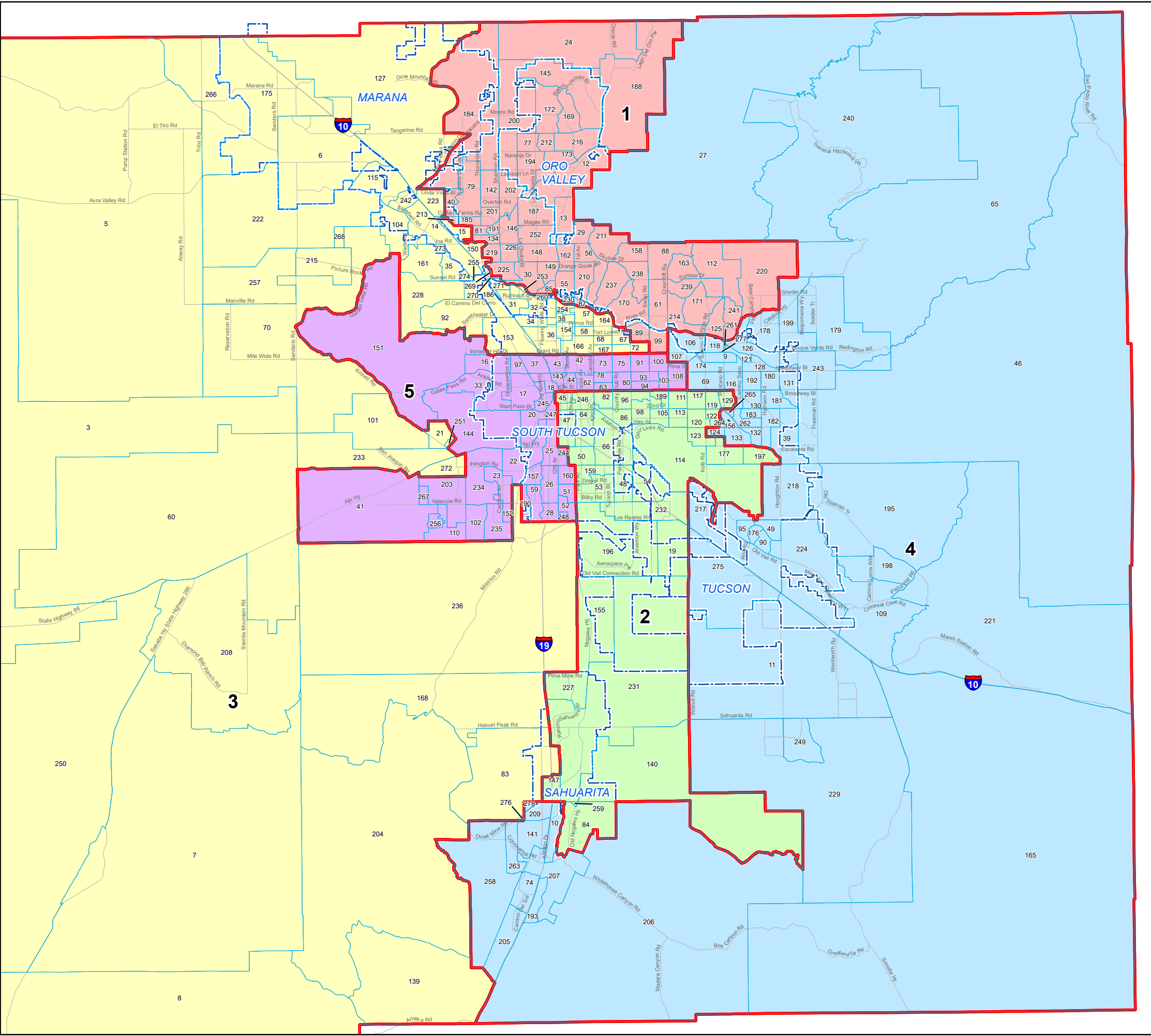
### **Summary**

In summary, the Redistricting Advisory Committee unanimously recommends to the Board of Supervisors Option 2b2a. Option 2b2a meets state and federal redistricting requirements.

Attachments

Pima County Supervisor / Pima Community College Districts

Option 2b.2a



**Proposed BOS/PCC District**

District 1

District 2

District 3

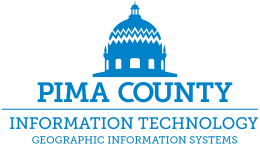
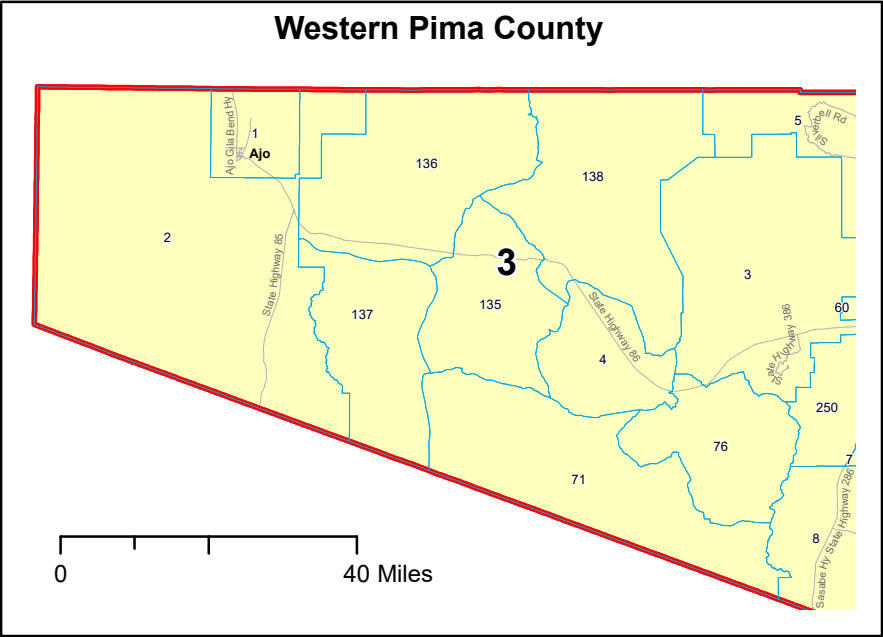
District 4

District 5

Incorporated Jurisdiction Boundary

Voter Precinct Boundary

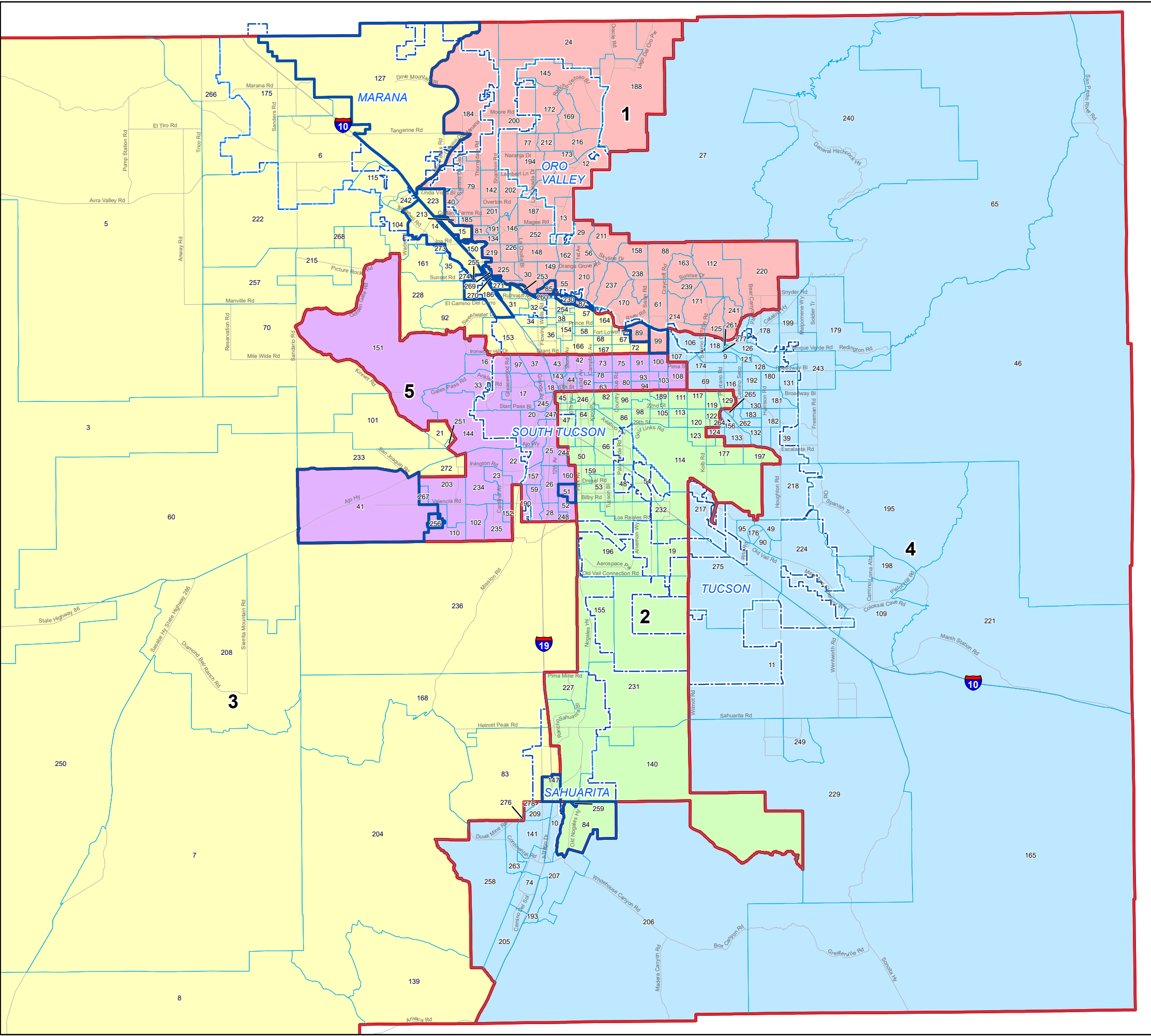
Major Street





Pima County Supervisor / Pima Community College Districts

Option 2b.2a



**Proposed BOS/PCC District**  

District 1

District 2

District 3

District 4

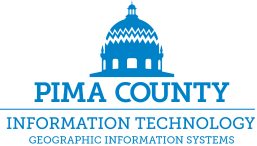
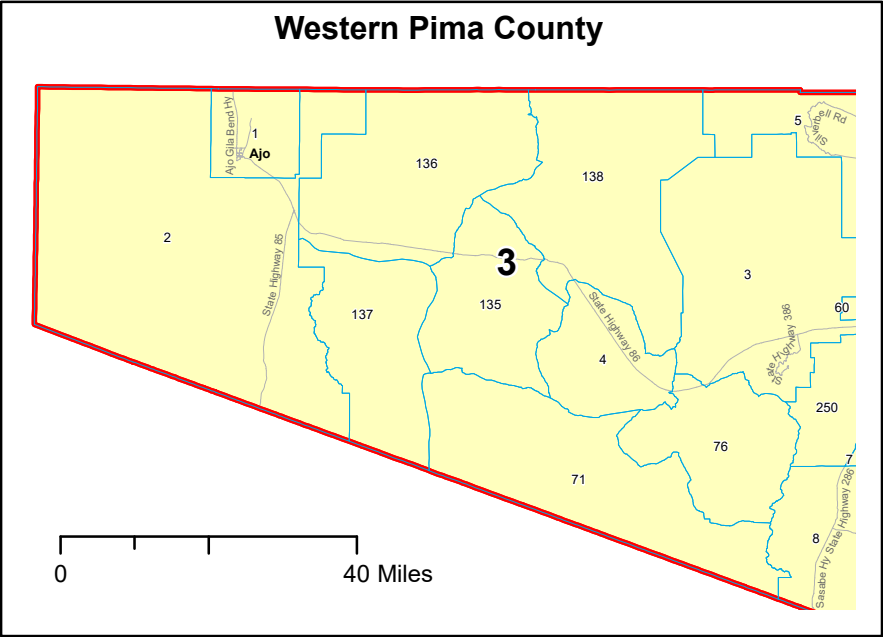
District 5

Precinct to be Moved from Current BOS/PCC District

Incorporated Jurisdiction Boundary

Voter Precinct Boundary

Major Street





### Option 2b2a Precincts Moved

Precinct (PCC Incumbent Precinct in Yellow)	District From/To
14	1 to 3
15	1 to 3
41	3 to 5
51	2 to 5
84	4 to 2
85	3 to 1
87	3 to 1
89	3 to 1
99	4 to 1
127	1 to 3
147	4 to 2
150	1 to 3
186	1 to 3
223	1 to 3
230	3 to 1
253	1 to 3
256	3 to 5
259	4 to 2
269	1 to 3
270	1 to 3
271	1 to 3

CURRENT DISTRICT	PIMA COUNTY SUPERVISOR	PIMA COMMUNITY COLLEGE GOVERNING BOARD MEMBER	TOTAL POPULATION	POP DEV FR MEAN	TOTAL POP %18 TO 29	TOTAL POP %30 TO 49	TOTAL POP %50 TO 69	TOTAL POP %70 PLUS	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 ISLNR	%CVAP	CVAP %MINORITY	CVAP %HISPANIC	CVAP %BLACK AA	CVAP %AM INDIAN	CVAP %ASIAN	CVAP %PACIFIC ISLNR	REG VOTERS	REG VTRS AS %18 PLUS	REG VTRS AS %CVAP	%REG DEM	%REG REP	%REG ALL OTHERS
1	Rex Scott	Catherine Ripley	219,303	5.1%	11.7%	21.9%	30.6%	18.7%	181,311	82.7%	26.8%	16.5%	2.1%	1.3%	5.1%	0.2%	78.7%	24.3%	15.5%	2.1%	1.4%	3.6%	0.2%	159,147	87.8%	92.2%	34.4%	35.3%	30.3%
2	Matt Heinz	Demion Clinco	200,525	-3.9%	19.1%	26.7%	19.6%	8.2%	150,394	75.0%	63.9%	50.9%	6.1%	2.4%	2.9%	0.3%	65.6%	59.2%	45.8%	6.4%	2.5%	2.7%	0.3%	96,949	64.5%	73.7%	45.2%	20.7%	34.2%
3	Sharon Bronson	Maria D. Garcia	206,987	-0.8%	17.3%	24.7%	24.2%	12.4%	164,263	79.4%	46.0%	31.6%	3.5%	5.8%	3.3%	0.2%	72.8%	42.1%	28.4%	3.5%	6.2%	2.3%	0.2%	118,186	71.9%	78.4%	40.2%	26.8%	33.0%
4	Steve Christy	Meredith Hay	223,752	7.2%	12.4%	21.8%	26.7%	20.8%	182,131	81.4%	28.2%	17.4%	3.8%	1.6%	3.4%	0.3%	78.7%	26.7%	16.6%	3.7%	1.7%	2.8%	0.3%	150,963	82.9%	85.7%	32.5%	36.6%	30.9%
5	Adelita Grijalva	Luis Gonzales	192,866	-7.6%	25.5%	23.7%	20.1%	9.7%	156,166	81.0%	60.7%	48.0%	3.8%	3.9%	3.5%	0.2%	71.7%	56.8%	44.9%	3.7%	4.1%	2.5%	0.2%	101,170	64.8%	73.1%	53.9%	14.9%	31.2%

Population Deviation (highest% - lowest%)14.8%

OPTION 2b2.a DISTRICT	PIMA COUNTY SUPERVISOR	PIMA COMMUNITY COLLEGE GOVERNING BOARD MEMBER	TOTAL POPULATION							VOTING AGE POPULATION							CITIZEN VOTING AGE POPULATION							VOTER REGISTRATION					
			TOTAL POPULATION	POP DEV FR MEAN	TOTAL POP %18 TO 29	TOTAL POP %30 TO 49	TOTAL POP %50 TO 69	TOTAL POP %70 PLUS	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 ISLNR	%CVAP	CVAP %MINORITY	CVAP %HISPANIC	CVAP %BLACK AA	CVAP %AM INDIAN	CVAP %ASIAN	CVAP %PACIFIC ISLNR	REG VOTERS	REG VTRS AS %18 PLUS	REG VTRS AS %CVAP	%REG DEM	%REG REP	%REG ALL OTHERS
1	Rex Scott	Catherine Ripley	208,998	0.1%	11.8%	21.7%	30.5%	19.6%	173,881	83.2%	26.5%	16.0%	2.2%	1.3%	5.2%	0.2%	79.2%	24.0%	15.1%	2.2%	1.3%	3.7%	0.2%	149,085	85.7%	90.1%	35.7%	34.2%	30.0%
2	Matt Heinz	Demion Clinco	208,780	0.0%	18.4%	26.5%	19.8%	9.3%	157,496	75.4%	60.9%	48.1%	5.9%	2.4%	2.9%	0.3%	66.6%	56.3%	43.2%	6.2%	2.5%	2.7%	0.3%	104,476	66.3%	75.1%	43.5%	22.5%	34.0%
3	Sharon Bronson	Maria D. Garcia	207,175	-0.7%	16.8%	24.6%	24.9%	12.6%	165,194	79.7%	43.4%	29.2%	3.4%	5.7%	3.3%	0.2%	73.3%	39.3%	25.8%	3.4%	6.1%	2.3%	0.2%	123,338	74.7%	81.2%	38.0%	29.1%	32.9%
4	Steve Christy	Meredith Hay	207,761	-0.4%	12.6%	21.9%	27.1%	20.2%	168,929	81.3%	28.2%	17.2%	4.0%	1.7%	3.4%	0.3%	78.7%	26.8%	16.5%	3.8%	1.7%	2.8%	0.3%	139,229	82.4%	85.2%	32.4%	36.7%	30.9%
5	Adelita Grijalva	Luis Gonzales	210,719	1.0%	25.0%	23.9%	19.9%	9.4%	168,765	80.1%	62.2%	49.8%	3.7%	3.8%	3.4%	0.2%	70.8%	58.4%	46.8%	3.7%	4.1%	2.5%	0.2%	110,287	65.3%	73.9%	53.3%	15.2%	31.5%

Population Deviation (highest% - lowest%)1.7%

SOURCE: U.S. Bureau of the Census P.L. 94-171 Data (2020 Census); Pima County Recorder (12-6-2021); U.S. Bureau of the Census 2015-2019 5-Year American Community Survey; Esri (2021)

OPTION	DISTRICT 1				DISTRICT 2				DISTRICT 3				DISTRICT 4			DISTRICT 5	
	MARANA	ORO VALLEY	TUCSON	UNINCORP. PIMA COUNTY	SAHUARITA	SOUTH TUCSON	TUCSON	UNINCORP. PIMA COUNTY	MARANA	SAHUARITA	TUCSON	UNINCORP. PIMA COUNTY	SAHUARITA	TUCSON	UNINCORP. PIMA COUNTY	TUCSON	UNINCORP. PIMA COUNTY
Current	11%	21%	1%	66%	8%	3%	80%	9%	13%	1%	41%	44%	5%	60%	35%	82%	18%
2b2.a	3%	22%	6%	68%	14%	3%	75%	9%	21%	1%	38%	40%	0%	63%	37%	78%	22%

# District Specific Functional Analysis/Recompiled Election Results

			Pima County	Current Districts % Vote					Option 2b.2.a % Vote				
Party	Race		% Vote	1	2	3	4	5	1	2	3	4	5
<b>Polarized Statewide Elections with Minority Candidates, Pima County Only</b>													
<b>2018 General Election</b>													
<b>Governor</b>													
David Garcia	D	H	50.3	44.4	58.5	51.7	40.3	69.5	45.8	56.1	49.1	40.2	68.8
Doug Ducey	R	W	47.5	54.2	38.5	45.5	57.6	27.7	52.8	41.1	48.3	57.7	28.4
Angel Torres	Grn	H	2.2	1.4	3.0	2.8	2.1	2.8	1.4	2.8	2.6	2.1	2.8
<b>Attorney General</b>													
January Contreras	D	H	58.4	51.5	67.7	60.3	48.9	77.7	53.0	65.1	57.5	48.7	77.0
Mark Brnovich	R	W	41.6	48.5	32.3	39.7	51.1	22.3	47.0	34.9	42.5	51.3	23.0
<b>Polarized Countywide Elections with Minority Candidates</b>													
<b>2020 General Election</b>													
<b>County Recorder</b>													
Gabriella Cazares-Kelly	D	NA	58.8	51.7	67.9	60.1	49.0	77.0	53.1	65.5	57.3	48.9	76.3
Benny White	R	W	41.2	48.3	32.1	39.9	51.0	23.0	46.9	34.5	42.7	51.1	23.7
<b>2018 General Election</b>													
<b>Clerk of the Superior Court</b>													
Gary Harrison	D	B	56.2	48.2	66.1	58.4	46.6	76.0	49.6	63.5	55.5	46.5	75.3
Toni Hellon	R	W	43.8	51.8	33.9	41.6	53.4	24.0	50.4	36.5	44.5	53.5	24.7